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DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1966

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HEARINGS

BEFORE THE

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

H.R. 6453

MAKING APPROPRIATIONS FOR THE GOVERNMENT OF THE DISTRICT OF COLUMBIA AND OTHER ACTIVITIES CHARGEABLE IN WHOLE OR IN PART AGAINST THE REVENUES OF SAID DISTRICT FOR THE FISCAL YEAR ENDING JUNE 30, 1966, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

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DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1966

TUESDAY, MAY 4, 1965

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

The subcommittee met, pursuant to recess, at 2:05 p.m., in room S–126, U.S. Capitol Building, Hon. Robert C. Byrd (chairman of the subcommittee) presiding.

Present: Senators Byrd, Hayden, Proxmire, Yarborough, Tydings, Case, and Prouty.

DISTRICT OF COLUMBIA

OPERATING EXPENSES, REPAYMENT OF LOANS AND INTEREST AND CAPITAL OUTLAY

STATEMENT OF COMMISSIONER WALTER N. TOBRINER, PRESIDENT OF THE BOARD; ACCOMPANIED BY COMMISSIONER JOHN B. DUNCAN; BRIG. GEN. C. M. DUKE, ENGINEER COMMISSIONER; ALSO ACCOMPANIED BY JOHN M. RIECKS, DEPUTY SUPERINTENDENT OF PUBLIC SCHOOLS; DR. CARL F. HANSEN, SUPERINTENDENT OF SCHOOLS; JOSEPH H. COLE, ACTING SUPERINTENDENT OF RECREATION; RICHARD B. LEECH, ADMINISTRATIVE OFFICER; LAWRENCE C. LEMMON, DIRECTOR OF PLANNING AND DEVELOPMENT; DR. FREDERICK C. HEATH, ACTING DIRECTOR; DR. HERBERT McC. WORTMAN, ASSOCIATE DIRECTOR, MEDICAL CARE AND HOSPITALS; MISS GERTRUDE C. LAPRADE, CHIEF OF BUDGET AND FINANCE OFFICE; DONALD D. BREWER, DIRECTOR, PUBLIC WELFARE; F. E. ROPSHAW, SECRETARY TO THE BOARD OF COMMISSIONERS; SCHUYLER LOWE, DIRECTOR, DEPARTMENT OF GENERAL ADMINISTRATION; KENNETH BACK, FINANCE OFFICER; D. P. HERMAN, BUDGET OFFICER; JAMES L. McCALLISTER, ADMINISTRATIVE SERVICES OFFICER; HENRY HUBBARD, PERSONNEL OFFICER; FRANK M. HALLY, INTERNAL AUDIT OFFICER; HARRY N. PETERSON, DIRECTOR, PUBLIC LIBRARY; JAMES A. BLASER, DIRECTOR, BUILDINGS AND GROUNDS; CHESTER H. GRAY, CORPORATION COUNSEL; CHIEF JOHN B. LAYTON, METROPOLITAN POLICE DEPARTMENT; CHIEF HENRY A. GALOTTA, FIRE DEPARTMENT; J. J. ILGENFRITZ, DIRECTOR, LICENSES AND INSPECTIONS; THOMAS F. AIRIS, DIRECTOR, DEPARTMENT OF HIGHWAYS AND TRAFFIC; AND ROY L. ORNDORFF, DIRECTOR, DEPARTMENT OF SANITARY ENGINEERING

REVISED BUDGET ESTIMATE AND HOUSE ACTION

Senator BYRD. The subcommittee will come to order.

Today, the subcommittee begins the hearings on the 1966 fund requirements for the District of Columbia government.

The revised budget estimate before the committee is $387,500,000. The House allowance is $356,300,000, a reduction of $31,200,000 from the revised estimate.

LETTER FROM COMMISSIONER TOBRINER

Commissioner Tobriner's letter, dated April 23, 1965, requests the committee to restore $9,873,000. It also requests that $50 million be provided as the Federal payment to the general fund instead of $41 million as recommended by the other body. The appeal letter and various statistical tables will be placed in the record.

(The appeal letter and tables referred to follow:)

DISTRICT OF COLUMBIA, *April 23, 1965.*

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

DEAR SENATOR BYRD: The Commissioners transmit herewith for the consideration of your committee certain changes to the District of Columbia appropriation for 1966 as passed by the House.

The changes requested which affect Federal funds are as follows:

Appropriation	Amount reduced by House	Amount requested to be restored
Federal payment	−$9,000,000	+$9,000,000

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

Appropriation	Amount reduced by House	Amount requested to be restored
Operating expenses:		
General operating expenses	−$1,003,000	
Public safety	−585,600	
Education	−3,244,000	+$1,205,000
Parks and recreation	−532,000	+109,000
Health and welfare	−1,834,000	+875,000
Highways and traffic	−24,000	
Sanitary engineering	−476,000	
Total, operating expenses	−7,698,600	+2,189,000
Capital outlay	−23,468,700	+7,684,000
By funds:		
General fund	−27,015,500	+9,749,000
Highway fund (regular)	−4,107,800	+124,000
Highway fund (parking)	−31,000	
Water fund	−5,800	
Sanitary sewage works fund	−7,200	
Total	−31,167,300	+9,873,000

Of the total request of $9,749,000 payable from the general fund, only $9 million is required for financing, inasmuch as $749,000 for public works projects can be deferred until fiscal year 1967.

As you will note, items requested for restoration are only in the areas of education, recreation, health and welfare operating expenses and education, health and welfare capital outlay. This decision was based on the fact that, within the limited amount of revenue available, these areas were representative of the greatest need. Therefore, other needs of the District of Columbia must be de-

ferred until passage of new legislation for additional revenues, an increase in the real estate tax rate, and the possibility of increased revenues.

Again, I thank you for this opportunity.

Yours very truly,

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

STATEMENT OF COMMISSIONER TOBRINER

Senator BYRD. Mr. Tobriner, we welcome you before the subcommittee today. We welcome your fellow Commissioners.

Would you please proceed with your statement.

Mr. TOBRINER. Mr. Chairman, we appreciate this opportunity of appearing before you to testify on items included in the District of Columbia appropriations bill for fiscal year 1966 (H.R. 6453), and to request the restoration of selected amounts that were deleted in the House recommendations.

TOTAL AND SCOPE OF REQUEST

The budget estimates for expenditures of the District of Columbia for the fiscal year 1966, as submitted to Congress in January of this year, amounted to $392.4 million. House Document No. 114 increases these estimates by a net amount of $757,000 which resulted in a total budget of $393.2 million. Included in this request was $5.7 million as the initial share of the District to finance the rapid transit program for which the anticipated overall cost to the District will be $50 million. The total financing will be proposed as a loan to the District from the Federal Government. However, this item will be considered for a later budget transmission subsequent to the passage of enabling legislation. The highway program has been coordinated with the proposed rapid transit program to achieve a balanced transportation system for the District and the Washington metropolitan area.

The deduction of this latter amount of $5.7 million left $387.5 million, as the chairman said, which was the total considered by the House Appropriations Committee. This consisted of $307.8 million for operating expenses, $5.7 million for repayment of loans and interest, and $74 million for capital outlay.

REVENUES SHORT OF REQUIREMENTS

In addition to estimates from District funds, the estimates, as revised, included Federal payments to the general fund, $50 million; water fund for the consumption of water, $1,973,000; and sanitary sewage works fund for sewer usage, $1,149,000; or a total of $53,122,000. Loans were requested for the general fund amounting to $22,400,000 and the highway fund of $3,911,900 which together aggregated $26,311,900.

PROPOSALS FOR FINANCING

The balancing of the budget requests was contingent upon revenues from proposed sources which involved congressional action on revenue legislation and an increase in the real estate tax. The imbalance totaled $21.8 million proposed to be raised by an increase in the Federal payment of $7 million, $10.1 million in general fund taxes, $2 million in highway fund taxes, and $2.7 million in additional loans to the highway fund.

REDUCTION BY HOUSE APPROPRIATIONS COMMITTEE

The House recommended $356.3 million (operating expenses, $300.1 million; repayment of loans and interest, $5.7 million; $27.1 million was applied to the general fund; and $4.1 million to the highway fund). In addition to reducing the estimates of appropriations for the District of Columbia, the House also eliminated $9 million from the requested Federal payment of $50 million. In explaining this reduction the House Appropriations Committee stated in its report in part as follows:

> The committee again has been presented with a proposed budget that is out of balance—by $21,800,000. As was true last year many of the revenues estimated to be available are dependent on action of either the Commissioners or the Congress to raise taxes, increase the Federal payment through a formula arrangement, and, this year, the authorization of additional loan authority for the highway fund from the Federal Treasury. The committee has made reductions and adjustments in the financing and appropriation requests so that it is possible to report out a budget that is in balance with reasonable estimated surpluses in each fund.

APPEALS FOR RESTORATION

The Commissioners are limiting their present appeals before the Senate Appropriations Committee to amounts that can be financed from presently available resources. This involves both the general and highway funds. The only source now accessible for the general fund is the restoration of reduction in the Federal payment of $9 million. Accordingly, the restorations in the general fund have been confined to this amount and involve four major District agencies considered by the Commissioners to have the most critical needs. The actual appropriation request amounts to $9,749,000, but an adjustment in the deferred financing results in a fund requirement of $9 million. A summary of the appeals by departments follows:

(The summary referred to follows:)

	Operating expenses	Capital outlay (general fund only)	Total
Public schools	$1,081,000	$6,001,650	$7,082,650
Recreation	109,000		109,000
Health	573,500	194,950	768,450
Welfare	301,500	1,487,400	1,788,900
Total	2,065,000	7,684,000	9,749,000
Less adjustment in deferred capital outlay appropriation		749,000	749,000
Funds required	2,065,000	6,935,000	9,000,000

APPEAL FOR EXPANSION OF DRIVER-TRAINING PROGRAM IN PUBLIC SCHOOLS

Other than the general fund, the only requested change is the restoration of $124,000 payable from the highway fund. This provides for the expansion of the driver-training program in the public schools which will be financed from the increase in automobile driver learner permits from $2 to $5 in accordance with the intent of Public Law 88-287.

These appeals have been given top priority by the departments concerned and I would like to briefly summarize them.

Positions Needed in the Public Schools

Public schools: We are requesting the restoration of funds for 160 positions in the operating expenses for public schools. Twenty-eight of these positions are needed to improve the central administration of the schools. This has been inadequate and below the median of other cities of comparable size for years. This committee and the Congress have been most cooperative in the past years in allowing enough teachers to bring the pupil-teacher ratios down to the Board of Education standards of 30 to 1 in the elementary schools and 25 to 1 in the secondary schools, and in getting us started on an expansion in special teaching areas. However, there is still a need for more special teachers, such as reading, speech, science, and art, and this is reflected in our request for teachers. Additional librarians and counselors are being requested so that all schools will have improved service in these areas and together with other appropriate staff give needed support to the teacher in the classroom.

Request for Restoration of Capital Outlay Projects

To relieve overcrowding in the District's public school system, whose pupil population continues to grow in number, a request is made to restore nine capital outlay projects: one new school, additions to four existing schools, and the replacement of four obsolete buildings that cannot be economically renovated. (The replacement buildings will be larger than the old facilities, thus providing additional seating capacity.)

Included in these requests are funds for the purchase of additional site and preparation of plans for the replacement of Shaw Junior High School at its present site. The approval of this item will permit the continued use of the former proposed site as the John F. Kennedy playground. These projects will provide an increased capacity in the schools of 2,300 elementary, 531 junior high, and 1,236 senior high; a total of 4,067 seats. To provide appropriate opportunities to children who are educable but who suffer from severe mental retardation, we are recommending that funds for a new school for this purpose, with a pupil capacity of 200, be restored.

John F. Kennedy Playground

Recreation: The John F. Kennedy playground was opened to the public on June 3, 1964. This playground was developed under the supervision of representatives of the National Committee on Playgrounds for Young America, Inc. Nearly a million visits have been recorded since the playground was opened, which is considerably more than the attendance at any other recreation area. Funds were provided in the 1965 Appropriation Act in the amount of $20,500 for minimal operation and maintenance of this playground. In the 1966 budget estimates, based on the experience of the first 6 months of operation, it was determined that an additional $89,000 should be added to the budget for adequate operation and maintenance of this unit, making a total amount requested of $109,500. The House of Representatives eliminated all funds for this operation, including the amount contained in the 1965 appropriation. To discontinue opera-

tion of this playground now would not only deprive over 10,000 children within a 1-mile radius of the playground of the facility, but would deprive the Nation's Capital of one of the most unique playground facilities in the country.

Restoration Items for the Department of Public Health

Health: The restoration items for the Department of Public Health encompass a broad spectrum of critical areas—from fees paid to physicians and hospitals under contract, and expansion of the nursing school, to equipment for District of Columbia General and the planning of construction of community health centers.

The increases in fees are to meet the community's responsibility to pay the contract and Freedmen's Hospital's rates comparable to the cost of providing a similar service at District of Columbia General and to pay private physicians under contract to the Department at rates equal to those paid the Department's own physicians and, thereby, regain the facility to recruit and retain these highly qualified individuals to supplement the Department's full-time staff. In a somewhat similar vein is the expansion of the Capital City School of Nursing. Nurses are in short supply now and the demand is expanding. It is, therefore, urgent that we now begin to enlarge our major source of recruitment by 50 percent over a 3-year period.

Construction

In the area of construction, we must provide the equipment for a new food distribution system at District of Columbia General Hospital by January 1, 1966. On approximately that date the diet kitchens in the medical annex will be taken out of service by the contractor for the new core. Planning for the new community health centers, also, must progress during fiscal year 1966. The concept of dividing the city into four major service areas, with a community health center strategically located in each, has now been formulated.

Restoration Items for the Department of Public Welfare

Welfare: The major program objective of the restoration request for the Department of Public Welfare is in the area of child welfare services where 38 new positions and $226,378 are needed to recruit and service additional foster homes as well as to develop other possible community placement for needy children. By this means it is hoped to reverse the trend in population at Junior Village where the number of children has been increasing steadily to a point well in excess of normal capacity. Other positions are needed to provide more adequate care and supervision at the institutions of the Children's Center in Laurel, Md. Increasing admissions of the mentally retarded as well as unrealistic staff to population ratios at the institutions for delinquent children have placed a heavy burden on the present staff and facilities of the Department.

Restoration Items for Capital Outlay

In capital outlay, restoration of funds is requested for a school activities building and a storage building at Junior Village, a shop building at Cedar Knoll School, and for repair or replacement of roofs and/or flashings at Maple Glen and Cedar Knoll Schools. At

present, Junior Village has a capacity for only 125 in the old school building; approximately 280 children from kindergarten through the fourth grade have to attend school at the institution. The storage building will free play space for the children. The shop building at Cedar Knoll School will enable the Welfare Department to provide training for approximately 45 percent of the 500 older delinquents (16 years of age and older) who must enter the labor market after they leave the institution. Experience has shown that these youngsters have had little work experience, and training in shop experience cannot be furnished at the school at the present time.

CURTAILMENT OF APPEALS TO CONFORM WITH REVENUE AVAILABILITY

Those requests do not include all the urgent needs of the District. They are limited to items that can be financed from presently authorized revenue sources including the budget requests for a Federal payment of $50 million and a Federal loan of $26.3 million (general fund, $22.4 million and highway fund, $3.9 million).

DEFERRED ITEMS IN OPERATING EXPENSES

Because of this curtailment of appeals to conform with revenue availability, many of the essential programs of the District are not being presented to the committee at this time. Among the deferred items in operating expenses are such important needs as additional counselors, librarians and library books for elementary public schools, funds for recreational areas, vocational rehabilitation services, adequate staffing of the juvenile court, improved psychological treatment for inmates of correctional institutions, and an augmentation of the building inspection force.

DEFERRED ITEMS IN CAPITAL OUTLAY EXPENSES

In capital outlay, foremost consideration must be given in the future to providing additional spaces for the constantly increasing pupil enrollment by the construction of new buildings and the replacement of old, inadequate structures, as well as the continuation of the highway program at the required rate of progress. However, before a final decision is made on additional restorations, a review will be made of other projects such as recreational facilities, storm water sewers, correction and welfare buildings, and new administration buildings.

REQUEST FOR ADDITIONAL APPROPRIATIONS DEPENDENT UPON AVAILABILITY OF ADDITIONAL REVENUES

It is the intention of the Commissioners to request additional appropriations for those requirements in a supplemental bill, when the amounts of additional revenue available to the District will be known. The District Committee of the House of Representatives has begun consideration of the requests of the President and of the Commissioners for additional taxes and an increase in the authorization for a Federal payment. In fact, that hearing was just held this morning, Mr. Chairman. Based upon the decisions reached by the Congress on these requests, the Commissioners will be able to determine the amount by which they should increase the taxes over which they have control, and the amount by which they should seek additional loan authority.

On April 27, 1965, the Supreme Court of the United States ruled

that the method used by the District in computing the taxable income of corporations doing a District and out-of-State business was unauthorized. It is estimated that a revision of the formula will require net refunds of about $2.5 to $3 million. These payments will be spread over a period of many months. However, revenues that would have been available for subsequent restorations will have to be used for this purpose. This loss of revenues will be taken into consideration when additional requests are made.

PRESIDENT'S VIEWS ON HOUSE ACTION

The President, in a letter to the chairman of this subcommittee, dated March 30, 1965, expressed serious concern with the action of the House in response to his proposed budget for education, and for the operation of the John F. Kennedy playground. The program of the Commissioners which I have just stated is intended to comply fully with the President's views, which the Commissioners hope will also be approved by this subcommittee.

CITY'S BUDGET FOR PUBLIC SERVICES

In addition to our specific recommendations, I would like to take just a few moments to discuss generally the city's budget in terms of the resources needed for public services. Looking back over the years, the budgets presented to the Congress have represented the best judgment of the Commissioners on the allocation of available resources to promote a balanced program in the District of Columbia.

The result of this program has been a substantial improvement in the public services of the city. This is a different city government now than it was 10 years ago; it has made progress in meeting both the challenge of an increased workload and the improvement of services. Further, we have recognized that the city government must perform a new and vigorous role in urban life.

Indicators of such improvements are starting the new Central Library, the rebuilding of the District of Columbia Hospital complex, the support of private efforts in tourism, expansion of recreational activity, aid to the city's cultural activities, provision for birth control, and the changes in our educational system.

Yet, events are forcing us to realize that we must face continual change in approaching the complex problems of city life. In fact, the needs and the challenges are growing at a rate that is appallingly faster than we can increase our resources.

CONGRESSIONAL ACTION ON SOCIAL PROBLEMS

The Nation and the Congress are becoming increasingly aware of the vital role that the city plays. The war on poverty and the Elementary and Secondary Education Act are but two examples of current congressional action on social problems in urban areas. The President, in a recent message to Congress, spoke of two "giant and dangerous forces" converging on our cities: the force of decay and the force of growth. The problems of decay are the problems of pollution, of crime, of slum housing, of declining job and income opportunities for those who have not received adequate education, and a lack of coordination of regional services. The problems of growth are the prob-

lems of urban areas growing beyond the limits of the central city, of the fact that greater proportions of our population will be found among the old, and of the greater complexity of relationships at the various government levels.

"GREAT SOCIETY" BUDGET FOR THE DISTRICT

How central cities such as the District of Columbia cope with these changes will influence the character of the entire metropolitan area. Public resources must be made available developing and carrying out the programs that will meet the challenges.

This budget provides for many substantial improvements in the level of public services provided here in the District. Given the constraints which are on us, this is a good budget. It reflects part of our response. But I would be the first to admit that this is not a Great Society budget for the District. How we can in the future finance a budget that does the job that needs to be done to turn the Nation's Capital into a model metropolitan area is the most important budgetary and political question which we face here in the District. I recognize that this committee can only act on the budget that is before it. However, I wanted to say the above to indicate that the Commissioners foresee a continuing trend of activity in this city that will require a level of expenditures materially beyond the present.

FEDERAL GRANTS-IN-AID

In past discussions with this committee, the Commissioners have confined their revenue estimates to the three primary sources of District taxes and earnings, the Federal payment, and Federal loans. A fourth source is now increasing fairly rapidly—the Federal grant-in-aid. It is estimated that the District will receive approximately $107 million from these grants in 1966. A detailed statement showing the application of these funds will be submitted to the committee.

Highways and public assistance have traditionally been the most significant of the grant programs, although increasing amounts have been made available for health and urban renewal. More recently, action by the Congress in providing Federal assistance to the problems of cities has resulted in three new programs of major importance: (1) training activities under the Manpower Development and Training Act; (2) educational assistance to the District of Columbia under the amendments to the impact aid program of last year and under the new Elementary and Secondary Education Act; and finally (3) the various projects under the President's antipoverty program.

AMENDMENT REQUESTED IN MANPOWER DEVELOPMENT AND TRAINING PROGRAM

The Commissioners have supported the manpower development and training effort as it has been conducted in this city since the act of 1962 was passed. In 1965 almost $1 million will be spent in the District for these training programs, and by the end of March of this year a total of 1,024 persons had completed training. This program has been financed 100 percent by Federal funds, but at the time the 1966 budget was being prepared, the Manpower Development and Training Act required that beginning in 1966, local matching of one-third of total project costs would be necessary. In order to maintain this program, the Commissioners included $303,000 in the 1966 budget,

of which the House allowed $200,000 for matching purposes. However, the amendments just passed by Congress which will expand and improve this program will also continue 100-percent Federal financing through fiscal year 1966. The amount of $200,000 can thus be withdrawn from the 1966 budget.

IMPACT AID PROGRAM

The District of Columbia was included for the first time last year in the impact aid program for public education. This made an estimated $4 million available on an annual basis starting in fiscal year 1965. At the instruction of the Congress, these funds are being made available for the improvement of school services for education in the poorer areas of the city. The Elementary and Secondary Education Act continues to include the District of Columbia in the impact aid program and, in addition, makes the District of Columbia eligible to receive funds under the various titles of that act. The District of Columbia would expect to apply these funds to the improvement of education in accordance with the indicated purposes of the act. A total of about $5.7 million beyond impact aid is indicated as likely to be made available to the District of Columbia.

ANTI-POVERTY PROGRAM

District action under the antipoverty program has moved as rapidly as earnest effort can make it. The District government has been and is working closely with the United Planning Organization (the communitywide agency responsible for the anti-poverty effort) and with the Health and Welfare Council of the Metropolitan Area. No appropriations will be required for this purpose in the 1966 budget although under the existing legislation significant funds for local matching purposes will be required in fiscal year 1967.

SAVINGS EFFECTED THROUGH DELAYS IN FILLING CERTAIN POSITIONS

During the review of the 1965 estimates there were several actions taken by this committee upon which I would like to report. Included in your report on the 1965 bill was the following:

> Since several of the additional positions approved for fiscal 1965 have been funded on a 12-month basis and savings will be affected through delays in filling these positions, it is directed that such savings, at least through August 31, 1964, be impounded and a report thereon be made to the Senate and House Appropriations Committees.

USE OF FUNDS PLACED IN RESERVE

In response to this directive, $328,849 was placed in reserve. Permission was received from the two Appropriations Committees to use $106,672 of this reserve to help finance the amount required for relocation services in 1965 as a result of passage of Public Law 88–629, approved October 6, 1964. The balance of the reserve has been applied along with other savings effected by the various agencies to reduce the amount requested for supplementals in 1965 for pay increases granted classified, police, fire, teachers, and wage-board employees.

Senator YARBOROUGH. Mr. Chairman, pardon me, may I ask the witness to pause a moment?

Mr. Tobriner, I am very much interested in this budget. This is my first session as a member of this District of Columbia Appropriations

Subcommittee. But I have been in the Senate for 8 years and during that time have spent more time in Washington—I live within the District—than any other place. In fact, for the past 3 years, we in the Congress have been here more than 10 months each year. So I am very much interested in all of these items. My departure indicates no lack of interest, but a Democratic caucus of the Democratic Senators has been called by the majority leader for 2:30. Unless I am released there, I am forced to be away. But my departure indicates no lack of interest in this budget.

Commissioner TOBRINER. We appreciate that thoroughly. Thank you for coming.

FUNDING OF POSITIONS ON A 9-MONTH BASIS

As a continuation of this directive, the funding of all new positions, with the execption of schoolteachers and a few other special cases, have been requested on a 9-month basis in 1966. This enabled the District of reduce the original budget request for 1966 by $1.4 million.

NEW DOWNTOWN LIBRARY

In the conference report on the District of Columbia appropriation bill for 1965, the managers on the part of the House stated:

> The committee of conference has included not to exceed $2,351,000 for the acquisition of a site, the location to be determined by the Commissioners, for a new downtown library.

The Commissioners met with the library trustees and reviewed the various possible locations. Subsequent discussions with staff members of the District government resulted in a conclusion that the site at 9th and G Streets NW. would most nearly meet the criteria for a central library. Factors such as cost of site, terrain, and availability of service were considered.

MANAGEMENT SURVEY OF CHILDREN'S HOSPITAL

Finally, in the Senate hearings on the supplemental appropriations bill, 1965, for the District of Columbia, it was suggested that an intensive management survey be made of Children's Hospital with a report on that survey made available to this subcommitee at the time of the hearings on the fiscal year 1966 budget.

This was concurred in by the House subcommittee and contracts were made with Dr. Cecil S. Sheps & Associates, and MacNicol, Johnson Co., certified public accountants, to appraise the public health aspects and fiscal aspects, respectively. This evaluation has been completed and a combined report thereon has been furnished the Appropriation Committees. We will be pleased to discuss the report at the committee's convenience.

There are many more important aspects of the budget which will be discussed as we proceed with the justifications.

Again, I thank you, Mr. Chairman, and the members of your committee for your continued interest in and concern with the problems of the District of Columbia.

There are attached hereto certain designated schedules and documents.

(The schedules and documents referred to follow:)

Summary of District of Columbia 1966 budget estimates

[Dollar amounts expressed in thousands]

Appropriation and Agency	1965 adjusted (1966 base)		Increases				Total estimate to House		House reduction		House allowance		Senate restoration request		Total 1966 estimate requested in Senate	
			Original budget		H. Doc. 114											
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
General Operating Expenses:																
Executive Office	42	$511.2	6	$172.7			48	$683.9	5	$113.5	43	$570.4			43	$570.4
General Administration	699	7,878.8	48	1,760.6			747	9,639.4	34	727.8	713	8,911.6			713	8,911.6
By funds:																
General		7,697.9		1,753.2				9,451.1		727.8		8,723.3				8,723.3
Highway, regular		96.0		3.9				99.9				99.9				99.9
Highway, parking		50.2		2.1				52.3				52.3				52.3
Water		26.1		1.1				27.2				27.2				27.2
Sanitary sewage works		8.6		.3				8.9				8.9				8.9
Regulatory and Miscellaneous Agencies:																
Alcoholic Beverage Control	28	241.7	2	21.9			30	263.6	2	8.8	28	254.8			28	254.8
Administration of Parole Laws	41	364.6	2	28.8			43	393.4	2	10.7	41	382.7			41	382.7
Death Investigations	16	162.7	2	30.0	1	$5.0	19	197.7	1	10.5	18	187.2			18	187.2
Administration of Insurance Laws	24	244.6		18.5			24	263.1			24	263.1			24	263.1
Administration of Wage, Safety, and Hour Laws	22	205.0	3	28.5			25	233.5	3	18.9	22	214.6			22	214.6
Filing and Recording Property and Corporation Papers	68	451.0	2	29.3			70	480.3	2	7.7	68	472.6			68	472.6
Investigation and Regulation of Public Services	29	273.5		35.3			29	308.8		.5	29	308.3			29	308.3
Planning and Zoning	12	107.5		7.3			12	114.8			12	114.8			12	114.8
Metropolitan Area Transit Commission		70.8		1.8				72.6				72.6				72.6
Board of Appeals and Review	4	39.4					4	39.4			4	39.4			4	39.4
Commissioners' Youth Council	16	135.3	1	15.9			17	151.2	1	8.4	16	142.8			16	142.8
Office of Urban Renewal	11	105.0	1	51.2			12	156.2	1	13.8	11	142.4			11	142.4
Council on Human Relations	5	52.0	2	15.8			7	67.8	2	12.9	5	54.9			5	54.9
Metropolitan Washington Council of Governments		48.0						48.0				48.0				48.0
By funds:																
General		43.5						43.5				43.5				43.5

Highway, regular		4.5						4.5				4.5				4.5
Total, regulatory and miscellaneous agencies	276	2,501.1	15	284.3	1	5.0	292	2,790.4	14	92.2	278	2,698.2			278	2,698.2
By funds:																
General		2,496.6		284.3		5.0		2,785.9		92.2		2,693.7				2,693.7
Highway, regular		4.5						4.5				4.5				4.5
Occupations and Professions	56	485.0	3	59.4			59	544.4	3	23.8	56	520.6			56	520.6
Public Library	488	3,860.3	27	269.6			515	4,129.9	9	34.3	506	4,095.6			506	4,095.6
Veterans' Affairs	12	112.0		6.4			12	118.4			12	118.4			12	118.4
Buildings and Grounds	318	3,052.4	1	103.6			319	3,156.0	1	11.4	318	3,144.6			318	3,144.6
By funds:																
General		3,022.4		103.6				3,126.0		11.4		3,114.6				3,114.6
Highway, regular		30.0						30.0				30.0				30.0
Surveyor	38	242.5		21.1			38	263.6			38	263.6			38	263.6
Total, general operating expenses	1,929	18,643.3	100	2,677.7	1	5.0	2,030	21,326.0	66	1,003.0	1,964	20,323.0			1,964	20,323.0
By funds:																
General		18,427.9		2,670.3		5.0		21,103.2		1,003.0		20,100.2				20,100.2
Highway, regular		130.5		3.9				134.4				134.4				134.4
Highway, parking		50.2		2.1				52.3				52.3				52.3
Water		26.1		1.1				27.2				27.2				27.2
Sanitary sewage works		8.6		.3				8.9				8.9				8.9
Public Safety:																
Corporation Counsel	118	1,152.9	5	157.1			123	1,310.0	5	39.8	118	1,270.2			118	1,270.2
By funds:																
General		1,085.9		153.3				1,239.2		39.8		1,199.4				1,199.4
Highway, regular		61.0		3.4				64.4				64.4				64.4
Water		3.0		.2				3.2				3.2				3.2
Sanitary sewage works		3.0		.2				3.2				3.2				3.2
Metropolitan Police	3,275	32,457.9	115	3,981.9			3,390	36,439.8	8	48.7	3,382	36,391.1			3,382	36,391.1
By funds:																
General		29,094.1		3,657.9				32,752.0		48.7		32,703.3				32,703.3
Highway, regular		3,251.8		324.0				3,575.8				3,575.8				3,575.8
Highway, parking		112.0						112.0				112.0				112.0
Fire Department	1,476	15,713.1	1	1,827.5			1,477	17,540.6	1	4.5	1,476	17,536.1			1,476	17,536.1
Civil Defense	12	128.3		11.8			12	140.1			12	140.1			12	140.1
By funds:																
General		119.3		11.3				130.6				130.6				130.6
Highway, regular		9.0		.5				9.5				9.5				9.5

Summary of District of Columbia 1966 budget estimates—Continued

[Dollar amounts expressed in thousands]

Appropriation and Agency	1965 adjusted (1966 base)		Increases				Total estimate to House		House reduction		House allowance		Senate restoration request		Total 1966 estimate requested in Senate	
			Original budget		H. Doc. 114											
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
Public Safety—Continued																
Courts:																
Juvenile Court	139	$1,131.7	16	$169.0	4	$27.0	159	$1,327.7	19	$106.9	140	$1,220.8			140	$1,220.8
Court of General Sessions	221	1,981.7	8	260.7			229	2,242.4	5	46.6	224	2,195.8			224	2,195.8
Court of Appeals	16	200.6		22.4			16	223.0			16	223.0			16	223.0
Tax Court	3	41.0		7.1			3	48.1			3	48.1			3	48.1
U.S. Courts		3,922.7		497.5				4,420.2		11.2		4,409.0				4,409.0
Total, courts	379	7,277.7	24	956.7	4	27.0	407	8,261.4	24	164.7	383	8,096.7			383	8,096.7
Corrections	936	8,988.8	46	903.5			982	9,892.3	32	195.1	950	9,697.2			950	9,697.2
Licenses and Inspections	405	3,162.0	29	626.3			434	3,788.3	25	132.8	409	3,655.5			409	3,655.5
National Guard	25	202.0		9.1			25	211.1			25	211.1			25	211.1
Total, public safety	6,626	69,082.7	220	8,473.9	4	27.0	6,850	77,583.6	95	585.6	6,755	76,998.0			6,755	76,998.0
By funds:																
General		65,642.9		8,145.6		27.0		73,815.5		585.6		73,229.9				73,229.9
Highway, regular		3,321.8		327.9				3,649.7				3,649.7				3,649.7
Highway, parking		112.0						112.0				112.0				112.0
Water		3.0		.2				3.2				3.2				3.2
Sanitary sewage works		3.0		.2				3.2				3.2				3.2
Education, Public Schools:																
General fund		68,211.7		9,467.3		181.0		77,860.0		3,120.0		74,740.0		$1,081.0		75,821.0
Highway, regular						124.0		124.0		124.0				124.0		124.0
Total, education	7,728	68,211.7	875	9,467.3	17	305.0	8,620	77,984.0	490	3,244.0	8,130	74,740.0	160	1,205.0	8,290	75,945.0
Parks and Recreation:																
Recreation Department	302	4,211.6	55	700.6			357	4,912.2	38	338.9	319	4,573.3	5	109.0	324	4,682.3
National Park Service, National Capital Region	626	4,000.7	37	344.5			663	4,345.2	19	128.0	644	4,217.2			644	4,217.2
By funds:																
General		3,975.7		344.5				4,320.2		128.0		4,192.2				4,192.2
Highway, regular		25.0						25.0				25.0				25.0

National Zoological Park	212	1,683.3	14	146.3			226	1,829.6	14	65.1	212	1,764.5			212	1,764.5
Total, parks and recreation	1,140	9,895.6	106	1,191.4			1,246	11,087.0	71	532.0	1,175	10,555.0	5	109.0	1,180	10,664.0
By funds:																
General		9,870.6		1,191.4				11,062.0		532.0		10,530.0		109.0		10,639.0
Highway, regular		25.0						25.0				25.0				25.0
Health and Welfare:																
Vocational Rehabilitation	95	715.7	16	87.6			111	803.3	15	60.0	96	743.3			96	743.3
Public Health	3,771	48,483.5	178	3,362.7			3,949	51,846.2	137	1,088.6	3,812	50,757.6	49	573.5	3,861	51,331.1
Public Welfare	2,798	25,510.2	257	3,159.3			3,055	28,669.5	131	685.4	2,924	27,984.1	53	301.5	2,977	28,285.6
Total, health and Welfare	6,664	74,709.4	451	6,609.6			7,115	81,319.0	283	1,834.0	6,832	79,485.0	102	875.0	6,934	80,360.0
Highways and Traffic:																
Department of Highways and Traffic	1,502	11,477.6		342.9			1,502	11,820.5			1,502	11,820.5			1,502	11,820.5
By funds:																
General		4,285.9		239.3				4,525.2		.2		4,525.0				4,525.0
Highway, regular		6,737.7		103.6				6,841.3		+.2		6,841.5				6,841.5
Highway, parking		454.0						454.0				454.0				454.0
Motor Vehicles (highway fund, regular)	223	1,826.6	9	138.4			232	1,965.0	5	24.0	227	1,941.0			227	1,941.0
Motor Vehicle Parking Agency (highway fund, parking)	13	220.1	1	7.4			14	227.5			14	227.5			14	227.5
Total, highways and traffic	1,738	13,524.3	10	488.7			1,748	14,013.0	5	24.0	1,743	13,989.0			1,743	13,989.0
By funds:																
General		4,285.9		239.3				4,525.2		.2		4,525.0				4,525.0
Highway, regular		8,564.3		242.0				8,806.3		23.8		8,782.5				8,782.5
Highway, parking		674.1		7.4				681.5				681.5				681.5
Sanitary Engineering:																
Department of Sanitary Engineering	3,061	18,961.0	64	761.4			3,125	19,722.4	61	476.0	3,064	19,246.4			3,064	19,246.4
By funds:																
General		10,388.8		593.0				10,981.8		463.0		10,518.8				10,518.8
Water		4,196.0		87.2				4,283.2		5.8		4,277.4				4,277.4
Sanitary sewage works		4,295.6		78.6				4,374.2		7.2		4,367.0				4,367.0
Metropolitan area sanitary sewage works		80.6		2.6				83.2				83.2				83.2
Washington Aqueduct (water fund)	336	3,099.6		130.0		22.0	336	3,251.6			336	3,251.6			336	3,251.6
Total, sanitary engineering	3,397	22,060.6	64	891.4		22.0	3,461	22,974.0	61	476.0	3,400	22,498.0			3,400	22,498.0
By funds:																
General		10,388.8		593.0				10,981.8		463.0		10,518.8				10,518.8
Water		7,295.6		217.2		22.0		7,534.8		5.8		7,529.0				7,529.0
Sanitary sewage works		4,295.6		78.6				4,374.2		7.2		4,367.0				4,367.0
Metropolitan area sanitary works		80.6		2.6				83.2				83.2				83.2

Summary of District of Columbia 1966 budget estimates—Continued

[Dollar amounts expressed in thousands]

Appropriation and Agency	1965 adjusted (1966 base)		Increases				Total estimate to House		House reduction		House allowance		Senate restoration request		Total 1966 estimate requested in Senate	
			Original budget		H. Doc. 114											
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
Additional municipal expenses, Shrine Convention				$221.2				$221.2				$221.2				$221.2
Personal services, wage scale employees						$1,279.0		1,279.0				1,279.0				1,279.0
By funds:																
General						955.0		955.0				955.0				955.0
Highway, regular						101.0		101.0				101.0				101.0
Highway, parking						2.0		2.0				2.0				2.0
Water						132.0		132.0				132.0				132.0
Sanitary sewage works						88.0		88.0				88.0				88.0
Metropolitan area sanitary sewage works						1.0		1.0				1.0				1.0
Total, operating expenses	29,222	276,127.6	1,826	30,021.2	22	1,638.0	31,070	307,786.8	1,071	$7,698.6	29,999	300,088.2	267	$2,189.0	30,266	302,277.2
By funds:																
General		251,537.2		29,137.7		1,168.0		281,842.9		7,537.8		274,305.1		2,065.0		276,370.1
Highway, regular		12,041.6		573.8		225.0		12,840.4		147.8		12,692.6		124.0		12,816.6
Highway, parking		836.3		9.5		2.0		847.8				847.8				847.8
Water		7,324.7		218.5		154.0		7,697.2		5.8		7,691.4				7,691.4
Sanitary sewage works		4,307.2		79.1		88.0		4,474.3		7.2		4,467.1				4,467.1
Metropolitan area sanitary sewage works		80.6		2.6		1.0		84.2				84.2				84.2
Repayment of Loans and Interest				5,690.4				5,690.4				5,690.4				5,690.4
By funds:																
General				1,857.7				1,857.7				1,857.7				1,857.7
Highway, regular				2,151.8				2,151.8				2,151.8				2,151.8
Water				1,225.8				1,225.8				1,225.8				1,225.8
Sanitary sewage works				455.1				455.1				455.1				455.1

Capital Outlay:																
Federal Obligations				986.8				986.8				986.8				986.8
Public Building Construction				43,531.8		369.0		43,900.8		16,764.2		27,136.6		7,684.0		34,820.6
Public Schools				29,449.5		39.0		29,488.5		13,001.5		16,487.0		6,001.7		22,488.7
Public Library				1,427.5				1,427.5				1,427.5				1,427.5
Recreation				1,818.6				1,818.6		753.6		1,065.0				1,065.0
Metropolitan Police				230.7				230.7				230.7				230.7
Fire Department				321.0				321.0				321.0				321.0
Public Health				1,490.0				1,490.0		250.0		1,240.0		194.9		1,434.9
Corrections				1,677.0				1,677.0		542.0		1,135.0				1,135.0
Public Welfare				6,359.5		330.0		6,689.5		2,142.1		4,547.4		1,487.4		6,034.8
Buildings and Grounds				758.0				758.0		75.0		683.0				683.0
Highways and Traffic				13,692.0				13,692.0		3,960.0		9,732.0				9,732.0
Motor Vehicle Parking Agency				151.0				151.0		31.0		120.0				120.0
Sanitary Engineering				15,260.0				15,260.0		2,713.5		12,546.5				12,546.5
Washington Aqueduct				1,250.0		−1,250.0										
Mass Transit System				5,700.0				5,700.0		5,700.0						
				80,571.6		−881.0		79,690.6		29,168.7		50,521.9		7,684.0		58,205.9
By funds:																
General				62,420.6		369.0		62,789.6		25,177.7		37,611.9		7,684.0		45,295.9
Highway, regular				13,090.0				13,090.0		3,960.0		9,130.0				9,130.0
Highway, parking				151.0				151.0		31.0		120.0				120.0
Water				2,625.0		−1,250.0		1,375.0				1,375.0				1,375.0
Sanitary sewage works				2,285.0				2,285.0				2,285.0				2,285.0
Grand total, District of Columbia		276,127.6		116,283.2		757.0		393,167.8		36,867.3		356,300.5		9,873.0		366,173.5
By funds:																
General		251,537.2		93,416.0		1,537.0		346,490.2		32,715.5		313,774.7		9,749.0		323,523.7
Highway, regular		12,041.6		15,815.6		225.0		28,082.2		4,107.8		23,974.4		124.0		24,098.4
Highway, parking		836.3		160.5		2.0		998.8		31.0		967.8				967.8
Water		7,324.7		4,069.3		−1,096.0		10,298.0		5.8		10,292.2				10,292.2
Sanitary sewage works		4,307.2		2,819.2		88.0		7,214.4		7.2		7,207.2				7,207.2
Metropolitan area sanitary sewage works		80.6		2.6		1.0		84.2				84.2				84.2

Estimated financial status, fiscal year 1966

[In thousands of dollars]

	General fund	Highway fund			Water fund	Sanitary sewage works fund	Metropolitan area sanitary sewage works fund	Total
		Regular account	Motor vehicle parking account	Total				
Estimated revenue availability:								
Surplus or deficit at beginning of year	−2,708	1,229	644	1,873	1,066	−331	27	−73
Unexpended balance released to surplus	1,950	270	45	315	500	15	30	2,810
Total	−758	1,499	689	2,188	1,566	−316	57	2,737
Revenues:								
House allowance:								
Collections (based on revenue estimates of Feb. 8, 1965)	250,050	18,935	804	19,739	8,146	9,216	57	287,208
Federal payment	41,000				1,973	1,149		44,122
Federal loan	22,400	3,912		3,912				26,312
Total revenues, House allowance	313,450	22,847	804	23,651	10,119	10,365	57	357,642
Senate restorations requested: Federal payment	9,000							9,000
Total revenue availability	321,692	24,346	1,493	25,839	11,685	10,049	114	369,379
Estimated funds required:								
Estimate of appropriations:								
Approved by House:								
Operating expenses	274,305	12,693	848	13,541	7,691	4,467	84	300,088
Capital outlay	37,612	9,130	120	9,250	1,375	2,285		50,522
Repayment of loans and interest	1,858	2,152		2,152	1,226	455		5,691
Total approved by House	313,775	23,975	968	24,943	10,292	7,207	84	356,301
Senate restorations requested:								
Operating expenses	2,065	124		124				2,189
Capital outlay	7,684							7,684
Total Senate restorations requested	9,749	124		124				9,873
Total estimate of appropriations	323,524	24,099	968	25,067	10,292	7,207	84	366,174
Reserve for indefinite appropriations	600	150		150	10	5		765
Total estimate of appropriations and reserve	324,124	24,249	968	25,217	10,302	7,212	84	366,939

Deferred financing:								
1965 appropriation financed in 1966	6,830							6,830
1966 appropriation financed in 1967:								
House action	−8,530							−8,530
Senate request	−749							−749
Total 1966 appropriation financed in 1967	−9,279							−9,279
Total estimated funds required	321,675	24,249	968	25,217	10,302	7,212	84	364,490
Surplus at end of year	17	97	525	622	1,383	2,837	30	4,889

Comparison of revenue estimates included in budget for 1966 with revision of Feb. 8, 1965

[In thousands of dollars]

	1964 actual	1965			1966		
		In budget	Revised, Feb. 8, 1965	Increase (+) or decrease (−)	In budget	Revised, Feb. 8, 1965	Increase (+) or decrease (−)
General fund:							
Taxes:							
Property taxes:							
Realty	64,285	68,700	68,775	+75	72,800	72,800	
Personal tangible	10,200	10,700	10,700		11,200	11,200	
Subtotal, property taxes	74,485	79,400	79,475	+75	84,000	84,000	
Sales and gross receipts:							
Alcoholic beverages	9,645	10,100	10,400	+300	10,400	10,600	+200
Cigarette	3,529	3,600	3,600		3,700	3,700	
Insurance	3,552	3,800	3,800		4,100	4,100	
Motor vehicle excise	2,833	2,950	3,000	+50	3,000	3,100	+100
Public utilities, banks, etc	10,126	10,900	10,900		11,600	11,600	
Sales and use	37,603	40,500	41,500	+1,000	43,500	44,000	+500
Subtotal, sales and gross receipts	67,288	71,850	73,200	+1,350	76,300	77,100	+800
Income taxes:							
Individual income	32,315	35,500	35,500		39,000	39,000	
Corporation franchise	10,238	10,500	10,700	+200	10,800	11,000	+200
Unincorporated business franchise	1,713	1,800	1,800		1,900	1,900	
Subtotal, income taxes	44,266	47,800	48,000	+200	51,700	51,900	+200
Other taxes:							
Inheritance and estate	5,160	4,500	4,500		4,500	7,000	+2,500
Real estate recordation	1,739	1,800	1,900	+100	1,800	1,900	+100
Motor vehicle registration	4,367	4,450	4,450		4,550	4,550	
Licenses and other	4,420	4,500	4,600	+100	4,600	4,700	+100
Subtotal, other taxes	15,686	15,250	15,450	+200	15,450	18,150	+2,700
Total, tax revenue	201,725	214,300	216,125	+1,825	227,450	231,150	+3,700
Charges and miscellaneous revenue:							
Charges for current services	6,404	6,850	7,100	+250	7,100	7,500	+400
Fines, escheats, and forfeitures	3,990	4,350	4,600	+250	4,500	5,000	+500
Policemen and firemen's retirement	2,793	3,150	3,150		3,350	3,350	

Interest on investments	352	250	50	−200	50	50	
Other miscellaneous revenue	540	2,550	850	−1,700	600	3,000	+2,400
Total, charges and miscellaneous	14,079	17,150	15,750	−1,400	15,600	18,900	+3,300
Total, revenues	215,804	231,450	231,875	+425	243,050	250,050	+7,000
Unexpended balance released to surplus	3,764	2,900	2,900		1,800	1,950	+150
Federal payment	37,500	37,500	37,500		50,000	50,000	
Grand total, general fund	257,068	271,850	272,275	+425	294,850	302,000	+7,150
Highway fund:							
Regular account:							
Gasoline tax	12,594	13,000	13,400	+400	13,200	13,600	+400
Licenses and other tax revenue	3,404	3,570	3,570		3,570	3,570	
Charges and miscellaneous revenue	7,902	4,760	4,755	−5	1,760	1,765	+5
Income from investments	151	35	17	−18			
Subtotal, highway fund, regular account	24,051	21,365	21,742	+377	18,530	18,935	+405
Unexpended balance released to surplus	252	130	130		270	270	
Total, highway fund, regular account	24,303	21,495	21,872	+377	18,800	19,205	+405
Motor vehicle parking account:							
Parking meters	728	715	775	+60	690	675	−15
Public parking	103	95	106	+11	95	119	+24
Income from investments	117	10	10		10	10	
Subtotal, motor vehicle parking account	948	820	891	+71	795	804	+9
Unexpended balance released to surplus	55	40	40		45	45	
Total, motor vehicle parking account	1,003	860	931	+71	840	849	+9
Grand total, highway fund	25,306	22,355	22,803	+448	19,640	20,054	+414
Water fund:							
Water service charges	6,329	6,390	6,390		6,530	6,630	+100
Other charges and revenue	418	415	415		415	415	
Payment from Arlington County, Va	1,063	1,085	1,085		1,100	1,100	
Income from investments	3	1	1		1	1	
Subtotal, water fund	7,813	7,891	7,891		8,046	8,146	+100
Unexpended balance released to surplus	1,364	225	225		400	500	+100
Federal payment for water consumed	1,924	2,047	2,047		2,200	1,973	−227
Grand total, water fund	11,101	10,163	10,163		10,646	10,619	−27

Comparison of revenue estimates included in budget for 1966 with revision of Feb. 8, 1965—Continued

[In thousands of dollars]

	1964 actual	1965			1966		
		In budget	Revised, Feb. 8, 1965	Increase (+) or decrease (−)	In budget	Revised, Feb. 8, 1965	Increase (+) or decrease (−)
Sanitary sewage works fund:							
Sewage service charges	4,373	4,410	4,410		4,510	4,581	+71
Payment from Maryland	909	4,060	4,060		4,000	3,783	−217
Payment from Virginia	87	120	120		245	157	−88
Water pollution grants	735	420	420		420	420	
Other charges and revenue	261	270	270		274	275	
Income from investments	6						
Subtotal, sanitary sewage works fund	6,371	9,280	9,280		9,450	9,216	−234
Unexpended balance released to surplus	1,008	175	175		15	15	
Federal payment for sewage service	944	1,173	1,173		1,335	1,149	−186
Grand total, sanitary sewage works fund	8,323	10,628	10,628		10,800	10,380	−420
Metropolitan area sanitary sewage works fund: Sewer charges		49	49		57	57	
Unexpended balance released to surplus					30	30	
Grand total, metropolitan area sanitary sewage works fund		49	49		87	87	
Grand total, all District of Columbia funds	301,798	315,045	315,918	+873	336,023	343,140	+7,117

Summary of authorized positions, 1961–65 and 1966 estimates

	Authorized positions					Adjustments	Increases requested		Total House allowance	Amendment requested in Senate	Total 1966 estimate
	1961	1962	1963	1964	1965		Original budget	H. Doc. 114			
General operating expenses:											
Executive offices	68	64	68	67	41	+1	6		43		43
Department of General Administration	684	700	712	711	716	−17	48		713		713
Regulatory and miscellaneous agencies:											
Alcoholic Beverage Control	28	28	28	28	28		2		28		28
Administration of Parole Laws	38	39	39	40	41		2		41		41
Death Investigations	17	17	17	17	16		2	1	18		18
Administration of Insurance Laws	24	24	24	24	24				24		24
Administration of Wage, Safety, and Hour Laws	22	22	22	22	22		3		22		22
Filing and Recording Property and Corporation Papers	66	67	68	68	68		2		68		68
Public Service Commission	30	30	30	28	29				29		29
Planning and Zoning	11	12	12	12	12				12		12
Board of Appeals and Review [1]					4				4		4
Commissioners' Youth Council [1]					16		1		16		16
Office of Urban Renewal [1]					11		1		11		11
Council on Human Relations [1]					5		2		5		5
Total, regulatory and miscellaneous agencies	236	239	240	239	276		15	1	278		278
Occupations and professions	55	58	56	56	56		3		56		56
Public library	413	431	436	465	488		27		506		506
Veterans' affairs	16	16	16	12	12				12		12
Buildings and grounds	303	303	297	319	318		1		318		318
Surveyor	39	36	36	36	38				38		38
Total, general operating expenses	1,814	1,847	1,861	1,905	1,945	−16	100	1	1,964		1,964

See footnotes at end of table, p. 25.

Summary of authorized positions, 1961–65 and 1966 estimates—Continued

	Authorized positions					Adjustments	Increases requested		Total House allowance	Amendment requested in Senate	Total 1966 estimate
	1961	1962	1963	1964	1965		Original budget	H. Doc. 114			
Public safety:											
Corporation Counsel	99	103	111	113	118		5		118		118
Metropolitan Police	2,933	3,067	3,132	3,240	3,275		115		3,382	[6] 246	[6] 3,628
Fire Department	1,189	1,194	1,278	1,458	1,476		1		1,476		1,476
Civil Defense	10	10	10	12	13	−1			12		12
Courts:											
Juvenile	103	105	120	127	139		16	4	140		140
General sessions	211	211	213	215	221		8		224		224
Appeals	15	16	16	16	16				16		16
Tax	3	3	3	3	3				3		3
Total, courts	332	335	352	361	379		24	4	383		383
Corrections	851	872	887	898	936		46		950		950
Licenses and Inspections	375	400	398	398	406	−1	29		409		409
National Guard	25	25	25	25	25				25		25
Total, public safety	5,814	6,006	6,193	6,505	6,628	−2	220	4	6,755	[6] 246	[6] 7,001
Education	6,436	6,632	6,936	7,315	7,728		875	17	8,130	160	8,290
Parks and recreation:											
Recreation Department	271	279	283	285	302		55		319	5	324
National Park Service	602	602	602	602	626		37		644		644
National Zoological Park	197	205	210	211	212		14		212		212
Total, Parks and recreation	1,070	1,086	1,095	1,098	1,140		106		1,175	5	1,180
Health and welfare:											
Vocational Rehabilitation	47	50	51	66	95		16		96		96
Public Health	3,382	3,556	3,689	[2] 3,746	3,769	+2	178		3,812	49	3,861
Public Welfare	1,988	2,061	2,366	2,705	[3] 2,802	−4	257		2,924	53	2,977
Total, health and welfare	5,417	5,667	6,106	6,517	6,666	−2	451		6,832	102	6,934
Highways and traffic:											
Department of Highways and Traffic	1,314	1,418	1,449	[4] 1,469	1,502				1,502		1,502
Motor Vehicles	199	211	219	[5] 218	223		9		227		227
Motor Vehicle Parking Agency	14	14	13	13	13		1		14		14
Total, highways and traffic	1,527	1,643	1,681	1,700	1,738		10		1,743		1,743

Sanitary engineering:											
Department of Sanitary Engineering	2,960	3,023	3,045	3,054	3,061	----------	64	----------	3,064	----------	3,064
Washington Aqueduct	325	325	336	336	336	----------	----------	----------	336	----------	336
Total, sanitary engineering	3,285	3,348	3,381	3,390	3,397	----------	64	----------	3,400	----------	3,400
Grand total	25,363	26,229	27,253	28,430	29,242	−20	1,826	22	29,999	[6] 513	[6] 30,512

[1] Positions formerly shown under "Executive offices."
[2] 9 positions created within existing funds for an automatic data processing system.
[3] 1 position created within existing funds for the birth control program.
[4] Includes 11 positions created from capital outlay funds.
[5] 2 additional positions abolished during fiscal year 1964.
[6] 246 position included in S. Doc. 23.

Statement of revenues of the general, highway (regular account), highway (motor-vehicle parking account), water, sanitary sewage works, and metropolitan area sewage works funds of the District of Columbia, showing actual revenues for 9 fiscal years and estimates for the budget year

[In thousands]

	1957	1958	1959	1960	1961	1962	1963	1964	1965 estimate [1]	1966 estimate [1]
GENERAL FUND										
Taxes:										
Property taxes:										
Realty	$44,905	$45,572	$46,403	$51,402	$53,173	$58,909	$61,423	$64,285	$68,775	$72,800
Personal tangible	8,045	8,422	8,356	8,288	8,878	9,366	9,767	10,200	10,700	11,200
Subtotal, property taxes	52,950	53,994	54,759	59,690	62,051	68,275	71,190	74,485	79,475	84,000
Sales and gross receipts:										
Alcoholic beverages	5,420	5,505	5,389	5,665	6,082	5,119				
Beer	751	719	780	756	783	615	9,298	9,645	10,400	10,600
Wine			547	620	655	452				
Cigarette	2,061	2,124	2,499	2,692	3,081	3,379	3,630	3,529	3,600	3,700
Insurance	2,336	2,426	2,568	2,717	2,975	3,151	3,270	3,552	3,800	4,100
Motor-vehicle excise	1,970	1,770	1,915	2,109	2,077	2,298	2,569	2,833	3,000	3,100
Public utilities	6,537	7,288	7,176	7,758	8,515	9,155	9,669	10,126	10,900	11,600
Sales and use	20,384	20,177	21,134	22,517	22,871	25,695	35,640	37,603	41,500	44,000
Subtotal, sales and gross receipts	39,459	40,007	42,008	44,834	47,039	49,864	64,076	67,288	73,200	77,100
Income taxes:										
Individual income	17,162	21,607	22,837	25,434	26,454	27,888	29,311	32,315	35,500	39,000
Corporation franchise	7,542	8,044	7,583	8,828	8,594	8,694	11,355	10,238	10,700	11,000
Unincorporated business franchise	1,485	1,531	1,504	1,566	1,641	1,639	1,912	1,713	1,800	1,900
Subtotal, income taxes	26,189	31,182	31,924	35,828	36,689	38,221	42,578	44,266	48,000	51,900
Other taxes:										
Inheritance and estate	2,160	2,887	2,144	2,587	3,201	3,947	4,488	5,160	4,500	7,000
Real estate deed recordation tax						183	1,679	1,739	1,900	1,900
Motor vehicle registration	3,780	3,756	3,937	4,061	3,991	4,118	4,240	4,367	4,450	4,550
Licenses and other	4,187	3,816	3,835	3,704	3,920	4,061	4,075	4,420	4,600	4,700
Subtotal, other taxes	10,127	10,459	9,916	10,352	11,112	12,309	14,482	15,686	15,450	18,150
Total, taxes	128,725	135,642	138,607	150,704	156,891	168,669	192,326	201,725	216,125	231,150
Charges and miscellaneous:										
Charges for current service	3,749	3,770	4,418	4,503	4,805	5,747	5,639	6,404	7,100	7,500
Fines, escheates, and forfeitures	2,332	2,315	2,547	2,943	2,967	3,272	3,856	3,990	4,600	5,000
Rents and royalties	140	131	120							
Police and firemen's retirement	1,204	1,371	2,052	1,857	2,132	2,242	2,465	2,793	3,150	3,350

Interests on investments	983	1,347	1,388	1,216	618	350	500	352	50	50
Other miscellaneous revenues	147	169	619	1,665	573	1,335	512	540	850	3,000
Total, charges and miscellaneous	8,555	9,103	11,144	12,184	11,095	12,946	12,972	14,079	15,750	18,900
Subtotal, general fund	137,280	144,745	149,751	162,888	167,986	181,615	205,298	215,804	231,875	250,050
Federal payment	20,000	20,000	25,000	25,000	25,000	30,000	30,000	37,500	37,500	50,000
Federal loan authorization				20,000	15,900	20,400	18,700	11,300	20,000	22,400
Total, general fund (from present sources)	157,280	164,745	174,751	207,888	208,886	232,015	253,998	264,604	289,375	322,450
Federal loan, mass transit system										5,700
Taxes										10,100
Federal payment										7,000
Total, general fund (from proposed sources)										22,800
Grand total, general fund	157,280	164,745	174,751	207,888	208,886	232,015	253,998	264,604	289,375	345,250
HIGHWAY FUND (REGULAR ACCOUNT)										
Gasoline tax	11,514	11,097	11,309	12,158	11,739	12,017	12,151	12,594	13,400	13,600
Licenses and other tax revenues	2,635	2,584	2,761	2,845	2,980	3,090	3,231	3,404	3,570	3,570
Charges and miscellaneous revenues	417	352	245	397	327	355	433	7,902	4,755	1,765
Interest on investments	262	383	230	138			29	151	17	
Subtotal, highway fund	14,828	14,416	14,545	15,538	15,046	15,462	15,844	24,051	21,742	18,935
Federal payment			432							
Federal authorization	5,400	6,481	5,500	13,100	3,500		1,600		1,400	3,912
Total, highway fund (regular account) (from present sources)	20,228	20,897	20,477	28,638	18,546	15,462	17,444	24,051	23,142	22,847
Federal loan (from proposed sources)										2,700
Taxes (from proposed sources)										2,000
Grand total highway fund (regular account)	20,228	20,897	20,477	28,638	18,546	15,462	17,444	24,051	23,142	27,547
HIGHWAY FUND (MOTOR VEHICLE PARKING ACCOUNT)										
Parking meters	605	583	558	783	720	720	695	728	775	675
Public parking			158	140	141	114	101	103	106	119
New meters				10	17	21				
Interest on investments	34	55	48	97	126	109	130	117	10	10
Grand total, highway fund (motor vehicle parking account)	639	638	764	1,030	1,004	964	926	948	891	804

See footnotes at end of table, p. 28.

Statement of revenues of the general, highway (regular account), highway (motor-vehicle parking account), water, sanitary sewage works, and metropolitan area sewage works funds of the District of Columbia, showing actual revenues for 9 fiscal years and estimates for the budget year—Continued

[In thousands]

	1957	1958	1959	1960	1961	1962	1963	1964	1965 estimate [1]	1966 estimate [1]
WATER FUND										
Water service charges	$4,946	$5,054	$5,379	$5,697	$5,723	$5,732	$6,167	$6,329	$6,390	$6,630
Payment from Arlington County, Va.	489	689	349	1,066	788	837	991	1,063	1,085	1,100
Other charges and revenue	245	232	241	280	275	324	348	418	415	415
Interest on investments	2	3			2	1	3	3	1	1
Subtotal, water fund	5,682	5,978	5,969	7,043	6,788	6,894	7,509	7,813	7,891	8,146
Federal payment for water consumed	1,814	1,751	1,732	1,532	1,661	1,855	1,938	1,924	2,047	1,973
Federal loan authorization	5,300	1,600		1,200						
Grand total, water fund	12,796	9,329	7,701	9,775	8,449	8,749	9,447	9,737	9,938	10,119
SANITARY SEWAGE WORKS FUND										
Sewer service charges	2,445	2,480	3,065	3,369	3,382	3,397	4,129	4,373	4,410	4,581
Payment from Maryland	3,000	960	303	1,395	669	865	1,210	909	4,060	3,783
Payment from Virginia							51	87	120	157
Other charges and revenue	140	132	161	179	259	237	752	996	690	695
Interest on investments	80	108	43	19	12	5	2	6		
Subtotal, sanitary sewage works fund	5,665	3,680	3,572	4,962	4,322	4,504	6,144	6,371	9,280	9,216
Federal payment for sewage	744	753	697	686	872	898	961	944	1,173	1,149
Federal loan authorization		1,550			700	8,600	3,242	8,000	5,000	
Grand total, sanitary sewage works fund	6,409	5,983	4,269	5,648	5,894	14,002	10,347	15,315	15,453	10,365
METROPOLITAN AREA SEWAGE WORKS FUND										
Sewer charges									49	57
Federal contribution						2,700	300			
Federal loan						22,500	2,500			
Grand total, metropolitan area sewage works fund						25,200	2,800		49	57

[1] Based on official revenue estimates os of Feb. 8, 1965.

INTRODUCTION OF MEMBERS OF SUBCOMMITTEE

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

The record will show that Senator Tydings of Maryland, who is an ex officio member of this subcommittee by virtue of his membership on the Senate District Committee, was present and also had to leave because of the caucus to which Senator Yarborough, a new member of the subcommittee, referred.

The chairman also wishes at this time to call attention to the fact that with us in hearings today is another new ex officio member of the subcommittee, Senator Prouty of Vermont.

Senator Prouty, we welcome you to our hearings and we know that you will participate and that you will render very fine services as we attempt to reach our decisions on the appropriations bill.

Senator PROUTY. Thank you, Mr. Chairman.

Senator BYRD. Also present, of course, is Senator Case, who is a very valuable member of the subcommittee and takes an active part in the deliberations every year.

Senator CASE. Mr. Chairman, if I may just say a word, I appreciate the chairman's generosity. It is typical of his great heart and kind spirit.

Necessarily, chairmen of committees have to set times for hearings to suit their convenience. This was not set to suit mine and I do not complain of this, except that I state that it is a matter of regret that I have to leave now, having been here 5 minutes, because of other commitments which I could not change and which existed before this hearing was set. I shall, however, as I have tried to do in the past, give the affairs of the District the attention that they deserve and that ought to be given by some independent, self-governing body. It is, nevertheless, under the present circumstances, in our hands.

Commissioner Tobriner, I appreciate this statement, which I agree with the chairman is a very fine one, from a quick look at it. Perhaps we can ask the Commissioners to come back later, at some other time, to discuss aspects which I want to investigate further, Mr. Chairman. I shall do my best not to be a burden on your time.

Thank you, very much.

Senator BYRD. Senator Case, if you care to ask any questions at this point before your departure, feel free to do so.

Senator CASE. I have just one question.

ACQUISITION OF LAND FOR AN ADDITION TO ROCK CREEK PARK

I do not see in here a little project of mine which is the acquisition of land for an addition to Rock Creek Park, which is an old abandoned cemetery just off R Street, just beyond the bridge that has those animals on it. What is that one called?

Commissioner TOBRINER. The Q Street Bridge. They are bisons.

Senator CASE. Bisons, yes. I hope you will look at this suggestion of mine which will make possible the acquisition for this most important part of the only bit of private land which abuts the river and therefore leaves it unprotected. I have written to President and Mrs. Johnson about this and have had sympathetic responses. I have written Secretary Udall about it and have had kind words and nothing more. I have written to other agencies besides the Department of the Interior. I think it would be outrageous if this got out of our hands.

Senator BYRD. Thank you, Senator Case. We welcome your continued interest and participation and are sorry you cannot be with us this afternoon.

Senator CASE. Thank you, I shall be back.

Senator BYRD. Mr. Tobriner, I have one or two questions I wish to ask on some items in your statement and some comment on one or two items in your statement.

REQUEST FOR OPERATING FUNDS FOR KENNEDY PLAYGROUND

In connection with the request for moneys related to the continued operation of the Kennedy playground, what is the request specifically?

Commissioner TOBRINER. The request is for $109,000 for the operating of that playground, Mr. Chairman.

Senator BYRD. $109,000.

Commissioner TOBRINER. This relates to the playground, now.

Senator BYRD. Yes. Aside from the purchase of the site for Shaw School?

Commissioner TOBRINER. Yes; that is correct, sir.

Senator BYRD. Now, can you break down the request of $109,000?

Commissioner TOBRINER. May I call on the gentlemen who have the figures itemized—the itemized statements?

Senator BYRD. Certainly.

Mr. HERMAN. The breakdown, Mr. Chairman, is $34,485 for the maintenance—excuse me, for the operation of the playground, and $74,515 for the maintenance of the playground, which amount is transferred to the National Park Service.

In the operation, it includes five recreation assistants, part-time recreation assistants, communication services, supplies, and equipment.

FUNDS USED FOR KENNEDY PLAYGROUND OPERATION IN 1965

Senator BYRD. What funds have been used to cover the operating expenses of the playground in fiscal 1965?

Commissioner TOBRINER. Mr. Cole can answer that.

I know that the Recreation Department has had to utilize on a borrowed basis some trust funds for this purpose.

Mr. COLE. I am Joseph Cole, Acting Superintendent of the Department of Recreation in place of Mr. Milo Christiansen.

We have had to use funds, Mr. Chairman, from our authorized trust fund. The trust fund is built up by various grants and other fundraising programs that we have in the Department; such as, various franchise fees and things of that nature that are put in by the various activities, and also by other groups who want special services for the activities which they are interested in. We had to borrow moneys from our trust fund in order to pay for the continued operation of the John F. Kennedy playground.

Senator BYRD. All right. Would you supply for the record the specifics as they concern the groups to which you referred?

Mr. COLE. Yes, sir; we will.

Senator BYRD. And the amounts involved?

Mr. COLE. Yes, sir.

(The information referred to follows:)

JOHN F. KENNEDY PLAYGROUND

Operating and maintenance cost, over and above $20,500 appropriated

	Operating (from trust fund)	Maintenance	Total
June 1964: June 3 to July 4	$1,714.24	$2,947.05	$4,661.29
July	1,664.88	2,549.81	4,214.69
August	1,269.40	2,354.63	3,624.03
September	529.44	1,613.13	2,142.57
October	355.24	5,386.34	5,741.58
November	378.55	3,929.51	4,308.06
December	542.94	2,202.67	2,745.61
January 1965	358.01	1,887.20	2,245.21
February	347.24	1,457.82	1,805.06
March	136.57	1,335.99	1,472.56
Total	7,296.51	25,664.15	32,960.66

DISTRICT OF COLUMBIA PLAYGROUNDS

Senator BYRD. So you are basing this request for $109,000 on your experience over the past fiscal year, is that correct?

Commissioner TOBRINER. I would say so, Mr. Chairman.

Senator BYRD. Now, how many playgrounds are there in the District of a similar nature?

Commissioner TOBRINER. I would say there is no playground in the District of a similar nature. This is a playground which embodies all the latest in progressive apparatus. It is a playground which has unique features such as ramps and slides, a tugboat, an airplane, and apparatus designed to acquaint children with modern science.

Senator BYRD. Well, now would you name for the purposes of the record the other playgrounds that are in the District, although they be not similar?

Commissioner TOBRINER. Mr. Cole, will you give us a list of those?

Mr. COLE. The request is to name other playgrounds in the District of Columbia, though they not be similar, is that correct, sir?

Senator BYRD. Yes; and also state for the record the operating and maintenance cost of each in the fiscal year 1965.

Mr. COLE. We have no other playgrounds, Mr. Chairman, that are similar to this playground by any means at all. We operate 103 playgrounds, all told, including the Kennedy Playground, at this time. We shall be glad to furnish, though, the names of all of the other playgrounds that we have.

Senator BYRD. Well, for example, the Capper-Lincoln Playground. What is the acreage and what is the fiscal year 1964 operating and maintenance cost?

Mr. COLE. Capper-Lincoln Playground.

Mr. LEMMON. We can supply all that information from our data sheets. We do not have those here.

Senator BYRD. Suppy for the record the acreage and the maintenance cost, the operating costs for fiscal year 1964 on those facilities. Capper-Lincoln, Rosedale, Watkins, Virginia Avenue, Banneker, Tacoma, and so on.

Mr. COLE. We shall do that.

(The information requested follows:)

RECREATION DEPARTMENT UNIT MAINTENANCE COSTS ON 88 UNITS FOR THE 1ST 9 MONTHS OF FISCAL 1965

Unit	Acreage	Cost to date
Amidon	2.09	$772.60
Anacostia Fieldhouse	[1] 88.68	[2] 12,228.44
Bald Eagle	3.05	4,387.43
Bancroft	1.65	227.54
Banneker	10.30	24,933.54
Barry Farms	6.56	3,431.91
Benning-Stoddert	13.06	183.64
Brentwood Village	1.19	6,615.37
Bundy	2.45	426.65
Capper-Lincoln	3.60	6,877.24
Chevy Chase Playground	4.03	7,616.53
Chevy Chase Community Building	1.68	31,445.48
Congress Heights	4.13	8,868.71
Crummell	2.21	121.48
Dakota	2.54	315.66
Deanwood	5.57	8,402.89
Douglass Dwellings	.50	55.74
East Capitol Dwellings	.50	205.40
Edgewood	4.73	8,001.61
Emery	6.00	11,098.65
Forest Hills	3.27	679.05
Fort Greble	3.60	4,982.35
Fort Reno	33.28	205.80
Fort Stanton	6.50	5,441.40
Fort Stevens	5.27	7,549.95
Francis	1.77	[2] 11,756.81
Friendship	1.49	7,399.25
Gallinger (Grant School)	.45	2,220.94
Georgetown	2.55	[2] 13,334.30
Guy Mason	4.00	20,106.35
Hamilton	1.48	2,738.82
Happy Hollow	1.25	6,099.54
Hardy	4.40	5,281.32
Harrison	1.02	4,588.03
Hearst	4.40	6,757.00
Highland Dwellings	.50	145.92
Hillcrest	17.57	[3] 18,659.73
Hine	2.00	336.05
Hoover	4.51	1,773.01
Jefferson	3.59	938.73
Kalorama	3.14	5,712.21
Keene	3.80	1,526.58
Kelly Miller	14.86	[2] 32,381.72
Kenilworth	6.77	634.88
Lafayette	5.62	11,728.50
Lamond	2.59	4,514.00
Langdon Park	19.20	[2] 24,094.50
Langley	3.10	4,943.46
Langston	12.00	501.09
Livingston	5.00	67.41
Logan	1.70	75.85
Macomb	1.22	4,536.21
Mitchell Park	1.85	4,507.46
Mott-Lewis	2.20	3,255.95
New York Avenue	2.47	4,793.66
Noyes	3.65	289.45
Oxon Run	23.21	[3] 13,490.64
Palisades	9.50	11,334.60
Park View	1.45	6,837.33
Petworth	.95	363.13
Powell	4.00	4,394.13
Randall	6.18	3,705.71
Randle Highlands	2.30	114.31
Raymond	4.00	8,410.26
Ridge	9.92	6,775.63
Riggs-LaSalle	.309	2,036.38
River Terrace	3.07	73.18
Rosedale	4.40	[2] 10,045.46
Rose Park	3.50	5,328.53
Rudolph	4.00	698.57
Shepherd	3.16	1,030.85
Sherwood	1.88	[2] 12,796.34
Sousa (Kimball)	8.25	205.93
Stead	1.59	5,728.52
Stoddert	51.5	3,907.53
Taft	11.00	15,444.21
Takoma	20.65	[2] 15,986.06
Thomas-Parkside	31.16	6,563.24
Trinidad	6.00	7,605.86

[1] Section D.
[2] Includes swimming pool maintenance.
[3] Includes rehabilitation costs.

RECREATION DEPARTMENT UNIT MAINTENANCE COSTS ON 88 UNITS FOR THE 1ST 9 MONTHS OF FISCAL 1965—Continued

Unit	Acreage	Cost to date
Turkey Thicket	9.60	$17,435.21
Turner	2.20	888.98
Upshur	10.00	6,094.11
Virginia Avenue	2.50	2,986.83
Watkins (Buchanan)	2.91	4,450.52
Watts Branch	5.15	2,829.06
Woodley Park	2.50	458.63
Woodson, Carter	5.10	3,525.04
Young, John L	2.14	9,956.38

RECREATION FACILITIES INDICATING COST AND ATTENDANCE FOR FISCAL YEAR 1964

	Total cost	Attendance
REGION A		
CCCB	$34,708.69	238,969
Chevy Chase	14,618.21	70,976
Friendship	15,715.81	109,818
Georgetown	16,444.04	156,756
Hardy	15,723.83	66,716
Hearst	17,055.90	108,210
Lafayette	18,731.34	107,104
Macomb	14,697.68	63,819
Palisades	22,068.89	122,570
Rose Park	14,914.01	57,105
Stoddert	15,541.52	62,530
REGION B		
Emery	16,230.00	72,070
Fort Stevens	14,949.33	60,690
Hamilton	8,264.61	61,439
Lamond	13,178.41	74,170
Park View	13,816.95	71,406
Raymond	14,136.21	143,561
Rudolph	16,121.55	85,925
Shepherd	12,230.46	67,810
Takoma	17,045.21	78,573
Coolidge	5,275.73	10,639
Upshur	14,859.21	77,767
REGION C		
Bertie Backus	24,456.77	98,299
Brentwood	12,946.19	115,443
Edgewood	16,825.29	97,005
Keene	14,853.95	32,022
Langdon	14,465.25	77,251
Langley	19,434.56	110,560
Noyes	6,095.73	60,018
Riggs-LaSalle	16,667.86	67,815
Slowe	5,644.19	32,993
Taft	21,961.77	100,107
Turkey Thicket	20,451.93	84,079
REGION D		
Bancroft	5,509.96	32,330
Francis	26,473.25	71,047
Gallinger	10,998.25	33,929
Happy Hollow	15,587.43	116,139
Kalorama	14,483.85	71,397
Mitchell Park	9,929.46	49,777
Powell	13,486.48	107,689
Stead	19,553.41	159,725
Stevens	5,510.14	18,880
REGION E		
Banneker	23,285.09	121,150
Bundy	10,561.11	70,349
Cook, J. F	6,299.18	22,952
Harrison	14,870.64	54,697
Lewis	16,264.17	78,080
Monroe	11,283.06	87,222
New York Avenue	14,434.33	107,212
Terrell	23,098.86	78,768
Thomson	10,524.25	51,060
Young, J. L	21,413.85	88,163

RECREATION FACILITIES INDICATING COST AND ATTENDANCE FOR FISCAL YEAR 1964—Continued

	Total cost	Attendance
REGION F		
Crummell	$6,819.13	37,205
Logan	16,452.65	54,412
Lovejoy	5,814.61	49,147
Rosedale	18,222.83	168,170
Sherwood	16,801.45	156,581
Langston-Spingarn	26,141.04	149,425
Trinidad	15,977.19	155,058
Wilson, J. O	14,156.85	93,302
REGION G		
Benning-Stoddert	45,824.61	237,131
Davis	14,394.26	45,630
Deanwood	16,517.01	71,227
Drew	11,505.56	52,550
East Capitol	34,758.09	118,317
Evans (½ year)	9,543.81	73,434
Kelly Miller	19,728.08	198,967
Kenilworth Courts	39,140.29	368,566
Nalle	15,462.86	86,355
Ridge	16,016.97	124,983
(River Terrace)	(16,460.34)	350,700
Sousa	24,037.78	642,432
Thomas-Parkside	16,812.54	238,215
Watts Branch	15,460.45	240,757
Woodson	21,497.89	133,270
REGION H		
Amidon	12,022.81	30,376
Capper-Lincoln	29,065.61	425,891
Garfield	6,805.45	29,613
Greenleaf	25,551.21	768,682
Hine	15,378.75	65,484
Jefferson	20,646.75	39,673
Payne	11,159.49	118,838
Randall	17,261.25	39,394
Virginia Avenue	14,214.77	110,419
Watkins	17,409.00	123,034
REGION I		
Anacostia (3 quarters)	10,413.06	57,136
Anne Beers (3 quarters)	4,822.54	32,948
Bald Eagle	12,804.01	24,736
Barry Farms	34,737.18	167,510
Congress Heights	15,887.24	109,941
Douglass Dwellings	32,970.21	90,327
Douglass Junior High School	24,528.41	53,538
Draper	4,940.85	53,421
Fort Greble	15,187.48	84,619
Fort Stanton	15,562.64	53,960
Hart	22,289.71	74,196
Hendley	15,301.06	50,237
Highland	35,093.85	175,490
Hillcrest	20,891.12	165,768
Turner	15,800.30	99,452

OPERATING AND MAINTENANCE COSTS OF PLAYGROUNDS

Senator BYRD. Do the operating and maintenance costs on these other playgrounds approximate the amount that you are requesting for the Kennedy Playground, Mr. Tobriner?

Commissioner TOBRINER. I could not answer that, sir.

Mr. LEMMON. They do not.

Senator BYRD. I presume that your answer was—your answer to a previous question was a partial answer to a question I shall now ask. Why do they not?

Mr. LEMMON. Well, primarily, because they are not nearly so intensively used as the Kennedy Playground and they do not have the mechanical facilities on it that the Kennedy Playground has which have to be repaired quite frequently.

Senator BYRD. And to which Commissioner Tobriner referred earlier?

Mr. LEMMON. Yes, sir.

Senator BYRD. Go ahead. I do not want to interrupt you further. Please proceed.

Mr. LEMMON. Well, that is the answer, I think, to the question, that there is that difference. The other playgrounds we have are very much simpler in design and not nearly so involved. The cost for maintenance is reduced. We know pretty much what a playground ought to cost to operate because they follow our standard pattern. But the Kennedy Playground did not follow any pattern that we have in the city.

ATTENDANCE AT KENNEDY PLAYGROUND

Senator BYRD. What is your visitor attendance daily, would you say? Can you give an average?

Mr. LEMMON. I could not answer that. We can get that for the record, but I do not know that.

Mr. COLE. Mr. Chairman, are you referring to the Kennedy Playground daily attendance?

Senator BYRD. Yes.

Mr. COLE. The Kennedy Playground daily attendance we have estimated has been approximately 1,000 a day during the very good weather such as we have now. The day we opened up, there were 10,000 from all over the whole area. But attendance runs around 1,000 a day now. Weekends, we find it a little bit heavier; that is, on Saturdays and Sundays we find that we are running around 1,200.

Senator BYRD. Around 1,200 for each of the 2 days on the weekends, is that right?

Mr. COLE. On the weekends, that is right.

EXPLANATION OF OPERATING COSTS

Senator BYRD. When you speak of operating costs, Mr. Tobriner, what do you have reference to?

Commissioner TOBRINER. I have reference to the cost of playground superintendence, cost of supplies and material, and I would say also the cost of repairs that are necessitated by the usage of a playground. Those to me would be the principal operating expenses, although I am not an authority on playgrounds.

Senator BYRD. How many persons are involved in your operating costs?

Commissioner TOBRINER. I shall have to ask Mr. Cole.

Mr. COLE. There are five staff leadership people who are involved in daily leadership. Our biggest operating cost, though, is in the maintenance. That is because of the heavy use that we have on the playgrounds and this area of maintenance is one of our biggest areas of cost.

Commissioner TOBRINER. The Senator is, of course, aware that the playgrounds are operated by a quasi-independent board and our relationship is merely a fiscal one.

Senator PROUTY. Mr. Chairman, could I ask a question relating to this?

Senator BYRD. Yes.

FUNDS PROVIDED BY NATIONAL COMMITTEE ON PLAYGROUNDS FOR YOUNG AMERICA, INC.

Senator PROUTY. I notice on page 5 of Commissioner Tobriner's statement, it is indicated that this playground, the John F. Kennedy playground, was developed under the supervision of representatives of the National Committee on Playgrounds for Young America, Inc. Was it the original intent of this group to operate this playground without funds from the District?

Commissioner TOBRINER. This, Senator Prouty, is a debatable question. I believe the Recreation Department felt that there was a promise, at least until appropriations could be acquired from the Congress, that this private group would provide the necessary maintenance funds. However, the memorandum that we made of the meeting at which this was discussed did not spell that out as clearly as the Recreation people felt that it was. So there is a debatable area as to whether or not there was an obligation, expressed or implied, for the National Committee on Playgrounds for Young America to operate this.

In any event, it was only until appropriations could be secured from the Congress on a permanent basis.

Senator PROUTY. Well, is it your feeling that if funds are not appropriated by the Congress, this group will still operate the playground, or are under an obligation to?

Commissioner TOBRINER. It is my feeling that it would not.

Senator PROUTY. Thank you, Mr. Chairman.

Mr. COLE. We support the answer to the last question by the Commissioner, Mr. Chairman, and we do not feel that funds will be forthcoming from that group.

MONEYS SPENT FROM TRUST FUNDS

Senator BYRD. Will any of the $109,000, Mr. Tobriner, be used to pay past indebtedness?

Commissioner TOBRINER. Mr. Chairman, I cannot answer that, other than I would suppose that if the Department of Recreation has dipped into trust funds in order to carry on the operation of the playground during this fiscal year, there would have to be some reimbursement of those funds from some source other than these funds.

Mr. COLE. If I may speak to that question, the answer is definitely "No." We are hoping for some other form of reimbursement for moneys which we have already spent from trust funds in order to carry the program on for this fiscal year.

POSSIBILITY OF REIMBURSEMENT OF TRUST FUNDS EXPENDED

Senator BYRD. What possibilities do you see for such reimbursement?

Mr. COLE. The only possibility seems to be the United Planning Organization to help out with programs dealing with areas of poverty. Of course, this playground is located in a very poverty-stricken area. The only thing we can see at this time is the possibility, although we have not made direct contact yet with the United Planning Organization to see whether or not we can get some funds for the money which we have already spent.

Senator BYRD. You have not made contact with the United Planning Organization yet?

PRIVATE CONTRIBUTIONS

Mr. COLE. No, sir; we have been thinking of all possibilities. I have only answered the question on possibilities.

Now, there have been some individuals who have stated that they would like to raise some funds to help us along but, thus far, they have been very meager. I think that, all told, we have been given only $585 from those contributions.

AMOUNT OF INDEBTEDNESS TO TRUST FUND

Senator BYRD. Can you state for the record the amount of money that is needed for reimbursement purposes?

Mr. COLE. We have that figure if you will just indulge me one second, please, sir.

Right now our trust fund is in the red for $7,200. That is a round figure, sir.

Senator BYRD. I presume, Mr. Tobriner, that no part of the $109,000 would be used to reimburse this amount?

Commissioner TOBRINER. It could not be, I would say, and would not be.

Mr. LOWE. It would be an illegal expenditure.

Commissioner TOBRINER. Yes.

Senator BYRD. So what you are saying is you would hope to go to the United Planning Organization, or some other organization or group, and try to get the moneys with which to reimburse this indebtedness?

Mr. COLE. Correct.

Senator BYRD. It was said in the newspapers that Mr. O. Roy Chalk and his National Committee on Playgrounds for Young America, Inc., was supposed to be "its bankroll." The article from which I am reading and which I shall insert in the record goes on to say that Mr. Chalk has yet to pay bills for more than $22,000 in expenses that he agreed to cover until the District could get a respectable appropriation from Congress.

Do you have any comment on this?

HISTORICAL DEVELOPMENT OF KENNEDY PLAYGROUND

Mr. COLE. I might be able to give some historical developments that came along with that.

The idea of having the playground, which was opened in June of 1964, occurred prior to the naming of the John F. Kennedy playground. The idea that this would be a very good site to develop a new and different type of playground for the District of Columbia came, I believe, from one of the administrative aids to the Attorney General, Robert F. Kennedy.

So this committee was formed with Mr. Chalk being the head of it. The unofficial representatives, Mr. Morris Fox, and Mr. Barrett Prettyman met with our recreation board. We at that time were told that it was a possibility that funds would be forthcoming to

maintain and operate the playground. I think then a meeting was set up with the Board of Commissioners, at which meeting we were represented. The agreement which Commissioner Tobriner has referred to did not spell out specifically, I understand, the fact that the National Committee on Playgrounds for Young America would be responsible for the payment of these bills, although it was stated to us several times by the officials representative of Mr. Chalk that these bills would definitely be paid for. An agreement was drawn up by the administrative officer; the names of those who had represented Mr. Chalk were to sign and the Superintendent of Recreation was to sign.

NONSIGNING OF AGREEMENT

This agreement has never been signed, although there was still continued talking, faith, and trust in what they call the official representatives of the National Playgrounds for Young America that these funds would be forthcoming.

Department representatives, along with Mr. Christiansen and Mr. Leech, who is present with me, and Mr. Lemmon, met on several occasions with the representatives of the Committee on Playgrounds for Young America. We were definitely told each time that reimbursement would be made and were requested to submit to them each month the monthly costs for staffing, operating, and maintaining the playground, which we did, each month. We have records that we have sent to them on the expenditures for the purposes which I named.

Therefore, there was no signed agreement, but it was definitely stated by their representatives—namely, Mr. Morris Fox—that this bill would definitely be paid in all good faith, and that they were attempting to raise funds to the tune of some $200,000, and that they were expected to carry the same type of program on across the country, in other cities.

There were other Congressmen who became interested in this idea of these playgrounds. There was a Representative—I cannot recall his name at this time—from California who asked to talk with Mr. Christiansen and with me about the playground itself. So we did it in good faith and had conferences with the responsible people, whose names, Mr. Chairman, you have read in the report I have furnished you.

USE OF PLAYGROUND MAINTENANCE FUNDS

Senator BYRD. The article says that the Recreation Department officials have had to "dip into funds for other playgrounds."

Would you comment on this?

Mr. COLE. This was maintenance money. We transferred, of course, the money we got for maintenance to the National Park Service which does maintenance on all our playgrounds. It was necessary, in order to keep this playground in operation and to keep proper repair of the equipment on this playground, that we had to curtail some of the maintenance expenditures on the other playgrounds and try to put some of these funds as prorated from other grounds over to the Kennedy Playground in order to keep the playground going.

Senator BYRD. Would you supply for the record the dollar amounts that were transferred?

Mr. COLE. Yes, sir.

Senator BYRD. And indicate the other playgrounds to which you have referred. Identify them.

I am not attempting to be critical in any way, but I believe that in view of the fact that the House did not allow this item, we ought to make as clear a record as we possibly can in order to justify the restoration of the money.

ITEMS INVOLVED IN MAINTENANCE

Mr. LEMMON. May I speak, sir. I think that I can state that it was not taken from any one particular playground or several playgrounds, because when we get our maintenance money, that is prorated over a 12-month period and it is used for the repairing of ball fields, painting fences, putting shingles on the roofs, and one thing and another. There is no stipulated amount to any one particular playground. So it just meant that they all suffered a little bit in order to help the Kennedy Playground. A fence may have gone unpainted that might have been painted, or a ball field did not get the finishing that it should get simply because a part of that money was spent.

FUNDS TRANSFERRED TO KENNEDY PLAYGROUND

Senator BYRD. Well, would you indicate the total amount that was transferred?

Mr. LEMMON. I will.

Senator BYRD. Can you do it now?

Mr. LEMMON. To date, we have spent better than $25,000 in the 10-month period and that is giving the Kennedy Playground a minimal maintenance. Things have been broken in the Kennedy Playground which we have not repaired, simply because we felt we did not want to rob the other playgrounds to that extent, that the Kennedy Playground would have to suffer a little, too, in order to assure that the other playgrounds would be kept.

Senator BYRD. But you transferred $25,000 which was to be kept for utilization on other playgrounds?

Mr. LEMMON. That is correct.

Mr. COLE. Mr. Chairman, the figure just quoted was through the 31st of March for minimum maintenance.

Senator BYRD. And that covers what period?

Mr. COLE. The period from July 1 through March 31.

Senator BYRD. July 1, 1964, through March 31, 1965?

Mr. COLE. Yes, sir.

Senator BYRD. What is the amount that has been transferred since March 31?

Mr. COLE. It has officially been estimated at $7,500. It is about $2,500 a month that we are spending on it and that is just minimum maintenance.

MONTHLY OPERATING AND MAINTENANCE COSTS OF KENNEDY PLAYGROUND

Senator BYRD. Your monthly operating costs are running how much?

Mr. COLE. Monthly operating costs are running approximately $2,000 a month. That is over and above the maintenance costs. The full maintenance would be about $2,500.

Senator BYRD. What are your monthly operating costs?

Mr. COLE. Monthly operating costs, including maintenance and staffing and supplies, would be about $4,500 a month.

Senator BYRD. What are your monthly operating costs, exclusive of maintenance?

Mr. COLE. Exclusive of maintenance, it runs approximately $2.000.

NUMBER OF CHILDREN IN KENNEDY PLAYGROUND AREA

Senator BYRD. How many children live within walking distance of the playground?

Mr. COLE. Over 10,000. This is a highly congested area. About 10,000 is what we figure from the 1960 census and from the area elementary school enrollment figures.

PUBLIC RECREATIONAL FACILITIES IN AREA

Senator BYRD. Are there any other public recreational facilities in the area which would be available to these youngsters?

Mr. COLE. Yes, sir.

Senator BYRD. There are?

Mr. COLE. From the John L. Young Playground it is approximately six blocks to the location. The Bundy Playground, which is partly a school playground and partly a park playground, is a pretty large area, and is about three blocks. The Terrell Recreation Center does not have much of an outdoor area, but the indoor facilities are approximately eight blocks from the area.

KINDS AND COSTS OF REPAIRS

Senator BYRD. Could you give the committee some idea as to the kinds of repairs and the costs of repairs over the past year? You can put it in the record. Could you do that?

Mr. COLE. Yes, sir; we could do that.

(The information requested follows:)

Breakdown of maintenance costs for the John F. Kennedy playground for the first 9 months, as supplied by the National Park Service

Total costs	$21,200
Custodial costs	13,200
1 full-time custodian (regular).	
4 custodians, at time and a half on 43 weekends.,	
1 truckdriver (38 hours).	
1 gardener (94 hours).	
Plus supervisory and overhead.	
Shop and field repair costs	7,000
Structural:	
Doors, windows, locks, hinges, wallboard.	
Touchup painting.	
Air conditioner.	
Heating elements.	
Toilet installation.	
Plumbing repairs.	
Light replacement and repair.	
Canopy removal.	
Site:	
Guardrails and snow fencing.	
Drinking fountains.	
Exterior plumbing and drainage.	
Tanbark replacement.	
Signs installation.	
Sod repair.	
Play equipment:	
Replacing screws, bolts, bearings, and other parts.	
Resetting play items which were not properly set.	
Replacing rotting timber and other parts of tugboat.	
Modifying larger pieces for safety reasons.	
Rat extermination.	
Replacing stolen spray heads and other necessary parts.	
Utilities (electric service)	1,000

FACILITIES AT KENNEDY PLAYGROUND

Senator BYRD. And indicate also for the record what facilities you have at the playground—at the Kennedy playground. I am interested in the Kennedy playground.

As you know, the President wrote a letter to me and expressed interest in the restoration of these funds. I am attempting to get as complete a picture as I can for the record so that we might reach a judgment on this item. At this point, I am sympathetically inclined, but certainly want to lay in the record the full justification if I can.

(The information requested follows:)

ITEMIZED LIST OF FEATURES AT THE JOHN F. KENNEDY PLAYGROUND

1. Basketball court and bleachers, consisting of regulation basketball and biddy basketball court and handball court.
2. Two streetcar bleachers.
3. One tank with ladder and slides.
4. One ancient locomotive.
5. One Army truck.
6. One Army duck.
7. One hook-and-ladder truck.
8. One soapbox raceway.
9. One paved bicycle course.
10. Two jet fighter planes.
11. One tugboat.
12. One junior-type Marine Corps obstacle course.
13. Fifty flagpoles, with flags to be permanently attached.
14. One large flagpole with the American flag on the hill.
15. One large slide and two slope-ladder climbs.
16. One tunnel.
17. One streetcar public toilet, boys and girls.
18. One air-conditioned headquarters building.
19. Two drinking fountains; one at O Street entrance, the other at P Street.

ABSTRACT OF PLAY EQUIPMENT OF THE JOHN F. KENNEDY PLAYGROUND

Swings:	
Swing set with 8 seats	2
Swing set with 6 seats	2
Swing set with 6 fiberglas ponies	2
Swing set with 4 fiberglas ponies	3
Swing set with 6 steel chairs	1
Swinging park bench	4
Slides:	
Earn-A-Slide	2
6- by 12-foot slide	2
Fiberglas trailblazer slide	1
Wave slide	8
Fiberglas elephant slide	1
Climbers:	
Spider climb	1
Skyway climber	1
Whirls:	
Saucer whirl	2
Mustang whirl	2
Fiberglas dome whirl	1
10-inch-diameter whirl	1
Merry flyer	3
Other:	
Double-post basketball backstop	4
Single-post basketball backstop	2
4-unit seesaw	1
Fiberglas hare	1
Fiberglas turtle	1
Rodeo rocky	21
Jack and Jill playhouse	2
Fiberglas heavy-duty benches (8 feet long)	5
Fiberglas heavy-duty benches (6 feet long)	4
Locker benches for 4 trolley cars	8
Bicycle racks	3

COST OF SITE FOR SHAW JUNIOR HIGH SCHOOL REPLACEMENT

Senator BYRD. Now, in connection with the purchase of the Shaw Junior High School replacement site, what would be the cost?

Mr. TOBRINER. We have an estimated cost for additional land for the Shaw replacement on the present site of $989,000, plus a relocation

cost which was necessitated by a number of dwellings in the neighborhood—I am sorry, the figure I gave you, Mr. Chairman, includes the relocation costs.

Senator BYRD. And what is the figure again?

Mr. HERMAN. $989,000.

Senator BYRD. Does that include plans and specifications?

Mr. HERMAN. No; an additional $306,300 is required for plans and specifications.

Senator BYRD. You would be confronted with that in any event.

Mr. TOBRINER. It is slightly higher.

Senator BYRD. All right. So the cost of the site, however, once again is, for the record, how much, Mr. Tobriner?

Mr. TOBRINER. $989,000 which includes the cost of moving those families that are located on the site.

NUMBER OF FAMILIES INVOLVED

Senator BYRD. How many families are involved?

Mr. MCCALLISTER. Mr. Chairman, I am James L. McCallister, Administrative Services Officer, Department of General Administration. There are 91 family units in this proposed site.

Senator BYRD. Are they all filled?

Mr. MCCALLISTER. As far as my information goes, they are.

Senator BYRD. What is the attitude of the occupants? Do they object to being removed?

Mr. TOBRINER. I do not think that attitude has been yet determined because we do not have the money to buy the site.

TYPE OF HOUSING INVOLVED

Senator BYRD. What type of housing is involved?

Mr. TOBRINER. I have seen it personally. I would say it was a relatively low-grade type of housing. Many of the sites involved are row houses and houses that were built, I would say, a minimum of 50 years ago.

Senator BYRD. Would you say, Mr. Tobriner, that these houses should be demolished whether or not you proceeded as you have indicated here?

Mr. TOBRINER. I would say the vast bulk of them are inadequate.

Senator BYRD. Sooner or later and in most instances, sooner, is that what you are saying?

Mr. TOBRINER. I would have to say so, yes.

Senator BYRD. So insofar as this location of the people involved may be concerned, this is not a major porblem in your judgment?

Mr. TOBRINER. It is a major problem always to dislocate people, but I think if they can be relocated, it would be a distinct advantage to the city to get rid of the substandard housing that exists in that area.

FUNDS REQUESTED OF HOUSE

Senator BYRD. In making your request before the House, did you indicate a need for $1,399,000 for the purchase of another site?

Or do you suppose, Mr. Herman, this included the cost of plans and specifications?

Mr. HERMAN. That includes site and plans and specification. They are asking for the same figure for site restoration but plans have been reduced by $103,700 resulting in a total restoration of $1,295,300.

Senator BYRD. I was just reading from the House hearings, and I had noted a question which had been asked and which was answered by you, in which this figure was used, and I was just wondering whether or not there had been a change in the estimate.

Mr. HERMAN. Yes. A reduction in the amount for plans and the elimination of air conditioning.

Senator BYRD. All right.

Senator PROXMIRE. I have been interrogating Mr. Tobriner with regard to the request for $109,000 for the Kennedy playground, and moneys for the purpose of the purchase of Shaw Junior High School replacement site. I have no further questions on this point, at this time. I may ask additional questions later in the hearings, but if you would like to proceed to ask any questions, please do.

Senator PROXMIRE. I have no questions.

Senator BYRD. Senator Prouty, did you have any questions?

KENNEDY PLAYGROUND MAINTENANCE AND OPERATION FUNDS

Senator PROUTY. Thank you, Mr. Chairman, I will ask a few because I have to leave at 3:30 for another commitment. I gathered from what Mr. Cole and others have said that there was a general understanding, at least, that the National Committee on Playgrounds for Young America, Inc., would maintain and operate this particular playground. Is that correct?

Mr. COLE. That is correct, sir.

POSSIBILITY OF LAWSUIT TO COLLECT MAINTENANCE FUNDS

Senator PROUTY. If that is so, has the District considered the possibility of a suit to collect the money which apparently it was understood would be paid?

Mr. TOBRINER. Is the Corporation Counsel here?

Mr. GRAY. I am Chester Gray, Corporation Counsel of the District of Columbia.

That question has never been presented to me, sir.

Senator BYRD. Mr. Gray, it is presented at this time. What is your response?

Mr. GRAY. I shall look into it, sir.

Senator BYRD. That is about as good a response as you could give.

All right, Mr. Gray, would you supply for the record the answer to Senator Prouty's question?

Mr. GRAY. Yes, sir.

Senator PROUTY. I hope the Corporation Counsel will do that because I think it is an important point which should be cleared up.

(The information requested follows:)

An examination of certain of the files relating to this matter indicates that the District of Columbia may have a cause of action against the National Committee on Playgrounds for Young Americans, Inc., for expenses incurred by the District for the operation of the playground in question for that period commencing with its opening on June 3, 1964, until enactment of the 1965 appropriation act on August 22, 1964 (Public Law 88-479; 78 Stat. 588).

VACANCIES IN POLICE DEPARTMENT

Senator PROUTY. Mr. Tobriner, I notice that the House allowed the full request of 100 additional policemen for 1966. I believe no request was made last year for any increase, is that correct?

Mr. TOBRINER. That is correct.

Senator PROUTY. At that time and at the present, I understand that the Department is having difficulty filling additional positions. What is the actual strength of the force and how many men are needed to bring it up to full strength?

Mr. LAYTON. 2,892 is the strength at the present time, Senator.

Mr. TOBRINER. That would mean at the present time, there are 108 vacancies.

INCREASE IN POLICE FORCE SINCE 1957

Senator PROUTY. In the crime hearings before the District Committee, it was suggested that a good rule of thumb for increasing the police force would be to increase the force at the same rate as crime has increased. Major crime is up 95 percent in the District since 1957. How much has the police force increased in size over that same period?

Mr. LAYTON. I can give you that answer in just a minute. I think the figure from 1959 to the present time is an increase of 500, according to my recollection. Five hundred is the figure from that same date, the date that you asked, Senator, 1957.

Senator PROUTY. What would that percentage be?

Mr. LAYTON. 500 as against 2,500, at that time, would be one-fifth or 20 percent.

Senator PROUTY. As against a 95-percent increase in crime?

Mr. LAYTON. That is correct.

PUPIL-TEACHER RATIO UNDER HOUSE BILL

Senator PROUTY. When the District acted on the budget, the newspapers gave the impression that the school budget was severely cut. I have received substantial correspondence suggesting that the capital outlay for school construction was unreasonably reduced; $29.5 million was requested by the Commissioners in the House for school capital outlay projects. The House, I believe, approved only $16.5 million. What will be the pupil-teacher ratio in the future if the new construction called for in your budget is not allowed?

Mr. TOBRINER. The pupil-teacher ratio will remain the same. We have achieved a ratio of 30 to 1 in the elementary schools and approximately 25 to 1 in the secondary schools. This is based on existing attendance.

Senator PROUTY. What is the effect of the House cut? That is what I want to know.

Mr. TOBRINER. The effect of the House cut is to make it necessary to have crowded classrooms and to put a lot of students on part time, and also to eliminate a great many of those who would desire to go to kindergarten.

Senator PROUTY. Why is that not an increase in the pupil-teacher ratio if you are going to have overcrowded classrooms?

Mr. TOBRINER. Because we do not figure the pupil-teacher ratio on the number of people in the actual classrooms. The pupil-teacher ratio is figured on the total number of students in elementary schools, divided by the number of teachers in the elementary schools, for general academic classes. Throughout the school system, there may be many classes that have 40 or 45, but figured on that ratio the number of teachers per student is on the basis of 1 to 30.

If Dr. Hansen wishes to add to that, if it is agreeable with the chairman——

Senator PROUTY. If Dr. Hansen is here, I would be glad to hear him.

SCHOOL OVERCROWDING

Dr. HANSEN. Thank you very much.

Mr. Tobriner is substantially correct in that pupil-teacher ratios will not materially increase on the average, but there are other effects of overcrowded schools, including the increase in part time, the fact that we have kindergarten waiting lists; children are not allowed to come into schools because we do not have space for them; the fact that we are attempting now to hire churches and other outside facilities in which to house kindergarten age children; the use of substandard rooms; the use of basement rooms are part of the result of overcrowding. I am sure, from newspaper accounts, that you do get the impression clearly that many of these rooms are almost unbelievably bad for the housing of children.

In addition to that, we have to use auditoriums, library facilities. We have new buildings in which we have to occupy the library for classes because of the shortage of space. So the impact on total school programs, Senator Prouty, is exceptionally bad, although the pupil-teacher ratios may not be materially affected.

TEACHER-PUPIL RATIO IN CARDOZO SCHOOL AREA

Senator PROUTY. Do you know, Dr. Hansen, what the actual ratio, class by class—pupil-teacher ratio, class by class—is in the Cardozo area?

Mr. HANSEN. I would have to supply that for the record.

(The information requested follows:)

MODEL SCHOOL DIVISION—CARDOZO AREA

PUPIL-TEACHER RATIO, BY SCHOOLS, OCT. 22, 1964

	Pupil membership	Teachers	Ratio
Elementary schools, grades 1 to 6:			
Bancroft	896	27	33.2
Bruce	583	17	34.3
Bundy	267	9	29.7
Cleveland	687	18	38.2
H. D. Cooke	847	26	32.6
Garrison	1,103	31	35.6
Grimke	760	24	31.7
Harrison	552	17	32.5
Meyer	1,286	35	36.7
Monroe	635	18	35.3
Montgomery	636	19	33.5
Morse	210	8	26.3
Park View	1,023	30	34.1
Raymond	730	21	34.8
Junior high schools:			
Banneker:			
Academic subjects and art	1,293.9	46.3	28.0
Shop and home economics	105.1	4.7	22.4
Total	1,399.0	51.0	
Garnet-Patterson:			
Academic subjects and art	623.9	22.5	27.7
Shop and home economics	63.1	3.5	18.0
Total	687.0	26.0	
Shaw:			
Academic subjects and art	853.8	29.1	29.3
Shop and home economics	92.2	4.9	18.8
Total	946.0	34.0	
Senior high school:			
Cardozo:			
Academic subjects	1,594.5	52.7	30.3
Shop, home economics, and art	189.5	8.7	21.8
Total	1,784.0	61.4	
Vocational high school:			
Bell:			
Shop, home economics, and art	217.5	15.7	13.9
Academic and related subjects	208.5	9.3	22.4
Total	426.0	25.0	

Source: Department of General Research, Budget, and Legislation, Office of the Statistician, May 5, 1965.

EFFECT OF HOUSE REDUCTION IN TEACHING POSITIONS

Senator PROUTY. You also asked for 500 new teachers and the House gave you 275.

Mr. HANSEN. It was a very serious cut, particularly in the special services field for counselors and special instruction—for example, in art, music, and physical education. The House did give us the necessary teachers to establish a ratio of 30 to 1 at the elementary level and 25 to 1 in the secondary level.

PER CAPITA EXPENDITURE FOR EDUCATION

Senator PROUTY. While you are on your feet, Doctor, I have one or two more questions. What is the per capita expenditure for education in the District and what is the per pupil expenditure?

Mr. HANSEN. May I check just a moment?

Senator PROUTY. Yes.

Senator BYRD. May I say to Senator Prouty that we expect to get into these items in depth when we reach the education budget. I do not want to appear to be shutting you off, but I just do want to make that statement, that we shall get into the items more comprehensively when Dr. Hansen appears before the subcommittee.

Senator PROUTY. I understand, Mr. Chairman. I have just two or three questions which relate to that, which I would like to ask at this time.

Mr. HANSEN. I can supply the answer, Mr. Chairman.

The per capita expenditure for the year 1964–65, the current year on an average daily membership, was estimated to be $461.14 per pupil.

Senator PROUTY. How do these compare with expenditures in nearby Maryland and Virginia?

Mr. HANSEN. In Arlington County, the ADA expenditure is $600 per pupil. That is not quite comparable to the ADM. We do not have the ADM figure.

In Fairfax County, $411.04 ADM; in Falls Church, $617 ADA. The ADM is not available.

In Montgomery County, $481.65 ADM; Prince Georges County, $409.71 ADM; Alexandria, $489.25. Which means that except for Prince Georges County the neighboring counties spend a good deal more money than we do per capita.

COMPARISON OF TEACHERS' SALARIES IN DISTRICT WITH VIRGINIA AND MARYLAND

Senator PROUTY. How do teachers' salaries in the District compare with those in Virginia and Maryland?

Mr. HANSEN. Currently, we are slightly behind Montgomery County. In the other jurisdictions, we are slightly ahead in beginning salary and maximum salary.

NEED FOR COUNSELORS AND SOCIAL SERVICE WORKERS

Senator PROUTY. A number of teachers have suggested to me that they do not get an opportunity to teach in the lower grades in the more impoverished sections of the city. Instead, they perform services that the mothers should have performed before the child went to school. Is there anything in your budget which would relieve the teachers of some of these mother-substitute duties?

Mr. HANSEN. Not in this current budget; not much has come through that would supply the social services we are now required to supply, Senator. The teachers are dead right. Many of the problems that the children bring to school just have to be solved by them. The children are not educable; they are hungry, they are without clothes, they are without shoes, sometimes without necessary medical attention. We need a budget eventually and certainly this one does not provide it, which will offer services in the school organization which will make it possible for teachers to teach and other trained personnel to do the social service work which is an adjunct to the school's regular program.

There is one other thing that the budget does not contribute to and this has to do with the staffing of counselors. The counselor does assist in this work. A limited amount of staffing in school social work which the budget approved by the Commissioners contained has not been fully approved by the House.

Senator PROUTY. I intend to get into that and I will, at a little later date.

Thank you, Mr. Chairman.

Senator TYDINGS. Mr. Chairman?

Senator BYRD. Just a minute, Senator Tydings?

SUPPORT OF KENNEDY PLAYGROUND BY COMMISSIONERS

Mr. Tobriner, do you have anything further you would like to say in support of the Kennedy Playground request?

Mr. TOBRINER. Sir, I think it would be a great deprivation to the city and a loss to the neighborhood if this playground failed of continued support by the District of Columbia. Therefore, although the cost is considerably extra to the District in acquiring a new site and making plans and specifications for a new school, I feel that on an overall balance, the city is enriched by having an additional playground, as well as a new school.

Senator BYRD. Commissioner Duncan?

STATEMENT OF COMMISSIONER DUNCAN

Mr. DUNCAN. I would like heartily to endorse what Mr. Tobriner said, Mr. Chairman. I think that while it is true that some misunderstanding has taken place and thus caused the city to spend some unanticipated funds, I think that we should at the same time realize that here was a group of private citizens who did raise, I believe, half a million or more dollars with the hope of providing a much-needed recreational facility for this area of the city and, irrespective of the misunderstanding, possibly costing us $25 or some thousand, this might be considered relatively small when we consider the half million or more dollars actually spent in building the playground.

I would regret, and I am sure many people would, seeing this playground closed simply because of the need for maintenance funds.

STATEMENT OF COMMISSIONER DUKE

Senator BYRD. General Duke?

General DUKE. Sir, I just want to concur in the statement of the other two Commissioners. Regardless of the circumstances that led up to the environment in which we now find ourselves, all three of us are firmly of the opinion that the best course to follow is the one that has been recommended here. This certainly should be done.

LETTER FROM PRESIDENT JOHNSON

Senator BYRD. All right. I shall insert in the record the letter from the President dealing with this matter. We may return at a later date, after we have reviewed the transcripts if we feel that there are areas which need to get covered.

(The letter referred to follows:)

THE WHITE HOUSE,
Washington, March 30, 1965.

Hon. ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR: I am seriously concerned with the action of the House of Representatives on the education budget for the District of Columbia. The budget which I proposed to the Congress, as I stated in my accompanying message, was intended as a major effort to remedy educational shortcomings in the

District, both in physical plant and in operating staff and facilities. It did not propose to overcome all the deficiencies at once, but it did propose a substantial start. As reduced by the House of Representatives, however, it will barely allow the schools to hold their own in the face of increasing enrollments.

Most serious, in my judgment, are the reductions in counselors, libraries, and library books, on the operating side, and the postponement of a large number of projects for expanding and improving the school plant. It seems to me plain that education—good education, in adequate, buildings, and with adequate supporting facilities such as libararies—is basic to all the other programs that are being undertaken to improve the city, including the redutcion of its rate of crime. The Congress, in many instances over the past few years, has demonstrated its concern for the education of young people throughout the Nation; we cannot do less for the youngsters of the District.

I appreciate, of course, that until the Congress acts on my requests for a larger authorization for Federal payments to the District, and on the District Commissioners' proposals for new taxes, the Committee on Appropriations cannot restore all of the educational items that were eliminated by the House. There are, however, in the existing authorizations for the Federal payment as well as in the possibilities of additional borrowing for capital outlay, means by which many of the needs can be met. I know you will do what you can.

I am also concerned at the unfortunate public controversy about the John F. Kennedy Playground that has appeared in the Washington papers, culminating in the elimination by the House of Representatives from the District of Columbia budget of funds both for the operation of the playground and for the site of a new Shaw Junior High School. I hope very much that you will do whatever you can to have these budget items restored.

The Kennedy Playground, which is located in a part of Washington that has long suffered from a serious lack of recreational facilities—and which, probably not by coincidence, has a high rate of juvenile delinquency—has been amazingly popular. Since it opened in June 1964, it has been visited by almost a million children. You will recall that in my message to the Congress on the District on February 15, I commented on the success of this largely community-financed project, and suggested that equally desirable facilities should be provided in other parts of the District which were also lacking in adequate play space. The Kennedy Playground, of course, is so attractive to children of all ages that it is virtually a citywide facility, even though the greatest benefit is to the immediate neighborhood.

The Washington community, it seems to me, should receive full support from the Congress for what it has done. The organizers of this project took a piece of ground that was being used as a dump for abandoned automobiles, and made it into a facility of which Washington can be—and I am sure is—proud. The effort was so successful as to lead the School Board and the District Commissioners to recommend that it be permanent rather than temporary.

There are other aspects of this of which I am sure you are aware. Since 1951, when the playground site was acquired by the District as a site for a new Shaw Junior High School, the projected size of the school has almost doubled—from 800 to 1,500 students. The playground site, by any standard, is too small for a junior high school of that size, and the School Board is quite properly seeking a larger site for the larger school, which continues to be one of those most urgently needed. In addition, were the playground to be closed, it would clearly be necessary in the near future to purchase a site for a playground to replace it. The cost of the additional land which is required for Shaw is probably no more than the cost of the additional land which would have to be acquired for another playground, and with land values increasing as they are it could be even less.

It is my hope that the controversy over the amount that was to be provided by the private individuals for operation of the playground during its first year will be resolved soon. Irrespective of that, however, and of such amounts as may be necessary for maintenance due to heavy and continued use, it would be intolerable to have the playground padlocked on June 30. All of us are concerned with juvenile delinquency in the District, and I can think of no more regressive step we could take than to force all of these children back onto the streets and into the alleys. This simply must not be allowed to happen.

Sincerely,

LYNDON B. JOHNSON.

WELCOME TO SENATOR TYDINGS

Senator BYRD. Senator Tydings has expressed to me an interest in this item. He visited my office some days ago and, knowing of his great interest in this item, I certainly want to give him an opportunity at this point to ask questions concerning the Kennedy Playground and, of course, he can ask any other questions he would like about any other areas, which have been covered by Mr. Tobriner in his statement.

I also want to take this occasion to welcome to the subcommittee, Senator Tydings, of Maryland, who is an ex officio member of the subcommittee by virtue of his membership on the Senate District Committee.

Senator Tydings, I stated this welcome to you to some degree after you had to leave earlier, and I am very glad that you have been able to return. I wish you would proceed now to ask whatever questions you may desire.

RECREATIONAL FACILITIES IMPORTANT TO ANTICRIME PROGRAM

Senator TYDINGS. Thank you, Mr. Chairman. I think that your questions on the J. F. Kennedy Playground have been very thorough and fair and quite probing, and I think that the record has been well presented here. There are only a couple of areas that I would like to cover with you, Mr. Tobriner.

On page 5 of your report, you state that the J. F. Kennedy Playground was opened to the public on June 3 of——

Mr. TOBRINER. 1964.

Senator TYDINGS. And I think to date nearly a million visits have been recorded to this time. Would you compare this with any other playgrounds in the area or any other in the city?

Mr. TOBRINER. This, I think, Senator Tydings, has been requested by the chairman for submission in the record.

Senator TYDINGS. All right, fine.

Now, let me ask you this, Mr. Tobriner. In any program which the District of Columbia were to prepare or to work on in connection with attempting to hold down crime or juvenile delinquency such as that which was discussed before the District of Columbia Committee, in your judgment would it not be very important to have an adequate playground and recreational facility such as this playground, if we are going to have any sort of comprehensive anticrime program?

Mr. TOBRINER. Without question, I think a comprehensive recreational program is desirable to minimize crime. It gives kids something to do under supervised conditions where they otherwise would be on the streets and tempted by antisocial inclinations.

Senator TYDINGS. Are there any representatives of the Youth Aid Division here of the Police Department?

Mr. LAYTON. Not this afternoon, Senator.

Senator TYDINGS. I had occasion to speak at length with some of your members about the John F. Kennedy Playground. I do not know whether you can answer this for the playground or not but if you turned those million youngsters loose on the streets in the area, or gave them no J. F. Kennedy Playground to play on would that not cause a greatly increased responsibility and entail additional work and

perhaps even additional law enforcement officers on behalf of the police force?

Mr. LAYTON. This certainly would be a possibility. I would have to concur with the statement made by Commissioner Tobriner that supervised recreational facilities certainly would tend to keep young people occupied and tend to keep them out of other activities that might offend the laws of the District.

Senator TYDINGS. Would you say that it would be a fair statement that in any balanced program to reduce juvenile delinquency and crime, facilities such as the John F. Kennedy Playground, would be an important part in any balanced program?

Mr. LAYTON. I feel that any supervised recreational facility is helpful in that manner. We have recognized that in the Police Department with the operation of the Metropolitan Police Boys Club, which is in that direction also.

Senator TYDINGS. That is right.

RESTORATION OF FUNDS REQUESTED FOR CHILDREN'S HOSPITAL

Just one or two other questions. I think this may be brought out later, Mr. Tobriner, but just generally, does your budget or do your proposed recommendations to our committee include restoration of the Children's Hospital cuts having to do with the amounts provided for the Children's Hospital per individual inpatient and outpatient? I think they do, but I am not positive.

Mr. TOBRINER. Yes, it does.

Senator TYDINGS. I thought it did.

CHILD WELFARE SERVICES

One other thing. Another general question. On pages 6 and 7, having to do with the Child Welfare Services and the 38 new positions and the $226,378, would that restore the cuts made by the House subcommittee in connection with that provision of the child welfare which we call the battered child program?

Mr. TOBRINER. These would relate to the recruitment of foster homes and the placement of children in the foster homes, these positions.

Senator TYDINGS. It is not only that. I refer to the program to protect the welfare of the child while he is still in the home. This seems to me to be an important program to prevent deliquency and rear better citizens. Is this included?

Mr. TOBRINER. Perhaps Mr. Brewer can answer this.

Mr. BREWER. I am Donald Brewer, Director of the Department of Public Welfare, Senator. In these positions, there is one complete unit for protective services. This is the term as we refer to it. There are five social workers in this group in the restoration which are for the service to which you refer.

Senator TYDINGS. Thank you, Mr. Brewer.

That is all the questions I have at this time, Mr. Chairman.

Senator BYRD. Thank you, Senator Tydings.

NUMBER OF VACANCIES IN CHILD WELFARE SERVICES

Mr. Tobriner, your reference to child welfare services indicate that 38 new positions are included in your restoration request. How many vacancies are there in the positions which have already been allowed and, also, I wonder if Mr. Brewer would indicate to the committee his success in filling the positions which were allowed last year.

Mr. BREWER. Yes, sir, Senator. As of March 22, we have a total of 34 vacant positions. Beginning in the month of March and during the month of April, we have been more successful in our recruitment. The vacancies have been primarily in the positions designated as masters of social work—this is a 2-year graduate. With the Civil Service Commission, we have refined our positions so that for certain types of services, we can accept the college graduate. This has already shown in our recruitment and with the closing of the school year this June, we are much more encouraged in this respect.

As you know, the social worker is one of the shortage areas.

Senator BYRD. But you have not been able to fill the positions that were allowed by the Congress last year?

Mr. BREWER. Not in toto, sir.

Pardon me, Senator. In child welfare last year, I believe there were only three or four positions allowed in the final appropriation.

Senator BYRD. Well, as you know, Mr. Brewer, this subcommittee has been interested in providing not only the requested positions for child welfare services, but also additional positions over and above the budget request in the past.

Mr. BREWER. Yes, sir.

Senator BYRD. And I just want to make sure that you have or you have not been able to recruit the personnel to fill the positions that have been allowed by the committee.

Mr. BREWER. You will recall, I think, when we came before the Congress a year ago, we had only five positions in the social worker category. Now we have a heavy turnover in this group, because it is a shortage category. I am convinced that with this refinement in our positions, we will be able to recruit.

ESTIMATED SURPLUS OF FUNDS ON JUNE 30, 1966

Senator BYRD. Mr. Tobriner, what is the estimated surplus on June 30, 1966, in the various fund accounts, especially the general fund under the bill proposed to the Senate in the amount of $366,173,500?

Mr. TOBRINER. For the general fund, it is $17,000 estimated as the surplus at the end of the year. For the highway fund, a total of $622,000. For the water fund, $1,383,000; for the sanitary sewage work fund, $2,837,000; for the metropolitan sanitary sewage works, $30,000.

Senator BYRD. We shall include this table in the record at this point, together with other statistical tables in support of the justification.

(The table referred to follows:)

Estimated financial status, fiscal year 1966

[In thousands of dollars]

	General fund	Highway fund			Water fund	Sanitary sewage works fund	Metropolitan area sanitary sewage works fund	Total
		Regular account	Motor vehicle parking account	Total				
Estimated revenue availability:								
Surplus or deficit at beginning of year	−2,708	1,229	644	1,873	1,066	−331	27	−73
Unexpended balance released to surplus	1,950	270	45	315	500	15	30	2,810
Total	−758	1,499	689	2,188	1,566	−316	57	2,737
Revenues:								
House allowance:								
Collections (based on revenue estimates of Feb. 8, 1965)	250,050	18,935	804	19,739	8,146	9,216	57	287,208
Federal payment	41,000				1,973	1,149		44,122
Federal loan	22,400	3,912		3,912				26,312
Total revenues, House allowance	313,450	22,847	804	23,651	10,119	10,365	57	357,642
Senate restorations requested: Federal payment	9,000							9,000
Total revenue availability	321,692	24,346	1,493	25,839	11,685	10,049	114	369,379
Estimated funds required:								
Estimate of appropriations:								
Approved by House:								
Operating expenses	274,305	12,693	848	13,541	7,691	4,467	84	300,088
Capital outlay	37,612	9,130	120	9,250	1,375	2,285		50,522
Repayment of loans and interest	1,858	2,152		2,152	1,226	455		5,691
Total approved by House	313,775	23,975	968	24,943	10,292	7,207	84	356,301
Senate restorations requested:								
Operating expenses	2,065	124		124				2,189
Capital outlay	7,684							7,684
Total Senate restorations requested	9,749	124		124				9,873
Total estimate of appropriations	323,524	24,099	968	25,067	10,292	7,207	84	366,174

Reserve for indefinite appropriations	600	150	----------	150	10	5	----------	765
Total estimate of appropriations and reserve	324,124	24,249	968	25,217	10,302	7,212	84	366,939
Deferred financing:								
1965 appropriation financed in 1966	6,830	----------	----------	----------	----------	----------	----------	6,830
1966 appropriation financed in 1967:								
House action	−8,530	----------	----------	----------	----------	----------	----------	−8,530
Senate request	−749	----------	----------	----------	----------	----------	----------	−749
Total 1966 appropriation financed in 1967	−9,279	----------	----------	----------	----------	----------	----------	−9,279
Total estimated funds required	321,675	24,249	968	25,217	10,302	7,212	84	364,490
Surplus at end of year	17	97	525	622	1,383	2,837	30	4,889

RESERVE FOR INDEFINITE APPROPRIATION ITEMS

Senator BYRD. Is there a reserve for indefinite appropriation items, and, if so, how much?

Mr. TOBRINER. From the general fund, it is $600,000. For the highway fund, $150,000; water fund, $10,000; sanitary sewage works, $5,000.

ESTIMATE OF AVAILABLE REVENUES

Senator BYRD. Has there been any estimate of available revenues since the revision of February 8, 1965?

Mr. TOBRINER. No.

Senator BYRD. Would you give us some estimate before the hearings have ended?

Mr. HERMAN. Yes.

Senator BYRD. Can we anticipate that this will not be too long?

Mr. HERMAN. If we do reestimate the revenues, Mr. Chairman, we should take into consideration the loss in the *General Motors* case based on the Supreme Court decision that Mr. Tobriner mentioned in the opening statement, which will be about $3 million.

Senator BYRD. May I suggest a revision as of May 1 or May 8, so as to reflect the April 15 collections?

Mr. HERMAN. Mr. Chairman, if we could wait for a complete compilation of income tax, we can give you a much more accurate estimate.

Senator BYRD. How long would you have to wait?

Mr. BACK. I think we would have to wait until May 31, the end of May.

Senator BYRD. May 31, did you say?

Mr. BACK. The end of May, in order to get the full tabulation from April 15.

PENDING REVENUE LEGISLATION

Senator BYRD. Could you give the subcommittee some statistics with reference to pending revenue legislation?

Mr. TOBRINER. Yes, sir. We have had before the House this morning, a bill which would increase the individual income tax by $1 million for the fiscal year 1966 with an increase in scale in subsequent years. As a result of a proposed real estate tax increase, the revenue would be increased $6 million. This is independent, as you know, of legislation.

As a result of the application of the Federal formula which we are seeking from the House, there will be an increase of $7 million from the $50 million authorized; it would be $57 million. There is, of course, the unexpended balance of the presently authorized loan, which is, I think, some $46 million after this fiscal year.

Is that correct?

Mr. HERMAN. $46.3 million.

EFFECT OF INCREASED REVENUES ON FUNDS

Senator BYRD. How would this affect the increase in the general fund?

Mr. TOBRINER. This would increase the general fund by a total of $14 million.

Senator BYRD. How would it affect the highway program?

Mr. TOBRINER. The highway program is dependent upon another revenue increase which would increase the tax on gasoline from 6 to 7 cents a gallon, and would authorize an additional borrowing up to $35 million. For the fiscal year 1966, this would answer all highway requirements, there being a deficit of $4 million projected for 1966, and from the gasoline tax increase a revenue of $2 million is anticipated, and a borrowing of $2 million from the proposed increased loan, which would wash that deficit out.

Senator BYRD. And how much of an increase would this bring into the highway fund?

Mr. TOBRINER. $4 million.

HIGHWAY CONSTRUCTION

Senator BYRD. Is there any slowdown of highway construction because of insufficient funds?

Mr. TOBRINER. May I ask General Duke to speak to that, Mr. Chairman?

Senator BYRD. Yes. General Duke?

General DUKE. At the moment, there has not been, sir, but the House eliminated $4.1 million, as I recall, in District funds for the highway program for 1966, based upon the unavailability of resources. This is the $4 million to which Mr. Tobriner just referred.

REAL ESTATE TAX

Senator BYRD. What is the present real estate tax?

Mr. TOBRINER. Per 100, it is $2.50 per hundred.

Senator BYRD. And what is proposed as the increased rate?

Mr. TOBRINER. 20 cents or $2.70 per hundred of assesed valuation.

Senator BYRD. When was the last increase in the real estate tax?

Mr. TOBRINER. In 1961, I believe.

ASSESSMENT OF RESIDENTIAL PROPERTY

Senator BYRD. On residential property, what is the rate of assessment on the fair market value?

Mr. TOBRINER. About 55 percent composite overall.

Mr. LOWE. The system works out at about 55 percent on residentials. The actual technicalities of it are somewhat different and involve very complex steps of valuation, but that is the result.

Mr. TOBRINER. The valuation principles are the same on commercial as on residential, but the composite figure works out to about 55 percent of market value on residentials and 65 percent on commercial mainly because of the relatively high land values on commercial property.

Senator BYRD. Mr. Tobriner, please submit for the record information which would indicate how this compares with the adjoining areas.

Mr. TOBRINER. In terms of assessment, or in terms of total revenue?

Senator BYRD. Both.

Mr. TOBRINER. We have such a table in terms of effective impact of the tax.

Senator BYRD. So that we have a comparison with adjoining areas.

Mr. TOBRINER. Yes, sir, we have that.
(The table referred to follows:)

RATE COMPARISON OF MAJOR TAXES IN THE WASHINGTON METROPOLITAN AREA, FISCAL YEAR 1965

PROPERTY TAXES

Real property

District of Columbia.—Average effective tax rate of $1.18 per $100 of current market value. The actual tax rate is $2.50 per $100 of assessed valuation. The assessment level is 47.2 percent of market value.

Maryland.—Montgomery County: Average effective tax rate of $1.544 per $100 of current market value on residential property. Actual tax rates vary among the 69 taxing jurisdictions from about $2.975 in rural areas to $3.63 in urbanized areas per $100 of assessed valuation. In addition to the basic State, county, and school rates amounting to $2.85 per $100 of assessed valuation, there are various special area taxes for fire, recreation, sanitary, metropolitan, and regional purposes. The assessment level is reported to be 47.1 percent of market value. Effective tax rates accordingly vary from $1.40 to $1.71 per $100 of market value. As applied to business properties where free parking facilities are provided, the actual tax rates include a special parking lot rate varying from 20 cents to 60 cents per $100 of assessed valuation. Town rates applicable in specific areas are excluded.

Prince Georges County: Average effective tax rate of $1.427 per $100 of current market value. Actual tax rates vary among some 21 taxing jurisdictions from $2.92 in rural areas to $3.22 in urbanized areas per $100 of assessed valuation. In addition to the basic State, county, and school rates amounting to $2.83 per $100 of assessed valuation, there are various special area taxes for fire, park and planning, metropolitan, and sanitary purposes. The assessment level is reported to be 46 percent of market value. Effective tax rates accordingly vary from $1.34 to $1.48 per $100 of market value. Town rates applicable in specific areas are excluded.

Virginia.—Alexandria: Average effective tax rate of $1.105 per $100 of current market value. The actual tax rate is $3.13 per $100 of assessed valuation. The assessment level is reported to be 35.3 percent of market value.

Arlington County: Average effective tax rate of $1.176 per $100 of current market value. The actual tax rate is $3.87 per $100 of assessed valuation. The assessment level is reported to be 30.4 percent of market value.

Fairfax County: Average effective tax rate of $1.267 per $100 of current market value. Actual tax rate is $3.75 per $100 of assessed valuation. The assessment level is reported to be 33.8 percent of market value.

Fairfax City: Average effective tax rate of $1.339 per $100 of current market value. The actual tax rate is $3.95 per $100 of assessed valuation. The assessment level is reported to be 33.9 percent of market value.

Falls Church: Average effective tax rate of $1.386 per $100 of current market value. The actual tax rate is $3.15 per $100 of assessed valuation. The assessment level is reported to be 44 percent of market value.

Personal property

District of Columbia.—Effective rate of $2 per $100 of current market value only on tangible personal property used in business. Actual rate is also $2 per $100 of market value. Assessment level is at market value. Household property and motor vehicles not stock-in-trade of dealers are exempted.

Maryland.—Montgomery County: Average effective rate of $1.969 per $100 of current market value of tangible personal property used in business. Effective rates vary from $1.78 to $2.44 depending upon the location of the property. Actual rates vary from about $2.975 to $4.06 per $100 of assessed valuation including the special levy for parking lots which applies only to business property and which was not used in comparing the real estate tax rates. Town rates applicable in specific areas are excluded. Maryland law requires that business inventories be assessed at 60 percent of acquisition cost for county tax purposes. Assessed values for other than county tax purposes are not subject to this limitation.

Prince Georges County: Average effective rate of $1.861 per $100 of current market value of tangible personal property used in business. Effective rates vary from $1.75 to $1.93 depending upon the location of the property. Actual

rates vary from about $2.92 to $3.22 per $100 of assessed valuation. Town rates applicable in specific areas are excluded. Maryland law requires that business inventories be assessed at 60 percent of acquisition cost for county tax purposes. Assessed value for other than county tax purposes are not subject to this limitation.

Virginia.—Alexandria: Actual rate of $4.10 per $100 of assessed valuation of automobiles and of all tangible personal property of business. The effective rate cannot be determined from the available information but is less than the actual rate. Motor vehicles must be listed separately and the fair market value according to the trade association handbook is used as the assessed valuation. No tax on household furnishings.

Arlington County: Actual rate of $4.35 per $100 of assessed valuation of all tangible personal property including automobiles and household furnishings. The effective rate cannot be determined from the available information but is less than the actual rate. Motor vehicles must be listed separately and the fair market value according to the trade association handbook is used as the assessed valuation. However, household furnishings and personal possessions must be either enumerated or valued for reporting purposes at 10 percent of the residential real estate assessed value in the case of homeowners or at 50 percent of the tenants' annual rental.

Fairfax County: Actual rate of $4.50 per $100 of assessed valuation of all tangible personal property including automobiles and household furnishings. The effective rate cannot be determined from the available information but is less than the actual rate. Motor vehicles must be listed separately and the fair market value according to the trade association handbook is used as the assessed valuation. However, household furnishings and personal possession are generally accepted at the valuation reported by the taxpayer.

Fairfax City: Actual rate of $4.70 per $100 of assessed valuation of all tangible personal property including automobiles and household furnishings. Th effective rate cannot be determined from the available information but is less than the actual rate. Motor vehicles must be listed separately and the fair market value according to the trade association handbook is used as the assessed valuation. No tax on household furnishings.

Falls Church: Actual rate of $4 per $100 of assessed valuation of automobiles and of all tangible personal property of business. The effective rate cannot be determined from the available information but is less than the actual rate. Motor vehicles must be listed separately and the fair market value according to the trade association handbook is used as the assessed valuation. No tax on household furnishings.

SALES AND GROSS RECEIPTS TAXES

General sales and use

District of Columbia.—3 percent on sale, lease, or rental of tangible personal property and certain services; 1 percent on sales of food for consumption off the premises; 4 percent on rental of accommodations to transients.

Reimbursement: Sales of food for consumption off the premises, 28 cents and over; other sales, 15 cents and over.

Maryland.—3 percent on sale, lease or rental of tangible personal property and certain services, including charges for rental of accommodations to transients but not including food for consumption off the premises.

Reimbursement: Restaurant meals, $1 and over; other sales, 25 cents and over.

Virginia.—No State sales tax.

Alexandria, Fairfax City, and Falls Church impose a 10-percent tax on monthly utility bills. In Alexandria, the maximum monthly tax is 50 cents on gas and $1 on electricity for residential users. In Fairfax City, the maximum monthly tax is $10 except that the maximum monthly tax on gas is $5. In Falls Church, the maximum monthly tax is $5 except that the monthly maximum tax on gas for heating is 50 cents for residential users.

Alcoholic beverage

District of Columbia.—15 cents per gallon on wines containing 14 percent or less by volume of alcohol; 33 cents per gallon on other wines containing more than 14 percent alcohol; 45 cents per gallon on champagne, sparkling wines, and wines artificialy carbonated; $1.50 per gallon on spirits and alcohol.

Maryland.—20 cents per gallon on all wines; $1.50 per gallon on spirits.

Virginia.—Wine sold by the Alcoholic Beverage Control Board to retailers or wholesalers is taxed at the rate of 35 cents per gallon in addition to any markup charged by the board. Spirits and alcohol sold by the Alcoholic Beverage Board Control Board to consumers is taxed at the rate of 10 percent of the price charged in addition to any markup charged by the board.

Beer

District of Columbia.—$1.50 per barrel of 31 gallons.
Maryland.—93 cents per barrel of 31 gallons.
Virginia.—$6 per barrel of 31 gallons.

Cigarette

District of Columbia.—2 cents per package of 20 cigarettes.
Maryland.—6 cents per package of 20 cigarettes.
Virginia.—3 cents per package of 20 cigarettes.

Recordation and realty transfer

District of Columbia.—Deeds at the rate of one-half of 1 percent of the fair market value of the property (minimum tax, $1).

Maryland.—Montgomery County: Deeds and deeds of trust on real property at the State-imposed rate of $1.10 per $500 of consideration. If deed and deed of trust are recorded at the same time, the tax is measured by the full consideration of the deed alone. In addition, county realty transfer tax at the rate of 1 percent of the full consideration on unimproved land, one-fourth of 1 percent on improved property valued at $20,000 to $50,000, and one-half of 1 percent on improved property valued at more than $50,000.

Prince Georges County: Deeds and deeds of trust on real property at the State-imposed rate of 55 cents per $500 of consideration. If deed and deed of trust are recorded at the same time, the tax is measured by the full consideration of the deed alone. In addition, county realty transfer tax at the rate of one-fifth of 1 percent of the full consideration.

Virginia.—Deeds and deeds of trust on real property at the combined State and local rate of 20 cents per $100 of consideration.

Motor vehicle fuel taxes

District of Columbia.—6 cents per gallon.

Maryland.—7 cents per gallon. Trucks, with three or more axles, and buses must purchase fuel or pay an equivalent tax amount for mileage operated in the State. District-registered vehicles are exempt from this provision by reciprocal agreement.

Virginia.—7 cents per gallon (plus 2-cent surtax on property carriers). Trucks, with three or more axles, and buses must purchase fuel or pay an equivalent tax amount for mileage operated in the State.

Motor vehicle and trailer excise

District of Columbia.—2 percent of the fair market value.
Maryland.—3 percent of the fair market value.
Virginia.—None.

Insurance

District of Columbia.—2 percent on net premium receipts.

Maryland.—2 percent on all new and renewable gross premiums allocable to Maryland with deductions allowed for returned premiums, dividends paid to policyholders, and refunds made to policyholders, except 1-percent rate on consideration paid for annuities. Domestic insurance companies are allowed a credit for franchise taxes paid. Life insurance companies having a home office in Maryland are allowed a credit for fees paid the insurance commissioners not exceeding 15 percent of the tax, in addition to credit for franchise taxes paid. Foreign insurance companies subject to retaliatory taxation if rates in home State are higher than those in Maryland.

Virginia.—1 to 2¾ percent on gross premiums derived from business in Virginia without deduction for dividends or any other deduction except premiums returned on canceled or reduced policies depending upon type of insurance. Life insurance companies 2¼ percent (2¾ percent on premiums paid for special benefits), domestic mutual companies 1 percent, industrial sick benefit companies 1 percent, workmen's compensation 2½ percent, and all other com-

panies 2¾ percent. Foreign insurance companies subject to retaliatory taxation if rates in home State are higher than those in Virginia.

Gross earnings (banks and financial companies)

District of Columbia.—4 percent on gross earnings of banks. Interest paid to depositors is deducted in determining earnings subject to tax; 2 percent on gross earnings of building and loan associations. Dividends paid to depositors are not deducted in determining earnings subject to tax.

Maryland.—None as such. Share tax on shares of stock in State and National banks, trust companies, and financial institutions. The rate is the aggregate of all lawful levies for State purposes plus $1 per $100 of the value of the shares for county and/or city taxation.

Virginia.—None as such. Shareholders taxed on shares in any incorporated bank, banking association, or trust company, organized under the laws of Virginia or the United States, doing business in Virginia. The State rate is 10 mills per $1 of valuation of the stock. City banks may be subject to city or town rates not in excess of 40 percent of the State rate. Town and county banks may be subject to town rates not in excess of 80 percent of the State rate. The municipal tax may be credited against the State tax.

Gross receipts (electric, gas, and telephone companies)

District of Columbia.—4 percent on gross receipts of electric, gas, and telephone companies.

Maryland.—2 percent franchise tax measured by gross receipts on electric, gas, and telephone companies.

Virginia.—1¼ percent up to $100,000 of gross receipts and 3½ percent on the excess over $100,000 of gross receipts of gas and electric companies. Telephone companies pay a tax graduated from 1 9/16 to 3 percent based on gross business and miles of line in the State. Special taxes of one-tenth of 1 percent on gross receipts of telephone, gas, and electric companies are imposed for the expense incurred by the State in making appraisals and valuations. In addition, local business privilege taxes based on gross receipts are levied on utilities.

INCOME TAXES

Individual

District of Columbia.—2½ percent on first $5,000 of net taxable income; 3 percent on next $5,000 of net taxable income; 3½ percent on next $5,000 of net taxable income; 4 percent on next $5,000 of net taxable income; 4½ percent on next $5,000 of net taxable income; and 5 percent on amounts in excess of $25,000.

Personal exemptions: $1,000 for a single person, $2,000 for a married person (husband and wife), $2,000 for head of household (taxpayer and one dependent), $500 for each other dependent, $500 for each blind taxpayer or spouse, and $500 for each taxpayer or spouse over 65.

Income tax law provides for employer withholding on residents and declaration and payment of estimated income tax liability.

Maryland.—3 percent on taxable earned income and the first $500 of unearned income; 5 percent on unearned income in excess of $500.

Personal exemptions: $800 each for taxpayer, spouse, and each dependent; $800 additional for each blind taxpayer or spouse; $800 for each taxpayer, spouse, and each dependent over 65.

Income tax law provides for employer withholding on residents and declaration and payment of estimated income tax liability.

Virginia.—2 percent on the first $3,000 of net taxable income; 3 percent on the next $2,000; 5 percent on amounts in excess of $5,000.

Personal exemptions: $1,000 for a single person and $1,000 for a spouse. Taxpayer or spouse, blind or over 65, an additional $600 for each. Each dependent $200.

Income tax law provides for employer withholding on residents and declaration and payment of estimated income tax liability.

Corporation

District of Columbia.—5 percent on net income fairly attributable to trade or business conducted in the District and on income from District sources. In determining net income attributable to the District of corporations operating both within and without the District, a sales factor formula is used in most cases.

Maryland.—5 percent on net income of corporations engaged in trade or business in the State. Income from ground rents, rents and royalties, and other

income from real estate allocated wholly to the State. In determining other net income attributable to Maryland of corporations operating both within and without Maryland, three-factor formula made up of property, payroll, and sales is used.

Virginia.—5 percent on net income of corporations doing business in the State. For corporations operating both within and without Virginia, certain classes of income, such as rents and royalties from real property in Virginia, are allocated wholly to the State. Income not allocable to Virginia is apportioned by multiplying that income by an allocation factor which is the average of a property factor, payroll factor, and sales factor.

Unincorporated business

District of Columbia.—5 percent on net taxable income fairly attributable to trade or business conducted in the District and on income from District sources after a $5,000 exemption. (Taxable unincorporated business income is not again taxed as personal income of a District resident.)

Maryland.—None as such. (Individual income tax applies to business income within the State.)

Virginia.—None as such. (Individual income tax applies to business income within the State.)

OTHER TAXES

Inheritance and estate

District of Columbia.—1 to 15 percent depending on the class of beneficiary and the value of the share received after exemption.

An estate tax is imposed on the estate of each decedent to absorb the 80-percent credit allowed under the Federal Estate Tax Act.

No gift tax.

Maryland.—1 or 7½ percent depending on class of beneficiary.

An estate tax is imposed on the estate of each resident to absorb the 80-percent credit allowed under the Federal Estate Tax Act.

No gift tax.

Virginia.—1 to 15 percent depending upon the class of beneficiary and the value of the share received after exemption.

An estate tax is imposed on the estate of each resident to absorb the 80-percent credit allowed under the Federal Estate Tax Act.

Gift tax at same rates as inheritance tax.

Motor vehicle and trailer registration

District of Columbia.—$22.50 per year per automobile for weights of 3,499 pounds or less; $32.50 per year for weights of 3,500 pounds or more; and trucks and trailers are taxed by weight classes.

Maryland.—$15 per year per automobile for weights up to and including 3,700 pounds; $23 per year for weights over 3,700 pounds; and trucks, trailers, and buses are taxed by weight classes.

Virginia.—$15 per year per automobile for weights of 4,000 pounds or less, and $20 per year for weights over 4,000 pounds. Personal property tax also applies to all motor vehicles. (See personal property taxes.) Trucks, tractors, and trailers are taxed by weight classes.

Local tags must be obtained as follows:

Alexandria: $10 for passenger vehicles; $10 to $40 for commercial vehicles based on weight classes.

Arlington: $10 flat fee; $11.25 to $56.25 for commercial vehicles based on weight classes.

Fairfax County: $10 flat fee.

Falls Church: $10 flat fee.

Fairfax City: $10 flat fee.

ESTIMATED TAX LOSS FROM GOVERNMENTAL ACQUISITION OF PROPERTY

Senator BYRD. What has been the estimated loss of tax revenues, due to the Government's or District's acquisition of property in the past 2 or 3 years?

Mr. TOBRINER. We shall have to supply that, if we may, for the record.

(The estimate requested follows:)

Revenue loss to the District due to acquisition of taxable real property by the District and Federal Governments during fiscal years 1963 and 1964

Taxable property transferred	Fiscal 1963		Fiscal 1964	
	Assessed value	Tax dollars	Assessed value	Tax dollars
To District of Columbia	$3,976,799	$99,420	$705,247	$17,631
To United States	1,590,938	39,773	4,691,833	117,296
Total	5,567,737	139,193	5,397,080	134,927

PERCENTAGE OF TAX-EXEMPT PROPERTY IN DISTRICT OF COLUMBIA

Senator BYRD. What is the percentage of tax-exempt property in the District of Columbia?

Mr. TOBRINER. In area, it is 54.2 percent. In value, it is 47.2 percent.

Senator BYRD. How does this compare with what it was 5 years ago?

Mr. TOBRINER. We shall have to give you that figure, Mr. Chairman.

Senator BYRD. Very well.

(The information requested follows:)

In 1960, the percentage of tax-exempt property in the District of Columbia was as follows: In area, 53.1 percent, in value 46.4 percent.

POPULATION OF DISTRICT OF COLUMBIA

Senator BYRD. What is the latest estimated population of the District?

Mr. TOBRINER. Roughly, 800,000.

Senator BYRD. Would you supply for the record information concerning taxes lost through Federal holdings?

Mr. TOBRINER. Yes, sir; we have a list of assessments of Federal property.

Senator BYRD. Let us have that for the record.

Mr. TOBRINER. Yes, sir.

(The information requested appears on p. 64.)

Senator BYRD. Also indicate how much of this tax-exempt property is owned by the District itself.

Mr. TOBRINER. Yes, sir.

Would you like also the embassy holdings?

Senator BYRD. Everything.

Mr. TOBRINER. Every type of exempt property?

Senator BYRD. Yes; hospitals, libraries, and so on.

Mr. TOBRINER. Right.

(The information requested follows:)

Real estate assessments, District of Columbia, taxable, exempt, and totals, fiscal year 1965

	Total acres	Land value	Improvements	Total value	Tax	Percent of land area	Percent of land value	Percent of total value	Number of items
	Taxable property								
Total taxable	14,081.6051	$952,854,685	$1,752,452,632	$2,705,307,317	$67,633,035	45.8	52.8	54.0	143,440
	Exempt property								
United States	13,272.9665	$664,441,452	$947,200,500	$1,611,641,952	$40,291,049	43.1	36.8	32.2	4,749
District of Columbia	1,256.1101	57,962,987	185,499,340	243,462,327	6,086,558	4.1	3.2	4.9	1,374
Other exempt:									
Religious	615.2512	30,480,810	108,046,172	138,526,982	3,463,175				
Educational	596.9899	35,273,525	84,444,385	119,717,910	2,992,948				
Foreign Government	187.8398	11,683,784	25,381,500	37,065,284	926,632				
Charitable	185.3147	7,874,588	14,468,750	22,343,338	558,583				
Cemeteries	357.5379	9,473,360	462,600	9,935,960	248,399				
Hospitals	130.9885	9,928,958	40,682,900	50,611,858	1,265,296				
Libraires	1.6184	522,760	2,687,933	3,210,693	80,267				
Miscellaneous	70.9695	25,396,475	42,976,350	68,372,825	1,709,321				
Total, other exempt	2,146.5099	130,634,260	319,150,590	449,784,850	11,244,621	7.0	7.2	8.9	2,773
Total, exempt	16,675.5865	853,038,699	1,451,850,430	2,304,889,129	57,622,228	54.2	47.2	46.0	8,896
	Grand total								
Total, taxable and exempt	30,757.1916	$1,805,893,384	$3,204,303,062	$5,010,196,446	$125,255,263	100.0	100.0	100.0	152,336

FEDERAL GRANTS-IN-AID PROGRAMS

Senator BYRD. What is the total amount of Federal aid for which the city qualified in the past fiscal year?

Mr. TOBRINER. In Federal grants?

Senator BYRD. All.

Mr. TOBRINER. $107 million.

Mr. HERMAN. That is 1966, Mr. Tobriner.

Senator BYRD. Let us have a comprehensive report covering all categories.

Mr. HERMAN. Yes.

Senator BYRD. And would you mind indicating what the comparable amounts were for last year and the year before?

Mr. TOBRINER. Yes, sir: $107 million is for the coming year, I am sorry.

Senator BYRD. What we want is the moneys that are included in all grant-in-aid programs for the District of Columbia.

Mr. TOBRINER. Yes, sir.

(The information requested follows:)

Federal grants-in-aid to the District of Columbia

District agency and/or program	1960	1961	1962	1963	1964	1965 estimate [1]	1966 estimate	Year of origin
1. Public schools:								
(a) Vocational education (George Barden)	$164,078	$172,721	$164,283	$131,852	$184,251	$392,249	$392,250	1940
(b) National defense education	199,010	162,890	182,928	162,009	134,572	111,056	204,950	1959
(c) Rehabilitation of school-age expectant mothers					81,550	61,037	61,000	1964
(d) National school lunch	241,473	213,840	216,489	199,217	185,433	119,887	120,000	1959
(e) Special milk program	422,250	421,981	493,982	544,198	614,842	428,157	428,000	1959
(f) Program for prevention of school dropouts				7,000	7,000			1963
(g) Civil defense adult education			7,603	23,000	28,991	23,009		1962
(h) Veterans	6,896	6,004	5,120	3,610	2,364	1,850		1959
(i) Vocational Education Act of 1963						147,630	147,630	1963
(j) Model school project						1,090,881	1,750,000	1965
(k) Impact aid						4,100,000	4,200,000	1965
(l) Student assistance loans	1,390	3,510	4,770	3,545	4,009	3,930	4,000	1959
(m) Education Act of 1965							5,700,000	1965
Total, public schools	1,035,097	980,946	1,075,175	1,074,431	1,244,312	6,479,686	13,007,830	
2. Public health:								
(a) Tuberculosis control	37,101	37,405	32,948	30,863	27,392	28,440	28,440	1945
(b) Cancer control	9,657	26,022	26,354	26,514	27,217	26,400	26,400	1948
(c) Mental health control	40,981	41,021	66,597	66,796	66,816	66,414	66,400	1948
(d) Mental health planning				50,000	40,369	50,000	50,000	1963
(e) General health	51,046	57,163	42,603	42,105	39,777	28,691	28,700	1936
(f) Chronically ill			40,000	65,899	67,070	64,968	65,000	1962
(g) Maternal and child health	229,618	241,713	321,539	289,795	290,881	340,210	340,200	1942
(h) Crippled children	198,402	241,217	291,840	263,656	271,247	323,582	323,600	1942
(i) Venereal disease	54,817	46,127	45,240	60,824	50,445	68,545	68,500	1950
(j) Hospital construction	369,580	25,920			550,000	614,000	614,000	1948
(k) Water pollution	24,081	26,403	39,731	35,750	25,666	34,371	34,400	1950
(l) Heart disease	32,779	34,181	47,041	69,115	70,111	67,885	67,900	1950
(m) Tuberculosis control project				22,107	80,712	183,708	183,700	1963
(n) Mouth guard program				4,000				1963
(o) Phsysical therapy demonstration				19,262	3,934			1963
(p) Phsychological training			9,240	9,720	1,287			1962
(q) Mental health	55,000	55,000	55,000					1960
(r) Old-age assistance, medical care		31,550	126,267	158,567	129,107	150,000	150,000	1961
(s) Medical assistance for the aged				37,725	257,633	1,195,000	1,200,000	1963
(t) Radiological health					7,531	16,629	16,600	1964
(u) Nursing home care					65,722			1964
(v) Vaccination assistance program					13,675	159,074	160,000	1964
(w) Rheumatic fever	1,283	1,283	1,283	1,283	1,274			1959
(x) Antibodies			2,000	2,000	1,555			1962
(y) Resident births			3,000	3,000	1,978			1962
(z) Secondary rheumatic fever						75,301	75,300	1965
(aa) Mental retardation planning						31,666	32,000	1965

(bb) Nursing home improvement						88,958	89,000	1965
Total, public health	1,104,345	865,005	1,150,683	1,258,981	2,091,399	3,613,842	3,620,140	
3. Public welfare:								
(a) Old-age assistance (grants and services)	1,552,301	1,716,236	1,956,976	1,995,642	1,922,500	1,946,886	1,626,500	1936
(b) Aid to families with dependent children (grants and services)	4,839,759	6,091,602	6,716,427	5,190,348	5,642,741	6,519,306	6,280,400	1936
(c) Aid to the blind (grants and services)	122,011	121,088	102,368	144,203	120,590	146,372	126,700	1936
(d) Aid to the permanently and totally disabled (grants and services)	1,381,304	1,539,763	1,494,862	1,803,672	2,009,836	2,221,675	1,989,200	1950
(e) Medical assistance for the aged (services)				100,000	903,841	1,419,190	1,420,000	1963
(f) Assistance to repatriates		196	4,575	1,550		1,500	1,500	1961
(g) Aid to Cuban refugees			1,573	19,141	19,156	20,500	20,500	1962
(h) Children's Bureau	70,306	78,896	89,181	123,273	130,368	165,837	140,400	1936
Total, public welfare	7,965,681	9,547,781	10,365,962	9,377,829	10,749,032	12,441,266	11,605,200	
4. Vocational rehabilitation:								
(a) Support of vocational rehabilitation services	229,328	227,958	223,802	303,535	419,408	740,812	750,000	1954
(b) Residential training project		20,600	22,463	56,270	29,989	25,294	25,300	1961
(c) Disability determinations (OASI)	55,081	71,785	90,102	103,960	110,117	163,482	166,100	1955
(d) Study of closed cases		3,750						1961
(e) Study of fiscal accounting and statistical methods of operation			2,625					1962
(f) Implementation of fiscal accounting study				1,942				1962
(g) Publicity and information program				4,500				1963
(h) Employee development program			4,000	5,833				1961
(i) Short-term rehabilitation of OASI applicants					29,395	40,239	40,000	1964
(j) Mobility training for the blind					3,739	19,107	19,000	1964
(k) Organized program of vocational training					5,394			1964
(l) Register of the blind					3,140	9,909	3,600	1964
(m) Vocational rehabilitation in welfare institutions						15,000	15,000	1964
(n) Cooperative placement effort with State employment office						6,900	7,000	1965
(o) Vending stand program						25,000	25,500	1965
(p) Operation research						21,100		1965
(q) Public assistance project						76,950	67,000	1965
(r) Services to mentally retarded					2,414	23,946	23,500	1964
Total, vocational rehabilitation	284,409	324,093	342,992	476,040	603,596	1,167,739	1,142,000	
5. Highways and traffic:								
(a) Primary, secondary, and urban highways	5,303,515	5,057,506	4,520,198	4,876,206	3,626,831	5,730,000	1,150,000	1938
(b) Interstate System	24,651,125	17,659,620	21,461,344	34,412,400	34,923,000	54,380,000	71,015,000	1957
Total, highways and traffic	29,954,640	22,717,126	25,981,542	39,288,606	38,549,831	60,110,000	72,165,000	

See footnotes at end of table, p. 68.

Federal grants-in-aid to the District of Columbia—Continued

District agency and/or program	1960	1961	1962	1963	1964	1965 estimate [1]	1966 estimate	Year of origin
6. Civil defense:								
(*a*) Personnel and administration		$21,458	$68,355	$79,047	$72,090	$117,700	$131,500	1961
(*b*) Equipment	$4,971		15,317	4,564	8,755			1952
Total, civil defense	4,971	21,458	83,672	83,611	80,845	117,700	131,500	
7. Sanitary engineering:								
(*a*) Waste treatment works construction	332,046	384,579	117,447	606,295	729,238	420,000	420,000	1956
(*b*) Potomac interceptor system		2,700,000		300,000				1961
Total, sanitary engineering	332,046	3,084,579	117,447	906,295	729,238	420,000	420,000	
8. Urban renewal:								
(*a*) Community renewal program				101,660	182,545	260,895	65,600	1963
(*b*) Adams-Morgan 314 demonstration project	44,663	8,273	9,672	5,000	7,512	7,512		1959
Subtotal, urban renewal	44,663	8,273	9,672	106,660	190,057	268,407	65,600	
Relocation grant (amounts drawn by District of Columbia Redevelopment Land Agency from HHFA) [2]	178,983	221,844	195,472	49,072		100,000	260,700	1958
Federal capital grant (amounts drawn by District of Columbia Redevelopment Land Agency against Federal ⅔ share of net project costs) [3]	517,768	1,158,949	4,153,342	2,128,000	2,240,593	1,800,000	3,775,000	1955
Total, urban renewal	741,414	1,389,066	4,358,486	2,283,732	2,430,650	2,168,407	4,101,300	
9. Downtown internal transit circulation study				32,000				1963
10. White House Conference on Aging	30,000							1960
11. Manpower development and training				816,944	959,536	980,000	606,000	1963
12. Juvenile delinquency control				100,767				1963
13. Library system collection of books						182,892	182,900	1963
Grand total	41,452,603	38,930,054	43,475,959	55,699,236	57,438,439	87,681,532	106,981,870	

[1] Estimate for 1965 based on data compiled in March 1965.

[2] The relocation grant is made directly to RLA to offset expenses incurred in relocating families displaced by urban renewal action.

[3] There are 5 urban renewal projects in execution in the District of Columbia (southwest area B, southwest area C, southwest area C–1, Columbia Plaza, northeast 1). The Federal Government is responsible by contract for ⅔ of the new project costs of the local urban renewal program. The amounts shown above are advances made by HHFA to RLA against this ⅔ obligation. These amounts received will be subtracted from the ⅔ net project costs at project completion.

DISTRICT OF COLUMBIA UNEMPLOYMENT

Senator BYRD. What is the percentage of unemployed in the District of Columbia?

Mr. TOBRINER. 4.4 percent, much less in the metropolitan area.

Senator BYRD. What is it in the metropolitan area?

Mr. TOBRINER. Between 2 and 3 percent. We can give it to you more accurately.

Senator BYRD. Suppose you give us the most current information.

Mr. TOBRINER. Right.

(The information requested follows:)

The unemployment rate for the Washington, D.C., metropolitan area was 2.3 percent as of March 31, 1965.

FUNDING OF POSITIONS ON A 9-MONTH BASIS

Senator BYRD. You are requesting restoration of $2,189,000 and 267 positions, under the operating expense category. How much of this sum is for positions which will be funded on a 9-month basis? You can supply that for the record.

Mr. TOBRINER. All right.

(The information requested follows:)

Of this amount, $720,496 is to fund, on a 9-month basis, 132 of the 267 positions requested in the Senate amendments.

VACANCIES IN THE DISTRICT OF COLUMBIA GOVERNMENT

Senator BYRD. What is the number of vacancies in the District of Columbia government complement?

Mr. HERMAN. As of March 31, the number of vacancies was 1,188 out of a total of 29,242 authorized positions, which is approximately 4 percent.

ABOLISHMENT OF POSITIONS

Senator BYRD. Do you ever abolish any positions or functions?

Mr. HERMAN. Yes, sir, I think there are 20 positions abolished this year.

Senator BYRD. What percentage of the total budget do salaries and related expenses represent?

Mr. TOBRINER. We can give it to you, Mr. Chairman.

Senator BYRD. All right.

(The information requested follows:)

Out of the total operating expense budget of $302,277,200 now before the Senate, 70.6 percent represents salaries and related benefits.

POSITIONS APPEALED

Senator BYRD. What is the total number of positions being requested in your appeal, Mr. Tobriner?

Mr. TOBRINER. 267 positions are being asked on appeals.

Senator BYRD. How many additional positions over and above last year were allowed in the House bill?

Mr. TOBRINER. I shall have to give that to you after we work this out.

Senator BYRD. You can supply this.

Mr. TOBRINER. All right, sir.

Senator BYRD. What, again, is the total number of positions when we include the House-allowed positions?

Mr. TOBRINER. The total number of positions, as allowed by the House, including the positions allowed on this last hearing, was 29,999.

Senator BYRD. And the total will be what if the Senate restores the amounts requested?

Mr. TOBRINER. 30,266.

Senator BYRD. How much of an increase would this be over the past year?

Mr. TOBRINER. It would be 1,044.

INCREASE IN POPULATION OF DISTRICT AND METROPOLITAN AREA

Senator BYRD. When you indicated the population of the District a moment ago, was this a current estimate and pretty precise?

Mr. TOBRINER. It is an estimate, sir. I would probably say 10,000 or 15,000 off one way or another. I have said it might be 10,000 or 15,000 off.

Senator BYRD. How does this compare with what the population was in 1960?

Mr. TOBRINER. It is an increase of roughly 40,000 to 50,000.

Senator BYRD. How does it compare with what the population was in 1950?

Mr. TOBRINER. I cannot give it to you.

Mr. LOWE. It is almost the same as it was in 1950. The 1950 census figure was 802,000, so we are just a trifle above the 1950 figure, having been below it for several years.

Mr. TOBRINER. As you know, the population in the metropolitan area has increased tremendously, so that it is now roughly between 2,100,000 and 2,200,000.

RACIAL COMPOSITION OF DISTRICT EMPLOYEES

Senator BYRD. What percent of the total number of District employees is Negro and what percent is white?

Mr. TOBRINER. Roughly, between 50 and 51 percent are Negro and the balance are white.

Senator BYRD. Could you be specific for the record?

Mr. TOBRINER. Yes, sir.

Senator BYRD. And indicate whether or not this represents an increase or a decrease over last year.

Mr. TOBRINER. I can say it represents an increase in Negro employees.

Senator BYRD. And could you indicate how much of an increase it represents?

Mr. TOBRINER. Yes, sir.

Senator BYRD. And also include a breakdown by departments, showing the number of Negroes employed in each agency and the number of whites employed in each agency.

Mr. TOBRINER. Yes, sir.

(The information requested follows:)

District government employment figures by departments and agencies—June 30, 1964

Departments	Total Number employees	Total Number of Negro employees	Percent total positions occupied by Negroes
Alcoholic Beverage Control Board	29	8	27.6
Board of Appeals and Review	3	0	0
Building and Grounds	778	353	45.4
Civil Defense	21	8	38.1
Commissioners' Youth Council	9	7	77.8
Coroner	15	3	20.0
Corporation Counsel	110	11	10.0
Corrections	912	135	14.8
Court of Appeals	13	1	7.7
Executive and secretary's offices, Metropolitan Council of Governments	40	10	25.0
Fire Department	1,448	201	13.9
General Administration	752	130	17.3
Highways and Traffic	1,463	432	29.5
Human Relations Council	4	2	50.0
Insurance	22	1	4.5
Juvenile Court	124	73	58.9
Library	392	169	43.1
Licenses and Inspections	391	41	10.5
Minimum Wage and Industrial Safety Board	22	5	22.7
Motor Vehicle Parking Agency	17	2	11.8
Motor Vehicles	210	70	33.3
Occupations and Professions	55	22	40.0
Parole, Board of	39	19	48.7
Police Department	3,172	646	20.4
Public Health	3,748	2,064	55.1
Public Information Unit	5	1	20.0
Public Utilities Commission	24	5	20.8
Public Welfare	2,496	1,884	75.5
Recorder of Deeds	67	59	88.1
Recreation	282	182	64.5
Sanitary Engineering	3,093	1,940	62.7
Schools	7,014	5,026	71.6
Surveyor's Office	32	4	12.5
Tax Court	2	0	0
Unemployment Compensation Board	214	86	40.2
Urban Renewal, Office of	8	3	37.5
Veterans Affairs	12	1	8.3
Vocational Rehabilitation	84	44	52.4
Zoning Commission	10	0	0
Total	27,133	13,648	50.3
Last year's total (June 30, 1963)	26,391	13,023	49.3

NOTE.—In order to be consistent with previous years' reports this summary includes positions in the following pay systems: Classification Act; wage board; police and fire; teachers' Salary Act and stipends. It does not include the District of Columbia Board of Commissioners, judges, nor a small number of other positions not under the above pay systems.

WASTE AND EXTRAVAGANCES IN DISTRICT GOVERNMENT

Senator BYRD. What, if anything, is being done to eliminate waste and extravagance in the District of Columbia government?

Mr. TOBRINER. That is a large question.

Senator BYRD. Why do you not think about it and give us something for the record, Mr. Tobriner?

Mr. TOBRINER. I think that would be a wiser solution.

(The information requested appears on p. 72.)

RESULTS REFLECTED FROM STUDIES

Senator BYRD. Are any results reflected from management studies, or recommendations in the General Accounting Office or internal audit reports?

Mr. TOBRINER. I would say definitely they are, but I would also like to include that in the statement that I give you.

(The information requested follows:)

What Is Being Done To Eliminate Waste and Extravagance

PROCUREMENT PRACTICES

Improved procurement practices have resulted in savings of $7.2 million in the last 2 years. Many tangible and intangible economies have resulted from the following actions by the Procurement Office in consolidating requirements for bulk procurement, standardizing specifications, developing new supply sources, negotiation or other action when bid prices were considered excessive, and simplification of supply operations in all District agencies. Such savings serve to eliminate appropriation increases and provide financing for other important work. Illustrative of the types of specific actions resulting in these procurement savings include:

Contracts for milk placed for 1965 requirements reflect a saving of approximately $39,861 over the previous year's cost. Milk has been contracted at lower prices each year since 1961. Current contract prices are 21.6 percent (or $368,084) lower than 1961 contract prices.

Contract for rock salt for ice and snow removal reflects a saving of approximately $45,400 over previous year's cost. Several substantial price reductions in the price of rock salt have been effected since 1960.

Savings of $63,785 on the procurement of typewriters and $42,664 on drugs were effected through programed consolidated purchases.

Consolidation of all annual funeral service requirements for welfare indigents into one contract resulted in a reduction of $9,144 over the previous cost.

Through a series of meetings, visits to all District food preparation activities, study of memorandums and standardization of meat purchases, food storage, distribution, preparation and serving techniques, considerable savings were achieved.

INTERNAL AUDITING

Audit recommendations resulted in elimination of waste through adoption of new procedures for better controls in warehouse supplies and materials at Buildings and Grounds and pharmacy operations at the District of Columbia General Hospital. Improved administration of the surplus food program has eliminated waste.

TAX COLLECTING

Tax-processing improvements resulted in refund issuances in 3 weeks and a faster issuance of tax bills where payments were not received with the return. A new standardized defective check procedure eliminated many procedures, resulting in economies. Agreements were reached with certain large private firms for delinquent collections to be served by mail rather than by personal service by employees.

DATA PROCESSING

Experience over the last several years has demonstrated that productivity can be substantially increased by using computers and other data processing equipment, without a corresponding increase in personnel. Through mechanization we are able to get far more value for each dollar spent.

Mechanization of the inpatient billing procedures at the District of Columbia General Hospital has resulted in a substantial increase in collections. Collections for the first quarter, fiscal year 1964, under the manual system, totaled $118,106; collections for the first quarter, fiscal year 1965, the first full quarter of operations under the new mechanized system, totaled $219,038, or an 85-percent increase. The increased collections are further illustrated by comparison of total collections made in the third quarter of fiscal year 1964 of $190,426, the last full quarter under the manual system, to the third quarter of the present fiscal year in which $261,711 was collected, or an increase of 38 percent.

The new ADP system in the Department of Motor Vehicles now makes it possible to update vehicle title files months ahead of the time it formerly took when performed manually. The cost of the new system was less than the cost would have been to replace existing, wornout Addressograph equipment. In addition, three clerks were released for other work within the Department and it was possible, for the first time, to furnish the Metropolitan Police with a complete listing of motor vehicle registrations on a timely basis.

The new system for processing traffic violation notices has improved law enforcement and is resulting in increased revenues of approximately $90,000 annually through the Central Violations Bureau, under the court of general sessions.

In addition, it is estimated that savings of approximately 48,000 man-hours annually is being realized in the Police Department.

Computer capabilities made possible a comparison of District of Columbia income tax returns with Federal income tax returns. The matching process enabled the discovery of 15,000 nonfilers and initiated compliance actions resulting in approximately $200,000 in revenues during fiscal year 1964, revenues that otherwise probably would not have been collected. Processing of additional workload, such as multiple bond deductions, union dues, and one-fund collections, were absorbed and added to the current operations within existing resources.

The computer now installed in the Department of Highways and Traffic is enabling the engineers to use their time more efficiently and productively. Use of the computer makes it possible for the engineers to consider more alternative designs and relieves them of performing time-consuming computations manually.

The highways and traffic computer has been made available to other public works departments. For example, Buildings and Grounds has developed an improved supply accounting system using the computer; Sanitary Engineering has obtained and run a program for analyzing water distribution networks. Initial use demonstrates that pipe network problems can be computed in a few minutes and at a fraction of the cost previously required for several man-weeks of work to compute by manual methods, or several days to obtain answers from a consultant in the Midwest using a special electronic device.

FORMS REVIEW, ABC BOARD

The management office conducted a review and analysis of the forms used by the Alcoholic Beverage Control Board which resulted in one general application form (replacing five), a streamlining of most of the public use forms, and recommendations for improvement of internal use forms. These forms will eliminate much confusion and effort on the part of the public executing them.

RECORDS

A comprehensive records inventory was conducted and a records retention and disposal program adopted with an estimated long-range saving of approximately a half million dollars. According to the General Services Administration criteria, the program has saved the District government over $100,000 to date in freeing floor space for other uses (budgeted rental rate is $5.50 per square foot) and file equipment for reuse, thereby precluding purchase of new file cases (at $50 each).

MANPOWER UTILIZATION

The Commissioners implemented the President's manpower utilization and control program by issuing manpower utilization orders on position classification, accident prevention, employee training, employee attendance and punctuality, procurement, and supply operations, incentive awards, and managerial-financial reporting. The implementation of these orders has resulted in innumerable improvements and savings. For example, the cost of employee disability compensation dropped over $7,000.

EXECUTIVE OFFICE

Codification of District of Columbia regulations

Thousands of dollars have been saved in codification of the District of Columbia regulations by improved methods of editing, drafting, and revising regulations. The adoption of the national electrical code has saved the District considerable money. More significant than the dollar savings to the District government is the savings in time, effort as well as cost to the public—the purchaser and user of the codes and regulations. Expanded use of the District of Columbia Register saved several thousands of dollars by eliminating some newspaper publication.

Space utilization

Complete rearrangement of space has precluded the need for assigning more space to this office, even though its staff and functions were increased.

POLICE DEPARTMENT

Delegation of authority from the Chief of Police to the Deputy Chiefs and Inspectors in charge of divisions and districts has eliminated a lot of wasted effort in responding to complaints, inquiries, and reports involving specific areas or incidents. The workload measurement and forms analysis programs will reduce the time spent by police on clerical duties by more than 10 man-years. The program of having one officer handle all drunk cases for each precinct is saving 7,500 hours of court time annually.

FIRE DEPARTMENT

Radio and electrical repairmen have manufactured parts on the job resulting in savings of over $10,000 in place of purchasing such parts.

HIGHWAYS AND TRAFFIC

Highways and Traffic developed a publications control program and a directive system that has eliminated waste by reducing the volume issued. It also developed a procedures system for each of the Bureaus. The IBM system installed primarily for engineering computations also handles the capital outlay accounts and billing operations. Highways and Traffic adopted a "credit card" system for "charging" of gas, oil, parts, and labor to the proper person and division thereby eliminating waste due to numerous mistakes, corrections, and adjustments in the accounts.

PUBLIC LIBRARY

Purchasing paper edition books instead of cloth editions has resulted in savings, thus enabling the library to purchase more books. The consolidation of acquisitions, cataloging and preparations in a single technical process department resulted in more expeditious processing of new books and reclassification of old books. There were 19 incentive awards made for improvement last year. Better space utilization and arrangements improved operations. Another source of waste was eliminated by using bulk mail for delinquent library notices resulting in a savings of over $5,000 annually.

NONGOVERNMENTAL CONTRIBUTIONS

Senator BYRD. You mentioned that Federal grants-in-aid will approximate $106 million——

Mr. TOBRINER. For the coming year $107 million.

Senator BYRD. And you said that a detailed statement would be furnished to the committee.

What sums are being received through donations of individuals and foundations to foster various programs in the District of Columbia?

You can give that in a later statement if you like.

Mr. TOBRINER. Do you mean, Mr. Chairman, donations of foundations and individuals to the District, or in the nature of services performed for the District?

Senator BYRD. I think it would be well if the subcommittee had an all-inclusive picture of this which would embrace both.

Mr. TOBRINER. Very good, sir.

(The information requested appears on p. 1407.)

STADIUM LOAN ACCOUNT

Senator BYRD. Now, what portion of your repayment of loans and interest is for the stadium loan account?

Mr. TOBRINER. It costs us in the neighborhood of $800,000 a year; $800,000-plus to pay the interest on the stadium bonds. The stadium in the last several years has been unable to make any payment, total or partial, to service the interest on those bonds, having to retain all of its money for operating expenses and for maintenance.

Senator BYRD. I assume we are making no payments on the principal?

Mr. TOBRINER. That is correct.

Senator BYRD. Would you include for the record a comprehensive statement with reference to the stadium?

Mr. TOBRINER. Yes, sir.

Senator BYRD. Just where we stand financially.

Mr. TOBRINER. Yes, sir.

(The information requested follows:)

The major financing of the construction of the District of Columbia Stadium was provided by the stadium bond issue, totaling $19,800,000. These bonds were advertised on June 22, 1960, and sold to successful bidders on July 7, 1960. The interest rate on these bonds is 4.20 percent and is payable to bondholders semiannually—June 1 and December 1—in the amount of $415,800 or $831,600 per year.

Public Law 85–561 amended section 9 of Public Law 85–300 to read as follows:

"Whenever the Board certifies to the Commissioners of the District of Columbia that there will not be a sufficient amount in the sinking fund created by section 6(a) of this Act to pay amounts becoming due and payable during any fiscal year on account of interest on or retirement of the bonds, the Commissioners of the District of Columbia shall include in the budget estimates for the District of Columbia for such fiscal year such amounts out of the revenues of the District of Columbia as may be necessary to insure the payment of such interest or the retirement of such bonds. In the event an appropriation has not been made by the time the amount becomes due and payable on account of interest or retirement of the bonds, the Commissioners of the District of Columbia are authorized to borrow from the Secretary of the Treasury the amounts required, to bear interest at a rate determined by the Secretary of the Treasury, * * *."

The first interest payment was due on December 1, 1960. The following table indicates the payments to bondholders and source of funding:

Source of funding	Payment	Date paid	Amount
Stadium fund	1	Dec. 1, 1960	$415,800
Do	2	June 1, 1965	415,800
Do	3	Dec. 1, 1961	415,800
District of Columbia borrowing	4	June 1, 1962	415,800
Stadium fund	5	Dec. 1, 1962	415,800
District of Columbia borrowing	6	June 1, 1963	415,800
District of Columbia borrowing ($240,000); stadium fund ($175,800)	7	Dec. 1, 1963	415,800
District of Columbia borrowing	8	June 1, 1964	415,800
District of Columbia borrowing	9	Dec. 1, 1964	415,800

The following schedule indicates the funds which have been borrowed and repaid to the Secretary of the Treasury under the provisions of Public Law 85-561:

Loans from U.S. Treasury			Repayment to Treasury			
Date	Rate of interest (percent)	Amount	Date	Principal	Interest	Total
June 1, 1962	3	$415,800	Dec. 31, 1963	$415,800	$19,736	$435,536
May 31, 1963	3¼	415,800	Dec. 31, 1963	415,800	7,630	423,430
Dec. 1, 1963	3⅜	240,000	Aug. 13, 1964	240,000	5,111	245,111
May 28, 1964	3⅞	415,800	do	415,800	1,501	417,301
Dec. 1, 1964	3⅞	415,800	(1)			
Borrowed to date		1,903,200	Repaid to date	1,487,400	33,978	1,521,378

[1] Funds to repay the Dec. 1, 1964, loan and the anticipated loan of $415,800 on June 1, 1965, are included in the 1966 appropriation estimates as follows:

Date	Principal	Interest	Total
Dec. 1, 1964	$415,800	$9,452	$425,252
June 1, 1964	415,800	1,448	417,248
Total	831,600	10,900	842,500

NOTE.—To date no funds have been available for deposit in the sinking fund for redemption or repurchase of the outstanding bonds.

STADIUMS IN OTHER CITIES

Senator TYDINGS. I wonder, in connection with that stadium information if you would include in these some figures on Baltimore City and any other comparable cities and what they have been able to do with their stadiums?

Mr. TOBRINER. Yes, sir, we shall be glad to try to get those figures.

Senator BYRD. Good question, Senator Tydings.

(The information requested will be developed and submitted to the committee at a later date.)

Senator BYRD. Senator Proxmire, do you have any questions?

Senator PROXMIRE. Yes. On these matters, Mr. Chairman, do you prefer to have specific questions asked at a later time, or would it fit into your procedure here if I asked a question now? I would like to ask on education without having it very specific; in other words, an education question that I think Mr. Tobriner, as well as Dr. Hansen, are responsible for, because it seems to me it is so comprehensive. I do not want to get into something you prefer to postpone for a later time, and I would like to make the questioning orderly.

Senator BYRD. The Chairman would like to proceed with developing the revenue picture here today, but the Commissioner has given us a comprehensive, broad-brush statement, and Senator Proxmire, you are certainly at liberty to ask questions, in connection with any portions of his statements.

We shall go into education, welfare, the police department, and some of the other departments in some depth later, at which time, we shall certainly welcome your questions. But you might not be present at that time, and I think you should ask a few of the general questions in which you are interested at this time, if you so desire.

COMMENTS ON SPECIAL EDUCATIONAL PROGRAMS

Senator PROXMIRE. Let me simply ask you, Mr. Tobriner, I notice that the House made some very drastic cuts in certain specific educational areas and positions. I notice, for example, that in music, there were very sharp reductions, so sharp that it seems that the program that apparently you and Dr. Hansen conceived—he conceived and you approved—would be virtually eliminated or cut back very drastically; also, cuts in physical education that were very great; cuts in library positions; reductions in speech teaching, I notice. These are the ones that seem to me to be outstandingly heavy. I wonder if you could give the committee any general notion—I want you to answer this question rather than Dr. Hansen, first—any general notion where you or your fellow Commissioners had any special philosophy in asking for these in these areas of music, physical education, counselors, and library, and in speech, that you would like to tell us now.

Obviously, if we do agree with you that there should be restorations here, we are going to have a problem in convincing the House of that.

IMPORTANCE OF POSITIONS REQUESTED

Mr. TOBRINER. I would say, Senator Proxmire, that all of these positions are very valuable adjuncts to the primary business of the A B C's. I would say that if we were to put a priority, which I know Dr. Hansen does not like to do, on the necessity of these positions, our first priority would be in respect to counselors. Our second priority would be in respect to specialists in speech therapy and the like. Our third priority would be in respect to physical education teachers and our fourth in respect to music teachers.

I might say that both in respect to physical education teachers and music teachers, the program had not developed to a great extent prior to this request, and this was a request in one bite to bring up the schools to what was an acceptable norm in those two fields.

CORRELATION OF SPECIAL EDUCATIONAL AND CAPITAL OUTLAY PROGRAM REDUCTIONS

Senator PROXMIRE. Is there any reason then, any connection between the denial of some of the capital programs you have, some of the space-relieving proposals that you made, that were denied that would relate to this?

For example, without additional recreational facilities being constructed—gymnasiums and so forth—is there less usefulness for physical education people?

Mr. TOBRINER. I think not, because I think that these physical education teachers could have conducted exercises in the schoolyards and that sort of thing. I do not believe that there was too much of a correlation between the cut in physical education teachers and the cut in capital outlay program.

Senator PROXMIRE. How about music?

Mr. TOBRINER. I think there was even less causal connection between capital outlay and music.

Senator PROXMIRE. You did not include libraries as a——

Mr. TOBRINER. I should have, as a second priority, along with specialists in speech therapy and the like.

VOLUNTARY STAFFING OF SCHOOL LIBRARIES BY PARENTS

Senator PROXMIRE. To what extent is the voluntary staffing of libraries by mothers and so forth working out? I know that that is a really serious burden on many people and something that we should not have as a permanent situation. On the other hand, this is something that wonderful people can do, and it is very constructive and helpful.

Mr. TOBRINER. I cannot speak generally. Dr. Hansen is a better judge of that than I. But I know of one instance where the parents are delighted and look forward to staffing the library and, as a matter of fact, have adopted—these particular parents are of a school in a very well-off northwest area. They have adopted as their special project a school in a less privileged area and are staffing it not only with books but with library personnel.

Senator PROXMIRE. I knew of that project. I wondered if, on a temporary basis—how well it can be used. Of course, it is desirable to have the teachers rather than have these volunteers subsidize the taxpayer. But I wondered the extent to which you feel this is not a special instance but one which can be——

Mr. TOBRINER. I cannot understand that. Again, our relations with the Board of Education is purely a fiscal one. We have no operating relationship, or no determination of policy. But I know this from my own experience, of the desire of this particular group to adopt a school, so to speak, and to staff it and to operate its libraries.

COUNSELING SERVICE RELATIONSHIP TO CRIME PROBLEM

Senator PROXMIRE. Would you say that the failure of the Congress to provide enough funds for counselors and for physical education would have quite a direct connection with the crime problem?

Mr. TOBRINER. Yes, sir.

Senator PROXMIRE. Do you not think that these particular positions are peculiarly related to that?

Mr. TOBRINER. I would think so. I think particularly counselors who would go into the homes, who would discover deficiencies there and make active references to social agencies that might alleviate those conditions, those counselors are most important in any kind of upgrading of school life.

Senator PROXMIRE. And counselors, also, looking at the long sweep of this kind of thing, assist people to get the right kind of jobs and training that will relate to their ability and to vacancies that are available?

Mr. TOBRINER. Right. And, of course, again they relieve teachers of duties which are not purely of an academic nature.

Senator PROXMIRE. Thank you very much. I realize that you and I both acknowledge that Dr. Hansen is very well qualified to speak in these areas, but I did, as long as you are here today, and Dr. Hansen will be before us in great detail later on, I wanted to confine this discussion to your reaction.

That is all I have, Mr. Chairman.

Senator TYDINGS. I have no more questions, Mr. Chairman.

Senator BYRD. Mr. Lowe, do you have anything at this point you would like to add?

Mr. LOWE. I have nothing further to add to this at this time.

GENERAL REVENUE PICTURE

Senator BYRD. In connection with the general revenue picture?

Mr. LOWE. The tax collections, generally, have been good this year; the economy has been excellent. We would naturally like them to be better.

Senator PROXMIRE. Could I ask another question in connection with the general revenue?

Senator BYRD. Yes.

PROPERTY TAX IMPACT

Senator PROXMIRE. Several years ago when I was on the District Committee, I asked for a study of all the cities in the country between a half million and a million in population, including, of course, Washington, D.C.—there were some 10 or 12—to determine the comparative impact of taxation. I found at that time that the tax incidence in Washington was just about in the middle of all of the other cities. I found with some unhappiness that Milwaukee had the highest, most burdensome taxes of all of them.

I am wondering if there has been much of a change here, and if there has not been a change, why a city that has the very serious welfare and education needs that Washington has, why it should not bear a larger tax burden, make a greater effort than it does, in view of the effort made by these other cities?

Mr. LOWE. Senator, in part, it is this relatively low standing of our property tax that leads the Commissioners to their conclusion that it should be one of the principal sources of increasing our revenues for next year. The 20-cent increase that they plan to put into effect will provide about $6 million a year additional revenues.

We still are at the midpoint or a little bit below the midpoint in these comparisons to which you refer. Milwaukee has now moved to first place in all categories. At the time you are talking about, Boston was the No. 1 city in the aggregate.

Senator PROXMIRE. I did not have Boston included because it was much larger. But you say in all population categories?

Mr. LOWE. In the 21 large cities, the aggregate of what we call the tax burden comparison, which is primarily the income tax, the property tax, the general sales tax, and motor vehicle registration fees, we ranked the cities based on hypothetical but nevertheless typical family groupings of 2 adults and 2 children at 4 salary ranges; $5,000, $7,500, $10,000, and $15,000. The District is below the median in all of these ranges. We have come a little closer to the median, as I recall it, at the $15,000 mark, than we do at the other ones.

We are 15th on the $5,000 family; 14th on the $7,500, and $10,000; and 13th on the $15,000 family.

Senator PROXMIRE. Out of 21 cities? This is the 10 top, so you are on the bottom half?

Mr. LOWE. Yes, sir. It is income, real property, and personal property—I failed to mention that—general sales tax and automobile tax. It is a fairly good indicator of relative tax burden. It is not—with the complex tax picture you have all over the country, it is by no manner of means completely infallible.

But the District, on the other hand, is in what we call a medium tax locality. The belt across the northern part of the country, in which Wisconsin is included, is in the high-tax belt. But Maryland, Virginia, North Carolina, and the nearby Southern States do not have the high levels of taxation that you have across this Northeastern sector.

Senator PROXMIRE. How do you compare with Baltimore?

Mr. LOWE. Baltimore, the city, is high. Baltimore is No. 4. It ranges three and four.

LOSS OF INDUSTRY RISK IN INCREASING TAXES

Senator PROXMIRE. There again, all the arguments we always had when I was in the State Legislature in Wisconsin were that if you increase your taxes, you lose industry, and so on. It seems to me that if there is any place in America that the argument would not stand up very well it would be Washington, D.C., because so much of the business is Government, related to Government, servicing Government, and so on, plus the fact that from an effort standpoint, the record is just not convincing in view of the clearly demonstrated needs of the District in education and welfare.

PROPOSED TAX INCREASES

Mr. LOWE. The Commissioners, as you know, now have proposals pending before Congress to increase some of the taxes which require legislative action. The individual income tax is one such. Hearings were held this morning on the House side on that one. They have also proposed, but so far no hearings have been held, increases in the cigarette tax as well as broadening of the sales tax base. For several years, there have been efforts to get local taxes increased.

Senator PROXMIRE. Good. I shall be very sympathetic.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Senator Proxmire.

ANNUAL TAX LOSSES ON FEDERAL GOVERNMENT PROPERTY

Mr. Tobriner, what does the District lose in taxes on those properties which are owned by the Federal Government which are tax exempt—annually, would you say? Would you give us an estimate?

Mr. TOBRINER. $31,400,000 in 1966.

Senator BYRD. Does this reflect a noticeable change from what it might have been a year before or 2 or 3 years prior thereto?

Mr. TOBRINER. Looking at the projections—I can speak only of the future from this chart. Looking at the projections, in 1967 that figure would go up to $4 million, the next year $1 million, the next year $1. So I would say the average would be about $2 in the past year; it would have gone up about $2 million.

DISTRICT OF COLUMBIA RACE RATIOS

Senator BYRD. In connection with the population estimate for the District, what percent is Negro and what percent is white?

Mr. TOBRINER. The last rough figure was 55 or 56 percent Negro, 44 percent white.

Mr. LOWE. That is the last one I have seen, Mr. Tobriner.

Senator PROXMIRE. How recent was that?

Mr. LOWE. That was the approximate result of the 1960 census.

Senator BYRD. All right. For the record you can supply a more up-to-date estimate if it is possible to do so.

(The information requested follows:)

July 1, 1963

	Estimate	Percent
White	336,700	41.8
Nonwhite	468,800	58.2
Total	805,500	

SUBCOMMITTEE RECESS

Senator BYRD. I have no further questions in connection with revenues at this point.

We shall meet tomorrow afternoon at 2 o'clock. The subcommittee will consider the fund requirements for the Recreation Department and, Dr. Hansen, we hope to get into your department tomorrow afternoon.

Thank you very much, Mr. Commissioner.

The subcommittee is adjourned until tomorrow afternoon at 2 o'clock.

(Whereupon, at 4:10 p.m., Tuesday, May 4, 1965, the hearing recessed until the following day, Wednesday, May 5, 1965, at 2 p.m.)

DISTRICT OF COLUMBIA APPROPRIATION FOR 1966

WEDNESDAY, MAY 5, 1965

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

The subcommittee met, pursuant to recess, at 2 p.m., in room S–126, U.S. Capitol Building, Hon. Robert C. Byrd (chairman of the subcommittee) presiding.

Present: Senators Byrd, Proxmire, and Yarborough.

Also present: Senator Tydings.

DISTRICT OF COLUMBIA

FEDERAL PAYMENT TO THE DISTRICT

STATEMENT OF COMMISSIONER WALTER N. TOBRINER, PRESIDENT OF THE BOARD

BUDGET ESTIMATE AND HOUSE ACTION

Senator BYRD. All right, the subcommittee will come to order.

The first amendment relates to the "Federal payment to the District general fund." The estimate is $50 million; the House allowance is $41 million. There is a reduction of $9 million which is requested restored to the bill. The amendment and the supporting justification will be placed in the record.

(The justification referred to follows:)

FEDERAL PAYMENT

Appropriation, 1965	$37,500,000
Estimate, 1966	50,000,000
House allowance, 1966 (reduction of $9,000,000)	41,000,000

AMENDMENT REQUESTED

Page 2, line 5, strike out "$41,000,000" and insert in lieu thereof "$50,000,000", or an increase of $9,000,000 in the appropriation.

HOUSE REPORT

The bill provides for a Federal contribution of $44,122,000 to the District of Columbia in the coming fiscal year composed of $41 million to the general fund, $1,973,000 to the water fund, and $1,149,000 to the sanitary sewage works fund. The payment to the general fund is an increase of $3,500,000 over that for the current year and a decrease of $9 million in the budget request. The payments to the water and sanitary sewage works funds are below the 1965 payments, $74,000 and $24,000, respectively. The contributions to these two funds are based on the actual consumption of water and sewer service furnished the Fed-

eral Government during fiscal year 1964. A table follows which sets forth in comparative form the distribution to the various funds:

"Item	Estimate	Recommended	Increase (+) or decrease (−)
Federal payment to the District of Columbia:			
General fund	$50,000,000	$41,000,000	−$9,000,000
Water fund	[1] 1,973,000	1,973,000	
Sanitary sewage works fund	[1] 1,149,000	1,149,000	
Total	53,122,000	44,132,000	−9,000,000

[1] Reflects a net decrease of $227,000 in the water fund and $186,000 in the sanitary sewage works fund in H. Doc. 114.

"The District of Columbia participates in most of the Federal grant and Federal/State programs. It is estimated that additional Federal contributions from those sources will total over $100 million in fiscal year 1966. A tabulation of these funds by agency and program appears on pages 189–191 of the printed hearings."

JUSTIFICATION

This request for an additional Federal payment of $9 million eliminated by the House of Representatives, when added to the recommended amount of $41 million, will provide a total of $50 million, the authorized payment.

The total authorized amount is required to finance restoration of needed services and projects eliminated from the 1966 budget estimates in the areas of education, health, and welfare.

The financial condition of the general fund and the highway fund, the only two funds wherein restoration is requested, is as follows:

[In thousands]

	General fund	Highway fund
Revenue availability:		
Surplus in bill as passed by House	$17	$221
Federal payment increase requested	9,000	
Total reserves	9,017	221
Funds required:		
Restorations requested in Senate:		
Operating expenses	2,065	124
Capital outlay	7,684	
Less portion deferred to fiscal year 1967	749	
Total	6,935	
Total, requirements	9,000	124
Surplus	17	97

ONLY ADDITIONAL AUTHORIZED REVENUE SOURCE

Senator BYRD. This item was covered to some extent during yesterday's hearings. However, Mr. Tobriner, if you would care to make any additional statement at this time, the committee would be pleased to hear from you.

Mr. TOBRINER. I would just like to say this, Mr. Chairman, that this is the only available additional authorized revenue source. We have what we think are critical needs of the city primarily in the educational field which, we think, should be deserving of funding at this time and, therefore, we are asking to draw upon all available revenue sources for the purposes of financing what we believe to be these rather desperate needs.

Senator BYRD. Thank you, Mr. Tobriner.

If I am to judge from what was said yesterday, a Federal payment of $50 million would be somewhat in excess of the amount which the city loses by virtue of the Federal Government's not paying taxes on Federal properties in the District; am I correct?

Mr. TOBRINER. The estimate for fiscal 1966, based upon the Federal Government paying taxes on District real estate, personal property, and franchise, would be $57 million.

Senator BYRD. Well, I understood yesterday that the amount lost to the city was somewhat less than $50 million.

Perhaps I was——

ESTIMATED TAX DOLLAR LOSS

Mr. TOBRINER. If that was your question, sir, the estimated tax dollars lost to the city by reason of the fact that the property owned by the Federal Government was not taxed, or a sum in lieu of taxes paid on it, together with other property exemptions from taxation by special acts of Congress, is $31.4 million.

Senator BYRD. So that a $50 million Federal payment would be somewhat in excess of the amount——

Mr. TOBRINER. Of the real estate portion of it?

Senator BYRD. Yes.

Mr. TOBRINER. However, if you were going to apply the principle of a payment in lieu of taxes for assessed personal property used by the Federal Government, you would add an additional $11 million, and if you were also going to apply a formula to the franchise taxes paid by nongovernmental businesses in the District of Columbia, corporations in the District of Columbia, you would add another $19.1 million, so that you would get the grand total of $57 million.

Senator BYRD. $57 million.

In the event that home rule should come to the District of Columbia, Mr. Tobriner, is it anticipated that the Congress would be expected to continue to make a Federal payment?

FEDERAL PAYMENT ON FORMULA BASIS UNDER HOME RULE BILL

Mr. TOBRINER. The administration home rule bill provides for the application of the formula I have just indicated on the basis of it being a perennial authorization on the Treasurer of the United States. In other words, the District would be entitled to draw on the Treasurer of the United States a sum which would total the Federal payment based on the application of this formula. It would be built into the home rule legislation. Under the present bill which we asked for before the House yesterday, it would be, this would merely be, an authorization, and the elements comprising the Federal payment would have to be separately appropriated each year by the House and by the Senate.

Senator BYRD. Thank you.

(The following additional table was submitted:)

The following tabulation indicates the estimated Federal payment for the fiscal years 1966–71, based on the following bills: H.R. 6889, H.R. 4766, and H.R. 560:

Estimated Federal payment formula

[In millions of dollars]

	1966	1967	1968	1969	1970	1971
1. Real property:						
A. Property owned and used by the Federal Government	1,208.7	1,251.0	1,294.8	1,340.1	1,387.0	1,435.5
B. Property exempt from taxation by special acts of Congress	47.2	52.0	57.0	63.0	69.0	76.0
Total assessed value	1,255.9	1,303.0	1,351.8	1,403.1	1,456.0	1,511.5
Tax rate per $100 valuation	×2.50	×2.70	×2.70	×2.70	×2.80	×2.90
Estimated tax dollars	31.4	35.2	36.5	37.9	40.8	43.8
2. Tangible personal property owned by the Federal Government (exclusive of objects of art, museum pieces, and libraries)	550.0	560.0	575.0	590.0	605.0	620.0
Tax rate per $100 valuation	×2.00	×2.00	×2.00	×2.00	×2.00	×2.00
Estimated tax dollars	11.0	11.2	11.5	11.8	12.1	12.4
3. Business income and related taxes:						
A. Corporation and unincorporated business collections	11.9	12.5	13.1	13.4	13.7	14.0
B. Banking institutions	1.9	2.1	2.3	2.5	2.8	3.1
C. Building associations	1.7	1.8	2.1	2.3	2.7	3.0
D. Insurance (gross receipts)	3.6	3.8	4.1	4.4	4.7	5.0
	19.1	20.2	21.6	22.6	23.9	25.1
Ratio of Federal employees (184,229) to employees in private business (240,900)	×76.5	×76.5	×76.5	×76.5	×76.5	×76.5
Total	14.6	15.5	16.5	17.3	18.3	19.2
Grand total	57.0	61.9	64.5	67.0	71.2	75.4

PERCENT OF FEDERAL PAYMENT TO GENERAL FUND

Senator BYRD. What percent of the general fund does the Federal payment of $50 million represent?

Mr. TOBRINER. The Federal payment of $50 million would represent, on the basis of the hitherto authorized House appropriation, it would represent 13.07 percent. On the basis—am I wrong about that—on the basis of the requests that are made before this committee, if they were granted, it would represent 15.45 percent.

Senator BYRD. Now, Mr. Tobriner, I wonder if we might have inserted in the record a table which would indicate the amount of the Federal payment each year over the past several years, and the percent of the general funds that that amount comprised.

Mr. TOBRINER. Very good, sir; it will be done.

Senator BYRD. Thank you.

(The information referred to follows:)

PERCENTAGE OF FEDERAL PAYMENT TO THE GENERAL FUND

Fiscal year	Total appropriations	District of Columbia share	U.S. share	Percentage of U.S. share
1924	$23,903,755	$14,463,330	$9,440,425	39.49
1925	31,175,672	22,030,317	9,145,355	29.33
1926	31,139,730	22,139,638	9,000,092	28.90
1927	33,951,478	24,950,987	9,000,491	26.51
1928	34,894,148	25,892,358	9,001,790	25.79
1929	35,957,970	26,957,753	9,000,217	25.03
1930	40,694,306	31,694,306	9,000,000	22.12
1931	45,625,286	36,125,252	9,500,034	20.82
1932	43,840,022	34,339,911	9,500,111	21.67
1933	39,626,998	31,851,847	7,775,151	19.62
1934	29,700,737	24,000,708	5,700,029	19.19
1935	34,620,004	30,080,709	4,539,295	13.11
1936	38,295,953	32,588,424	5,707,529	14.90
1937	40,182,768	35,177,768	5,005,000	12.46
1938	41,143,818	36,118,792	5,025,026	12.21
1939	40,494,451	35,494,451	5,000,000	12.35
1940	41,777,885	35,777,768	6,000,117	14.36
1941	43,136,909	37,136,909	6,000,000	13.91
1942	47,401,269	41,401,269	6,000,000	12.66
1943	49,422,932	43,422,932	6,000,000	12.14
1944	54,642,247	48,642,247	6,000,000	10.98
1945	62,599,125	56,599,125	6,000,000	9.58
1946	64,728,423	58,728,423	6,000,000	9.27
1947	72,584,314	64,584,314	8,000,000	11.02
1948	81,744,086	70,744,086	11,000,000	13.46
1949	86,017,985	75,017,985	11,000,000	12.79
1950	98,331,275	87,331,275	11,000,000	11.19
1951	103,924,822	94,124,822	9,800,000	9.43
1952	121,265,978	110,865,978	10,400,000	8.58
1953	113,589,327	103,589,327	10,000,000	8.80
1954	129,111,304	118,111,304	11,000,000	8.52
1955	139,578,760	119,578,760	20,000,000	14.33
1956	143,179,303	125,179,303	18,000,000	12.57
1957	155,579,025	135,579,025	20,000,000	12.86
1958	166,096,999	146,096,999	20,000,000	12.04
1959	185,915,914	160,915,914	25,000,000	13.45
1960	199,806,074	174,806,074	25,000,000	12.51
1961	223,086,004	198,083,004	25,000,000	11.20
1962	233,626,683	203,626,683	30,000,000	12.84
1963	255,356,208	225,356,208	30,000,000	11.75
1964	265,099,691	227,599,691	37,500,000	14.15
1965 estimate	[1] 297,386,328	259,886,328	37,500,000	12.61
1966 estimate	[2] 313,774,700	272,774,700	41,000,000	13.07
1966 estimate	[3] 323,523,700	273,523,700	50,000,000	15.45

[1] Includes supplementals in the amount of $10,988,600 included in Public Law 89-16.
[2] As approved by the House of Representatives.
[3] Includes Senate restoration request.

NOTE.—Prior to 1923 the percentage of the U.S. share was set at 50 percent. In 1956 a Federal payment of $20,000,000 was authorized. This authorization was increased to $23,000,000 in 1957 and to $32,000,000 in 1959.

PARKS AND RECREATION

STATEMENT OF JOSEPH H. COLE, ACTING SUPERINTENDENT OF RECREATION; ACCOMPANIED BY RICHARD B. LEECH, ADMINISTRATIVE OFFICER; LAWRENCE C. LEMMON, DIRECTOR OF PLANNING AND DEVELOPMENT; BENJAMIN A. ORRINGER, DEPUTY ADMINISTRATIVE OFFICER; AND LARRY GOFFNEY, ASSISTANT DIRECTOR, PLANNING AND DEVELOPMENT

BUDGET ESTIMATE AND HOUSE ALLOWANCE

Senator BYRD. The next item relates to parks and recreation. The 1966 budget estimate is $11,087,000. The House allowance is $10,555,000, a reduction of $532,000. The restoration request is $109,000.

The amendment requested and the justification filed in support thereof will be placed in the record.

(The justification referred to follows:)

OPERATING EXPENSES

Appropriation, 1965	$9,794,000
Estimate, 1966	11,087,000
House allowance, 1966 (reduction of $532,000)	10,555,000

AMENDMENT REQUESTED

Page 6, line 6, strike out "$10,555,000" and insert in lieu thereof "$10,664,000", or an increase of $109,000 in the appropriation.

Application of House reductions (by agency and fund)

Standard classification	1965 estimate	1966 estimate	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
Recreation Department	$4,191,000	$4,912,200	$4,573,300	−$338,900	+$109,000
National Park Service	3,938,000	4,345,200	4,217,200	−128,000	
National Zoological Park	1,665,000	1,829,600	1,764,500	−65,100	
Total appropriation or estimate	9,794,000	11,087,000	10,555,000	−532,000	+109,000
General fund	9,769,000	11,062,000	10,530,000	−532,000	+109,000
Highway fund (regular)	25,000	25,000	25,000		
Total appropriation or estimate	9,794,000	11,087,000	10,555,000	−532,000	+109,000

HOUSE REPORT

"The committee recommends a total appropriation of $10,555,000 for the operation and maintenance of the various parks and recreational facilities under the jurisdiction of the District of Columbia during the next fiscal year. This allowance is $532,000 less than requested, but $761,000 above the current appropriation.

"*Recreation Department.*—The recommendation for the Department is $4,573,300, a decrease of $338,900 in the estimate presented and an increase of $382,300 over the 1965 allotment. The increase allowed provides for the mandatory costs due to the classified pay increase and within-grade advancements, etc., and the cost for operating the new centers that will be opened in 1966. A total of 17 positions are authorized for the new centers.

"The committee has denied all funds for the operation and maintenance of the John F. Kennedy Playground. The District of Columbia Appropriation Act, 1949, made funds available for the purchase of a site in the vicinity of Sixth and O Streets, Northwest, for the construction of a new junior high school building to replace the present Shaw Junior High School. At the time the playground was constructed on that site it was with the understanding that its use as such would only be temporary until such time it was needed for the school. There is a request under the capital outlay section of budget for 1966 for the purchase of another site for the school in the amount of $989,000 and as testified by the President of the Board of Commissioners: 'This will insure the continued operation of the John F. Kennedy Playground.' The request also included $410,000 for plans and specifications. The committee has denied both items which total $1,399,000. The construction of the playground was not under the supervision of the Recreation Department; and it is understood that problems incident to maintenance, repair and operation continue to plague the Department and place doubt on the financial practicability of continuing it.

"*National Park Service, National Capital region.*—The committee recommends a total of $4,217,200 as the District's share of the cost of operating the National Capital Park System within the District of Columbia. This is an increase of $279,200 over the current year and a reduction of $128,000 in the budget estimate. The increases requested for the maintenance of new and rehabilitated areas has been allowed. Included in this category are parks in the Southwest renewal area, Garfield, Lincoln, Stanton, and Marion Parks and

triangles along Connecticut, Massachusetts, and New York Avenues. The committee has also approved five additional U.S. Park Police privates for coverage of the Rock Creek and Potomac Parkway bypass at the National Zoological Park and at miscellaneous small parks and reservations within the District of Columbia. This allowance will provide a total of 97 park police payable from District funds.

"*National Zoological Park.*—The bill includes $1,764,500 for the maintenance and operation of the Zoo during fiscal year 1966. This is $65,100 less than requested and $99,500 above the current level. The increase recommended provides for additional supplies and materials and the purchase of a heavy duty vacuum truck. No new personnel have been authorized. There is currently a total of 212 positions. The committee has again denied the request for the establishment of a scientific research and development program."

JUSTIFICATION

The amendment requested of $109,000 is distributed as follows:

A. Recreation services and facilities:	
1. Neighborhood centers:	
5 recreation assistants	$14,755
Recreation assistance	18,055
Communication services	175
Supplies	1,000
Equipment	500
Total	34,485
B. Transfer to National Capital region, National Park Service	74,515
Total, parks and recreation	109,000

A. RECREATION SERVICES AND FACILITIES, $34,485

	1966 increases requested	Houses allowance	Senate amendment requested
Positions	51	17	5
Amount	$556,381	$305,404	$34,485

B. TRANSFER TO NATIONAL CAPITAL REGION, NATIONAL PARK SERVICE, $74,515

	1966 increases requested	House allowance	Senate amendment requested
Amount	$113,728	$38,713	$74,515

Analysis of amendment requested

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
A. Recreation services and facilities:							
Recreation assistants	5	$18,185	$1,490	.....	$19,675	$4,920	$14,755
Recreation assistance	.....	16,670	1,385	.....	18,055	.....	18,055
Communication services	.....	.....	.....	$175	175	.....	175
Supplies	.....	.....	.....	1,000	1,000	.....	1,000
Equipment	.....	.....	.....	500	500	.....	500
Total, recreation services and facilities	5	34,855	2,875	1,675	39,405	4,920	34,485
B. Transfer to National Capital region, National Park Service	.....	.....	.....	74,515	74,515	.....	74,515
Total, parks and recreation	5	34,855	2,875	76,190	113,920	4,920	109,000

The John F. Kennedy Playground was officially dedicated and opened to the public on June 3, 1964. The dedication was attended by the Attorney General, Members of Congress, the District of Columbia Commissioners, and many prominent citizens. Over 10,000 children swarmed to this wonderful and unique playground on opening day. The popularity and attendance of the playground has surpassed all expectations.

Within 1 mile of the playground there are over 10,000 children and youth, 17 years of age and under. The playground has been an attraction not only to these but also to those living in all sections of the city, the metropolitan area, and visitors from various States.

Nearly 1 million visits have been recorded since the playground was opened. This is considerably more than recorded at any other recreation area. The John F. Kennedy Playground visits have been consistently higher per month than the average playground unit. Monthly visits at the John F. Kennedy Playground are as follows:

June 1964	499,000
July	181,000
August	104,000
September	38,000
October	40,000
November	36,000
December	11,000
January 1965	11,000
February	38,000
March	34,000
Total	992,000

The physical features and facilities at the playground are unique. There is no other area in the city with tugboats, trains, airplanes, army ducks, army tanks, fire engines, and a roller derby upon which children can play. There are also spiral attractions that provide imaginary and various experiences for those playing on them. A special U.S. Marines obstacle course contributes to the physical fitness of youth and has the general support of the President's Council on Physical Fitness. A ramp has been used for soapbox derby purposes especially by youths who could not afford or were not skillful enough to construct and compete in the official contest. Some kits were donated and the roving leaders secured volunteers to assist youths in construction.

A preschool play program for 3- and 4-year-old children this past year was very successful. This program is similar to current efforts to reach preschool children through Project Head Start.

The John F. Kennedy Playground is located in the second police precinct, long considered the "wickedest." Youth do not get into trouble when they are actively pursuing recreation on a playground. This area of the city is within the boundaries of the Cardozo Target Area which has a grant from Health, Education, and Welfare Department in an effort to prevent juvenile delinquency. The area contains many persons who are on city welfare rolls and will qualify for antipoverty programs. Though recreation does not put money into a person's pocket, the wholesomeness and positive values of the activity aids in community consciousness and individual social growth.

To deny the opportunity for creative and imaginative play once it has been offered an so enthusiastically received will react adversely to the youth and residents. They will feel unwanted and neglected and can easily lose hope and aspiration.

The John F. Kennedy Playground has received national recognition and is the only playground of its kind in the world.

The Department urgently requests the restoration of two positions and $20,500 eliminated from the 1966 base and three positions and $88,500 of the 1966 increase requested to continue the operation and maintenance of the playground.

EXPLANATION OF REQUEST

Senator BYRD. Now, Mr. Cole, is there any further explanation of this request?

Mr. COLE. Yes, Mr. Chairman and members of the committee. I am Joseph H. Cole, Acting Superintendent of Recreation, representing Mr. Milo F. Christiansen, Superintendent of Recreation. With me, on my right, is Mr. Richard Leech, the Director of Administration in Charge of Budget and Accounting; Mr. Lawrence C. Lemmon, Director of Planning and Development on my left; Mr. Leech's assistant, Mr. Benjamin A. Orringer; and Mr. Larry Goffney, assistant to Mr. Lemmon.

We are pleased to appear before you on behalf of the Recreation Board and the Recreation Department. We also wish to thank you and the committee for approval of funds in our past appropriations.

RESPONSIBILITY FOR PROGRAM

We are responsible for the organization, planning, administration, and direction of a comprehensive program of public recreation in and for the residents of the District of Columbia, as stated in Public Law 534, 77th Congress, enacted 1942.

We are presently operating 103 playgrounds and recreation centers year-round and will open other units during the school vacation period. These will include: day camps, swimming pools, and additional school units and park areas.

We have the use of public school buildings and grounds when not in use by the schools, community buildings of the National Capital Housing Authority where we provide programs and services 7 days a week, and on park properties of the National Capital Region, National Park Service.

Our activities are planned and conducted for preschool aged children through senior citizens. We give special attention to the handicapped, the blind, and the mentally retarded.

ROVING LEADER PROGRAM

Special attention is also given to the delinquents and the hard-to-reach youth through our roving leader program.

We seek:

1. To develop and maintain an awareness of the leisure interests of all citizens and provide appropriate means of expression for them;
2. To provide varied types of public recreation facilities, activities, leadership, and other services; and
3. To install into the citizens of the District of Columbia a desire for the productive use of leisure.

Our program of activities include:

1. Physical activities, such as sports and games. Leagues and tournaments for all ages and both sexes.
2. Arts and crafts and hobbies.
3. Cultural activities (for all age groups). These include music, drama, operas, and the dance.
4. Outdoor recreation.
5. Social recreation.
6. Communicative activities.
7. Volunteer services.

Mr. Chairman, I would like to submit this as our opening statement, sir.

Senator BYRD. Thank you, Mr. Cole.

JOHN F. KENNEDY PLAYGROUND

We went into this item involving the Kennedy playground rather completely, I think. Do you have anything further that you would like to say in connection with this request? We went into it rather thoroughly yesterday.

Mr. COLE. I think not, Mr. Chairman. I would agree with you we did go into quite a bit of detail involving the operation of the Kennedy playground, other than to say we would like to see it continued as well as many of the organized citizen groups and others in the city who have supported the operation of this playground.

Senator BYRD. On page 56–F of the justifications I note the statement that the John F. Kennedy playground has received national recognition, and is the only playground of its kind in the world. What do you mean by saying it is the only playground of its kind in the world, and how do you know that it is? I am not too sure this is important from our standpoint, but I would just like for you to elaborate on this statement.

Mr. COLE. Mr. Chairman, I am not too familiar with that particular statement. However, having traveled quite a bit throughout this country and to some other countries, the uniqueness of it, as I see it, is that there are facilities on this playground which are not considered to be of the type that you would find on an ordinary playground operated by a public recreation department.

The closest thing we have, surrounding Washington, is the Wheaton Park area which is in Montgomery County. There is some similarity, but the likeness of the two, I would say, are very different. I cannot support, however, the statement that, perhaps, there is no other in the world like it since I have no knowledge of all the playgrounds around the world.

Senator BYRD. Well, that is something I would——

UNIQUENESS OF PLAYGROUND

Mr. COLE. It is unique as far as our Nation's Capital is concerned, and it is evident from the various questions that we have been asked, as I indicated yesterday, sir, that inquiries have been made of us, by some of the other Congressmen from California and Pennsylvania and New York, to learn more about its construction, operation, and planned programs. They did have a specific interest in it because they had no such playground in those areas.

Senator BYRD. I just wondered why a statement like that is put in the justifications, if you cannot back it up.

Mr. LEECH. We have had many foreign visitors and foreign dignitaries, and they have indicated to us that this was the case, sir.

Senator BYRD. Well now, do you take the word of a foreign visitor that this is the only playground of its kind in the world?

Mr. COLE. I do not think we could accept that, Mr. Chairman, as being valid because we are not in touch with all the foreign visitors and not foreign visitors from all around the countries in the world, so I would say there may be some validity in it, but it would be hard to prove.

Senator BYRD. Would you not imagine that a good many of the foreign visitors are not really specialists in this field and, perhaps, could not speak with authority?

Mr. COLE. I would support that, Mr. Chairman; however, many of the foreign visitors who come to our department generally are either in the field of health and physical education, recreational or some form of social work.

Senator BYRD. Well, I am not at all seeking to play down the Kennedy Playground, but I do wish that in the future we would not have in our justifications something that cannot be substantiated.

We quite often hear such statements made by people. I was in a store the other day and a lady told me they had more floorlamps, and so on, displayed than would be found in any other store in the world, and this was my question, "Well, how do you know this? How do you know what they have in Russia? How do you know what they have in Red China?"

Well, people are given to statements of this kind, but I would hope that we would not be giving them in our justifications in support of appropriation requests.

Mr. COLE. Yes, sir.

Senator BYRD. This does not at all detract from the importance of Kennedy Playground.

Mr. COLE. Yes, sir.

Senator BYRD. I just hope we would not use this phraseology unless we can back it up.

PETITIONS SUBMITTED BY COMMISSIONER DUNCAN

Commissioner DUNCAN. Thank you, Mr. Chairman.

I have here with me, Mr. Chairman, 12,000 names on petitions which were presented to me by 15 of the citizens representing the whole second precinct in which this playground is located. They asked me if I would present this to Congress so that it might know the wishes of the people in that community. They are very anxious to preserve the playground, and also to create a new Shaw Junior High School. They support wholeheartedly our recommendations to this subcommittee, and I would like to have these petitions incorporated by reference into the record by the committee.

Senator BYRD. Thank you, Mr. Commissioner. They will be put in the committee's files. They certainly are an indication of the interest of the people in that area in retaining playground.

(The signatures will be found in the files of the committee.)

FISCAL YEAR 1965 APPROPRIATION TO KENNEDY PLAYGROUND

Senator BYRD. Last year, I believe, Congress appropriated some moneys for this item; did it not?

Mr. COLE. Yes, sir; $20,500.

Senator BYRD. What was the purpose of that appropriation?

Mr. COLE. The purpose of that appropriation was to support the operating costs for staffing the playground with three full-time per diem employees; $1,000 supplies, and $500 for equipment; $5,015 of that $20,500 was for maintenance.

If I may, Mr. Chairman, at this point, point out that we had originally submitted an estimate to the National Committee on Young Playgrounds for America, which was much higher than the amount which was finally submitted to the Commissioners for approval, and

at the time that our estimate was first made, it was considered to be very high.

Do you recall, Mr. Lemmon, if I may call on Mr. Lemmon, to ask what was that amount that we had estimated at the beginning?

Mr. LEMMON. We asked for $25,000 alone for maintenance. Now, what you asked for in the program I do not know. But we felt that was just a guess, because at that stage it was under construction; we had no way of knowing what it would cost for maintenance.

Mr. COLE. The final figure though that was appropriated was $20,500, which was very meager for the type of operation that was called for.

Senator BYRD. This was to provide for two positions, was it not?

Mr. COLE. To provide for three positions.

Senator BYRD. Two positions.

Mr. COLE. I believe in per diem moneys—two positions.

Senator BYRD. Your justification refers to the restoration of two positions.

Mr. COLE. Two positions.

Senator BYRD. Eliminated from the 1966 base.

Mr. COLE. Yes, sir; that is right.

Senator BYRD. Two positions, and $20,500 eliminated from the 1966 base.

Mr. COLE. Yes, sir.

POSITIONS REQUESTED

Senator BYRD. And you anticipate three additional positions in the 1966 increase that is being requested, making a total of five positions; am I correct?

Mr. COLE. Making a total of five positions.

Senator BYRD. Was it anticipated last year that the Congress was to take over the responsibility of providing for all of the positions and all of the maintenance moneys and all of the operating expenses, and so forth, for this playground?

Mr. COLE. That is correct, Mr. Chairman. The national committee was to fund us for the operation of this playground until moneys could be made available through the Congress.

Senator BYRD. So the moneys that were to come from other sources were just temporary moneys to carry you until the Congress picked up the full——

Mr. COLE. That is correct, sir; pick up the full amount needed to operate on a full scale.

Senator BYRD. So now you are coming to this point where we are being asked to pick up this full amount?

Mr. COLE. Yes, sir.

Senator BYRD. And to assume the responsibility, I suppose, which was envisioned at that time?

Mr. COLE. That is correct; yes, sir.

MAINTENANCE PAYMENT FROM PRIVATE SOURCES

Senator BYRD. Was it ever envisioned that some group or groups would pay part of the tab or all of it, and that this was just a temporary shot in the arms by the Congress?

Mr. COLE. If I understand your question correctly, Mr. Chairman, it was anticipated by us that the national committee would pay the full tab for the operation based on moneys which we were informed that they would be able to raise from sources which were unknown to us. We never knew from what source they would raise this money or actually how we would get the money.

We were requested to send to them each month our monthly costs in operating and maintenance, which we did.

ORIGINAL PLAN OF SITE

Senator BYRD. Was the original plan just to have this as a temporary playground and later it was to be used for the Shaw Junior High School building? This was not to have been a permanent playground?

Mr. COLE. It was not to have been a permanent playground was the understanding that we had when it first started; yes, sir.

Senator BYRD. So that $20,500 was just to provide positions during that temporary period when it was in use as a playground.

Mr. COLE. That is correct, sir.

Senator BYRD. And other groups assumed the responsibility of paying some of the additional costs during that period.

Mr. COLE. That is correct, sir.

Senator BYRD. But as it went along it proved to be popular to the extent, and useful to the extent, that it was thought that it should be made a permanent playground; am I correct?

Mr. COLE. Yes, sir.

Senator BYRD. So in view of that later decision, the request is now before us to provide moneys for Shaw Junior High School to be built somewhere else, and moneys to continue the operation and maintenance of the playground.

Mr. COLE. That is the way I understand it; yes, sir.

Senator BYRD. As a permanent institution.

Mr. COLE. Yes, sir; that is the way I understand it, Mr. Chairman.

HOUSE ACTION ON REQUEST

Senator BYRD. The House, of course, denied this request.

Mr. COLE. Yes, sir.

Senator BYRD. And also denied the request for the site for the Shaw Junior High School.

Mr. COLE. Yes, sir.

Senator BYRD. Did you present the same information to the House? Did the House go into this quite thoroughly or—and, further, may I ask a question as to what your opinion is as to why the House disallowed this.

Mr. COLE. Mr. Chairman, I was not in the city at the time when the hearings were held, although I have read Mr. Christiansen's and Mr. Leech's testimony. I would like to have Mr. Leach answer the question directly. Mr. Leech, will you answer that question?

Mr. LEECH. The Superintendent of Recreation gave substantially the same justification, with the exception that we have later attendance figures.

Senator BYRD. When you talk about the same justification, you mean this?

Mr. LEECH. Yes, sir.
Senator BYRD. You mean he answered questions——
Mr. LEECH. Substantially the same.
Senator BYRD (continuing). By way of justification?
Mr. LEECH. Yes, sir.

QUESTION OF THE PERMANENCY OF THE KENNEDY PLAYGROUND

As to the reason why the House Committee disallowed our request and also the request for the school site, I am not in position to answer that. I would surmise that it was because of the fact that they felt it was to be of a temporary nature.

Senator BYRD. They felt that in the beginning it was to have been of a temporary nature.

Mr. LEECH. Yes, sir.

Senator BYRD. And they apparently intend for it to be just that.

Mr. LEECH. Yes, sir.

Senator BYRD. Mr. Tobriner, does any one of you Commissioners want to add anything to this? You appeared before the House in connection with this item.

HOUSE POSITION

Mr. TOBRINER. I think, Mr. Chairman, that the position of the House, reading now from the House report in which they say:

> At the time the playground was constructed on that site, it was with the understanding that its use as such would only be temporary until such time as it was needed for the school.

Senator BYRD. The House goes on to say:

> That the construction of a playground was not under the supervision of the Recreation Department, and it is understood that problems incident to maintenance, repair, and operation continue to plague the Department and place doubt on the financial practicability of continuing.

Now, is there someone to rebut this in such a way that if we go to conference with the House we can prevail over the House? Those matters over there are gone into very thoroughly. The Appropriations Committee in the House makes a very careful study of the requests that come before it, and I have been in a few conferences with the Members of the House, and it not an easy matter to rebut the position that they take when they deny an item of this kind. They do their homework well.

I would like for you to comment on this:

> It is understood that problems incident to maintenance, repair, and operation continue to plague the Department and place doubt on the financial practicability of continuing it.

Mr. Cole, let us presume for a moment that you are a conferee and that you have to confront these gentlemen from the other body, and it is going to be up to you to make an argument here which would be cogent and which would carry the day. Let us hear you make that argument so that I will know how to make it if I get into conference. what do you have to say about—you probably do not have this before you.

Mr. COLE. I have it.

Senator BYRD. What do you have to say about that, "the problems incident to maintenance and repair and operation," and what do you have to say with regard to the statement that those problems continue to plague the Department, and what do you have to say with regard to the statement that these problems place doubt on the financial practicability of continuing it?

PLANNING AND CONSTRUCTION OF KENNEDY PLAYGROUND

Mr. COLE. I have with me, Mr. Chairman, Mr. Lemmon who, I have stated in the beginning, is our Director of Planning and Development. I might make a general statement, however, that we did not have anything to do at all with the planning of the playground.

Our type of planning is far different from that which went into the planning and the construction of Kennedy playground.

One of the reasons, I believe, was the speed that the committee was trying to get the playground ready. It was a rush job, which is far different from the type of approach, study, an analysis that we make in the preparation and construction of any of our playgrounds.

I am not trying in any way at this time to say that the planners, the national committee, and the others who helped to plan the playground, did a bad job or that their efforts were not good.

However, we have been plagued, as indicated in the report, with frequent calls from the representatives of the national committee, and some of the others in connection with the repair that was needed at the playground.

Some of the things which were constructed there, as you perhaps know, Senator, were of a makeshift nature which had already been used, such as the streetcars. Some of the streetcars there are used for toilet facilities which, of course, we do not construct on our playgrounds.

They were put up very rapidly and, as a result, we have been plagued in that some of the things which should have been placed in concrete, such as the little rocking horses and other equipment, and cemented into the ground, were just put into the earth as such, and there again we were plagued with the maintenance and repair of much of the equipment which was put on the playground. I understood there was about $18,000 worth of various pieces of equipment that were put on the ground.

Senator BYRD. What kind of equipment?

Mr. COLE. Mr. Lemmon, would you want to answer that?

Senator BYRD. You are going to have to make a better case than that. I want to look with——

Mr. COLE. With favor.

PROBLEMS INCIDENT TO MAINTENANCE, REPAIR, AND OPERATION OF PLAYGROUND

Senator BYRD. I really want to look with favor on this. But my looking with favor is not going to get you the $109,000. We have got a Waterloo out yonder waiting, and I do not want to go to it with a broken sword. Give us a good case here, an articulate case, that goes right to the point. Tell us what these problems are and what you are doing about them.

Mr. COLE. That is what I was attempting to do, Mr. Chairman, telling you about the problems first.

Senator BYRD. I do not mean to interrupt you, but I do not think you were getting to the point.

Mr. COLE. I see.

I would say this, that the playground does render a major service to the people—through our activity and all that we have there, does render a major service to the people, and the No. 2 precinct, which is considered to be one of our wickedest areas in the District of Columbia. It is presently serving a large number, at the present time, as we indiacted yesterday, nearly a million participants have come to that playground, including children, youths, and adults.

Senator BYRD. You told us all that yesterday, Mr. Cole, and I do not want to be argumentative or discourteous to you, but what are the problems that are incident to maintenance, repair, and operation which continue to plague the Department, and which places doubt on the financial practicability of continuing it?

Mr. COLE. I would like to call on Mr. Lemmon then to take care of that end of it, Senator, please.

Mr. LEMMON. I think that the problems are problems of money more than anything else.

Of course, as you know, it started out as a temporary project and ends up a permanent project and, as a result of that, much of the construction was of a temporary nature, and will have to be replaced within the next several years, and we have had to do considerable replacing already. We do not feel that that should be an argument against the playground, because we feel it is one of the most attractive playgrounds that we have.

We do feel that in order to conduct this program and keep all of these items—and there are many of them—on the site, and keep them in repair, we are going to need financial support.

Now, we are asking for a figure which we believe, if we got it, we could discharge the proper maintenance there, we could take care of what repairs have had to be neglected due to the fact that over the past year we have had to operate on a very austere basis. If we get what we feel we need in the next year or so, we can make the necessary repairs and put the playground in tip-top shape. We will then be in business, and we do not feel for a minute that the fact that we have had trouble this past year is any indication that we will have trouble in the future if we have what we need to work with, and that is really what has plagued us.

We have been living on promises, promises from the committee, that they would take care of these bills, and they have not. We have had to absorb these costs into our regular maintenance, maintenance which was intended for other playgrounds. These other playgrounds have suffered as a result of this necessary encroachment. We cannot go on, we cannot continue, we would not approve continuing on that basis, if we had to continue to absorb the costs of the Kennedy Playground, because costs have run high, and the figure that we spent in the first 10 months of this fiscal year is no accurate reflection of what we should have spent.

Many items have been broken and they have been taken off the site, and taken to the shop. They have not been repaired simply because we did not have the funds to repair them.

If we get what we are asking for, we can repair and put them back, and where some workmanship is of a temporary nature we can, within the next several years, replace it. When it rots out, for example, timber can be replaced. Some of the timber should have been treated, and was not; it is rotting. It can be replaced, and we feel that we can get along with it very well. We can have a good playground there, but we will need assistance.

POLICING OF PLAYGROUND AND VANDALISM PROBLEMS

Senator BYRD. Is the playground policed properly at all hours?

Mr. LEMMON. I think so. We have our personnel there and, of course, it is locked at night.

DEVELOPMENT OF VANDALISM

One of the things observed by park and recreation people in a good many cities is that where you neglect to make repairs vandalism sets in. When the playground was first opened it was singularly free of vandalism. Since we have been unable to make these repairs, we have found vandalism beginning to develop.

If we had had the funds to make repairs we believe we could have kept vandalism in check. We can cut down on the growing vandalism by making the necessary repairs which we have been unable to make.

Senator BYRD. Tell us something about the vandalism.

Mr. LEMMON. Well, in the streetcar toilet which, of course, we do not believe lends itself very well to a toilet, we had space heaters, electric space heaters, which had been installed by the committee, and those have been torn out several times—that was during the warm weather—so when we replaced them, we put metallic guards over them so they could not tear them out.

They have broken out the exposed lights in the ceiling a number of times. We have had to replace those. We are putting guards over those.

Now, those guards cost money, they have got to be fabricated of heavy metal, and with a fine mesh, so that they let the light through and still protect the light. We are fighting that as best we can without any money to draw on.

Senator BYRD. So you really have had improper policing of the properties.

Mr. LEMMON. Well, of course——

Senator BYRD. Perhaps improper by way of numbers.

Mr. LEMMON. Well, I feel that in a toilet——

Senator BYRD. These things were not done at night by people who were able to get in.

Mr. LEMMON. Very probably it was done during the day, but we do not have anyone standing guard in the toilets.

PLAYGROUND USED BY ALL AGES

Senator BYRD. What age restrictions are there as to boys and girls who may use the playground, or do you have any?

Mr. LEMMON. I do not think there is any restriction.

Mr. COLE. Mr. Chairman, there are no restrictions on age limit. The facilities lend themselves to activities for children, youth, and

adults. There are those types of facilities there. In many instances senior citizens just come around and sit and enjoy watching the others participate in activities, so there really is no age limit as to the use of it.

EFFORTS TO DISCOURAGE VANDALISM

Senator BYRD. Is there any effort to make the parents pay for the destruction of property if and when some identity is to be had of those who are guilty?

Mr. LEMMON. We have done that on occasion at some of the other playgrounds where the director has been able to identify the child who did it, and quite often the parents make restitution. I do not think that in these cases there was any way of knowing who did it.

Senator BYRD. Mr. Duncan, you had 12,000 names, I believe, attached to that petition.

Mr. DUNCAN. Yes.

Senator BYRD. Now, with this kind of support in the community served by this playground, why don't the people there themselves take some responsibility upon themselves to discourage—and maybe they are doing it, I do not know——

Mr. DUNCAN. They are doing it.

Senator. BYRD. All right—to discourage vandalism, and, perhaps, they could make available during the opening hours citizens who would help to be watchful over the use of the playground. If it is being used by 10,000, did you say, daily?

Mr. COLE. 1,000 daily.

Senator BYRD. 1,000 daily.

Mr. COLE. Supporting what Commissioner Duncan said, we do have a program with the parent clubs at the playground, and with scouting organizations, even the children through their citizen corps, as we call them at the playground, wear little yellow armbands, and we are making every effort possible. However, you cannot always catch up with the culprit. That is where the problem sometimes comes into the picture.

Senator BYRD. I understand.

Mr. COLE. We are training them the best we possibly can.

Now, so far as getting money from them, I would think in this area, where it is a very impoverished area, it would be difficult to get money.

PUBLIC SENTIMENT AGAINST VANDALISM

Senator BYRD. I agree, and I do feel, however, with the degree of acceptability that is evidenced by these 12,000 names, there would be some expression of strong feeling on the part of the people in the area against vandalism and, as you know, the expression of strong public sentiment in this knd of thing can have its effect upon these youngsters.

Mr. COLE. No doubt about it, sir.

Senator BYRD. I am very much in favor of providing adequate appropriations as long as we have the revenues for necessary recreational facilities and other very worth while items, such as schools. But there comes a time when patience runs out, and if people are not going to take care of the facilities which are provided to them at the taxpayers' expense, why then, this is another matter.

Mr. COLE. As a major part of our program, Mr. Chairman and members of the committee, I would like to let you know that we do have a program of education, as we call it, insofar as the preservation of property which we operate, and we do it through the various citizens organizations and parent clubs, and through many of the organizations which use our facilities, sir.

Senator BYRD. Well, I assume that you have touched now on the problems to which the House referred in its report. They talked about vandalism and destruction of property, and so on.

Mr. GOFFNEY. Mr. Chairman, may I add something? This playground has more moving parts than any of our other playgrounds. They had quite a few pieces of equipment which had moving parts to them, and continual use of them, and we have not had money to take care of something like this because some of the pieces of equipment were not made durable enough for the type of use it gets. The vandalism, from my report, has not been high. It has been low.

Senator BYRD. Well, with this degree of usage one might expect considerable wear and tear on the equipment.

Mr. COLE. Yes, sir.

STABILITY OF FUND REQUEST FOR MAINTENANCE

Senator BYRD. What would you anticipate in future years, if Congress should appropriate the $109,000 in this instance, what do you think of the future. Will we likely have requests in increasing amounts or do you think this represents a pretty stable figure?

Mr. COLE. I think, Mr. Chairman, that this would represent a pretty stable figure other than, perhaps, after the equipment, especially these moving pieces of equipment, are worn out, there would probably be need for replacing some of those, I would say maybe 3, 4, or 5 years, depending on the condition of the equipment at the time.

COOPERATION OF METROPOLITAN POLICE DEPARTMENT

Senator BYRD. You have cooperation from the Metropolitan Police Department in connection with the keeping of undesirables away from the playground, such as roughnecks, drunks?

Mr. COLE. We have the full cooperation of the Metropolitan Police Department, the men on the beat, as well as the Youth Aid Division of the Police Department.

One of our prime purposes though in the field of recreation is to try to redirect this bad conduct of people. As a result, we try to invite them into our program so that they can counsel with them and expose to them opportunities which would help to improve their outlook on life rather than to turn them away.

But I think, if I interpret what you mean by roughnecks and undesirables, where they get into fights or anything of that nature, we certainly have the full cooperation of the police or if they become destructive as far as any of the equipment is concerned, in destroying Government properties, we do have the full cooperation of the police.

Senator BYRD. Have you had any incidents of this nature at this playground?

Mr. COLE. None has been brought to my attention of any serious nature.

Senator BYRD. You have had no incidents of destruction of property by hoodlums in connection with the Kennedy Playground?

Mr. COLE. No, sir; not any direct attention other than we have known, as we have indicated, that there has been some destruction, but we have not been able to put our hands on it.

Senator BYRD. Senator Proxmire.

COST ANALYSIS STUDY

Senator PROXMIRE. If Chairman Byrd is going to have the kind of ammunition he needs to make this fight, it seems to me there is some statistical information that may or may not be available on this playground. Do you have any figures at all on the comparative costs and costs per visitor or anything of that kind or this playground as compared to other playgrounds, first in the District of Columbia and, in the second place, playgrounds elsewhere in the country?

Mr. COLE. Yes; we have, Senator. We were requested yesterday to furnish some parts, I believe, of the information which you are now asking for for the record, which we have prepared, and we have a cost analysis study which shows the costs per participant on some of our other grounds as against costs per participant on these grounds.

Senator PROXMIRE. How does that compare with the J. F. Kennedy playground?

Mr. COLE. I do not have that figure with me at this time, if I may submit that for the record along with the other figures.

(The information referred to follows:)

Facility	Location	Acreage	Operating and maintenance cost, fiscal year 1964	Attendance	Cost per participant (cents)
Capper-Lincoln	5th and K Sts. SE	3.6	$35,000	425,891	0.0822
Rosedale	17th and Gales St. NE	4.4	45,000	168,170	.2676
Watkins	12th and E Sts. SE	2.6	20,000	123,034	.1626
Virginia Avenue	9th St. and Virginia Ave. SE	2.5	17,000	110,419	.1540
Banneker	Georgia Ave. and Euclid St. NW	10.3	52,000	121,150	.4292
Hillcrest	32d and Denver Sts. SE	7.7	35,000	165,768	.2111
Takoma	3d and Van Buren Sts. NW	20.0	38,000	78,573	.4836
John F. Kennedy	7th and O Sts. NW	3.3	[1] 53,461	[2] 1,025,005	.0517

[1] Provides minimum operation and maintenance for 10 months.
[2] 10 months only.

MARINE OBSTACLE COURSE

Senator PROXMIRE. I realize this is a unique playground which offers a number of opportunities so that a cold, bare comparison would not be fair. You have the marine obstacle course?

Mr. COLE. That is right, sir.

Senator PROXMIRE. You have the soapbox derby kind of thing?

Mr. COLE. Yes.

Senator PROXMIRE. And you have a number of other very intriguing and exciting things for children and for all of us that we do not have elsewhere, and it is a great advantage for the whole community. But I think that any statistics you can get that would give us a projected comparison would be very helpful.

Mr. COLE. Yes, sir; we will be glad to supply it.

HALFWAY HOUSE

Senator PROXMIRE. Do you have any way we could reach a halfway house? So often in these conferences, you know, we have to compromise it out. Is it possible that some of these more elaborate and expensive pieces of equipment might necessarily have to be closed?

Mr. COLE. Might necessarily have to be what, sir?

Senator PROXMIRE. Might necessarily have to be disposed of if their maintenance would be of an extraordinary cost. Is it possible that you could reduce the cost of this playground without greatly reducing its attractiveness and uniqueness? I got the impression from some of the testimony here that this was an especially expensive playground to maintain in this kind of an area because it was subject to defacement and vandalism.

Mr. COLE. I think, Senator, if I may just make a statement before I answer——

Senator PROXMIRE. Yes.

PLAYGROUND EQUIPMENT

Mr. COLE. I do not know at this time if there is any equipment that is made heavy enough in the manufacturing industry that is—for playground equipment that can take the type of beating that the present equipment gets there at the Kennedy playground.

Now, I am eliminating, of course, the tugboat which, of course, as I see, can take plenty of beating, the airplanes which apparently can take plenty of beating, the fire engine which was given to us by the Fire Department, I think it will take plenty, and those large pieces of equipment like that. But it is these moving parts, these, what you call those, Mr. Lemmon, the swing-around things?

Mr. LEMMON. The merry-go-rounds, which are on bearings, break down if they are overloaded and especially when the larger children start rocking them. This type of abuse wears out the bearings very quickly. The rodeo rockers were designed for preschool children. They were put on the area, and I saw as many as four or five children on one rocker at at time, on the day of the dedication. They were never intended for that sort of overloading. We are finding more of the breakup in the light commercial type of equipment.

INADEQUATE INSTALLATION OF EQUIPMENT

As was said here earlier, there was about $18,000 worth of commercial equipment purchased and put on the area, and it was put in, I think, in about 3 days' time and was put in by laborers who were not trained in installing that sort of thing. They were not put in proper foundations, and being overloaded could not stand up. Something had to give.

As a result, there has been considerable breakage.

Senator PROXMIRE. So that you think that the costs of the playground will be less in the future whether you make any changes or not, on the ground that this was not put in perfectly, and you have had experience now.

Mr. LEMMON. Yes, sir. We believe that if we can go in there and set a number of things to rights and bring them up to our standards of equipment, we do not think that we will have a great deal of trouble

thereafter. We believe our regular type of maintenance will be sufficient. We have a situation which started out to be temporary and ended up as permanent, and we are getting the problems that flow from such an arrangement.

Senator PROXMIRE. I notice last summer you had a very heavy attendance, and we hope you will have the same heavy attendance this summer.

Mr. COLE. That is correct.

COMPARISON BETWEEN PLAYGROUND ATTENDANCE AND CRIME

Senator PROXMIRE. Is there any possibility of showing by comparison of crime statistics in the second precinct that this attendance at the playground did have any effect? I realize this is a basis of comparison that is subject to very—one should be very careful—and qualified analysis, but I am just wondering whether there was a reduction or an increase in crime in this precinct on the basis of your past experience.

Mr. COLE. I think, Senator——

Senator PROXMIRE. If that could be documented I think it would have great weight.

Mr. COLE. Yes, I think it could be, with the aid of the other cooperating agencies in the area.

Senator PROXMIRE. Recognizing there has been an increase in crime everywhere in the country, including the District, if the increase had been less in this precinct, perhaps that might be helpful.

Mr. COLE. Yes, we will attempt to furnish that.

(The information referred to follows:)

The only statistics we have available is an article that appeared in April 15, 1965, Washington Post, which cited that No. 2 precinct which was the city's worst crime area several years ago has now dropped to No. 4.

COSTS ASSUMPTION FOR PLAYGROUND OPERATION

Senator PROXMIRE. The chairman spoke of a contract, or a verbal agreement with the national association that they might assume some of the costs of operating this playground; is that correct?

Mr. COLE. You are correct, sir.

Senator PROXMIRE. Is there anything in writing?

Mr. COLE. There is something in writing which has not been signed by the parties involved, but there is something in writing.

Senator PROXMIRE. That would help even if it is not signed; it would be of help. Is there any—yes, go ahead.

Mr. COLE. I am sorry, sir.

Senator PROXMIRE. Go ahead.

Mr. COLE. I might state here that, as I stated yesterday, Mr. Leach and Mr. Lemmon and I, together with the Superintendent, had several conferences with members of the committee, and we were definitely told verbally that they knew that they were responsible for at least $25,000 of the moneys to us which we never have received.

Senator PROXMIRE. Which they have not paid?

Mr. COLE. Which we have never received.

SHAW JUNIOR HIGH SCHOOL

Senator PROXMIRE. Is there any problem in connection with this Shaw Junior High School now? If this, since this lot, this area, had been specified for the junior high school, is there any serious problem in locating it elsewhere? Will it be a less desirable location?

Mr. COLE. Mr. Senator, I think the school people are here, and I believe that they, perhaps, do have some problems, but I would rather, if you don't mind, sir, to have them try to answer that question on the Shaw Junior High School.

Senator PROXMIRE. Dr. Hansen.

Dr. HANSEN. Senator, quite to the contrary. We have reason to believe that the relocation of the school to a proposed site is an advantage over the playground site which had been originally earmarked for this purpose.

We think locationwise it is more central to the area to be served, and in terms of size somewhat larger. Our original intention was to build a school that would house about 850. Now we are building a 1,500-capacity school. So that even if we would go back to the Seventh and O site it would be necessary to add to it in order to meet the new conditions. So I believe that from the point of view of construction and need the new proposals we have are superior to the previous ones.

PLAYGROUND VISITATIONS

Senator PROXMIRE. I am delighted to hear that. It is very helpful.

I noticed on page 56–E of the memorandum, you have rather a strange variation in visits to the playground. I suppose that part of this is accountable on a seasonal basis because of the cold weather, but I am wondering if there is any other explanation.

Is it your expectation that this will level off in the summer with around 100,000 visits a month, or is that too high an expectation?

Mr. COLE. That is not too high an expectation, Senator. We do find that attendance does drop at some of our outdoor playgrounds during the late fall, during the winter and the late part of the winter, and it does pick up considerably, and I think these figures do reflect that type of attendance.

Senator PROXMIRE. Frankly, I am a little astonished you do not have higher attendance in December and January because of vacations, the children are free from school, late December and early January. Yet they did not attend the playground very much, but in February, which was a cold month, too, they had three times as many attend.

SUNDAY CLOSINGS

Mr. COLE. I will tell you one thing, sir, we have to close down the playground because of lack of funds on Sunday——

Senator PROXMIRE. I see.

Mr. COLE (continuing). During December and January.

Senator PROXMIRE. That is an explanation.

Mr. COLE. Well, it was February also because we opened up the 16th of March on Sunday as a result of a contribution that was made from one of our citizens.

Senator PROXMIRE. Fine. Thank you, Mr. Chairman.

Senator BYRD. Senator Yarborough.

Senator YARBOROUGH. Could you get the figures for April, attendance for April 1965, and supply them to the committee? This was compiled, of course, before the April figures would have been available for attendance at the John F. Kennedy Playground.

Mr. COLE. Yes, sir.

Senator YARBOROUGH. Supply them.

(The information requested follows:)

April attendance was 33,005.

PRESCHOOL PLAY PROGRAM

Senator YARBOROUGH. Over on page 56–F, you mentioned the preschool play program for 3- and 4-year-old children this past year, and you state this program is similar to current efforts to reach preschool children through the Project Headstart. Unfortunately I was required by other commitments to be absent during the presentation of the educational part of the budget. This question might better be directed to Dr. Hansen.

Dr. Hansen, in the project——

Senator BYRD. Senator Yarborough, we have not reached this point yet.

Senator YARBOROUGH. You skipped this. Mine was about Project Headstart. That has not been reached yet?

Senator BYRD. It has not been reached.

Senator YARBOROUGH. I will withdraw that question. I understood it was passed yesterday, in my absence, because I had to go to another assignment.

I want to go back to page 56–C about the National Zoological Park.

Senator BYRD. Senator Yarborough, may I say at this point we are just talking about Shaw Junior High School, and about the Kennedy playground. If you could confine your questions to that subject.

Senator YARBOROUGH. I assumed you had this whole section. You hadn't gotten to the National Zoological Park?

Senator BYRD. No.

Senator YARBOROUGH. I have no further questions on this particular point. That additional figure for April is the only additional question I have.

Mr. COLE. We would be glad to supply it.

DEVELOPMENT OF PLAYGROUND POTENTIAL

Senator BYRD. Senator Tydings

Senator TYDINGS. Just a few questions. Actually the Department of Recreation itself has never up to this point taken full responsibility for endeavoring to develop potential, the top potential, of this particular J. F. Kennedy playground because you were somewhat relying on this National Foundation to plan or operate or at least supply funds for the playground, isn't that right?

Mr. COLE. Supply funds; yes, sir.

Senator TYDINGS. So that really if the Department of Recreation really got in and organized and really developed this playground, we could expect substantially better operation and far more children in

that playground, say, under a full year of your full organized operation than we have had this past year?

Mr. COLE. We certainly could improve our services; yes, sir.

Senator TYDINGS. So that really these figures are a guide, but with a well-planned, coordinated program such as this budget would enable you to do, you could do a far better job than has been done in the past really?

Mr. COLE. I would say yes, sir.

BUILDING SHAW JUNIOR HIGH SCHOOL ON KENNEDY PLAYGROUND

Senator TYDINGS. In connection with the Shaw School, Dr. Hansen, if you were to try to put that Shaw School on the situs of the John F. Kennedy Playground, you would have to utilize every bit of that land for the actual buildings, wouldn't you?

Dr. HANSEN. You would have to use a major portion of the land for buildings.

Senator TYDINGS. So you really would not have, once those buildings were up, any place to spill over; once those children finished their classes in the afternoon, you would not have nearly the facilities you would under the new school. The children would just spill right out into the streets pretty much, isn't that right?

Dr. HANSEN. That is correct.

Senator TYDINGS. So really the new site would be immeasurably superior not only from an educational point of view but from the point of view of providing some sort of facilities to keep the children off the streets or in some sort of a recreational area.

Dr. HANSEN. Actually we think having the two properties developed would enhance the control and management of juvenile delinquency in this program. It is a real advantage really to the educational program to have a playground of the quality of Kennedy Playground available for the children.

Senator TYDINGS. Thank you.

Mr. COLE. May I add to that, Mr. Chairman?

Senator BYRD. Surely.

Mr. COLE. In support of what Dr. Hansen said, to help to enhance the program, the Shaw Junior High School, which I am sure the plans will include gymnasium, auditorium, et cetera, and expand other services to the community, which the Recreation Department uses school buildings after the school have closed, that this would also help in what we call the joint operation of schools and recreation program in that area.

Senator TYDINGS. Thank you.

NEED FOR PURCHASE OF ADDITIONAL PROPERTY

Senator BYRD. Dr. Hansen, did you imply by your answer to earlier questions that additional properties might have to be purchased in the event the Shaw Junior High School should be finally constructed at the site of the John F. Kennedy Playground?

Dr. HANSEN. That is correct. If my memory serves me, the Kennedy playground site is something in the neighborhood of 3 acres, three and a third, and the new site we propose is 4.75. We would have

to add properties to the Kennedy playground site if we were to build for 1,500 capacity a school there.

Senator BYRD. Inasmuch as you did anticipate locating the Shaw Junior High School at that site, had you made any explorations with regard to the acquisition of additional properties and, if so, what the cost would be?

Dr. HANSEN. We have made no inquiries as to the costs nearby. We assume they would be very high, certainly as high as——

Mr. WOODSON. I am Granville W. Woodson, Assistant Superintendent of Schools for Buildings and Grounds.

URBAN RENEWAL

Mr. Chairman, we full well realize that we would have to expand this site, but as we explained in the House hearings, for quite some time there has been talk, and actually some small planning, of urban renewal in this area, and we surely badly needed it, because with it we would have been able to combine a junior high, an elementary school, which is in the program, and which the House has allowed, with recreation facilities. This would have been very good.

But it develops that Urban Renewal is extremely slow, we do not anticipate it and, therefore, if we are to use the Kennedy playground site we will have to expand it, and we probably will not have as satisfactory a situation. The places where we might expand that site are similar in nature to our present proposal, which is in the budget for Shaw, and the property costs would be approximately the same.

Senator BYRD. Are you saying that the additional acquisition would approximate the amount that is requested for the purchase of the site for Shaw Junior High School?

Mr. WOODSON. The additional site, approximately, I would say, because we have 3⅓ acres to start with that we would probably not have to buy quite as much land, but I would like to say also that on the site which is in the budget and before you, we do have the existing Shaw site itself, so that while we might not spend quite as much money to expand the Kennedy playground site, we will have to spend more in unit cost, and the unit cost, which will probably we about the same.

Senator BYRD. All right.

QUESTIONS SUBMITTED BY SENATOR PROUTY

Senator Prouty could not be present this afternoon, and he would appreciate it if the following questions were included in the record for answers by the witness, so Mr. Cole, if you will please answer them for Senator Prouty.

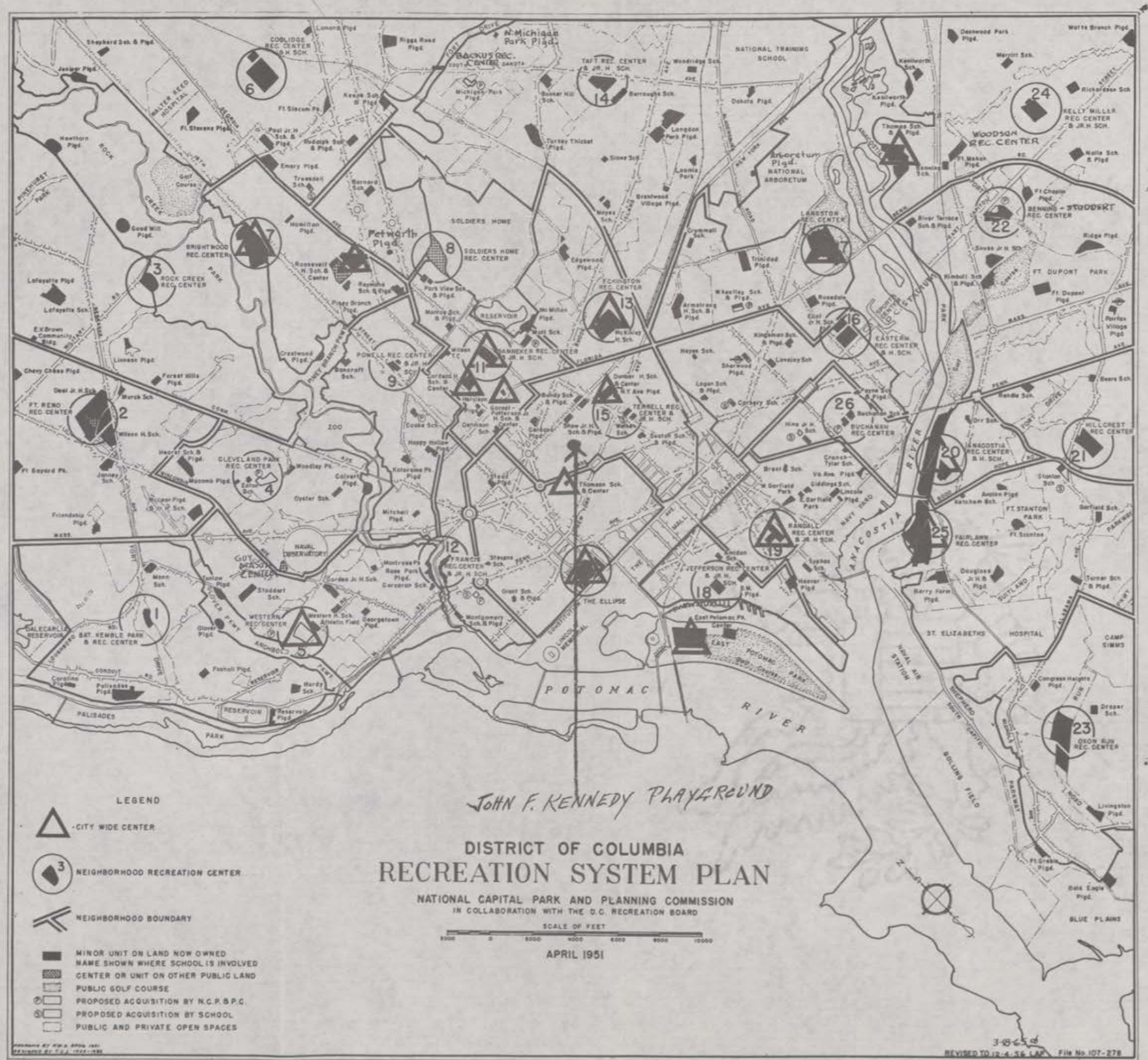
Mr. COLE. Thank you.

(The questions and answers referred to follow:)

ROVING LEADER PROGRAM

Question: At crime hearings this morning, Wednesday, May 5, before the Senate District Committee, the Commissioners made favorable comment on the Recreation Department's roving leader program. Could you tell me something about the operation of this program and how the House treated the budget requests for that program?

Is there any liaison between your Department and the Police Department in an organized effort to keep our young people off the streets and actively engaged in recreation? In what ways and in what areas might you work with the police on these problems. How would your budget request reflect this cooperation?



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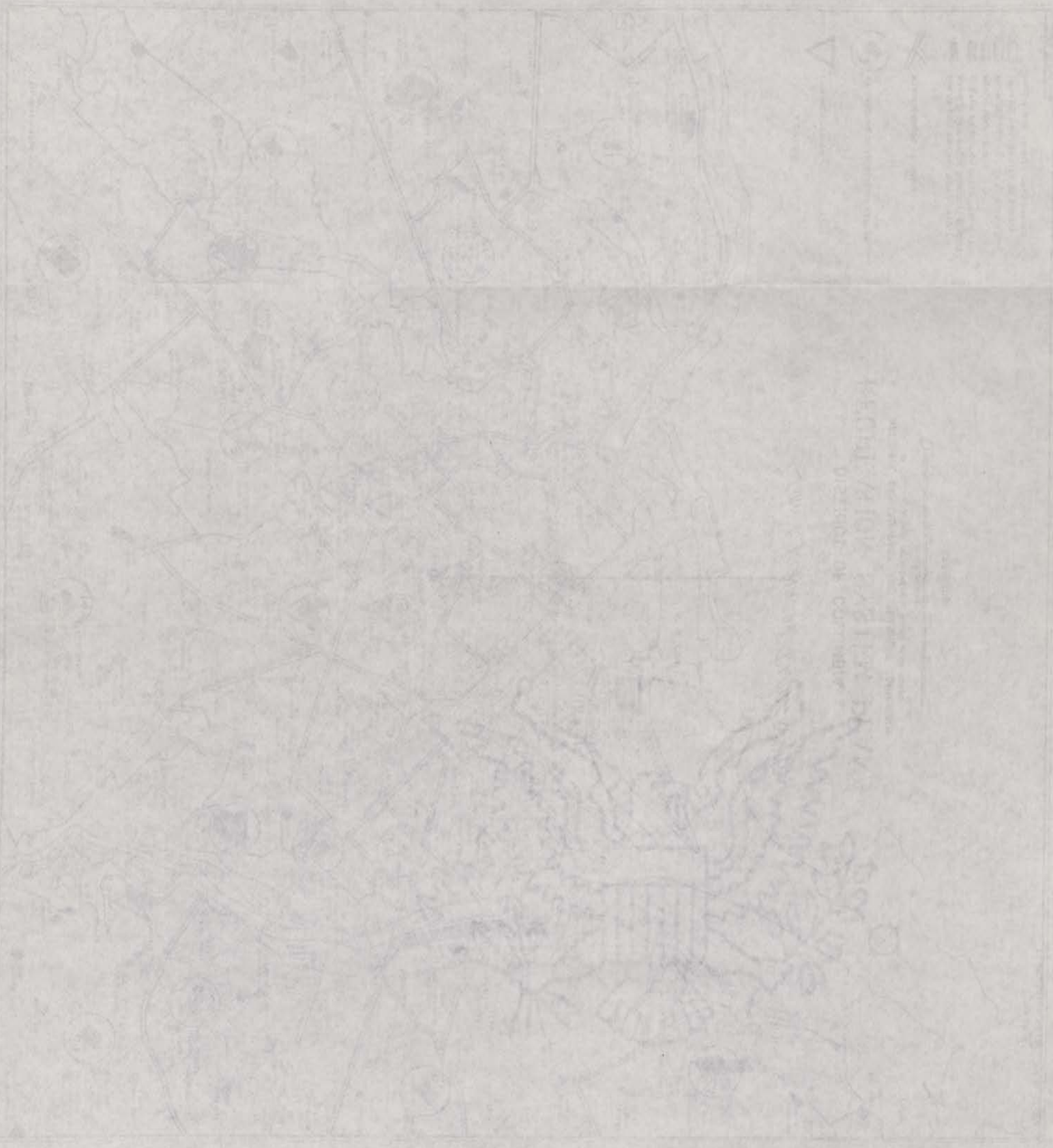


Answer: The Superintendent of Recreation meets on a regular basis with the department heads which includes the Police Chief. He is also a member of the board of directors of the Metropolitan Police Boys' Clubs and aids in the selection of sites as well as assists in policymaking for the activities of the clubs.

The Assistant Superintendent has held meetings with the administrators of the community relations unit of the police department to support their efforts for improving relations in the life of the community.

The Department has sent the Director of the roving leader program and selected staff to the National Institute on Police and Community Relations at Michigan State University.

Regional directors have included the police in their orientation sessions for summer employees.

The roving leader director served as one of the lecturers at the juvenile delinquency control course conducted by the Youth Aid Division for police officers and their supervisors.

(*a*) The roving leaders meet with the "gang" squad of the Youth Aid Division. Members of the gang squad have our contact list and know where each roving leader is assigned.

(*b*) The roving leaders encourage the groups they meet in their areas to register at the Youth Aid Division office. The Solarian Club was the most recent group registered by Roving Leader Daniel Lowry.

(*c*) During anticipated "rumble periods," the roving leader does purposeful programing to have the group leaders actively involved in constructive pursuit.

We have had conferences with district and precinct commanders to aid in the redirection of youth in problem areas.

The No. 10 precinct has referred youth directly to the roving leader, and the leader has actively engaged a group of youngsters, 14 years and under, in sports and other wholesome activities.

The director of the roving leader program has been requested by the assistant director of human relations to maintain a "hot line" in case of trouble provoking situations and she will notify the Commissioners and the Chief of Police and head off possible "riots."

We are continuing to encourage our staff to attend the precinct "crime council" meeting. Each roving leader is now actively involved on the councils formed in each police precinct.

Roving leaders have been introduced at rollcall at many of the precincts in order to get to know the "beat" officers as well as the officers to know the roving leaders.

Budget request in this area of work is reflected through our appropriation of funds to support the roving leader programs, and in our overall budget for programs and activities.

LOCATION AND INCOME LEVELS

Question. Could you supply for the record a map indicating the location of your facilities and the income levels of the residents around those facilities? Perhaps the census tract would be the best geographical denominator.

(The income levels of the residents around the facilities was submitted to the subcommittee.)

COOPERATION WITH DEPARTMENT OF THE INTERIOR

Question. Many of the recreation facilities in the District come under the jurisdiction of the Department of the Interior. Since the existence of their facilities take some of the pressure off facilities under your supervision, do you ever work cooperatively with the Department of the Interior to coordinate facility planning and acquisition? If Interior takes some of the tennis courts at East Potomac Park for the aquarium will your Department be called on to build replacements? How many outdoor basketball facilities are there in the District under your supervision and where are they located? Are you actively seeking the cooperation of parking lot owners to set up basketball courts on lots not used at nights or on weekends?

Answer. A number of recreation facilities in our large city parks and open spaces in downtown park areas, used by the District of Columbia Recreation Department, do come under the jurisdiction of the Department of the Interior.

A large number of our community and neighborhood playgrounds and recreation centers which are included in the District of Columbia recreation system plan were purchased from Capper-Cramton funds. The Department of the

Interior holds title to these properties. Properties purchased for recreation purposes from the Capper-Cramton fund, of $16 million in the early thirties, comes under the jurisdiction of the District of Columbia government, though the Department of the Interior holds title over these properties.

The recreation system plan, currently under revision, includes space for active and passive forms of recreation.

We do work cooperatively with the Department of the Interior in our efforts to acquire, provide, and plan for the total recreation needs of our city. This responsibility is carried out in conference with and through coordinated studies for planning public recreation with the National Capital Planning Commission; the National Park Service, National Capital region; the coordinating committee on the recreation system plan; and more recently with the newly established Bureau of Outdoor Recreation. In the latter, the Superintendent of Recreation, for the District of Columbia, has been delegated by the District of Columbia Commissioners to represent Washington, D.C., in this program.

If some of the tennis courts in East Potomac Park are taken for the proposed aquarium, it is possible that we may be called upon by the tennis patrons to build replacements or seek our guidance and aid in working with the national park's office, National Capital region, for replacement. If such does happen, we would confer with officials of the National Capital region in working out a solution for replacements.

We are not, at this time, seeking cooperation from parking lot owners for use of parking lots for night or weekend recreation activities. This experiment was tried through the WAY project on two parking lots during the summer of 1963, and proved to be rather successful. We will investigate this possibility with the parking lot agencies and seek their financial help, as we have no appropriated funds for this purpose. The two lots which were operated in 1963 cost $3,900. This grant from the parking lot agency was used for staffing, supplies, and equipment.

BASKETBALL SITES

Name and location	*Number of courts*
Amidon School, 4th and I Sts. SW	1
Anacostia Recreation Center, between 11th Street and Pennsylvania Avenue Bridges SE	2
Backus Junior High School, 5171 South Dakota Ave. NE	1
Bald Eagle Playground, Nichols Ave. and Joliet St. SW	1
Bancroft School, 18th and Newton Sts. NW	1
Banneker Recreation Center, Georgia Ave. and Euclid St. NW	2
Barnard School, Decatur St., between 4th and 5th Sts. NW	1
Barry Farms Playground, 1230 Sumner Rd. SE	1
Brentwood Park Playground, 6th and Brentwood Parkway NE	1
Brentwood Village Playground, 15th and Bryant Sts. NE	1
Bundy School, 429 O St. NW	1
Burrville School, Division Ave. and Hayes St. NE	1
Capper-Lincoln Recreation Center, 5th and K Sts. SE	3
Cardozo High School, 13th and Clifton Sts. NW	2
Carver School, 45th and Lee Sts. NE	1
Chevy Chase Community Bldg., 5601 Connecticut Ave. NW	1
Chevy Chase Playground, 41st and Livingston Sts. NW	2
Congress Heights Playground, Savannah St. and Randle Pl. SE	1
Cook, John F., School, P between North Capitol and L Sts. NW	1
Crummell School, Gallaudet and Kendall Sts. NE	2
Dakota Playground, 33d St. and South Dakota Ave. NE	1
Davis School, 44th Pl. and H St. SE	1
Deanwood Playground, 49th and Nash Sts. NE	2
Douglass Dwellings Recreation Center, 2000 Alabama Ave. SE	1
Douglass Junior High School, Pomeroy and Stanton Rds. SE	2
Draper School, 9th St. and Wahler Pl. SE	1
East Capitol Dwellings Recreation Center, 5725 East Capitol St	1
Eckington Recreation Center (McKinley High and Langley Junior High), 2d and T Sts. NE	2
Edgewood Playground, 3d and Evarts Sts. NE	1
Eliot Junior High School, 18th St. and Constitution Ave. NE	4
Emery Playground, Georgia Ave. and Madison St. NW	1
Fort Greble Playground, Nichols Ave. and Chesapeake St. SW	2

Fort Stanton Playground, 18th and Erie Sts. SE	2
Fort Stevens Playground, 13th and Van Buren Sts. NW	2
Francis Junior High School, 24th and N Sts. NW	2
Friendship Playground, 45th and Van Ness Sts. NW	2
Gallinger Playground, 22d and F Sts. NW	1
Georgetown Playground, 34th St. and Volta Pl. NW	2
Giddings School, G between 3d and 4th Sts. SE	2
Gordon Junior High School, 35th and T Sts. NW	2
Greenleaf-Hoover Recreation Center, 2d and N Sts. SW	1
Hamilton Playground, Hamilton between 13th and 14th Sts. NW	1
Happy Hollow Playground, 18th St. and Kalorama Rd. NW	1
Hardy Playground, 45th and Q Sts. NW	1
Harrison Playground, 13th and V Sts. NW	1
Hayes School, 5th and K Sts. NE	1
Hearst Playground, 37th and Quebec Sts. NW	1
Hillcrest Playground, 32d and Denver Sts. SE	2
Hine Junior High School, 7th and C Sts. SE	1
Janney School, Wisconsin Ave. and Albemarle St. NW	1
Jefferson Junior High School, 8th and H Sts. SW	3
Kalorama Playground, 19th St. and Columbia Rd. NW	1
Keene School, Rock Creek Church and Riggs Rds. NE	2
Kelly Miller Recreation Center, 49th and Brooks Sts. NE	2
Kenilworth Courts Recreation Center, 4500 Quarles St. NE	1
Kenilworth School, 44th between Nash and Ord Sts. NE	1
Ketcham School, 15th and U Sts. SE	1
Lafayette Playground, 33d and Patterson Sts. NW	2
Lamond Playground, Kansas Ave. and Tuckerman St. NE	1
Langdon Park Playground, 20th and Franklin Sts. NE	2
Langston-Spingarn Recreation Center, 26th St. and Benning Rd. NE	1
Logan School, 3d and G Sts. NE	2
Lovejoy School, 12th and D Sts. NE	3
Macfarland Junior High School, Iowa Ave. and Webster St. NW	4
Macomb Playground, 3t4h and Macomb Sts. NW	1
Mann School, Newark between 44th and 45th Sts. NW	1
Mason, Guy, Recreation Center, Wisconsin Ave. and Calvert St. NW	1
Merritt School, 50th and Hayes Sts. NE	1
Mitchell Park Playground, 23d and S Sts. NW	2
Monroe School, Columbia Rd. between Georgia and Sherman Aves. NW	1
Montrose Park Playground, 30th and R Sts. NW	1
Mott-Lewis Playground, 4th and W Sts. NW	1
Murch School, 36th and Ellicott Sts. NW	1
Nalle School, 50th and C Sts. SE	1
New York Avenue Playground, 1st St. and New York Ave. NW	2
Noyes School, 10th and Franklin Sts. NE	1
Palisades Playground, Edmunds and Sherrier Pl. NW	1
Park View Playground, Warder St. and Princeton Pl. NW	1
Paul Junior High School, 8th and Oglethorpe Sts. NW	2
Payne School, 15th and C Sts. SE	1
Randall Playground, 1st and I Sts. SW	2
Raymond Playground, 10th St. and Spring Rd. NW	1
Richardson School, 53d and Blaine Sts. NE	2
Ridge Playground, Ridge Rd. and Burns St. SE	2
Riggs-LaSalle School, Riggs Rd. and Madison St. NE	1
River Terrace School, 34th and Dix Sts. NE	1
Rosedale Playground, 17th and Gales Sts. NE	2
Rose Park Playground, 26th and O Sts. NW	1
Rudolph School, 2d and Hamilton Sts. NW	2
Sherwood Playground, 10th and G Sts. NE	1
Sousa-Kimball Schools, 37th St. and Ely Pl. SE	2
Stanton School, Alabama Ave. and Naylor Rd. SE	1
Stead Playground, P St. between 16th and 17th Sts. NW	1
Stoddert Playground, 39th and Calvert Sts. NW	1
Syphax School, Half and N Sts. SW	1
Taft Junior High School, 18th and Perry Sts., NE	2

Takoma Playground, 3d and Van Buren Sts., NW	1
Terrell-Walker-Jones Schools, 1st and L Sts., NW	4
Thomas-Parkside School, Anacostia Ave. and Grant St., NE	1
Thomson School, 12th and L Sts., NW	1
Trinidad Playground, Childress and Holbrook Sts., NE	1
Truesdell School, 8th and Ingraham Sts., NW	1
Turkey Thicket Playground, 10th and Michigan Ave., NE	2
Turner School, Stanton Rd. and Alabama Ave., SE	2
Virginia Avenue Playground, 9th St. and Virginia Ave., SE	1
Watkins-Buchanan Playground, 12th and E Sts., SE	2
Watts Branch Playground, 62d St. and Banks Pl., NE	1
Wheatley School, Montello Ave. and Neal St., NE	1
Woodson, Carter, School-Junior High, Minnesota Ave. and Foote St., NE	1
Young, John L., Playground, 10th and R Sts., NW	2

DEPARTMENT'S TRUST FUND ACCOUNT

Question. For the record, I may not have understood this clearly yesterday, what is the Recreation Department's total dollar loss or deficit resulting from the Kennedy Playground difficulties?

Answer. The Department's trust fund account is in the red in the amount of $7,296.51 through March 1965. This represents additional operating costs over and above the $15,485 appropriated to staff and operate the John F. Kennedy Playground during fiscal year 1965.

For the same period of time the maintenance cost has been $25,664.15 over and above the $5,015 appropriated to maintain the playground. The $25,664.15 is not a dollar loss or deficit but represents funds that normally would have been spent on other playgrounds for maintenance; this results in depriving other playgrounds of much needed maintenance.

All of the above costs represent minimum staffing and minimum maintenance. The dollar loss is $7,296.51 from the Department's trust fund.

CONDITIONS IN KENNEDY PLAYGROUND AND SHAW JUNIOR HIGH SCHOOL AREA

Senator BYRD. I have no further questions in connection with the request for $109,000 for the continued operation and maintenance of the Kennedy Playground, and request for moneys for the site for Shaw Junior High School.

Dr. Hansen, do you have anything further?

Dr. HANSEN. Mr. Chairman, may I volunteer information relative to the conditions in the area?

Senator BYRD. Yes.

Dr. HANSEN. The question was raised, I believe by Senator Proxmire or by you.

Senator BYRD. Yes.

Dr. HANSEN. Recently, I had a meeting with representatives of schools selected in the city, with the police and recreation representatives, as I do with some regularity, because I want to find out what is going on in discipline, behavior, and the principal of the Shaw School made, perhaps, the most constructive comment of any of the people in the informal seminar situation.

A rather dismal picture was reported from around the city, but he said:

In my school we have the best conditions in terms of the pupil behavior that I have ever seen. Children are more enthusiastic, there is less bad behavior, there is a better attitude in my school, Shaw, which is in the heart of a very difficult section of the city than we have ever been aware of.

We asked him:

How do you account for this?

He said:

I think it is in part because of the attention given to the area by interested people. The Kennedy Playground indicates to the people of the community an interest in them. When we talk about the new Shaw, the replacement of the Dunbar swimming pool, all of these elements—

He said—

are communicated to the youngsters in the school, and there is communicated an interest in them by the people of the community.

Senator BYRD. Thank you, Dr. Hansen; that is a very good statement.

Senator PROXMIRE. Very heartening.

Senator BYRD. Now, gentlemen, if we have no further questions on this item, I would like to proceed with the asking of other questions of Mr. Cole.

NONRECURRING MAINTENANCE

Mr. LEECH. Mr. Chairman, something that has not been brought out yet, and that is in the $74,515 for maintenance, $20,000 of that would be nonrecurring.

Senator BYRD. Nonrecurring.

Mr. LEECH. For night lighting. That would be nonrecurring, for 1 year.

Senator BYRD. So we might anticipate future annual appropriation requests of somewhat less than the $109,000 which is being requested in this instance?

Mr. LEECH. Yes, sir.

Senator BYRD. Is that a promise?

Mr. LEECH. We hope so.

PRINCIPAL OF SHAW JUNIOR HIGH SCHOOL

Senator PROXMIRE. Could I ask at this point, Mr. Chairman, Dr. Hansen, can you give me the name of the principal of Shaw Junior High School who made this statement, and is a statement of this kind available, would a statement of this kind be available, because I would like very much to get it?

Dr. HANSEN. The name of the principal is Rogers.

Senator PROXMIRE. What is his first name?

Dr. HANSEN. Oliver.

Senator PROXMIRE. Oliver Rogers.

Dr. HANSEN. Principal of Shaw Junior High School.

Senator BYRD. Dr. Hansen, why don't we just have the principal come up before the committee one day for a very brief period and let Senator Proxmire ask him whatever questions he desires.

Dr. HANSEN. We would be very happy to have that done.

Senator PROXMIRE. That would be excellent.

Senator BYRD. Senator Yarborough had some additional questions to address to Mr. Cole, if you would do so.

NATIONAL ZOOLOGICAL PARK

Senator YARBOROUGH. On the item immediately above the Kennedy Playground, justification 56–C, and that was the National Zoological Park, but if this is not in logical sequence as the matter is being presented, I do not want to bring it up other than in logical sequence.

Senator BYRD. That is perfectly all right now, Senator Yarborough. Why don't you proceed to ask it?

Senator YARBOROUGH. All right.

You state there that the increase requested is to provide for additional supplies, materials, and the purchase of a heavy-duty vacuum truck. The bill requests certain amounts of money for maintenance and operation of the zoo during the fiscal year 1966. Do you have any funds in there for the acquisition of other birds and animals? Is that included in the main budget of the——

Mr. COLE. Senator, I still think we, perhaps, are off the track. I am connected with the Department of Recreation, and this is directed to someone connected with the Zoological Park operation, of which we are not a part.

Senator YARBOROUGH. Well, it is listed right here under recreation. You have the National Park Service, National Capital Planning, then the National Zoological Park as a part of them.

RESPONSIBILITY OF RECREATION DEPARTMENT

Mr. COLE. We only represent the city Recreation Department; we have no responsibility with the national parks.

Senator YARBOROUGH. I see. You are not representing this part of the zoo and the National Park Service?

Mr. COLE. No, sir; we are not.

Senator YARBOROUGH. All right, thank you. I will defer these questions, Mr. Chairman, till we have representatives of the National Park Service and including, of course, the National Zoological Park, technically a part of the Smithsonian Institution, I believe, but I did have some questions when we reach that, when those people are here, whatever day and time they will be present. Are they present in the room now, the representatives of the National Park Service and the National Zoological Park?

Senator BYRD. I might say for your information, Senator Yarborough, we only intended to hear this request this afternoon, and we intended them to go into the Department of Education budget requests. Now we have no appeal, Senator Yarborough, in connection with the Zoological Park, but if you would like to ask some questions concerning that, we will make arrangements.

SCIENTIFIC RESEARCH AND DEVELOPMENT PROGRAM

Senator YARBOROUGH. I want to bring up again the fact that the committee has again denied the request for the establishment of a scientific research and development program, and I am very much interested in it, and I think it is very badly needed, I think in connection with species that are very nearly extinct.

(Discussion off the record.)

Senator BYRD. Even though we have not a request for an appeal, we will certainly be glad to have someone come up and answer any questions that you might want to ask.

Senator YARBOROUGH. Thank you very much. I do not want to interrupt the orderly presentation of the budget. Seeing it on the page I thought we were taking it up page by page, as most budgets usually are.

PROGRAM FOR MENTALLY RETARDED

Senator BYRD. Would you give the committee some specifics concerning the program for the mentally retarded which, I understand, is operating as a pilot project under private grants.

Mr. COLE. Yes, sir, Mr. Chairman; I will be glad to give information concerning the program for the mentally retarded.

JUSTIFICATION FOR MENTALLY RETARDED

The necessary funds requested for a permanent year-round facility to be known as the Recreation Center for the Mentally Retarded will allow the continuation of the pilot project sponsored by various grants (Joseph P. Kennedy, Jr. Foundation, Civitan Club, and the United Givers Fund) which have shown by the enrollment of over 130 children and responses from many more, to be in great need in the District of Columbia. In comparison to surrounding areas, the District falls behind in meeting its obligations to the more severely mentally retarded. The prime mission of the Center is to organize and direct programs for mentally retarded persons in the various District of Columbia Recreation Department centers and to coordinate programs in private community centers and settlement houses.

The requested $31,763 will provide for the following:

GS-9, Recreation supervisor	$5,848
GS-7, Recreation assistant	4,910
GS-6, Recreation specialist	4,472
Recreation assistance, 4,160 hours at $1.96	8,794
Custodial, 1,748 hours at $2.72	5,064
Telephone	175
Recreation supplies	1,500
Recreation equipment	1,000
Total	31,763

Mr. COLE. I might preface my statement by saying that in our department we are always trying to reach out to broaden our services to all of our citizens regardless of the handicap, and in this case, the mental retardation program, which is new in our department, was tried as a pilot project from funds that were given as a part of a grant from the inaugural fund of 1960, and we have brought in throughout the city at 10 different locations, the locations of which I have here in front of me, and have developed programs for the mentally retarded in our city, including children, youth, and adults.

Our main center for the mentally retarded at the present time, which is being funded, is at our Lincoln Playground down at Sixth and L SE., which is adjacent to our Capper Lincoln Playground operation.

We have found that the parents have received this program with great enthusiasm.

As you know, a large number of the parents who have mentally retarded children sometimes tend to keep them away from the general public. We find they are now more receptive and bring the children out and are participating in our programs, which include physical activity, and we were encouraged to see some of the types of the activities and enjoyment that the children in this mental retarded program are getting from physical activity, such as archery, and horseshoes. To some extent, we have tried to introduce some cultural activities into this pilot project.

Some parts of these services are not funded at all. At 10 of our units we use some of our present classified employees who have been trained

in the handling of mentally retarded children at the Shriver Home this past summer. Our employees are finding that this has been a great contribution on the part of those who are trying to develop these various programs for the mentally retarded.

COMMUNICATIONS URGING RESTORATION OF FUNDS FOR THE MENTALY RETARDED PROGRAM

Senator BYRD. The committee has received letters from Senator Dirksen and from Mr. Manford A. Hall, Planning Coordinator for Mental Retardation, and I believe I have a letter from Senator Bartlett, and there have been letters from a number of other individuals and organizations urging the restoration of $31,800 for the mentally retarded program under the Department of Recreation. These letters will be made a part of the record.

(The letters referred to follow:)

U.S. SENATE,
Washington, D.C., April 5, 1965.

Hon. CARL HAYDEN,
U.S. Senator,
U.S. Senate,
Washington, D.C.

DEAR CARL: When the House passed the District of Columbia appropriations bill they cut the 1966 budget request for recreational programs for the mentally retarded.

This particular program serves the retarded of the District of Columbia from 4 years of age through adulthood in constructive recreational programs. The entire operation is one which utilizes existing facilities and staff when "normal" children and adults are either in school or at work. Through this program they have provided for 266 retardates to engage in special recreational programs geared to their abilities and interests.

The 1966 budget request is $31,763. This is not a large amount for a worthwhile program of this type and I am hopeful that it will be possible for you to take a good look at it.

Sincerely,

EVERETT MCKINLEY DIRKSEN.

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., April 2, 1965.

Hon. ROBERT BYRD,
Chairman, Subcommittee on the District of Columbia, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The enclosed letter from Mrs. Harry Dalke in regard to the needs of the Sharpe Health School for the handicapped will be of interest to you.

With best wishes.

Sincerely yours,

E. L. BARTLETT.

MARCH 31, 1965.

Senator E. L. BARTLETT,
Senate Subcommittee on Appropriations for the District of Columbia,
Senate Office Building, Washington, D.C.

DEAR SIR: I am writing as a representative of those parents of handicapped children at Sharpe Health School who are unable to express their feelings adequately. We urge you to carefully consider including the item pertaining to the proposed addition to Sharpe Health School in the budget for the District of Columbia which is now being studied.

The secondary school is in dire need of additional space. These children who already have much to overcome in their handicaps are expected to "make up" with inadequate space and equipment for their schooling.

The aim of our school is to help these handicapped to become independent, self-sufficient to the degree that they will no longer be dependent upon the community for help. In order to do this they need skills and education geared to their needs. When a shoproom with all its machines must also be a homeroom and an academic classroom, trying to accommodate wheelchairs and crutches among the equipment, the outlook for attaining this goal is dim. There are many other stopgap measures being taken by the school in trying to cope with the problem of 80 children being taught in space only adequate for 30.

Therefore we ask that the Senate commitee restore the item of $831,000 for the addition to Sharpe Health School to its 1966 budget.

Thank you.

MRS. HARRY DALKE,
Legislative Chairman, Sharpe Health School PTA,
Washington, D.C.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC HEALTH,
Washington, D.C., April 16, 1965.

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: We are greatly concerned about the House budget committee action which would result in the loss of our special recreation services for the mentally retarded.

The funds for the development of the present programs have come from private sources and are now no longer available. These agencies had a right to expect that there would be some public responsibility taken for recreation programs just as there is public responsibility for education for retarded children. Recreation is no less important for retarded children and adults and, in fact, may be more important for many of them.

We are proud of our present program which is rapidly developing into an important service to hundreds of retarded children, and adults and their families. It would be tragic if this program had to be curtailed just when we are trying to develop plans for comprehensive services for the District.

We strongly support the Recreation Department request for $31,700 for these services. Please, give them your earnest consideration.

Sincerely,

MANFORD A. HALL.
Planning Coordination for Mental Retardation
for District of Columbia.

CHILDREN'S HOSPITAL OF THE DISTRICT OF COLUMBIA.
Washington, D.C., April 19, 1965.

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building, Washington, D.C.

GENTLEMEN: As a member of the District of Columbia Planning Commission on Prevention of Mental Retardation, I would like to urge you to reconsider your decision to cut off funds to the recreation program for the mentally retarded.

I feel very strongly that these services play an important role in plans to combat mental retardation in the District of Columbia, and to ameliorate its disastrous consequences. It is precisely the lack of such plans and programs which contributes to ultimately greater expense, and untold misery.

Sincerely yours,

LEON CYTRYN, M.D.,
Department of Phychiatry.

SOUTHWEST COMMUNITY HOUSE ASSOCIATION INC.,
Washington, D.C., April 10, 1965.

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: It has come to our attention that the funds which the Recreation Department requested to continue its program for the mentally retarded has been stricken from the budget by the House.

When the Kennedy inaugural funds from 1960 were donated to the United Givers Fund, a committee representing the entire National Capital area met over a period of many months to determine the best use of this significant sum of money. The consensus was that the need for recreation for the largest number of retardates was infinitely greater in the District of Columbia. It was agreed that the District of Columbia Recreation Department should be enabled to establish programs for those who were excluded from public schools and therefore could benefit from daily experiences which would help develop individual capability to its fullest.

In less than 1 year, the need for the program has been clearly established. Currently operating are 16 programs which serve 276 persons from the ages of 3 to 57. These are adaptable programs geared to age groups and to the severity of the handicap. This program is the first in the area to serve the blind-retarded, the deaf-retarded and the physically handicapped without charging substantial fees. Virtually every enrollee is from a family whose situation does not allow private recreation opportunities.

We feel this investment in helping the retarded should not be lost. To duplicate this quality program, even after a short lapse of time, would be wasteful and strongly disadvantaged because professional staff now employed would drift to other positions.

And what about the 276 children and adults whose horizons have begun to widen because of this recreational experience. Many would have to be institutionalized. The waiting list for the District Training School at Laurel is upward of 180. Even if the children in these daily programs were added to the list, it would mean we, as citizens, were willing to allow an unsuitable placement costing $9.75 per day. These children can remain at home if some recreation program is available to them each day.

We strongly urge that the $31,700 requested by the Recreation Department be allowed as a recognition that retarded children should be included in local recreation planning and as a recognition that such a move is an economy compared to wrongful and expensive institutionalization of children who simply need a brief recreational boost to bring them towards a productive existence.

Sincerely,

JAMES E. LEWIS, Jr.,
Executive Director.

CHEVY CHASE PRESBYTERIAN CHURCH,
Washington, D.C., April 14, 1965.

Hon. CARL HAYDEN,
District of Columbia Subcommittee, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: As a pastor of the largest Presbyterian church in the District of Columbia, I am certain that I represent the deep feelings of our membership in favoring the construction of a new Chevy Chase Community Building. We who almost daily face the tragedies of juvenile delinquency are appalled at its virulence in privileged communities. It is clear to sociologists that their traditional thinking regarding the causes of youth crime and violence must be revised. The Chevy Chase area is as critical as any other and we cannot afford to defer our responsibility for human life and property to some indefinite future.

The logic of replacing the community building now in conjunction with the approved new library construction is irrefutable and we are bewildered by the false economy of the House committee which deleted this item. Although we do not minimize the significance of our military defense posture, budgets that include billions for instruments with destructive capability and ignore the instruments of human development are grossly out of joint.

We plead for your inclusion of the requested amount for the Chevy Chase Community Building replacement, and we shall be very grateful for your assistance.

Respectfully yours,

W. PAUL LUDWIG.

WASHINGTON, D.C., *April 19, 1965.*

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: I strongly urge that the $31,700 requested by the Recreation Department for the mentally retarded be so allocated, as a recognition that retarded children should be included in local recreation planning and as a recognition that such a move is an economy compared to wrongful and expensive institutionalization of children who simply need a brief recreational boost to bring them toward a productive existence.

Sincerely,

JOHN A. WASHINGTON, M.D.,
Practicing Physician, Member, Public Health, Advisory Council.

JEWISH FOUNDATION FOR RETARDED CHILDREN, INC.,
Washington, D.C., April 20, 1965.

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: Recently, I learned that the House budget committee struck out the funds requested for recreational programs for the mentally retarded. I, and many people in my field, are horrified at this development. It shows a colossal lack of appreciation of what a mentally retarded child is and needs. We are on the verge of accepting the retarded child as if he were a member of the 20th century, and here are a few Congressmen from scattered areas who, while retaining modern comforts for themselves, wish to force the retarded to live in 18th century privation.

The benefits that would accrue from the requested investment would be enormous. On-going programs would continue and would grow, and thus it will be possible in the future to actually point to the social welfare productivity of the program. Right now, if we terminate this program, we will not be able to show its value. It is like killing a future great man in childhood. How can he ever become anything?

The recreational program must first of all grow up, encompass more and more children, and really give the retarded of this city a real opportunity. Right now, the District of Columbia is still just about the worse place in the country for a retarded child to be born in. You do not even permit the retarded the right to a ride to the park unless they are in a school program and, you know, there are thousands of children, conservatively speaking, who will never fit in a school but who could make progress through recreational programs.

Please, gentlemen, let us think and do for the retarded in keeping with the solemn charge of our beloved President Kennedy, who introduced for the whole world a new area of mercifulness and concern for the retarded. We cannot and should not erase any of the progress he initiated. Rather, he has pointed the way and we should follow in such a way as to keep enlarging the services which he has inspired in so many parents of the country, and surely the District of Columbia ought to serve as a model to the urban areas of the national community.

I will be happy to appear before you to express these and similar thoughts with all possible clarity and forcefulness.

Very sincerely yours,

E. PAUL BENOIT, Ph. D., *Director.*

WASHINGTON, D.C., *April 21, 1965.*

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: It has come to my attention that the funds which the Recreation Department requested to continue its program for the mentally retarded has been stricken from the budget by the House.

When the Kennedy inaugural funds from 1960 were donated to the United Givers Fund, a committee representing the entire National Capital area met over a period of many months to determine the best use of this significant sum of money. The consensus was that the need for recreation for the largest

number of retardates was infinitely greater in the District of Columbia. It was agreed that the District of Columbia Recreation Department should be enabled to establish programs for those who were excluded from public schools and therefore could benefit from daily experiences which would help develop individual capability to its fullest.

In less than 1 year, the need for the program has been clearly established. Currently operating are 16 programs which serve 276 persons from the ages of 3 to 57. These are adaptable programs geared to age groups and to the severity of the handicap. This program is the first in the area to serve the blind-retarded, the deaf-retarded and the physically handicapped without charging substantial fees. Virtually every enrollee is from a family whose situation does not allow private recreation opportunities.

The Mental Retardation Committee feels this investment in helping the retarded should not be lost. To duplicate this quality program, even after a short lapse of time, would be wasteful and strongly disadvantaged because professional staff now employed would drift to other positions.

And what about the 276 children and adults whose horizons have begun to widen because of this recreational experience? Many would have to be institutionalized. The waiting list for the District Training School at Laurel is upwards of 180. Even if the children in these daily programs were added to the list, it would mean we, as citizens, were willing to allow an unsuitable placement costing $9.75 per day. These children can remain at home if some recreation program is available to them each day.

The Mental Retardation Committee strongly urges that the $31,700 requested by the Recreation Department be allowed as a recognition that retarded children should be included in local recreation planning and as a recognition that such a move is an economy compared to wrongful and expensive institutionalization of children who simply need a brief recreational boost to bring them toward a productive existence.

Sincerely,

(Mrs.) DOROTHY E. REESE,
Chairman, Mental Retardation Committee of the Public Health Advisory Council.

WASHINGTON, D.C., *April 23, 1965.*

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: As parents of a retarded child (and three other children who have profited from their education in the public schools and recreation centers of Washington), we are writing to urge that the Recreation Department request for $31,700 should be included in the city's budget.

This expenditure now will prove an economy for the city in continuing a sound program developed in the past year. The first such program for the handicapped in this area, it supplements other local and welfare efforts to enable families to keep handicapped children and youth at home and relieves the overcrowding at more expensive institutions.

Sincerely,

Mr. and Mrs. SIGMUND TIMBERG,
Members, Partridge School, Advisory Board.

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
DISTRICT OF COLUMBIA TEACHERS COLLEGE,
Washington, D.C., April 30, 1965.

SUBCOMMITTEE ON BUDGET FOR DISTRICT OF COLUMBIA,
Old Senate Office Building,
Washington, D.C.

GENTLEMEN: This letter is being written with reference to the funds which the Recreation Department requested to continue its program for the mentally retarded that have been stricken from the budget by the House. It is our position here at the college, in our work in training teachers of the District of Columbia public school system's basic track and the more severely mentally retarded, that such a move would be detrimental to the public school system of our Nation's Capital as well as to the community in general.

Since the District of Columbia Recreation Department has been able to establish programs for those who were ineligible for public education, they have fulfilled to a degree some of the needs of these children. To eliminate this aspect of their program would (1) place further demands on our already overburdened school system, or (2) return these children to a daily existence devoid of present beneficial experiences.

Furthermore, to withdraw funds supporting any program dealing with the mentally retarded at such a time when the need for such a program has been demonstrated to be increasing, rather than on a downward trend, shows a present lack of awareness and foresight.

We sincerely hope that the Subcommittee on Budget for the District of Columbia will reconsider its decision to strike the funds for the Recreation Department from the House budget.

Sincerely,

PETER V. SWINDLER,
Department of Education and Psychology.

DAY CAMP FOR MENTALLY RETARDED

Mr. COLE. Senator, may I add also that we have for the past 2 years, operated a day camp for the mentally retarded in one of our park areas for the summer, that is a summer day camp, and this has also proven to be broadening the experience of the mentally retarded to a great extent.

Senator BYRD. Senator Proxmire, do you have any questions?

Senator PROXMIRE. No; I do not have any questions. I think this is a mighty important request, and I am delighted to see that you made a good start.

Mr. COLE. Thank you, sir.

Senator BYRD. Senator Tydings.

Senator TYDINGS. No questions.

Senator BYRD. Commissioner, do you have anything to add to what has been said in connection with this request?

Mr. DUNCAN. I think not. Thank you, Mr. Chairman.

CAPITAL OUTLAY

FORT RENO RECREATION

Senator BYRD. Under "Capital outlay," would you give us some background on the Fort Reno Recreation Center and swimming pool proposed in the Chesapeake and Fessenden Streets NW. area, and for which $30,000 has been allowed in the House bill?

Mr. COLE. Mr. Chairman, I have a prepared statement on the back on information of the Fort Reno Swimming Pool Recreation Center. If I may for the record read this, if you would like.

Senator BYRD. Mr. Cole, why don't you just submit it for the record, will you, please?

Mr. COLE. Yes, sir; I would be glad to do that, together with a diagram of the location and area of the pool.

Senator BYRD. Very well; if you would submit those for the record.

(The information requested follows:)

BACKGROUND INFORMATION ON FORT RENO SWIMMING POOL

The organized citizenry first voiced their desire for a swimming pool in the Northwest area in 1946. No specific site was recommended but the need for a public pool was expressed.

The Recreation Department first mentioned Fort Reno as a possible site for a swimming pool in 1949 when it released its plans for two or three pools to supplement the two existing pools under its jurisdiction.

By 1954 the District government was developing long-range public works programs. A pool at Fort Reno was designated by the Recreation Department as one of its projects. At a meeting of the organized citizenry, both the Connecticut Avenue Citizens Association and the Cleveland Park Recreation Council requested the planned Fort Reno development be given top priority in the public works program.

In 1957 the Connecticut Avenue Citizens Association supported the development of Fort Reno. At that time the Department planned grounds development in 1959 and construction of the pool in 1962. The association repeated its request in 1959.

The Department had been unable to gain final Commissioners' approval for public works funding of swimming pools prior to 1960. Several assists from groups in the Fort Reno area helped to gain the desired approval. At the Board's organized citizenry meeting that year, three groups supported the construction of a swimming pool at Fort Reno, the Area D Board of Commissioners' Youth Council, students representing Woodrow Wilson High School, and the Connecticut Avenue Citizens Association.

From the year 1960 onward, a pool at Fort Reno has been a part of the Department's 6-year public works program. Support continued from the Connecticut Avenue Citizens Association in 1961 and 1964.

At the organized citizenry meeting of the Board this past February, five groups supported a swimming pool specifically at Fort Reno and one other urged a pool in the general area. Other organizations supported the development of Fort Reno as a recreation center but did not specifically mention a swimming pool. Those favoring a pool included Alice Deal Home & School Association, Ben Murch Home & School Association, Cleveland Park Recreation Council, Fort Reno Recreation Council, and the Girl Scouts Council of the Nation's Capital.

The Fort Reno area comprises a complex pattern of ownership and jurisdiction. The Army Engineers control the covered reservoir property. The Board of Education controls land surrounding the high school and junior high school. Some land has been purchased specifically for recreation purposes. Other land was acquired for the Fort Drive project. In 1959 plans to complete development were deferred pending highway construction on Wisconsin Avenue and a possible interchange with Fort Drive. Subsequent uncertainties of highway construction, Fort Drive development, and other related interests continued to defer recreation development.

Construction and development of the Fort Reno area is planned with full consideration for the rights and privacy of the neighborhood. A recreation center and particularly a swimming pool is inclined to be somewhat noisy and to some degree may attract crowds. We, of course, can control these situations. The pool is planned to be as far from residences as possible to reduce noise and nuisance levels. The pool is 1 of 16 new or replacement pools which the Department plans to construct in the next few years. Two pools each year are planned. One new pool was opened last summer. Another is on the drawing boards. These early pools are located so as to generally cover the entire city with pools relatively close to all residences. Ultimately pools will be within a mile of all residences.

Eight outdoor pools now serve eight large areas of the city: Georgetown, Georgetown pool; downtown northwest, Francis pool; midtown northwest, Banneker pool; northern northwest, Takoma pool; old northeast, Rosedale pool; far northeast, Kelly Miller pool; central Anacostia, Anacostia pool; and old southwest, East Potomac pool.

Construction will soon start at McKinley pool for the Eckington area. A pool at Randall Recreation Center will serve the southwest area and is planned concurrently with the Fort Reno pool. A pool at Fort Reno will eliminate the need for residents of that area to travel either to Georgetown or Takoma to swim. By the same token there will be little need for persons residing east of Rock Creek Park to swim at Fort Reno; there will be a closer pool to them.

JUSTIFICATION FOR FORT RENO RECREATION CENTER AND SWIMMING POOL

Location: Chesapeake and Fessenden Streets, off Nebraska Avenue NW.
Scope of work: New recreation center, construction of new swimming pool, and combination bathhouse and shelter building, as well as land improvements.

	Estimated cost	Funds available to date	Requested in budget	Estimated balance needed to complete
Site				
Preliminary survey				
Plans and specifications	$45,000		$30,000	$15,000
Construction	520,000			520,000
Furniture and equipment	15,000			15,000
Total	580,000		30,000	550,000

Estimated increases in operating expenses

	1st year cost (6 months)	Full year recurring cost
Maintenance and operating costs	$7,500	$15,000
Program costs	20,000	40,000
Total	27,500	55,000

JUSTIFICATION OF PROJECT

The Fort Reno Center is a major unit in the recreation system plan developed by the National Capital Planning Commission. It is designed to serve the area of northwest Washington between Connecticut and Massachusetts Avenues from the District line to Tilden and Macomb Streets. The 1960 census estimates the population within these boundaries as 22,114.

Within the Fort Reno property there are Murch Elementary School, Deal Junior High School, and Wilson Senior High School. The Department operates an evening program for teenagers and neighborhood adults at Wilson during the winter months, an afternoon outdoor program at Murch during the fall and spring, and a summer program at Deal. The development of Fort Reno would centralize and extend these operations. The present limited facilities prevent the full and economic utilization of personnel but pressures from neighborhood citizens groups require operation. Participation in fiscal year 1960 amounted to 26,852. Full development of the center would increase attendance 5 to 10 times.

The development of the center would proceed with full cognizance of possible encroachment for highway purposes in order that there be no economic loss to the city. Development would also include the installation of a swimming pool in a neighborhood lacking in this type of recreational facility. The location of a swimming pool here is recommended by the swimming pool committee in the report issued jointly by the Recreation Department and the National Park Service.

Senator BYRD. Senator Tydings, do you have any questions on this item?

Senator TYDINGS. No questions.

Senator BYRD. Mr. Commissioner, do you have anything you would like to say about this item?

Mr. DUNCAN. I think not.

CHEVY CHASE COMMUNITY CENTER

Senator BYRD. What is the background of the Chevy Chase Community Center request of $80,000 which was denied by the House?

JUSTIFICATION FOR CHEVY CHASE COMMUNITY CENTER

Project No.: 12–76.
Location: 5601 Connecticut Avenue NW.
Scope of work: Design and construction of new recreation structure to replace obsolete building; razing of old structure; and complete redevelopment of site.

	Estimated cost	Funds available to date	Requested in budget	Estimated balance needed to complete
Site				
Preliminary survey				
Plans and specifications	[1] $80,000		[1] $80,000	
Construction	800,000			$800,000
Furniture and equipment	20,000			20,000
Total	900,000		[1] 80,000	820,000

[1] Estimate does not include air conditioning.

Estimated increases in operating expenses

	1st year cost (6 months)	Full year recurring cost
Maintenance and operating costs	$5,000	$10,000
Program costs	10,000	20,000
Total	15,000	30,000

JUSTIFICATION OF PROJECT

The existing structure, which was the old E. V. Brown School, was abandoned by District of Columbia public schools due to the fact that it was obsolete. After the Office of Price Administration used it for some time, the Recreation Department took over and has shared it with District of Columbia Public Library for a number of years.

Each year the cost of maintaining this structure becomes more and more expensive. It has become so expensive that the District of Public Library plans to build an entirely new structure on the unoccupied southwest corner of the area.

The building in infested with termites and, for fire safety reasons, the District of Columbia Fire Department will not permit us to use the second floor.

Mounting costs confront this Department and it is believed desirable at this time to request funds for the planning and construction of a new unit which will be in the northwest side, planning money being requested for fiscal year 1966.

CONDITION OF COMMUNITY BUILDING

Mr. COLE. Mr. Chairman, we are presently operating what we consider to be one of our best all-around programs, that we have at the Chevy Chase Community Building which was condemned by the school system many years ago, long before the Second World War, and this building was later occupied by the Office of Price Administration, and then was taken over by the Recreation Department to provide community recreation services for the citizens residing in the Chevy Chase area.

This building is quite old. It is deteriorating to the extent that even the librarian has called me several times to ask if we could assist in helping him, because this is a jointly used building, assist in helping me to get rid of the moths and various other bugs and animals that are destroying what is already a building that is way beyond repair at this time.

There are some holes in the building that you can actually see through. The second floor of the building has been condemned. We have a very broad based program for the citizens in that area, both the children, youth, and adults, and what we are trying to do now is to improve the services by replacing the present old structure.

BUILDING LIBRARY ON SAME SITE

As you know, sir, there is a new library going on the same small site, and from going around the country and seeing the other large community buildings with the type of services that we have presently going on in this old building, we do not desire to lose any of these services, we want to provide at least that which we now have in the way of services for the community, and even to expand, perhaps, to some degree, at least, with the small area in which we have to work.

Senator BYRD. The House allowed $611,000——

Mr. COLE. For the library.

Senator BYRD. For the Chevy Chase branch library.

Mr. COLE. Yes, sir.

Senator BYRD. And I understand that many citizens of the area believe that the two projects should be tied together for plans and specifications.

Mr. COLE. We have had an expression of that, sir.

Senator BYRD. They will be on the same site, won't they?

Mr. COLE. They will be on the same site. However, sir, the appropriation, you see, for the construction of the library is now before the Congress, and ours, we are a year behind actually because we only are asking for the plan money, the plans and specifications to develop in order to construct later.

CULTURAL PROGRAMS

Senator BYRD. How much was requested for citywide programs and how much was allowed in the House bill?

Mr. COLE. Indulge me for a moment.

Senator BYRD. Yes. Could you break down the sum by programs, such as the National Symphony Orchestra, Washington Civic Opera Association, the Shakespeare Summer Festival, et cetera?

Mr. COLE. Yes, sir. That question is directed more to the cultural program.

Senator BYRD. Yes, sir.

Mr. COLE. Mr. Leech, our administrative officer, could answer that question, sir.

THE 1966 BUDGET REQUEST FOR CULTURAL ACTIVITIES

Senator BYRD. Would you like to place your answer in the record?

Mr. LEECH. Yes, sir.

There was no increase requested other than the funds to pay the classified pay increases and within grades.

We have $51,100 for various cultural activities. Last year Congress authorized but did not appropriate the expenditure of $2,000 from our present appropriation for the Shakespeare festival. That money has been set aside for the partial expenses of the Shakespeare festival for this year.

A breakdown of the remaining $51,100, $8,100 is spent for the symphony, ballet, and opera society; 1 ballet is presented, and 1 ballet to be presented this current year, and 1 National Symphony concert; $10,000 for the 8 concerts at the Watergate; $25,000 to the National Symphony Orchestra for 3 concerts, 2 of which are to be presented; $6,000 to the Washington Civic Opera Association for 2 performances of 1 opera to be presented this year, and 1 concert performance and 1 stage performance, and I mentioned the Shakespeare festival which will provide 25 staged performances.

TRUST FUND EXPENDITURES FOR KENNEDY PLAYGROUND

Senator BYRD. Reverting briefly to the "Kennedy Playground" item, Mr. Cole, it was brought out yesterday that $7,200 of the trust fund was used for expenses incident to operating the trust fund. Was any portion of such amount used for salary or salaries of regular employees of the Recreation Department?

Mr. COLE. Was any portion of the $7,200 used for any salaries of employees of the Recreation Department?

Senator BYRD. Yes.

Mr. COLE. None, other than the one per diem employee who was paid out of this trust fund assigned to the John F. Kennedy Playground.

Senator BYRD. What was the amount?

Mr. COLE. $7,200.

Senator BYRD. What was the amount involved in connection with the one employee?

Mr. COLE. The one employee—Mr. Leech, do you have that?

Mr. LEECH. To correct the record a little bit, trust fund moneys were used to staff the playground at its inception, first operation, which was June 3. Of course, that was in the previous fiscal year, and the trust fund was used through August. We received appropriations in the bill, I believe, August 22–28. At that time the staff was taken off of our trust roll and placed under our operating roll. Since March, I believe March 14, one additional employee was hired on our trust roll for the department to remain open on Sundays throughout the current year.

Senator BYRD. What is the answer to my question then?

Mr. LEECH. Well, the total amount——

Senator BYRD. How much of the $7,200 was used for the salary of regular employees of the Recreation Department?

Mr. COLE. No part of the $7,200 was used for regular employees of the Recreation Department.

Senator BYRD. How much was used for any employees of the Recreation Department, regular or otherwise?

Mr. LEECH. $7,296.51.

Senator BYRD. The entire amount?

Mr. LEECH. Yes, sir.

Senator BYRD. All right, Mr. Cole. I believe that you and your associates have earned your daily bread for this day. Thank you very much.

Mr. COLE. Thank you, Mr. Chairman. I might say this is the first time I have had the opportunity of appearing before the committee.

Senator BYRD. Well, I think that——

Mr. COLE. I was pleased to have this experience.
Senator BYRD. I think you have done a good job.
Mr. COLE. Thank you, sir.

EDUCATION

OPERATING EXPENSES

STATEMENTS OF CARL F. HANSEN, SUPERINTENDENT OF SCHOOLS OF THE DISTRICT OF COLUMBIA; WESLEY WILLIAMS, PRESIDENT, BOARD OF EDUCATION; JOHN RIECKS, DEPUTY SUPERINTENDENT OF SCHOOLS; GRANVILLE WOODSON, ASSISTANT SUPERINTENDENT IN CHARGE OF BUILDINGS AND GROUNDS; JOSEPH CARROLL, ASSISTANT SUPERINTENDENT IN CHARGE OF RESEARCH BUDGET AND LEGISLATION; GEORGE REYNOLDS, ASSISTANT SUPERINTENDENT IN CHARGE OF BUSINESS MANAGEMENT; AND BOYCE BRISTER, STATISTICIAN

1966 BUDGET REQUEST

Senator BYRD. Now, Dr. Hansen, if you will come forward, please. The committee will next consider the 1966 operating fund requirements for the public school system of the District of Columbia. The budget estimate is $77,984,000. The House allowance is $74,740,000, a reduction of $3,244,000. The restoration request is $1,205,000.

The amendment requested and supporting justifications will be placed in the record.

(The amendment and justification referred to follow:)

EDUCATION—OPERATING EXPENSES

Appropriation, 1965	$68,232,800
Estimate, 1966	77,984,000
House allowance, 1966 (reduction of $3,244,000)	74,740,000

AMENDMENTS REQUESTED

(1) Page 5, line 20, after the words "replacement only," insert the following: "purchase of two driver training vehicles,".

(2) Page 5, line 24, strike out "$74,740,000" and insert in lieu thereof "$75,945,000", or an increase of $1,205,000 in the appropriation.

(3) Page 6, line 2, after the words "as amended" insert the following: ", and $124,000 shall be payable from the highway fund".

Application of House reductions (by activities and funds)

Standard classification	1965 estimate	1966 estimate	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimates	Amount of restoration requested in Senate
General administration	$1,438,261	$1,751,402	$1,543,118	−$208,284	+$153,867
Supervision and instruction	46,823,105	54,915,450	52,384,044	−2,531,406	+818,074
District of Columbia Teachers College	1,593,234	1,757,527	1,756,867	−660	
Vocational education, George-Barden program	678,895	733,093	733,093		
Operation of buildings and grounds and maintenance of equipment	8,217,084	8,788,503	8,690,133	−98,370	+33,059
Repairs and maintenance of buildings and grounds	2,158,500	2,746,636	2,408,500	−338,136	+200,000
Teachers' retirement and annuity fund	6,544,700	6,207,200	6,207,200		
Elementary school lunch program	637,686	843,543	843,543		
National defense education program	141,335	240,646	173,502	−67,144	
Total appropriation or estimate	68,232,800	77,984,000	74,740,000	−3,244,000	+1,205,000
General fund	68,232,800	77,860,000	74,740,000	−3,120,000	+1,081,000
Highway fund (regular)		124,000		−124,000	+124,000
Total estimate or appropriation	68,232,800	77,984,000	74,740,000	−3,244,000	+1,205,000

HOUSE REPORT

"The committee recommends an appropriation of $74,740,000 for the operation of the public school system during the next fiscal year. This is an increase of $6,507,200 over the current year and $3,244,000 less than the budget estimate.

"*General administration.*—The budget proposed $1,751,402 in this area. The committee recommends $1,543,118, which is $208,284 less than requested and $104,857 more than the current year availability. The recommendation provides funds for the pay increases enacted last year. The committee has again denied the request for a contribution to the Research Council of the Great Cities program and the requests for assistants to the assistant superintendents. No new positions are approved in this activity.

"*Supervision and instruction.*—The committee recommends a total of $52,384,044 for 1966, an increase of $5,560,939 over 1965 and a decrease of $2,531,406 in the budget request.

"A total of 525 new teaching service positions were requested under this program. The committee has approved 269, which will allow achievement of the desired staffing ratios in the basic teaching areas. In addition the committee has allowed five additional teachers in the laboratory schools at the District of Columbia Teachers College. A total of 274 new teachers, for all programs, is recommended for 1966. The allowances made are in accordance with the 1964 estimates of enrollments on which the budget estimates were based. The following table sets forth the distribution requested and recommended:

"Teaching positions	Requested	Recommended
Elementary schools:		
Grades 1 to 6	58	58
Kindergarten	4	4
Basic and occupational	19	19
Social adjustment	11	11
Severely mentally retarded	9	9
Music (vocal)	98	21
Art	4	1
Science	2	1
Health and physical education	99	11
Foreign language	15	3
Music (instrumental)	8	2
Total	327	140
Junior high schools:		
Regular academic and art	28	28
Social adjustment	3	3
Music (instrumental)	14	6
Total	45	37
Senior high schools:		
Regular academic and art	59	59
Shop and home economics	4	4
Music (instrumental)	3	1
Military science	10	3
Driver training	[1] 11	----
Total	87	67
Vocational high schools:		
Music (instrumental)	5	----
Military science	3	----
Driver training	[1] 2	----
Total	10	----
Serving various levels:		
Visiting instruction	7	2
Speech	28	5
Reading clinic	20	18
Chorus—citywide	1	----
Total	56	25
Teachers college, laboratory schools:		
Grades 1 to 6	1	1
Basic and occupational	1	1
Social adjustment	2	2
Kindergarten	1	1
Total	5	5
Vocational education, George-Barden program	----	----
Grand total, additional teaching positions	530	274

[1] Included in H. Doc. 114.

"The committee has also allowed 23 of the 98 additional part-time teachers requested for the summer school program. These teachers are to be used only for the expansion of the remedial summer classes and not for the initiation of a regular summer class program or a summer driver-training program.

"The budget included a request for 71 additional librarian positions. The committee recommends 23 as shown in the following comparative table:

"Library services positions	Requested	Recommended
Elementary schools:		
New schools (2)	2	2
Existing schools	55	15
Total	57	17
Junior high schools:		
New schools (2)	2	2
Existing schools	12	4
Total	14	6
Grand total, additional library services positions	71	23

"Funds and authorization are included for 29 additional counselors and 4 other new positions under the category 'Pupil personnel services.' These allowances compared with the requests are shown below:

"Pupil personnel services positions	Requested	Recommended
Elementary schools: Counselors	90	15
Junior high schools:		
Counselors	28	10
Nurses (2 new schools)	2	2
Total	30	12
Senior high schools: Counselors	12	4
Vocational high schools:		
Counselors	3	0
Counselors (itinerant guidance coordinator)	1	0
Total	4	0
Serving various levels:		
Clinical psychologists	2	0
Psychiatric social workers	2	0
School social workers	6	0
Attendance officers	6	2
Total	16	2
Summer schools: Counselors	(20)	(0)
Grand total, additional pupil personnel services positions	152	33

"The committee has approved 6 of the 25 additional positions requested for 'Supervisory services.' This allowance provides for one principal in each of the two new elementary schools and one principal and one assistant principal in each of the two new junior high schools scheduled to open during 1966, funding for which is on a part-year basis. A total of eight additional clerical and secretarial positions has been allowed for the four new schools.

"The committee has not allowed the $40,000 requested for the work-study program for needy secondary school pupils. Funds for this program are currently available from other sources and should continue to be secured from those sources.

"A total of $1,291,534 has been included in the bill for instructional supplies and materials, which is an increase of $237,328 over the amount available in 1965 and is the full amount estimated to be necessary based on 1965 estimates of enrollments. It should be noted that approximately $600,000 of impact aid funds

are programed in fiscal year 1965 for textbooks and instructional materials which is in addition to funds heretofore appropriated and additional funds can be earmarked from that source in 1966 if necessary. The bill also includes $113,008 for the purchase of library books, an increase of $27,650 over the current year. The request for an additional $21,110 for books and supplies for special programs and departments has not been allowed.

"The committee has approved the increases requested for the free milk program in elementary schools which will provide a total of $266,314 in 1966. The increase for lunch for needy children in secondary schools has also been approved and a total of $24,521 will be available in 1966 in that category. The matter of providing additional milk and lunch services to the schools has been discussed earlier.

"The committee's recommendation includes $8,690,133 for the operation of buildings and grounds during 1966, which is an increase of $473,049 over 1965 and provides 54 additional engineering and custodial services positions for staffing new buildings, a general equipment repairer, and two additional vehicles and drivers for the transportation of handicapped children. Funds have been provided for the repair of general and cafeteria equipment, for the purchase of additional business education equipment, and an increase of $250,000 for repairs and maintenance of buildings and grounds. A total of $2,408,500 will be available in 1966 for this latter category and additional funds for roof repairs are included in the capital outlay project 'Permanent improvements to existing buildings.'

"The committee has recommended the full amount of the request, $843,543, including the amendment, for the elementary school-lunch program. It is anticipated that the number of children requiring free lunches may increase to about 10,300 students in 1966.

"A total of $173,502 in District funds has been allocated to the national defense education program in the coming year and includes an additional $50,000 for the acquisition of equipment plus the mandatory pay act costs. The proposed improvement of school statistical services has not been approved."

JUSTIFICATION

The amendment request of $1,205,000 is distributed as follows:

A. General administration, $153,867:			
1. General administration, tuition analyst, Office of Deputy Superintendent		$6,391	
2. Personnel administration:			
Assistant for administration	$8,989		
2 assistants to Chief Examiner	16,008		
Personnel officer	8,275		
Administrative clerk	4,472		
9 clerk-typists	35,719		
Travel	1,750		
		75,213	
3. Business administration:			
Procurement analyst	$4,910		
Invoice clerk	3,618		
		8,528	
4. Administration of buildings and grounds:			
Assistant for school planning	9,139		
Equipment inspector	6,123		
Clerk-typist	3,618		
		18,880	
5. Administration of pupil personnel services:			
Clerk-stenographer	4,069		
2 clerk-typists	7,236		
Temporary clerk for Tuition Board	3,664		
		14,969	
6. Elementary school administration:			
Assistant for administration	9,089		
Clerk-stenographer	3,618		
		12,707	
7. Secondary school administration:			
Assistant for administration	9,089		
Clerk-typist	3,618		
		12,707	
8. Administration of adult and vocational education, and summer school: Administrative aid		4,472	
			$153,867

B. Supervision and instruction, $814,074:			
1. Teaching service:			
(a) In elementary schools:			
3 teachers, art	$18,480		
1 teacher, science	6,160		
		$24,640	
(b) In senior high schools: 11 teachers, driver training		74,724	
(c) In vocational high schools: 2 teachers, driver training		13,524	
(d) Serving various levels:			
9 teachers, speech	$54,540		
1 teacher, citywide chorus	6,396		
		60,936	
(e) In summer schools:			
Teachers, 12 driver training	8,040		
Teachers, 60 remedial and regular programs	38,640		
		46,680	
(f) Saturday program: Teachers, 7 driver training		4,690	
2. Library service:			
(a) In elementary schools: 20 librarians		80,800	
(b) In junior high schools: 8 librarians		32,320	
3. Pupil personnel services:			
(a) In elementary schools: 15 counselors		71,985	
(b) In junior high schools: 18 counselors		86,382	
(c) In senior high schools: 8 counselors		38,392	
(d) In vocational high schools:			
3 counselors	$14,397		
Itinerant guidance counselor	4,799		
		19,196	
(e) Serving various levels:			
2 clinical psychologists	13,572		
2 psychiatric social workers	12,212		
6 school attendance officers	36,960		
4 attendance officers	24,840		
		87,584	
(f) In summer schools: Counselors, 20		15,203	
4. Supervisory service:			
(a) Serving various levels:			
Supervising Director, driver-training	$8,004		
Supervising Director (chief clinical psychologist)	8,004		
Assistant Director, English	7,116		
Assistant Director, music	7,116		
Assistant Director, science	7,116		
		37,356	
5. Clerical and secretarial services:			
(a) In departmental offices:			
Clerk, curriculum	4,069		
9 clerk-typists	32,562		
		36,631	
(b) In summer schools: Temporary clerk, dropout program		531	
6. Educational supplies and services:			
Textbooks, supplies and psychophysical test equipment for driver training	$4,000		
Library books for new buildings (basic collections)	25,000		
Library books for existing buildings (basic collections)	57,500		
		86,500	$818,074
C. Operation of buildings and grounds and maintenance of equipment, $33,059:			
1. Custodial services:			
WBR–13 engineers (part time)	1,630		
WBR–7 firemen (part time)	1,370		
		3,000	
2. Repair and replacement of furniture and equipment: Instrumental music technician		6,992	
3. New equipment: Office equipment, personnel administration		7,445	
4. Transportation services:			
Driver, equipment maintenance unit	$3,811		
2 driver-training vehicles	3,000		
Vehicle maintenance, new vehicles and present fleet (driver training)	5,000		
		11,811	
5. Storehouse operation: General warehouseman		3,811	
			33,059
D. Repairs and maintenance of buildings and grounds			200,000
Total, public schools			1,205,000

A. GENERAL ADMINISTRATION, $153,867

	1966 increase requested	House allowance	Senate amendment requested
Positions	32		28
Amount	$299,760	$91,476	$153,867

Analysis of amendment requested

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
General administration: GS–10 tuition analyst	1	$7,900	$620		$8,520	$2,129	$6,391
Personnel administration:							
Class 6B assistant for administration	1	11,865	120		11,985	2,996	8,989
Class 8B assistants to Chief Examiner	2	21,110	234		21,344	5,336	16,008
GS–12 personnel officer	1	10,250	783		11,033	2,758	8,275
GS–6 administrative clerk, personnel action and records	1	5,505	458		5,963	1,491	4,472
GS–5 clerk-typists	7	35,000	2,975		37,975	9,492	28,483
GS–4 clerk-typists	2	8,960	688		9,648	2,412	7,236
Travel (to reimburse administrative candidates for travel)				1,000	1,000		1,000
Travel (for staff members for recruitment)				750	750		750
Business administration:							
GS–7 procurement analyst	1	6,050	497		6,547	1,637	4,910
GS–4 invoice clerk	1	4,480	344		4,824	1,206	3,618
Administration of buildings and grounds:							
Class 6B assistant for school planning	1	11,865	120	150	12,135	2,996	9,139
GS–9 equipment inspector	1	7,220	576	275	8,071	1,948	6,123
GS–4 clerk-typist, Office of Assistant Superintendent	1	4,480	344		4,824	1,206	3,618
Administration of pupil personnel services:							
GS–5 clerk-stenographer, Office of Assistant Superintendent	1	5,000	425		5,425	1,356	4,069
GS–4 clerk-typist, Office of Assistant Superintendent	1	4,480	344		4,824	1,206	3,618
GS–4 clerk-typist, school attendance (regular program)	1	4,480	344		4,824	1,206	3,618
GS–4 clerk-typist, Tuition Board (temporary)	(1)	3,440	224		3,664		3,664
Elementary school administration:							
Class 6B assistant for administration	1	11,865	120	100	12,085	2,996	9,089
GS–4 clerk-stenographer	1	4,480	344		4,824	1,206	3,618
Secondary school administration:							
Class 6B assistant for administration	1	11,865	120	100	12,085	2,996	9,089
GS–4 clerk-typist	1	4,480	344		4,824	1,206	3,618
Administration of adult education, vocational education, and summer school:							
GS–6 administrative aide, Office of Adult Education, vocational education, and summer school administration	1	5,505	458		5,963	1,491	4,472
Total	28	190,280	10,482	2,375	203,137	49,270	153,867

General administration

A GS–10 tuition analyst is requested for the Office of the Deputy Superintendent to assist in administering the Non-Resident Tuition Act.

The Non-Resident Tuition Act authorizes persons, whose claims for exemption from tuition payments have been denied, to appeal their claim to the Superintendent. The actual review and processing of these claims is assigned to the Deputy Superintendent's executive assistant. This executive assistant position was justified and established as necessary for the effective functioning of the Deputy Superintendent many years prior to passage of the present Non-Resident Tuition Act, which was passed in 1961. Presently, this assistant spends about 90 percent of his time developing recommendations concerning approximately 600 tuition cases. Thus, he virtually cannot assist the Deputy Superintendent in the general administration of the schools, as was originally planned. This loss of assistance obviously places a serious overload on the Deputy Superintendent and definitely limits the effectiveness of his office.

These tuition reviews can be performed effectively under supervision by a much lower salaried person than the executive assistant, whose salary is $13,985. It is recommended that a GS–10 tuition analyst be provided to perform this work, and that the executive assistant be returned to his original assignment.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
GS–10 tuition analyst		1	1
GS–8 administrative aide	1		1
GS–6 administrative clerk-stenographer	1		1
GS–5 administrative clerk-stenographer	1		1
GS–5 clerk-stenographer	1		1
Contribution to Research Council of the Great Cities Program			
Organization (ADP survey)			

Personnel administration

The largest request in activity 1 is for 14 additional staff and supporting funds to centralize District of Columbia schools' personnel functions. This centralization has been the subject of extensive study during the last year by the school administration and the Board of Education. The major reasons which prompted this study are threefold. The first reason is the evidence of increasing difficulty in recruiting qualified staff. The percentage of temporary teachers has risen from 15.5 percent in 1954–55 to 40 percent in 1964–65. Much greater emphasis must be placed on recruitment; a vigorous, well-coordinated program to qualify temporary staff is absolutely essential. Presently the allocation of full-time administrative staff to the management of personnel appears not to be consistent with the importance of this function. Only four full-time professional or technical level staff now are assigned to the Personnel Department; yet, salaries and related benefits total about 90 percent of the school operating budget and, of course, the success of the school's efforts is primarily dependent on obtaining and retaining high quality professional educational staff.

Finally, there is increasing recognition that the management of about 8,000 employees in a very wide range of positions, working under a system of complex rules and representing a large number of interest groups, is a specialized professional area which requires specialized management abilities. Rather than have all administrators trying to develop the necessary competence, it is better to centralize most of these functions into one office which will serve the entire system.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
Class 3, Assistant Superintendent	1		1
Class 5, Chief Examiner	1		1
Class 6, assistant for administration		1	1
Class 8, assistant for Chief Examiner		2	2
GS–12, personnel officer		1	1
GS–11, position classification specialist	1		1
GS–9, position classification specialist	1		1
GS–8, supervisory personnel staffing specialist (examining)	1		1
GS–8, personnel services supervisor	1		1
GS–6, clerks	2		2
GS–6, administrative clerk, personnel action and records		1	1
GS–5 clerks	6		6
GS–5, clerk-typists		7	7
GS–4, clerks	2		2
GS–4, clerk-typists		2	2
Travel (to reimburse administrative candidates for travel)		$1,000	$1,000
Travel (for staff members for recruitment)	$1,200	$750	$1,950

Business administration

The Department of Business Administration requires a procurement analyst and an invoice clerk due to serious overload in work assignments in the purchasing department. No additional purchasing staff has been authorized since fiscal year 1955. However, based on conservative estimates, the workload has increased about 50 percent. The following table, which compares the growth in purchasing workload with the increase in purchasing staff, supports this estimate.

A comparison of the growth in workload with the increase in staff of the Purchasing Office, Department of Business Administration

	Fiscal year 1955	Fiscal year 1964	Actual increase	Percent increase since fiscal year 1955
Factors affecting workload:				
Dollar volume of purchases	$1,164,173	$2,204,052	$1,039,879	89
Number of purchase orders written	2,280	3,333	1,053	46
Average number of items per purchase order	17	22	5	29
Number of companies dealing with public schools	473	1,034	561	119
Staffing: Number of procurement teams (procurement analyst and clerk)	4	[1] 4	0	0

[1] A procurement clerk, who is the clerical member of a procurement team, was approved in the 1965 budget.

NOTE.—Material costs are estimated to have increased about 40 to 45 percent between fiscal year 1955 and fiscal year 1964.

It should be observed that the variety of items purchased has greatly increased, as can be inferred from the 119-percent increase in companies dealing with the schools. We now bid almost 500 science equipment items; less than 200 were bid in 1955. We now buy elementary library books; none were bought in 1955. The amount of mathematics and foreign language equipment has expanded markedly with the advent of the National Defense Education Act; practically no equipment was purchased for these programs in 1955.

The fiscal year 1965 budget requested an additional purchasing team, which is composed of a procurement analyst and a procurement clerk. The procurement clerk was approved. The fiscal year 1966 request is for the procurement analyst to complete the team.

In summary, a 25-percent increase in purchasing staff is requested to provide capacity to meet a conservatively estimated 50-percent increase in purchasing workload.

The need for the additional invoice clerk may be measured by the large increase in purchasing activity, which was presented previously in this section. Each additional purchase and, indeed, each additional item on a purchase order represents additional workload for the invoice clerks in order for bills to be paid promptly and correctly. This department has fallen seriously behind in its work on several occasions and works under substantial and continuous pressure. This clerk is expected to provide sufficient staff to maintain manageable workloads.

A comparison of the 1965 level of operation for the parts of this program which related to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
Procurement section:			
GS-9, procurement officer	1		1
GS-7, procurement analyst	4	1	5
GS-5, invoice clerk	1		1
GS-4, procurement clerks (typing)	6		6
GS-4, invoice clerk	1	1	2

Administration of buildings and grounds

The Department of Buildings and Grounds requests three additional staff to assist in managing the Department, to strengthen the School Services Division in maintaining school equipment, and to provide office service for the Department.

(1) *Staff required for management of the school construction, operation, and maintenance programs.*—A class 6B assistant for school planning, and a GS–4 clerk-typist are requested for the office of the Department of Buildings and Grounds. The building, operating, and maintaining of the school plant are the major responsibilities of the Department of Buildings and Grounds. It has performed these functions with no increase in staff since fiscal year 1959. However, there have been substantial increases in the workload assigned this Department, both in the volume of the capital outlay projects and in the management of the school maintenance program. The table following presents these facts.

A comparison of the growth in workload with the increase in staff of the Department of Buildings and Grounds

Factors affecting workload	Fiscal year 1959	Fiscal year 1964	Actual increase	Percent of increase
Capital outlay budget	$8,920,000	$15,626,000	$6,706,000	75
Operation of buildings and grounds and maintenance of equipment	$5,559,000	$7,837,881	$2,278,881	41
Number of school buildings	187	200	13	7
Total square footage of school buildings to operate and maintain	10,188,940	12,124,294	1,935,354	19
Staffing:				
Professional and technical	3	3	0	0
Clerical	3	3	0	0

It should be observed that the maintenance program's 41-percent growth in dollar volume can be expected to increase even more substantially if sufficient funds for maintenance are provided. This will be presented in detail in activity 6 of this budget.

The two additional positions are necessary to meet the increased workload in the Department.

To perform as required under this additional pressure, the Department of Buildings and Grounds requests an assistant for school planning. Also, one clerk is requested to assist the professional and technical staff.

(2) *Additional staffing for equipment maintenance and inventory control.*—An equipment inspector for the School Services Division is requested to help insure that school equipment is properly maintained and thus is of maximum service to the schools. This inspector will advise with reference to the relative economy of repair or replacement of equipment, a frequent and difficult technical decision which very often cannot be decided properly by principals and their staffs.

The School Services Division of the Department of Buildings and Grounds is responsible for all equipment inventory control and maintenance. More equipment is being used in schools today. With the number of classrooms and the number of shops, labs, and special rooms increased 19 percent over fiscal year 1959, the task of maintaining equipment located in about 4,300 classrooms and shops in about 200 buildings has become almost unmanageable. The facts are shown in the following table:

A comparison of the growth in workload with the increase in staff of the School Services Division, Department of Buildings and Grounds

Factors affecting workload	Fiscal year 1959	Fiscal year 1964	Increase	Percent of increase
Value of nonexpendable furniture and equipment in school buildings	$11,423,579	$14,453,173	$3,029,594	27
Number of classrooms, shops, labs, etc	3,653	4,353	700	19
Staffing:				
Supervisory and technical	6	7	1	17
Clerical	13	[1] 15	1	8

[1] Increase due to the transfer of 1 position from activity 5 to activity 1. No change in actual assignment or staffing occurred.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 (total)
Office of the Assistant Superintendent:			
Class 3 assistant superintendent	1		1
Class 6 assistant for school planning		1	1
GS–12 buildings and grounds manager	1		1
GS–11 general engineer	1		1
GS–7 administrative aide	1		1
GS–5 administrative clerk	1		1
GS–4 clerk-typist		1	1
GS–3 clerk-typist	1		1
Office of school services officer:			
GS–12 school services officer	1		1
GS–11 assistant school services officer	1		1
GS–9 equipment inspector		1	1
GS–4 general supply clerk	1		1

Administration of pupil personnel services

The Department of Pupil Personnel Services is responsible, District wide, for psychological and counseling services, the District schools' pupil testing programs, enforcement of attendance laws and maintenance of attendance records, and since 1961, for the initial determination on claims for exemption from the payment of tuition under the Non-Resident Tuition Act. These functions have increased in scope and complexity and have added substantially to the clerical workload. Therefore, four additional clerical positions are requested for this department.

(1) *Office services for the Assistant Superintendent.*—Two clerks are required for the office of the Assistant Superintendent. A GS–5 clerk-stenographer is necessary to work directly with the department's administrators. She must take dictation and handle private files. The proper maintenance and also the security of these files are very important. A GS–4 clerk-typist is needed to meet the substantial increase in regular office workload.

The need for this additional staff can be seen in the increase in workload since fiscal year 1959 as shown in the following table:

A comparison of the growth in clerical workload with the increase of the Department of Pupil Personnel Services

Factors affecting workload	Fiscal year 1959	Fiscal year 1964	Actual increase	Percent of increase
Processing of test results:				
Tests scored by testing machines	(1)	103,218	103,218	(2)
Charts and graphs produced	379	522	143	38
Reports concerning citywide group tests	15	23	8	53
Number of student referrals (each referral requires preparation of cards, a file, and followup to insure receipt of reports)	5,818	7,247	1,429	25
Parent-staff conferences	180	295	115	64
Staffing: Clerical staff	10	11	1	10

[1] Not done by clerical staff.
[2] A new function.

The two additional clerks requested, which represents about a 20-percent increase in staff, are justified by the increased workload of this office.

(2) *School attendance requirements.*—The office of school attendance and work permits requests one additional clerk-typist. This department has been absorbing an increasing workload since fiscal year 1948 without additional staff. The table below presents information concerning the growth of factors affecting this office's workload since 1948.

A comparison of the growth in clerical workload with the increase in clerical staff of the Office of School Attendance and Work Permits, Department of Pupil Personnel Services

Factors affecting workload	Fiscal year 1948	Fiscal year 1964	Actual increase	Percent of increase
Pupil enrollment records (public and nonpublic)	110,226	158,300	48,074	44
Juvenile court case records and truancy complaints	106	199	93	88
Parent-pupil conference appointment letters	199	461	262	132
Review of investigations by attendance officers	23,270	25,698	2,428	10
Staffing: Clerical	14	16	[1] [2] 2	14

[1] 2 clerk-typists are assigned to the Tuition Board.
[2] The 2 additional clerks were approved in the fiscal year 1965 budget.

The one additional clerk-typist position, which represents approximately a 7-percent increase in office staff, is requested to provide relief from this overload and to insure that all of these permanent, legal records are maintained correctly and that the information services which this office is expected to render to the school staff, and often to the juvenile courts, is performed promptly and effectively.

(3) *Implementing the Non-Resident Tuition Act.*—One temporary claims clerk is requested to support the work of the Non-Resident Tuition Board.

The Tuition Board, which is established to administer the Non-Resident Tuition Act, is chaired by the Director of School Attendance and the work of this Board is performed in the attendance office. This Board processes about 2,500 cases per year, each requiring a considerable accumulation of data verifying the facts concerning residence of parents or legal guardians. This work now occupies the full time of about two clerks who are drawn from the attendance office. The resulting overload is shared in overtime by the entire office and, to the extent possible, temporary help has been provided to relieve this office.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
Office of the Assistant Superintendent:			
GS-8 administrative aide	1		1
GS-5 administrative clerk	1		1
GS-5 clerk-stenographer		1	1
GS-4 statistical clerks	2		2
GS-4 clerk-stenographers	4		4
GS-4 clerk-typists		1	1
GS-3 clerk-typists	3		3
GS-3 clerk	1		1
Office of the Director of Attendance:			
GS-6 administrative clerk	2		2
GS-5 administrative clerk	1		1
GS-5 contact representative	1		1
GS-4 claims clerks	(5)	(1)	(6)
GS-4 secretary-stenographer	1		1
GS-4 clerk-typists	3	1	4
GS-4 clerks	3		3
GS-3 file clerks	2		2
GS-3 clerks	2		2

Elementary school administration

The Department of Elementry School Administration is responsible for the administration of all regular and special programs of elementary education. A class 6–B assistant for administration and a GS–4 clerk-typist is requested for this office.

The magnitude of the administrative job of managing the elementary program can be gaged best by observing that 110 elementary school principals report directly to the Assistant Superintendent. Though these principals can be expected to operate with considerable independence, this is still a massive administrative span of control.

The growth in factors affecting this department's workload appear to approximate about a 33-percent increase during the last 10 years. No increase in administrative staff was provided during this period. These facts are shown in the following table:

A comparison of the growth in workload with the increase in staff of the Department of Elementary School Administration

Factors affecting workload	Fiscal year 1954	Fiscal year 1964	Actual increase	Percent of increase
Number of pupils	65,702	87,620	21,918	33.4
Number of teachers	1,913	2,784	871	45.5
Number of principals	[1] 91	[1] 108	[1] 17	18.7
Number of supervisors	4	20	16	400.0
Number of elementary school buildings	[2] 125	[1] 141	16	12.8
Staffing:				
Administrative	2	2	0	0
Clerical	4	7	3	75.0

[1] Includes laboratory schools.
[2] This includes annexes (Benning, Crummell, Davis, Lenox, Morgan, Powell, and Stanton).

The ability to manage this expanding workload and broad span of control with such thin administrative staffing may be credited to the long years of experience and unusual familiarity with the school system of both the present Assistant Superintendent and her assistant. Familiarity as a substitute for staff cannot be relied upon for long. An additional assistant for administration is requested to more adequately support this key school officer and to insure satisfactory administration of the educational program.

An additional clerk is also requested for this office. The clerical staff has been increased over the years; however, the nature of the elementary program has changed substantially. The individualization of the elementary programs through the track system and the expansion of programs of science, mathematics, remedial reading, libraries, and indeed the entire curriculum add to the clerical workloads, as well as those of the professional staff.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
Class 3 assistant superintendent	1		1
Class 6 assistant to the assistant superintendent	1	1	2
GS–7 administrative aide	1		1
GS–6 secretarial assistant	1		1
GS–5 administrative clerk (stenography)	1		1
GS–5 appointment clerk (typing)	1		1
GS–4 clerk-stenographer	1	1	2
GS–4 clerk-typist	1		1
GS–3 clerk-stenographer	1		1

Secondary school administration

The Department of Secondary School Administration is responsible for the administration of all regular and special junior and senior high school programs. An additional class 6–B assistant for administration and a GS–4 clerk-typist are requested for this office.

In fiscal year 1959, when the administration of the junior high and senior high schools were merged into one department, two assistants were provided for the secondary school assistant superintendent. Since this merger, the workload in this office has grown steadily without any increase in administrative staff. The following table presents this increase in factors affecting the workload of this office.

A comparison of the growth in workload with the increase in staff of the Department of Secondary School Administration

Factors affecting workload	Fiscal year 1959	Fiscal year 1964	Increase	Percent of increase
Number of pupils	33,985	45,964	11,979	35
Number of teachers	1,043	1,303	260	25
Number of principals and assistant principals	85	97	12	14
Number of secondary school buildings	[1] 34	[1] 37	3	9
Staffing:				
Administrative	3	3	0	0
Clerical	5	5	0	0

[1] Includes boys' junior-senior high school.

This table indicated approximately a 30-percent increase in workload related to these factors. In addition, the secondary program is changing and expanding rapidly and indications are that it will continue to be in a state of change in the future. These changes require substantial additional administrative work to plan and implement the introduction of new curriculums.

An additional clerk is very much needed in this office.

In fiscal year 1959, when the junior high and senior high school offices were merged, the total junior-senior high school clerical staff of six persons (three clerks per office) was reduced to five, on the assumption that certain office efficiencies would accrue from the merger. Thus, the office was very tightly staffed in 1959. Now, 5 years later, the office can accomplish its workload only by maintaining continuous intensive pressure and often by imposing upon the loyalty of its staff in the form of uncompensated overtime.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
Class 3 assistant superintendent	1		1
Class 6 assistant to the assistant superintendent	2	1	3
GS-7 administrative aide	1		1
GS-5 administrative clerk	2		2
GS-4 clerk-stenographer	2		2
GS-4 clerk-typist		1	1

Administration of adult education, vocational education, and summer school

The Department of Adult Education, Vocational Education, and Summer School Administration is responsible for the coordination of many Federal programs. These Federal programs are increasing in number and scope and with them additional reporting is required. The vocational and adult education programs are growing and this budget contains a request to expand the summer school programs. An additional position is requested, primarily to comply with the increase in reports required by the Federal programs; this person would also assist with the regular program.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	Increases requested	1966 (total)
GS–7 administrative assistant	1		1
GS–6 administrative side	1	1	2
GS–5 administrative clerk	1		1
GS–4 clerk-stenographer	1		1
GS–4 clerk-typist	1		1

B. SUPERVISION AND INSTRUCTION, $818,074

	1966 increase requested	House allowance	Senate amendment requested
Positions	791	339	129
Amount	$7,927,787	$5,396,381	$818,074

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
Teaching service:							
In elementary schools:							
Class 15 teachers, art	3	$17,670	$510	[1] $300	$18,480		$18,480
Class 15 teachers, science	1	5,890	170	[1] 100	6,160		6,160
In senior high schools: Class 15 teachers, driver training	11	67,662	5,478	1,584	74,724		74,724
In vocational high schools: Class 15 teachers, driver training	2	12,240	996	288	13,524		13,524
Serving various levels:							
Class 15 teachers, speech	9	53,010	1,530		54,540		54,540
Class 15 teachers, citywide chorus	1	6,120	176	[1] 100	6,396		6,396
In summer schools:							
Class 15 teachers, driver training (part time)	(12)	7,548	492		8,040		8,040
Class 15 teachers (part time) remedial and regular programs	(60)	37,740	900		38,640		38,640
Saturday program: Class 15 teachers, driver training (part time)	(7)	4,403	287		4,690		4,690
Library service:							
In elementary schools: Class 15 librarians, existing elementary schools	20	117,800	3,400		121,200	$40,400	80,800
In junior high schools: Class 15 librarians, existing junior high schools	8	47,120	1,360		48,480	16,160	32,320
Pupil personnel services: In elementary schools: class 15 counselors	15	106,425	1,545		107,970	35,985	71,985
In junior high schools: Class 15 counselors	18	127,710	1,854		129,564	43,182	86,382
In senior high schools: Class 15 counselors	8	56,760	824		57,584	19,192	38,392
In vocational high schools:							
Class 15 counselors	3	21,285	309		21,594	7,197	14,397
Class 15 counselors (itinerant guidance coordinator)	1	7,095	103		7,198	2,399	4,799
Serving various levels:							
Class 12 clinical psychologists	2	17,610	220	200	18,030	4,458	13,572
Class 13 psychiatric social workers	2	15,800	214	200	16,214	4,002	12,212
Class 15 school social workers	6	35,340	1,020	600	36,960		36,960
Class 15 attendance officers	4	23,560	680	600	24,840		24,840
In summer schools: Class 15 counselors	(20)	15,203			15,203		15,203
Supervisory service:							
Serving various levels:							
Class 8–B Supervising Director, driver training	1	10,555	117		10,672	2,668	8,004
Class 8–B Supervising Director (chief clinical psychologist)	1	10,555	117		10,672	2,668	8,004
Class 11–B Assistant Director, English	1	9,240	114	100	9,454	2,338	7,116
Class 11–B Assistant Director, music	1	9,240	114	100	9,454	2,338	7,116
Class 11–B Assistant Director, science	1	9,240	114	100	9,454	2,338	7,116
Clerical and secretarial services:							
Departmental offices:							
GS–5 clerk, curriculum	1	5,000	425		5,425	1,356	4,069
GS–4 clerk-typist, guidance	1	4,480	344		4,824	1,206	3,618
GS–4 clerk-typist, library service	1	4,480	344		4,824	1,206	3,618
GS–4 clerk-typist, elementary supervision and instruction	1	4,480	344		4,824	1,206	3,618
GS–4 clerk-typists, Departments of Art, business education, health and physical education, industrial arts, foreign language, mathematics, military science and tactics, music, and science	5	22,400	1,720		24,120	6,030	18,090
GS–4 clerk-typist, reading clinic	1	4,480	344		4,824	1,206	3,618
Summer schools: GS–4 clerk, dropout program	(1)	499	32		531		531

Educational supplies and services:							
Regular school supplies: Textbooks for increases in enrollment (driver training)				1,000	1,000		1,000
Materials for special programs and departments:							
Psychophysical test equipment				1,000	1,000		1,000
Visual aids				2,000	2,000		2,000
Library books:							
For new building, basic collections				25,000	25,000		25,000
For existing schools, basic collections				57,500	57,500		57,500
Total	129	898,640	26,197	90,772	1,015,609	197,535	818,074

[1] Automobile allowance.

47-892—65——10

Teaching service

Positions for art, science, remedial speech, and music are requested.

The following table presents the level of staffing desired in art, science, and speech.

Staffing ratios approved by the District of Columbia Board of Education for categories of elementary school and information supporting these ratios

Type of position	Approved staffing ratios	Information supporting District of Columbia Board of Education's approved staffing ratios
Teaching service:		
In elementary schools:		
Art	200 classroom teachers to 1	Baltimore County public schools 30 classroom teachers to 1; Philadelphia Area School Study Council 20 classroom teachers to 1; University of Pittsburgh, Duda, Selected public schools of Pennsylvania 28 classroom teachers to 1. Presently, our program is to assist teachers in teaching art to their classes.
Science	190 classroom teachers to 1	These teachers assist classroom teachers in developing the science program. This is a rapidly developing program and should be staffed somewhat more heavily than the art program.
Serving various levels: Speech.	125 classroom teachers to 1	Department of Health, Education, and Welfare, U.S. Office of Education 100 to 1.

The table on the following page presents the actual request and information relative to application of the Board approved ratios in the District schools.

The total increase in staff required to achieve the Board of Education's staffing ratios during the fiscal year 1966 school year—Original requests, House allowance, and restorations requested

Type of position	Estimated, 1966 average daily membership	Staffing ratios approved by District of Columbia Board of Education	Estimated staffing required	Present staffing, fiscal year 1965	Staff required to reach board-approved ratios	Additional staff requested, fiscal year 1966 budget		Number of positions for which restoration is requested
						Original request	House allowance	
Teaching service:								
In elementary schools:								
Art	[1]	[2] 200:1	15	11	4	4	1	3
Science	[1]	[2] [3] 190:1	16	14	2	2	1	1
Serving various levels:								
Speech	9,395	125:1	75	47	28	28	5	9
Music, citywide chorus			1		1	1		1

[1] Number of classroom teachers rather than pupil membership determines number of staff in this category.

[2] Laboratory schoolteacher memberships are included because they are served by activity 2 elementary itinerant teachers and supervisors.

[3] Classroom teachers.

The request for a citywide chorus director requires additional explanation. For several years, the District schools' music staff have voluntarily and without pay, worked to develop a citywide chorus. This program has been conducted on the "spare time" of the staff and it is a promising and beneficial, though limited program. It needs full-time direction now, if it is to expand.

The citywide chorus will serve to develop the interests and abilities of junior and senior high school students with good or excellent musical ability. The director would be able to establish several areawide choruses as well as the city chorus. The sincere efforts and the fine program developed by these teachers will be of great value to the musically talented young people of the District. This choral work will make these students more interested in school, and will make our schools more interesting places for all of our students.

Junior and senior high schools—Driver education

Recent legislation provided for $3 from the fee for each learner's permit issued in the District to be set aside to support driver education. A total of $124,000 is now set aside for this program.

The driver-training program in the vocational and senior high schools has proved to be a most valuable educational and safety program for the students and the community. At the present time there are not enough teachers to accomodate all the students who wish to participate in the program. Western and Bell Vocational High Schools share a teacher. In order for each vocational high to have a driver-training teacher, two additional teachers are requested. Eleven more teachers are needed for the senior high schools if the program is to be provided for all students who wish to enroll. The purchase, operation, and maintenance of two additional cars are also needed for the expanded program that will serve the 16 senior and vocational high schools. Additional texts and equipment will also be required for an enlarged program.

Due to the fact that all students cannot fit driver-training in their regular schedule of classes, it is necessary to provide the opportunity for them to participate in the program on Saturday mornings or during the summer. Therefore, it is requested that 7 part-time teachers at 6 senior high school and 1 vocational high school centers be employed for the Saturday morning program, and that 12 part-time teachers at 4 centers be employed for the summer school. The summer school program would be 4 hours per day for 6 weeks, 2 sessions of 3 weeks each. At each summer school center 3 teachers and 3 cars would be utilized.

Funds would also be needed for custodial expenses for the Saturady morning program.

Summer schools

Sixty additional temporary summer school positions are requested for both remedial and regular school programs.

Remedial summer classes

Thirty-two temporary teachers are requested to staff remedial summer school classes. These teachers will allow the summer remedial program to expand to include students from the Sharpe Health School who have fallen behind because of physical handicaps and also social adjustment students who have fallen behind due to emotional disabilities.

The following table distributed these 32 teachers by type of class:

Temporary summer school teachers requested for remedial classes by type of class and grade level

Type of class and grade level:	*Number of teachers*
Remedial reading, senior high	2
Basic and social adjustment, elementary	28
Classes for chronically ill and handicapped, all levels	2
Total, remedial classes	32

Regular summer classes

The present summer schools provide primarily remedial programs. These remedial programs are desirable, but also there is need for summer school programs which allow ambitious and able students to continue their education. It is probable that most District of Columbia students are at home most of

the summer and are relatively unoccupied. These courses would allow the able and ambitious to advance their education as rapidly as possible, which is as worthy an objective as allowing other students to remedy deficiencies.

This budget requests 28 temporary teachers for regular summer school classes. A survey of senior high school students indicated that about 7,000 students would like to attend regular classes in the summer. These 28 teachers serving not just senior high school but all grade levels, will serve only a minority of the interested students. The experience of other school systems has been that regular summer courses are well attended.

The following table presents actual requests for summer school teachers by subject and grade level. The 28 teachers requested would be assigned to the classes in the manner that would produce the most effective total program. Clearly, the 28 teachers will provide only a portion of the program needed for the District.

Temporary summer school teachers needed for regular classes by type of course and grade level

Subject areas	Number of temporary teachers by grade levels			Total temporary teachers
	Elementary	Junior high	Senior high	
Foreign language		3		3
Art		3	2	5
Music		3	2	5
Driver education			4	4
Typing		5	4	9
Industrial arts		5	8	13
Regular classes—Grades 1 to 6	100			100
Total, regular classes	100	19	20	139

A comparison of the fiscal year 1965 level of operation for this program which relates to the fiscal year 1966 requested increases are as follows:

Teaching service—Summer school	Present staffing, 1965		Additional staff requested, fiscal year 1966 budget				Number of positions for which restoration is requested
			Original request		House allowance		
	Number	Amount	Number	Amount	Number	Amount	
Class 15 teachers (part time), remedial, and regular programs	311	$189,314	82	$52,808	22	$13,838	60

Library service

Library services are among the most important and are one of the more poorly supported of the District's schools programs. Large increases were requested but these increases were to support reasonable and moderate programs. The table on the following page presents the Board of Education's staffing ratios.

Staffing ratios approved by the District of Columbia Board of Education for library service and information supporting these ratios

Type of position	Approved staffing ratios	Information supporting the District of Columbia Board of Education's approved staffing ratios
Library service:		
In elementary schools	Administrative unit : 1 (approximately 750 : 1).	American Library Association, 400 pupils : 1.
In junior high schools	1 school : 1 (approximately 1,000 : 1).	Do.

The implementation of these ratios in the District schools requires the following requests.

The total increase in staff required to achieve the Board of Education's staffing ratios for library service during the fiscal year 1966 school year—original requests, House allowance, and restorations requested

Type of position	Estimated, 1966 average daily membership	Staffing ratios approved by District of Columbia Board of Education	Estimated staffing required	Present staffing, fiscal year 1965	Additional staff required to reach board-approved ratios	Additional staff requested, fiscal year 1966 budget		Number of positions for which restoration is requested
						Oroginal request	House allowance	
Library service:								
In elementary schools: Librarian		(1)	110	8	[2] 57	57	17	20
In junior high schools: Librarian		[3]	27	13	14	14	6	8

[1] 1 administrative unit per librarian.
[2] Requesting approximately 50 percent of need due to lack of space for libraries in many schools.
[3] 1 school per librarian.

Pupil personnel services

Supporting pupil personnel services are absolutely essential to a good educational program. These programs are particularly important to the District schools because of the relatively large proportion of students whose opportunities for educational success are impaired by the environments in which they live.

The District schools are not able to provide a satisfactory level of pupil personnel services because of lack of staff. The following table presents the Board of Education's approved staffing ratios.

Staffing ratios approved by the District of Columbia Board of Education for pupil personnel services and information supporting these ratios

Type of position	Approved staffing ratios	Information supporting District of Columbia Board of Education's approved staffing ratios
Pupil personnel services:		
In elementary schools: Counselors.	750:1	NEA 350–400:1; Conant recommends that counseling start in the elementary schools; American School Counselor Association 450:1.
In junior high schools: Counselors.	400:1	These counselor staffing ratio recommendations apply to junior, senior, and vocational high schools: American Personnel & Guidance Association 250–350:1; White House Conference on Education 300:1; Commission on Guidance in American Schools (Funds for the Advancement on Education) in high schools 300:1; Dr. James B. Conant 250–300:1.
In senior high schools: Counselors.	400:1	
In vocational high schools: Counselors.	400:1	
Serving various levels:		
Psychologists (school and clinical).	5,000:1	American Psychological Association, 3,000 pupils : 1; University of Pittsburgh, Duda, Selected Schools of Pennsylvania, 2,000:1; Advisory Pupil Personnel Committee in Connecticut, 2,000:1.
Social workers (school and psychiatric).	15,000:1	University of Pittsburgh, Duda, Selected Schools of Pennsylvania, 3,400:1.
Attendance officers	5,000:1	Harl Douglass "Modern Administration of Secondary Schools" 3,000:1; Teachers College, Columbia University, Richard Wynn (administrative staffing), 2,000:1.

The implementation of these ratios and the positions requested are shown in the table below.

The total increase in staff required to achieve the Board of Education's staffing ratios for pupil personnel services during the fiscal year 1966 school year, original requests, House allowance, and restorations requested

Type of position	Estimated, 1966 average daily membership	Staffing ratios approved by District of Columbia Board of Education	Estimated staffing required	Present staffing, fiscal year 1965	Additional staff required to reach Board-approved ratios	Additional staff requested, fiscal year 1966 budget		Number of positions for which restoration is requested
						Original request	House allowance	
Pupil personnel services:								
In elementary schools: Counselors	[1] 91,100	750:1	121	31	90	90	15	15
In junior high schools: Counselors	[2] 29,530	400:1	74	46	28	28	10	18
In senior high schools: Counselors	[2] 17,770	400:1	44	32	12	12	4	8
In vocational high schools:								
Counselors	3,180	400:1	8	5	3	3		3
Counselors (itinerant)					1	1		1
Serving various levels:								
Psychologists, clinical	[3] 144,540	5,000:1	29	27	2	2		2
Social workers (school and psychiatric)	[3] 144,540	15,000:1	10	2	8	8		8
Attendance officers	[3] 144,540	5,000:1	29	23	6	6	2	4
Summer schools: Counselors						(20)		(20)

[1] Average daily memberships for Sharpe Health, VIC, Military Road, and laboratory schools are not included.

[2] Average daily memberships for Sharpe Health, VIC, Boys School, and Girls School are not included.

[3] Excludes Americanization School, Armstrong Adult Education Center, Capitol Page School, and Teachers College.

Supervisory services

Five supervisory personnel serving the secondary schools as well as various school levels are requested.

Senior high and vocational high schools, driver education

A supervising director of driver training is needed to oversee the entire driver training program. This person will supervise a summer school program and a Saturday morning program as well as the regular school year program at 16 different centers.

Serving various levels

A chief clinical psychologist and three subject matter assistant directors are requested. The chief clinical psychologist is needed to supervise the 27 psychologists, presently authorized, who work throughout the system. This is a heavy supervisory workload and is equal to that of a principal. The need for constant and direct supervision and coordination of the work of this staff is most urgent to insure maximum utilization of these psychologists.

The assistant directors work with teachers to improve the quality of instruction. Teachers, like other personnel, vary in ability and training and it is essential that supporting services be available for teachers who need assistance. Assistant directors are requested in English, science, and music. The table on the following page presents information relative to these requests.

The total increase in staff required to achieve the Board of Education's staffing ratios for supervisory service during the fiscal year 1966 school year original requests, House allowance, and restorations requested

Type of position	Estimated, 1966 average daily membership	Staffing ratios approved by District of Columbia Board of Education	Estimated staffing required	Present staffing, fiscal year 1965	Additional staff required to reach board-approved ratios	Additional staffing requested, fiscal year 1966 budget		Number of positions for which restoration is requested
						Original request	House allowance	
Supervisory service serving various levels: Chief clinical psychologist		(1)	1		1	1		1
Assistant Directors:								
English			2	1	1	1		1
Science			2	1	1	1		1
Music			1		1	1		1

[1] 25 school and clinical psychologists to 1.

Clerical and secretarial services

The Board of Education has established a ratio of at least one clerk per departmental office. Additional clerks are to be authorized based on evidence of workload. The 11 departmental offices presently have only 6 clerks and consequently their supervisors and assistant supervisor spend a great deal of time in clerical tasks. Ten additional clerks are requested for these offices. It is safe to say that each clerk will add significantly to the time allocated for curriculum and for the supervisory work of this staff.

The table on the following page presents information concerning the clerical staffing of these offices:

The total increase in staff required to achieve the Board of Education's staffing ratios for clerical and secretarial service during the fiscal year 1966 school year original requests, House allowance, and restorations requested

Type of position	Estimated, 1966 average daily membership	Staffing ratios approved by District of Columbia Board of Education	Estimated staffing required	Present staffing, fiscal year 1965	Additional staff required to reach Board-approved ratios	Additional staff requested, fiscal year 1966 budget		Number of positions for which restoration is requested
						Original request	House allowance	
Clerical and secretarial service:								
Departmental offices:								
Curriculum			4	3	1	1		1
Guidance			1		1	1		1
Library services			1		1	1		1
Reading clinic			2	1	1	1		1
Supervision and instruction			3	2	1	1		1
Art			1		1			
Industrial arts			1		1			
Mathematics			1		1	5		5
Foreign languages			1		1			
Music			1		1			
Science			1		1			
Summer dropout program			(1)			(1)		(1)

EXPANDED DRIVER TRAINING PROGRAM—TEXTBOOKS, SUPPLIES, AND EQUIPMENT

The expanded driver training program in the vocational high and senior high schools will require additional textbooks. Psychophysical test equipment and visual aids for training purposes will also be needed.

Educational supplies and services, library books

The District schools have a policy of providing new buildings with basic collections of library books. New junior high schools receive $10,000 and new elementary schools receive $2,500. Therefore, the three new junior high schools and the two new elementary schools require $35,000 for their libraries; only $10,000 was provided by the House action. The restoration of the remaining $25,000 is requested.

Additional funds are also needed to establish basic collections of books in existing schools which are provided with libraries. Twenty elementary school libraries are requested in these amendments and thus $50,000 for library books is also requested.

An additional $7,500 is requested to allow all elementary schools not receiving basic book collections this year to receive 50 cents per pupil for library books.

C. OPERATION OF BUILDINGS AND GROUNDS AND MAINTENANCE OF EQUIPMENT, $33,059

	1966 increase requested	House allowance	Senate amendment requested
Positions	60	54	3
Amount	$399,634	$301,264	$33,059

Analysis of amendment requested

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
Custodial services:							
WBR-13 engineers	(7)	$2,065	$133		$2,198	$568	$1,630
WBR-7 firemen	(7)	1,715	112		1,827	457	1,370
Repair and replacement of furniture and equipment:							
GS-11 technician, instrumental music	1	8,650	672		9,322	2,330	6,992
New equipment:							
Office equipment, personnel administration				$7,445	7,445		7,445
Transportation services:							
WBR-5 driver, equipment maintenance	1	4,680	401		5,081	1,270	3,811
Vehicles, driver training program (2)				3,000	3,000		3,000
Vehicle maintenance—New vehicles and present fleet				5,000	5,000		5,000
Storehouse operation:							
WBR-5 general warehouseman	1	4,680	401		5,081	1,270	3,811
Total	3	21,790	1,719	15,445	38,954	5,895	33,059

Custodial services

The expanded driver training program will include Saturday morning classes. Due to the necessity of opening for students six senior high schools and one vocational high school on Saturday mornings, funds will be needed for custodial help to man the buildings.

Repair and replacement of furniture and equipment

A musical instrument technician is requested to maintain over 3,000 school-owned musical instruments, representing an investment of $220,000. These instruments need to be well maintained, and they also need to be checked, numbered, distributed, and inventoried carefully. At the present time the supervising director of music and his professional staff are devoting a great deal of

time to these tasks; time which should be spent in supervision and in developing the instructional program. It is important, therefore, that a technician be appointed to accomplish these duties.

New equipment—Personnel administration

Fourteen new employees have been requested to strengthen personnel administration. This will necessitate the purchase of 11 secretarial desks and chairs, 11 typewriters, 3 officer desks and chairs and dictating equipment, conference room furniture, and other small items of office equipment. The total amount requested is $7,445.

Transportation services

An additional driver for the Equipment Maintenance Unit and additional vehicles and funds for vehicle maintenance for the expanded driver training program are requested.

(1) *Equipment Maintenance Unit.*—The Equipment Maintenance Unit performs large-scale repairs and refinishing of classroom and office furniture, and provides mechanical repair service and window shade replacement for all 203 buildings. This Unit requires constant supporting transportation. The Unit has a lift-gate truck for moving of equipment. However, at the present time the demands of the schools' Transportation Unit make it impossible for that Unit to assign a driver to provide needed daily trucking service required by the Maintenance Unit. Without sufficient trucking service, personnel cannot be fully effective and the schools do not receive the desired level of service. Therefore, it is requested that a full-time WBR–5 driver be provided for the Equipment Maintenance Unit.

(2) *Driver training program.*—Provisions have been made to finance the expansion of the driver training program with funds allocated from District of Columbia learner permit fees. Two new vehicles, to cost an estimated $3,000, and $5,000 for additional operating and maintenance expenses of all driver training vehicles are requested.

Storehouse operations

Since 1935 there have been only four stockpickers in the warehouse. This workload has increased in proportion to the increases in the numbers of items stocked, the pupil enrollments, and the number of buildings. Thus, despite the introduction of labor-saving equipment, the warehouse has fallen farther and farther behind in the time schedule of issuing supplies. Two WBR–5 warehousemen are needed to properly staff this operation. One additional position is requested in this budget.

A comparison of the 1965 level of operation for the part of this program which relates to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 (total)
WBR–5 general warehousemen	4	1	5

D. REPAIRS AND MAINTENANCE OF BUILDINGS AND GROUNDS, $200,000

	1966 increase requested	House allowance	Senate amendment requested
Positions			
Amount	$588,136	$250,000	$200,000

Analysis of amendment requested

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
Repairs and maintenance of buildings and grounds				$200,000	$200,000		$200,000

The funds provided in this activity support the maintenance and repair of the District schools' physical plant. Virtually all maintenance is provided on contract from the District of Columbia Department of Buildings and Grounds.

The maintenance of the District schools' plant is a formidable undertaking. The schools now operate 203 buildings which comprise approximately 12,241,304 square feet. These buildings range up to 96 years in age; 120 buildings are over 30 years old and thus are at an age when the need to replace roofs and mechanical systems can be expected. The replacement value of these buildings, assuming replacement at $20 per square foot is approximately $244,800,000. In terms of prudent management, it is most important that this investment be properly maintained. However, it is doubly important to maintain the schools since these buildings provide the environment in which the District's children learn. This is good business because it protects the District's investment and reduces long-term total maintenance costs; and it is good education because it shows students that the District has pride in its schools. An additional $200,000 is requested for this activity.

1. The school maintenance program is not adequately financed.—The District schools received $1,950,000 in fiscal year 1963 and fiscal year 1964 and $2,158,000 in fiscal year 1965 to maintain the school plant. These appropriations constitute approximately 0.8 to 0.9 of 1 percent of the estimated replacement value of the plant. It is generally accepted that 2 percent of replacement value is required to maintain a plant properly.

An examination of the pattern of expenditure of the present maintenance budget indicates that 97 percent of the fiscal year 1964 maintenance budget was committed prior to the end of March. From the beginning of the year, only the most urgent and pressing repair requests could be considered.

It appears from the level of the maintenance budget as a percent of the replacement value of the plant, and from the rate of maintenance expenditures, that a deferred maintenance backlog is developing within the schools.

2. The major maintenance backlog at the end of fiscal year 1965 is estimated at approximately $5,800,000.—The District schools have a major deferred maintenance backlog and as a result, the total cost of maintenance appears to be increased unnecessarily.

Deferred maintenance backlog

A partial listing of accumulated school maintenance is shown on the following table. This table lists an estimated $5,830,200 worth of deferred major maintenance work which needs to be done now and which will still not be completed at the end of fiscal year 1965, based on the planned allocation of the fiscal year 1965 budget. Though this is a large backlog, it is by no means a complete listing of maintenance needs.

An estimate of major maintenance backlog at the end of fiscal year 1965 [1]

Type of maintenance	*Estimated cost of maintenance*
1. Painting: 89 buildings will not have been repainted within 5 years	$5,215,400
2. Roofs and gutters: Buildings with roofs or gutters rated as "very poor" and in need of major replacement are not included. Budgeted here are 39 buildings with roofs rated as "poor" and 40 buildings with roofs rated only "fair." (The cost of replacing "very poor" roofs is budgeted under "Permanent improvements." A partial estimate of this cost exceeded $600,000)	50,000
3. Floor repairs and replacements: Floors in corridors, steps, and 548 rooms located in 114 buildings are expected to still need repair at the end of fiscal year 1965	350,500
4. General alterations and improvements: Chalkboards for 221 classrooms and tackboards for 196 classrooms which are located in 71 schools are part of this estimate. The remainder of the estimate is to provide 31 schools with additional shelving	85,300
5. Grounds maintenance: Extensive grounds maintenance is required at 38 buildings	129,000
Total, major backlog	5,830,200

Observe the following facts in considering this list of maintenance backlog.

Only five major areas of maintenance are considered. No maintenance of ventilating, heating, plumbing, or electrical systems are considered.

No attempt has been made to inventory total building maintenance requirements due to the lack of staff. The total backlog would certainly increase substantially if the many smaller items (which often become more major if left unattended) were estimated.

Deferred maintenance of roofs and gutters is estimated at only $50,000. This sum is for the repair of roofs and gutters which are rated as "poor" or "fair" and provides funds for patching and small partial replacement of roofs.

Roofs and gutters rated as "very poor" and in need of major repair or replacement are budgeted as permanent improvements. Estimates of the cost of repairing most of the "very poor" roofs are available and the partial list totals about $700,000.

Thus, this is a conservative estimate of maintenance backlog.

Added cost of deferred maintenance

It is axiomatic that the deferred maintenance results in added unnecessary damage which increases the total cost of needed repairs. The unpleasant experience of many private and public enterprises attests to the validity of this theory—and it is reasonable. If roof leaks are not repaired, additional painting and plastering will be needed. Fail to paint and protect wood surfaces, and the wood will rot and have to be replaced.

Such deterioration of buildings is occurring in the District schools, and the cost of maintenance is increasing. This fact is shown in the following table which indicates that school buildings are being painted on cycles of from 10 to 12 years and at costs which are increasing precipitously.

Painting cycle and cost of painting District school buildings, fiscal year 1961 through fiscal year 1965

Fiscal year	Total square foot floor area physical plant	Percent of total area painted based on floor area	Painting cycle	Cost per square foot	Percent of increase over fiscal year 1961 cost per square foot
1961	12,002,829	10.05	9.95	$0.3656	
1962	12,275,572	10.44	9.58	.5381	47.2
1963	12,568,129	8.27	12.08	.6231	70.4
1964	12,777,970	8.05	12.40	.6993	91.3
1965	13,340,306	8.47	11.69	.8710	138.3

Source: District of Columbia Department of Buildings and Grounds.

3. *A normal annual maintenance budget of about $3,500,000 appears to be required to maintain schools properly under present condition.*—Maintenance is an operating expense. This implies, correctly, that maintenance is budgeted primarily to perform recently identified work and to perform work which reliably can be expected to be generated during the coming year by the normal attrition of time and wear on the plant. The presence of a backlog of work conservatively estimated at approximately $6 million and equaling about three times the average annual appropriation for this work clearly requires not just a temporary increase, but a change in policy in regard to the financing of maintenance.

It appears that an annual maintenance budget in the order of magnitude of $3,500,000 is needed to insure proper maintenance of the District schools' plant. This estimate is supported in detail on the following page. This estimates the normal year's maintenance requirement for 15 categories of maintenance, based on projections of the actual maintenance expenditures for 9 months in fiscal year 1964 and estimates of the rate of expenditure required to prevent the accumulation of the maintenance backlog presented previously. Assuming present prices, this estimate should eliminate the painting backlog in 5 years and keep painting current on a 5-year basis. It should keep roof leaks under control, but major replacements and repair of roofs would be budgeted as permanent improvements.

4. *A total of $2,608,500 is requested for maintenance during fiscal year 1966.*—Restoration of $200,000 for a total maintenance budget of $2,608,500 is requested for fiscal year 1966. The $2,605,500 equals approximately 1.1 percent of the estimated replacement value of the school plant (not including the value of school sites). Compared to the value of the plant, it is a reasonable level of expenditure; observing the maintenance backlog and the rapid depletion of current appropria-

tions, these funds are necessary. In addition to this appropriation, about $740,000 is budgeted under "Permanent improvements," in the capital outlay section of this section, to do major renovation or replacement on all roofs currently rated as in poor condition.

Estimate of required annual maintenance budget for fiscal year 1966

Type of maintenance	Cost of maintenance (completed or in process) July 1, 1963 to Mar. 28, 1964 (9 months)	Estimated normal annual maintenance requirements for fiscal year 1966
1. General alteration or improvements [1] [2]	$129,365	$143,600
2. Roofing [2]	17,453	27,500
3. Heating and ventilation [1]	171,054	177,500
4. Painting [3]	879,918	2,320,000
5. Glazing [2] [4]	110,074	113,100
6. Plumbing [1]	41,283	55,000
7. Electrical [4]	26,313	35,000
8. Housekeeping repairs [4]	285,717	[5] 400,000
9. Grounds [2] [6]	134,576	85,400
10. Floors [7]	35,779	70,800
11. Fire safety [1]	5,797	5,900
12. Pointing and weatherproofing of walls [1]	5,761	[8] 25,000
13. Elevator maintenance [1]	16,773	17,600
14. Clocks and bells [4]	8,565	11,400
15. Supplies and materials [4]	21,697	28,900
Total	1,890,125	[9] 3,516,700

[1] These estimates assume work is programed at the beginning of the year and, thus, the 9-month expense is approximately the total normal annual expenditure. The normal year's expense, shown on the preceding table, is used for these categories.

[2] These estimates assume that the major backlog was accumulated over a 5-year period; thus one-fifth of the backlog is added to the present annual expenditure.

[3] The District schools now operate 203 buildings. Assuming all buildings are painted on a 5-year schedule, 40 buildings normally should be painted each year. Based upon estimates of the District of Columbia Department of Buildings and Grounds, this would cost about $58,000 per building or approximately $2,320,000 per year.

[4] These estimates assume the 9-month expense equals three-fourths of the normal annual expense.

[5] The projection of the $285,717 expenditure for 9 months to a 12-month figure would require only $380,100. However, these smaller requests are severely screened due to budget shortage. Only "minor emergencies" are approved and thus a very substantial backlog of minor maintenance has accumulated. The addition of $19,900 was included to help reduce this backlog.

[6] About $75,000 of the $134,576 expended in fiscal year 1964 was to eliminate grounds backlog. Thus, the normal requirement is less than the fiscal year 1964 expenditures.

[7] The floor maintenance backlog is assumed to have accumulated over a 10-year period.

[8] This assumes about 5 buildings per year require major repointing and waterproofing. At this rate, each building would be serviced once in 40 years. It is estimated that $5,000 is required for each building.

[9] Approximately 1.4 percent of the estimated replacement value of the school plants.

INTRODUCTION OF WITNESSES

Senator BYRD. Dr. Hansen, whenever you are ready you may proceed with your statement in support of the request.

Would you indicate for the record the names of those gentlemen who appear with you in support of the budget request.

Dr. HANSEN. Yes, sir. The President of the Board of Education, Mr. Wesley Williams, on my left; Mr. John Riecks, Deputy Superintendent of Schools, to my immediate right; Mr. Granville Woodson, Assistant Superintendent in charge of buildings and grounds; Dr. Joseph Carroll, Assistant Superintendent in charge of research budget and legislation.

We have others in the group who are here to serve if necessary; I believe Mr. Reynolds, Mr. George Reynolds, Assistant Superintendent in charge of business management is here, and Mr. Boyce Brister, statistician.

Senator BYRD. Do you have any other members of the Board here, Dr. Hansen?

Mr. WILLIAMS. Why, Dr. McLendon, and Mrs. Steele. The other members would be here but, as you know, the Parent-Teachers' Association convention is in session now, and they want to spend a little time there.

Senator BYRD. All right.

Mr. HANSEN. Mr. Chairman, we are very happy to have this opportunity to appear before you again, and the opening statement will be made by the President of the Board.

Senator BYRD. All right, Mr. Williams. In keeping with past procedures, you will make the opening statement, so if you would please proceed.

STATEMENT BY PRESIDENT, BOARD OF EDUCATION

Mr. WILLIAMS. Yes, sir.

Mr. Chairman and members of the committee, I wish to take this opportunity to thank the committee for allowing me to appear before it and to thank the committee for its deep and sincere interest in the school affairs of the District of Columbia in recent years. Many inequities have been corrected and many problems have been alleviated. However, there is yet more to be done if we are to make the public schools in the Nation's Capital a truly first-rate system and if we are to offer the students of today a brighter and more hopeful future tomorrow.

Briefly, I would like to call to the attention of the committee the critical need for the restoration of all administrative items. We cannot expect to meet the challenges of the new thrusts in education without an adequate staff to administer the novel and exciting projects and programs being innovated for the students in the space age.

It is also highly essential that the items in capital outlay which were eliminated be restored. All of these items are in the "must" category if we are to meet overcrowding, reduce class size, combat a double shift, and provide the students and teachers with sound educational curriculum in a setting of modern, safe, and attractive surroundings.

I am particularly concerned over the fate of the proposed school building for the severely mentally retarded. It is my hope that the committee will give special attention to this request. I can think of no request about which I have stronger feelings.

This segment of our school population has been too long neglected. The most modern facilities and trained staff are urgently needed for these unfortunate boys and girls. There are many new diagnostic techniques available as well as modern equipment to train and care for the severely mentally retarded properly.

Therefore, I respectfully call attention to this section of the budget in the hope that you will give careful attention to the needs of these children.

In return for your consideration and assistance of these requests, we assure you of our intention to expend the funds wisely and effectively as possible.

Again, I thank you for affording me this opportunity to express my appreciation for past efforts and to acquaint you with our current needs.

STATEMENT OF VICE PRESIDENT, BOARD OF EDUCATION

May I at this time submit for the record, sir, a statement by the vice president, Mr. Carl C. Smuck, who was suddenly called away, and I am certain he would like to have this incorporated in the record.

Senator BYRD. Yes.

Mr. WILLIAMS. Thank you, Mr. Chairman.

Senator BYRD. Thank you, Mr. Williams, for your statement.

(The statement of Mr. Smuck follows:)

Mr. Chairman and members of the committee, thank you for the opportunity to appear before this committee in behalf of the District of Columbia Public Schools.

On behalf of the Board of Education and myself I would like to express my sincere appreciation to the chairman and the members of this committee for your generous provisions for the continuing needs of our schools in last year's budget.

This year as we appear before you we are intensely aware of the new climate of change and improvement which we and the Nation are experiencing. As I appear before you today I am aware that I am really coming before you in three roles: (1) As a citizen of Washington, D.C., and of the United States of America; (2) as Vice President of the Board of Education; and (3) as a businessman acutely aware of the significant role that business must play in the social revolution we are experiencing today. This Nation has the potential to eliminate the social ills which have plagued society since the inception of organized government. This is perhaps the only Nation that has had the potential and has committed itself to the alleviation of these evils in our communities.

The past few years Congress has done more to assist the education processes of our Nation than ever before in history and we are extremely grateful for the farsightedness and generosity of the Members of Congress. We who are associated with education and business must believe that the key to the alleviation of poverty and the realization of a truly Great Society must rest in improving education in significant ways as quickly as possible. This is why we are appearing before you today to urge you in your wisdom to give us the tools to make the Washington community a leader in this design for the improvement of people.

As a businessman I cannot help but point out one or two specifics to you which I would recommend for your most thoughtful consideration. No good business has ever been able to expand, to grow, and to improve its services without simultaneous improvements in management, in personnel—both quality and quantity—and in techniques of organization. This is also true of any educational system which today can only be thought of as big business in the true sense of the word. Millions of dollars which comprise school budgets in every major city make this fact obvious every day. To run big business we must have the necessary tools. Therefore, I make an urgent plea to you today to please consider our requests for expansion in the category of general administration. In this area, we in the public schools have for a long time been woefully weak. Our budget office has prepared statistics to substantiate this for you, but I do not rely on statistics here to emphasize this very important need. I rely on my more than 25 years of business experience which says to me in the most emphatic terms—the only way to run a good sound business is to have the necessary quality personnel at its head, in its offices, and throughout the organization at all levels. We are asking you today to consider all our requests, but to give particular attention to this matter. You, as Members of Congress, must guarantee that Federal moneys coming to communities must be expended in the wisest, most efficient manner possible. We have a sense of responsibility and integrity, which cannot be compromised, to carry out this goal to the best of our abilities. We ask you to give us the support and the personnel necessary to perform this task.

Our community can no longer tolerate the insidious growths of ignorance, poverty, and dependence; they must be eradicated and they must be ruthlessly attacked at the source. The state of our community and of our Nation inevitably depends upon an energetic, self-reliant, and efficient citizenry. Education has always been and will be the cornerstone upon which any nation would build these strengths; this is perhaps truer today than at any time in our history. Let us join with the President and the Congress in not only a war on poverty but a war upon its allies in ignorance, apathy, and lack of industry among

peoples of any community and country. There is no better way to fulfill the ultimate responsibility to our communities than by providing the means by which capable self-sufficient, self-respecting, and law-abiding citizens are trained.

Thank you for the opportunity to appear before you today.

Senator BYRD. Dr. Hansen, would you like to proceed now?

STATEMENT BY SUPERINTENDENT OF SCHOOLS

Dr. HANSEN. I have a very short statement which I would like to present, if I may, in opening my comments. Despite the stimulating conflict situations which have developed in the public schools, I approach these hearings with undiminished optimism.

This point of view is based on the following conditions:

1. The overriding majority of Washington's pupils are making demonstrable progress under the tutelage of the schools, this despite many shortages and many cultural and economic handicaps.

2. The interest in educational advancement is touching the lives of many adults, parents and nonparents, so that the influence of a burgeoning thirst for knowledge and self-improvement is being reflected in a growing use of existing educational offerings and a demnad for their expansion.

3. The awareness of the value of improving educational services has touched the thinking of all elements of the community. The people want good schools and they are willing to pay for them.

4. The Congress which governs this city has, through its appropriations and legislative committees, significantly improved the level of school funding within the past decade, leaving, it must be said, much yet to be done. I am personally and professionally grateful to the chairman of this committee for his encouragement and interest in the school system of the Nation's Capital.

Out of the effort, the conflict, and the growing, with all the tumult that these entail, I can see a competent system of education developing that will make its contribution to the strengthening of our democratic society. I hope I may be forgiven for taking the time to say these things, but I believe it is a good thing for you who determine the level of service to be offered by the public schools to know that I am in every realistic way encouraged by the prospect ahead for the people of this great city if we seize the opportunities that lie before us to reconstruct and rebuild.

More specifically in relation to the present budget, the schools take these positions:

(*a*) The House action in respect to the school budget is in many ways a real advance over preceding budgets.

(*b*) The Commissioners' determination to lead the way to the building of a competent if not superior school system is clearly evident in the scope of the budget offered this year and in their plan to ask for a supplemental budget for restoration which cannot be requested at the moment because of fiscal limitations.

(*c*) The President's support for restoration in the school budget on the specific level of the Nation's Capital attests to the sincerity of his purpose to step up the quality of education on the national level.

(*d*) The items originally requested in this budget are each of the highest priority. They represent not a maximum but a mini-

mal level of funding, and are fully defensible as essential to the development of a competent school system. The 1966 school budget is more susceptible to criticism for what is left out than for what has been included.

Education is paced by the student, not by fiscal convenience. The student who is neglected in the classroom today is not teachable tomorrow. Educability is not a commodity that can be put in a deepfreeze and reheated for later use. It is a perishable product that must be exploited at the instant of readiness. The essence of effective education is in the word "now."

School services, therefore, should be complete and available in full—not by stages, degrees, not as the inchworm progresses but in the same terms and magnitude as man probes outer space or the secrets of the atom.

5. Failure to educate leads to dependency, reduced productivity, or delinquency and crime. While crime has many causes, ignorance, illiteracy, and neglect in the early childhood period are among the foremost causes. The schools must extend their efforts toward crime prevention both with existing services and with expanded services.

In the light of our sense of urgency, I should like to defend vigorously all aspects of the school budget estimates, with particular reference to restorations approved by the Commissioners.

COMMITTEE'S RESPONSE TO SCHOOL NEEDS

Senator BYRD. Dr. Hansen, I believe that everyone present would agree that this is a very fine statement. It goes to the point, and it is a true statement, I would judge, in every respect.

This subcommittee has over the years that I have been the chairman, been most receptive to the requests of your department. I have felt, as I have expressed today, the failure to educate leads to many of the problems which confront us in this city and in this country.

Dr. HANSEN. There is no question about that.

Senator BYRD. I feel that a dollar spent in education will come back many, many, manyfold, and that a dollar spent in education today will be repaid over the years in terms of a reduced expenditure for welfare programs, reduced expenditures for the combating of crime and for the rehabilitation of those criminals who are capable of being rehabilitated, and I am not one who believes that the individual who commits the serious crime can, generally speaking, be rehabilitated. But I believe the dollars spent in education are the best tax dollars that we can spend, and I have consistently tried to look with favor upon your requests for additional teachers, your requests for counselors, your requests for buildings, your requests for equipment, and I have done so because I think that it is wise, and I think it is in the future interests of the country.

You have said that educability is not a commodity that can be put in a deepfreeze and reheated for later use. It is a perishable product that must be exploited at the instant of readiness. You have said that the essence of the effective education is in the word "now."

INDIVIDUAL EFFORT REQUIRED

I believe this, I believe at the same time, that one should continue to strive to broaden his education as long as he lives. I know

from my own experience, having been out of high school 16 years before I was able to begin attending college, I lost some of the best years that were available to me but, nevertheless, I do feel that one can continue to strive to educate himself even after he graduates from the halls of high school, college, the university, and so on.

I also believe, Dr. Hansen, that a person must educate himself. We can provide the tools through our tax dollars, we can provide the buildings, we can provide the teachers, and I hope that we will become more and more aware of the fact that we need to provide competent teachers, and that we need to provide salaries that will constitute an incentive to the teachers to stay within the profession, and incentives to students to enter the profession.

Once having provided these tools, the individual must still educate himself. We can try to educate him, but if he won't be educated, then I am afraid that our tax dollars will do little good.

You say that the items requested in the budget are of highest priority. We have already commented on that point.

I would suggest now, Dr. Hansen, that you proceed to state your reasons for the appeal requests that are before us, realizing, as you do, that you do have a friendly subcommittee, which is not to say that any other subcommittee of any other body is not friendly, but you certainly recognize that this subcommittee is intensely interested in moving ahead with education.

You will also understand, nevertheless, that we do have to justify these appeals, and attempt to give evidence in substantiation thereof. So would you please proceed in your own good way.

Dr. HANSEN. Thank you, Mr. Chairman. I certainly appreciate, speaking for all of the school system, and, I think, the people of the city, your encouragement and support of the educational program. I want to pledge to you that this support will be justified.

Senator BYRD. At that point, Dr. Hensen, if I might just for the record recall that this subcommittee has in the past attempted to provide teachers over and above the budget estimates, and we have gotten as far as the conference, at least on one occasion, and we failed there because we had gone over the budget estimate; is this not a true statement?

Dr. HANSEN. This is true.

Senator BYRD. All right. I won't interrupt you further. You proceed.

LANGUAGE AMENDMENT FOR DRIVER TRAINING VEHICLES

Dr. HANSEN. Thank you. May I suggest on page 4 of the education restoration section under "Operating expenses," that reference be made to amendments requested in the bill, page 5, line 20, after the words "replacement only," insert the following: "Purchase of two driver training vehicles."

This is to make it possible to buy driver training vehicles for an expanded driver education program which is being presented later in the budget, and will be defended in due course.

We also recommend striking out of the figure "$74,740,000," and inserting in lieu thereof on page 5, line 24, the figure "$75,945,000," or an increase of $1,205,000 in the appropriation request. Page 6, line 2, after the words "as amended," we recommend that the following be

inserted as indicated, "and that $124,000 shall be payable from the highway fund."

This is money, Mr. Chairman, which has been made available through an increase in learners' permit fees earmarked by Congress to be used in driver education.

GENERAL ADMINISTRATION

JUSTIFICATION FOR ADDITIONAL POSITIONS

If I may proceed, then, to the defense of each of the restoration items, beginning with "General administration," we are asking for a restoration of 28 positions, at an estimated total cost of $153,867.

As a general preface to this defense, I should like to, as strongly as I can, point up the need for increasing the general administration services in our school system. Over the years, the school system has increased in numbers, and we have more than 1,000 teachers more since 1955, a vast increase in the magnitude of services offered, in the multiplicity and complexity of services offered, without any significant increase in administrative staff.

The result is, to be very blunt and candid about it, our administrative organization is moving along under great tension and stress. The personnel involved are without exception exerting themselves beyond the call of duty to meet their responsibilities, but they and their staffs cannot continue to tolerate this kind of burden without ultimately imposing a loss upon the school system in terms of bad management, careless operation, wastage of materials and opportunities.

ADMINISTRATIVE EXPENSES LESS THAN SCHOOLS IN OTHER CITIES

With reference to documentation as to our relative position on administration, I want to report to the committee, with some embarrassment, that we rank very low in terms of the costs of other cities in the expenses and the operation of the administrative section.

For example, in comparison with the cost of administration in major public school systems of 500,000 population or over, the percent of total current operating expenditures used for administration in Washington is 1.9 percent. This places us 16th in rank among these cities in respect to this item. Most of the other cities spend more of their revenues for administration than we do. We are near the bottom of the scale.

In terms of dollars per pupil, we spend $8.06 for administration. San Diego, for example, spends $12.64; St. Louis, $14.81. We are 15th in a list of 18 cities.

Normally, we would boast of this a bit, and we would say that this is evidence of efficient management. But we are reaching a point of diminishing returns on this kind of economy, and the point is that we must have relief. We urgently request it.

I have another set of figures which I think may be useful for the record, if I may——

Senator PROXMIRE. May I just ask on that figure you are 15th in a list of 17 cities——

Dr. HANSEN. Eighteen cities.

Senator PROXMIRE. Eighteen cities of similar population, in the amount spent per pupil on education; is that right?

Dr. HANSEN. No; amount spent per pupil on administration.

Senator PROXMIRE. On administration; I beg your pardon.

Dr. HANSEN. I am now defending administration restorations.

Senator PROXMIRE. All right.

Dr. HANSEN. We are at the bottom in respect to the amount spent, $8.06 as against a high of $16.16 in Pittsburgh for the same services.

PUPIL-ADMINISTRATIVE PROFESSIONAL STAFF RATIO

In terms of the number of professional staff people per 1,000 pupils at the administrative level, I am talking now again of administration, we rank 13½ in a list of 20 cities of over 500,000 population. The ratio is 0.63 persons per thousand for administration for us, and San Francisco is the ratio of 2.16; in Baltimore 2.13, indicating that by this measure as well in relation to other comparable cities we are at a disadvantage in respect to staffing. So that this is the general background, Mr. Chairman and members of the committee, in defense of the restoration of the 28 positions in administration.

Senator BYRD. These are cities of comparable size?

Dr. HANSEN. They are. 500,000 population or above.

Senator BYRD. You are requesting a restoration of 28 positions?

Dr. HANSEN. That is correct.

TOTAL ADMINISTRATIVE PERSONNEL

Senator BYRD. What is the total number of positions you now have?

Dr. CARROLL. 201.

Senator BYRD. 201. Do you have any vacancies?

Dr. HANSEN. I believe not. There is always—I am hedging on this a bit. May I check?

Senator BYRD. Surely.

Dr. HANSEN. The reason I hesitate is that in any kind of operation of this size, where we have about 200 people we may have a vacancy occurring because somebody has retired. The total number of vacancies for the school system——

Senator BYRD. I am talking about general administration now.

Dr. HANSEN (continuing). Is four only, and this includes all Teachers' Salary Act positions, including administration.

Senator BYRD. The total number of positions under general administration that you presently have is what?

Dr. CARROLL. 201, sir.

Senator BYRD. 201.

Dr. CARROLL. That is clerical and professional, sir.

Senator BYRD. I am talking about this category.

Dr. CARROLL. Yes, sir.

Senator BYRD. General administration.

How many did the House allow?

Dr. HANSEN. The House allowed none.

Senator BYRD. The House allowed none. Your request there was for how many?

Dr. HANSEN. Thirty-two new positions.

Senator BYRD. You are now requesting 28?

Dr. HANSEN. Yes, sir.

Senator BYRD. Which would make a total of 229?

Dr. HANSEN. That is correct.

Senator BYRD. And you have four vacancies?

Dr. HANSEN. Not in this category. I would like to be able to report specifically as to whether we have any vacancies in this category. We have four vacancies all together under the Teachers' Salary Act employees.

1965 ALLOWANCE

Senator BYRD. Were you allowed any last year, any increases in the number of positions?

Dr. HANSEN. We were allowed two or three procurement analysts, I believe, or clerks to serve in the Office of Procurement.

Dr. CARROLL. We can insert them in the record. I do not have precise information here.

Senator BYRD. If I am correct, we have not been nearly as considerate of your department in terms of positions under general administration as we have in terms of teachers, counselors, and so on.

Dr. HANSEN. That is correct, and justifiably so, may I say. Our emphasis is putting the money where the children are going to be served.

Senator BYRD. Yes.

Dr. HANSEN. But we are reaching a point now where the children won't be served well unless we gear up our program to the amount and type of program I am requesting.

Senator BYRD. Yes. What will be the effect, briefly, if the Senate does not go along with the restoration in its entirety or if it goes along with a partial restoration, let us say half?

Dr. HANSEN. May I suggest that as I deal with each of these specifically I will attempt to bring this question into focus rather than to generalize.

Senator BYRD. Surely.

JUSTIFICATION FOR TUITION ANALYST

Dr. HANSEN. The first request we are making is for a GS–10 tuition analyst to serve in the Deputy Superintendent's Office. The effect of the lack of this person is that the Assistant to the Deputy Superintendent, spends approximately 90 percent of his time in the management of the Tuition Act, and the enforcement of the tuition legislation. This was superimposed upon us by Congress. We were obligated to carry forward the intention of this legislation, but we have had no support so far in the way of managing the situation.

The result of this is that Mr. Riecks' office misses—I hope you will pardon my saying this—opportunities for service in performing his very great responsibilities because his chief assistant, and the only assistant he has, must devote most of his time to the business of managing the tuition appeals in accordance with the tuition legislation. I am sure Mr. Riecks could speak to this point himself, perhaps more effectively than I. May I ask him to do so?

Senator BYRD. Sure.

Mr. RIECKS. I think you have expressed it exceedingly well when you say that we have missed chances for service. There are so many

new programs developing that this office must be responsible for. They involve all of the offices in the school system, and thus of necessity must be centered in this office, and must be supervised by this office. It is resulting in an actual lack of supervision that should be exerted on already existing programs, plus the new programs, because there is only one person to do the job, whereas under the normal situation there should be two.

Senator BYRD. You requested this position in earlier years, Dr. Hansen?

Dr. HANSEN. Yes, sir. We requested this position last year, and it was included in the budget submitted by the Commissioners. We have been requesting this position for the past several years, but last year was the first time I believe it reached the Congress.

Senator BYRD. Is the amount for this position $6,391?

Mr. RIECKS. Yes, sir.

Senator BYRD. All right. Dr. Hansen, would you like to proceed?

PERSONNEL ADMINISTRATION

Dr. HANSEN. Yes; thank you very much.

We will proceed, then, to the request under personnel administration, page 17. The request is for 14 additional staff and supporting funds in order to centralize the District of Columbia schools' personnel functions.

At first glance, this may seem to be an extraordinary step forward to move to a staff increase of 14 personnel employees. We are desperately in need of organizing, centralizing, and expanding services in personnel administration. This need is based on the desire to eliminate the chaotic kind of management we are now compelled to practice.

Personnel functions are actually distributed under the offices of most of the top staff, including the management of paperwork, the writing of Board orders, as well as the interviewing of personnel applying for positions. This is disorganized. There is a lack of coordination, there is a lack of uniformity that adversely affects the selection of quality personnel.

DISCOURAGEMENT OF PROSPECTIVE TEACHERS

The second aspect of the dispersal of functions is that it tends to discourage people from applying for positions in the District of Columbia, particularly teachers, because of the lack of staff in the central personnel office.

Applicants sometimes are required to visit as many as two or three offices in order to get their application processed. This tends to repel or discourage, at least, the applicant who might be willing to teach in Washington, but finds it easier to step into a nearby county, perhaps, talk to one person, complete requirements for certification, and be notified immediately that a job has been available.

RECRUITMENT PROBLEM

The third necessity is to step up recruitment. As you know, Mr. Chairman, Senator Proxmire, one of the unsolved problems of the school system is the temporary teacher problem, the employment of staff that can meet all requirements for teaching positions in the District of Columbia.

We are convinced that in order to get at this problem and to put organization and steam and concentration of attention upon it, we must have a modern personnel division. This is the reason, then, for our asking at this time for 14 positions to staff the department adequately.

PERSONNEL STAFF COMPLEMENT

Senator BYRD. How many persons do you have in personnel administration now?

Dr. HANSEN. We have now 16 and we are asking for 14 more, as follows: Assistant for Administration to work with the Assistant Superintendent in Charge of the Department. Incidentally, I should like to say for the record we have a new man in this Department with professional personnel experience, training, and background, who promises now that we can move forward. We are asking for two assistants to the Chief Examiner.

We have been criticized, perhaps to some extent unfairly, but also to some extent fairly, for failing to process applications in full. We have gotten a feedback, here and there, from persons who have made applications that nothing happened, nothing was done.

The only possible explanation for this is lack of staff, and this is the reason for requesting two additional assistants for the Chief Examiner, whose function it is to examine and process credentials.

We also request a personnel officer responsible for general schedule and wage board recruitment and selection; and administrative clerk for personnel action and records. Our records system, Mr. Chairman, would embarrass sound management concepts of the 1920's. We are not up to date in the management of personnel action and records.

CLERK-TYPISTS

A clerk-typist to take over the paperwork which now encumbers the regular administrative supervisory people in the writing of Board orders, and the preparation of the multitude of documents that must be handled in the transaction of every appointment; and two clerk-typists, making a total of 20 clerical staff to gear up this Department to a point of adequacy.

Senator BYRD. You do not have any clerk-typists now?

Dr. HANSEN. Yes, sir, we do. We have two GS–6 clerks; we have six GS–5 clerks, and we have two GS–4 clerks.

Senator BYRD. But you do not have any clerk-typists?

Dr. HANSEN. No clerk-typists; that is correct.

Senator BYRD. Is that correct?

Dr. HANSEN. That is correct.

Senator BYRD. And you are asking for nine.

Dr. HANSEN. We are asking for nine.

Senator BYRD. Nine.

Dr. HANSEN. That is correct.

Senator BYRD. At present you have no administrative clerk for personnel action and records?

Dr. HANSEN. Let me find this. That is correct.

Senator BYRD. And you at present have no assistant for administration?

Dr. HANSEN. We have one on temporary status which we have been able to get through concurrence with the Commissioners.

ASSISTANTS FOR CHIEF EXAMINER

Senator BYRD. You have no assistants for the Chief Examiner?

Dr. HANSEN. That is correct.

Senator BYRD. How long have you had a Chief Examiner?

Dr. HANSEN. This position goes way past my time in Washington. I believe down to 1906 when the Organic Act establishing the school system was approved.

Senator BYRD. And you are requesting two?

Dr. HANSEN. Two assistants; yes.

Senator BYRD. Couldn't you get along with one? He has been getting along without any for a while. I feel that if we were able to get one we would have made a great stride forward.

Dr. HANSEN. I would have to agree reluctantly. But the difference between the one and the two would be this, that we would then be adequately staffed to do a rather complete and thorough job on every application. The present difficulties will not be completely alleviated. We are dealing with increasingly larger numbers of staff, we expect to be employing well over a thousand new people this year, expanding programs in various fields in the departments, and it is just unbelievable to expect even two assistants and a Chief Examiner could manage, supervise, interview large numbers of people coming in, and we earnestly hope we may get the total package of personnel management.

Senator BYRD. Are your nine clerk-typists tied proportionately to the other five positions being requested and, if so, where?

Dr. HANSEN. This is a part of the——

Senator BYRD. How?

CENTRALIZATION OF MANAGEMENT PERSONNEL

Dr. HANSEN. Part of the relationship. It is our expectation to centralize the management of personnel, to concentrate the preparation of all interviews, reports, documents necessary for the appointment, for the investigation and appointment, of personnel in a single office. We would hope to do this with greater efficiency than we are now capable of doing.

Senator BYRD. Dr. Hansen, how wise would it be for the Congress to allow the assistant for administration, two assistants for the Chief Examiner, the one personnel officer, and the one administrative clerk, and not allow the clerk-typists? What would this do?

Dr. HANSEN. This would seriously impair our effort to bring into the central office the paperwork which is now scattered in at least six offices where Board orders are now currently written. This would mean we would have to continue farming this out into the other offices to be done as best they can do them with the kind of the present lack of coordination and possibilities for error. Even the problem of interviewing, and finally assigning teachers, enters into this because the Board order writing people generally have to administer the oath of office.

Senator BYRD. All right, Dr. Hansen.

Could you give us some idea as to the priority of these 14 positions? While this subcommittee—I believe you are asking for 14, aren't you?

Dr. HANSEN. Yes, sir.

QUESTION OF PRIORITIES

Senator BYRD. While this subcommittee might wish to add 14, in the event we were to meet a situation wherein we would have to split these, I would like to have some idea as to the priorities.

Dr. HANSEN. Then I would like to suggest the assistant for administration, one examiner, the administrative clerk, and, as many of the clerk-typists as it is possible to get, so that we have a distribution here and have a section which is operative.

INCREASE IN TEMPORARY TEACHERS

Senator BYRD. How do you explain the dramatic increase in the percentage of temporary teachers over the past 10 years?

Dr. HANSEN. I have a rather full report which, perhaps, the committee would not want to be encumbered with.

Senator BYRD. Would you like to submit it for the record?

Dr. HANSEN. I would be happy to do that.

Senator BYRD. And if you care to, you may comment briefly.

(The information referred to follows:)

TEACHER RECRUITMENT AND TEMPORARY TEACHER PROBLEM

Definition of the problem

Three factors contribute to the temporary teacher problem.

1. Local procedures and technicalities tend to discourage teachers from completing applications.

2. Continuing increases in enrollments and a corresponding continuation of the national teacher shortage enhance the local shortage problem.

3. License requirements, terminology, and the written examination contribute to the temporary teacher problem.

HISTORY OF THE PROBLEM

The number of temporary teachers has increased from 756 (19.1 percent) in 1956 to 2,258 (40 percent) in 1965. At the same time, the number of probationary teachers has increased from 364 to 410 and the number of permanent teachers from 2,830 to 2,970.

The study of 2,116 teachers in November 1964 shows the following to be the reasons for the temporary staff:

1. Failure to meet degree requirements: elementary, 193; secondary 272; total, 465.

In the elementary school most of the nondegree teachers are graduates of normal schools and have been successful teachers over a period of years. Under present practices and regulations no new nondegree teachers have recently been appointed to the elementary schools.

In the senior high school the master's degree is required for the teaching of most subjects. In many cases teachers with only a bachelor's degree are employed because they are the best available in terms of competence and preparation.

A study of 34 cities shows that only 12 cities, including Washington, require 5 years of training. In the case of the District of Columbia, the applicant for the secondary schools must possess the master's degree which requires at least 1 additional year of training plus thesis writing and other responsibilities. Thirty cities require only 4 years.

In the nearby counties only the bachelor's degree is required for teaching at the high school level.

2. Failure to have specified college courses: elementary, 877; secondary, 492; total, 1,369.

The problem is clearly that the licenses for the District of Columbia appointments are too specific and inflexible. Teachers otherwise qualified to take the examination are discouraged by the fact that they do not have specific license requirements.

3. Age, which for the District of Columbia is 50 years. The following were 50 years of age or older: elementary, 181; secondary, 50; total, 231.

4. Temporary teachers who have taken and failed the examination: elementary, 302; secondary, 164; total, 466.

5. Number who are noncitizens: elementary, 8; secondary, 5; total, 13.

6. Number who failed physical examination: elementary, 6; secondary, 4, total, 10.

7. Number who failed oral examination: elementary, 9; secondary, 1; total, 10.

The foregoing information indicates that the chief reasons for the large number of temporary teachers are failure in the examination or the failue to take an examination and the lack of specific courses to qualify. Most local temporary teachers would be eligible for probationary appointment if the common practice throughout the country were followed in the District of Columbia. The common practice is to admit teachers on probation who have met degree requirements and then to observe their teaching to see if they qualify to become permanent after the probationary period.

STEPS TAKEN TO IMPROVE TEACHER RECRUITMENT

Increased effort has been made to step up recruitment of new teachers and to encourage the temporary teachers who are in the service to become qualified.

In June 1964, the Superintendent invited all temporary teachers to report their interest in taking an examination and completing requirements for permanent appointment. As a result 342 teachers took the examination and 67 passed and have been declared eligible for probationary appointment.

The Board of Education has undertaken an extensive study of personnel procedures and at the last meeting concluded that outside consultants should be employed to analyze personnel practices in the District of Columbia school system.

The following is an analysis of apparent difficulties:

(*a*) *Procedural technology*

The license requirements in the District of Columbia are excessively specific. Frequently teachers are discouraged with going ahead with their application because of complexity of license requirements for the several positions. There is some indication that school officials feel handicapped in appointing promising teachers because of technicalities.

(*b*) *The school system enrollments continue to increase*

From 1954 to 1965, the enrollment increased from 105,473 to 142,689. At the same time there has been an increase in the number of services offered, all of which requires additional staffing.

It has been possible to fill most temporary positions with apparently competent teachers. The national teacher shortage directly affects the supply of teachers because, although the local schools have four times as many applications as there are positions, many of the applicants are not qualified, do not pass the examination, or do not complete their applications.

(*c*) *Terminology*

Part of the problem is the naming of teachers who are employed on an annual basis as "temporary teachers" rather than probationary teachers. It would be practical in the judgment of the Superintendent to appoint every teacher to a probationary position who has the required degree, adequate character references, and work experience, and who meets in general the specific requirements. In the case of teachers with averages above C, written examinations would not be necessary. The probationary period would, therefore, become a proving period. Teachers who successfully establish their competence through actual classroom teaching would then be eligible for permanent appointment after 2 years.

(*d*) *Licensing requirements*

The license requirements should be modified to reduce the number of required education courses to 15 with more general definition of these courses so that teachers who have graduated from an accredited teacher training institution would, in the main, be eligible for probationary appointment in the District of Columbia public schools. The current inflexibility of license requirements keeps competent teachers off the probationary rolls as is indicated by the fact that almost 1,400 of the present temporary staff lack specific license requirements.

The Superintendent believes that greater flexibility is needed than is now the case and has so recommended to the Board of Education through its Committee on Personnel. He believes that a study of personnel practices by an outside firm is likely to result in confirmation of the recommendation.

(c) Inadequacy of staffing of the personnel department

The inadequacy of staff in the personnel department has created a chaotic personnel problem. This in itself contributes to confusion and uncertainties in management of personnel. The budget now before Congress provides for staff to set up a central personnel office as a means of stepping up recruitment.

The reduction in the number of temporary teachers will not result as long as the foregoing factors prevail and unless steps are taken to remove the obstructions to the recruitment of competent teachers.

FACTORS CONTRIBUTING TO TEMPORARY TEACHER PROBLEM

Dr. HANSEN. I can do this without referring to the report, but we will submit the report for the record. The explanations are multiple. One is, and I know I am questioned on this in some quarters, that there is a national teacher shortage, and we are adversely affected by that because we are not primarily a favorable teacher recruiting situation in comparison with suburban areas and small towns.

The second is that our school program has expanded so rapidly, the enrollment has increased, and we have also expanded the numbers of services offered, as a result the demand for teachers has increased.

The fact is interesting to note, Mr. Chairman and members of the committee, that we have more permanent teachers now than we had in 1954. But we still have 40 percent temporary teachers. This indicates that the acquisition of teachers capable of taking and passing examinations and meeting requirements has not kept pace with the increased enrollments and services of the school system.

A third problem which we have to explore and which the Board of Education has been exploring is this: Does our recruitment process encumber us; is it so involved, so complex, that many people become appalled by the redtape involved in becoming a member of our organization?

Now, the question can be asked of me, "Why haven't you done something about this?"

The answer is that this has been under study by the Personnel Chairman of the Board of Education and by the Board itself for 2 or 3 years. We are at the point now where we need outside experts to give us some direction.

PERSONNEL OFFICE STAFF

Finally, and this gets to the heart of our request here, our personnel department has not been adequate, it has not been in any sense, competent to do the personnel work that needs to be done in a system as large as ours.

Senator BYRD. How long have you had the 16 positions which you presently have?

Dr. HANSEN. I would have to check this to be historically accurate. I can tell you very generally that the Office of Assistant Superintendent was set up either in 1954 or 1955, and at that time saw the beginnings of a personnel department with a separate personnel officer.

The Chief Examiner, with his clerical staff, has been in existence, I am sure, from 1906 on up. This position has been in existence. Actually in the preintegration days there were two Chief Examiners,

one for each section of our school system. The classification section came into being within recent years. There is a section designed to evaluate classified service positions.

Senator BYRD. Have you had any positions added within the last year or 2 years?

Dr. CARROLL. Not last year. I would have to check the records because I was not here 2 years ago, sir.

Dr. HANSEN. May I rely on memory and answer no, and check it for the transcript?

Senator BYRD. All right.

(The following information was submitted:)

There has been no increase in the number of positions in the personnel department since 1958.

Dr. HANSEN. We have brought into the office an assistant under temporary arrangement, and we bring into the office periodically one or two teachers on detail to work with the Chief Examiner.

Senator BYRD. Senator Proxmire.

PROPORTION OF TEMPORARY TEACHERS

Senator PROXMIRE. This is a shocking figure, and maybe I should not be shocked any more about it, but back in 1954–55, 2 out of 15 teachers roughly were temporary, and now, as I understand it, 6 out of 15 are temporary, a very, very high proportion. How does this compare with the national rate?

Dr. HANSEN. We cannot get national figures on this because terminology varies. What we have——

Senator PROXMIRE. What is your estimate of how it is?

Dr. HANSEN. In the temporary situation, the situation might properly be called annual contract teachers. Many school systems employ on annual contract. Our temporary teachers, except for those few that are filling in for people on leaves of absence, are bona fide employees scheduled to be employed for the full year, and if we were then to make a study we would have to define terms. Some school systems use substitute teachers. I think this may be true of one of the larger New York systems. I must not talk without facts on this sort of thing, but we just cannot compare them. But my guess is that under our system of procurement where we have high standards, require the meeting of technical requirements in licensing, require the A.B. degree for example, for the elementary and junior high school positions, and the master's degree for the senior high school positions, and require the passing of the national teaching examination, that we have, perhaps a larger number of teachers who are not in a literal sense certified, who are completely eligible as most school systems would have it.

Senator PROXMIRE. Is it your feeling that if—I know this is all a matter of guess—but you are an experienced school administrator, one of the most experienced in the country and one of the best—would it be your feeling that if you could get any kind of comparable basis that other districts would be about the same in this area or would be much worse or much better, rather? I am trying to get at how serious is this 40 percent.

Dr. HANSEN. It is a very serious situation, Senator, and I should do nothing to tend to——

COMPARISON WITH OTHER CITIES

Senator PROXMIRE. Are there any other cities or any other States that have comparable standards with which we could compare it?

Dr. HANSEN. Yes. I think most of the larger cities have. We could make an inquiry, if it is not too extensive a thing.

Senator PROXMIRE. Yes. I would not want you to do——

Dr. HANSEN. About definitions——

Senator PROXMIRE. You have too much paperwork now, and I do not want to add to it. You could make an inquiry that you could do easily it would be helpful.

Dr. HANSEN. We might inquire in two or three city situations to see what——

Senator PROXMIRE. That would be fine.

Dr. HANSEN. Yes.

TEACHING STANDARDS

Senator PROXMIRE. Do I understand that one of the real reasons why you have this drastic change in the last 10 years is because there has been a change in standards? Has there been much of a change in standards?

Dr. HANSEN. No. The standards for appointment——

Senator PROXMIRE. Since 1954–55.

Dr. HANSEN (continuing). Have been changed only in this respect, in that we set a cutoff point of 550 on the national teachers examination, whereas a few years ago it was set, I believe, at 500 or 525. We have raised that a bit.

Senator PROXMIRE. Your degrees though are the same.

Dr. HANSEN. Our degrees are the same. The license requirements are essentially the same.

QUALIFICATIONS OF TEMPORARY TEACHERS

Senator PROXMIRE. What are the disadvantages, in general, of having a temporary teacher? They just do not have the qualifications because they do not have the tenure; they are lacking in experience?

Dr. HANSEN. This is not true, and I think in order to make it very clear to the committee that our temporary teachers are, in the main, highly qualified, I want to refer again to the study which has been presented to you.

Senator PROXMIRE. Yes.

Dr. HANSEN. A very high percentage have degree requirements, and if you will bear with me for just a moment I will be more specific.

Temporary teachers, October 22——

Senator PROXMIRE. Last year.

Dr. HANSEN (continuing). Totaling 2,258—of last year: 156 of this number or 6.9 percent lacked the bachelor's degree. But I want to hasten to explain that many of these are the normal school graduates who have been teaching, at one time qualified, and then left teaching, to have families, and then came back, and many of the 156 are among our strongest teachers: 1,856.5 teachers or 82.2 percent of the total have bachelor's degrees; 208 or 9.2 percent have master's degrees; and 34.5 teachers—there is a technical explanation for this split in personnel—or 1.5 percent, have master's degrees plus 30, and 3——

Senator PROXMIRE. What does that mean, plus 30?

Dr. HANSEN. Thirty hours beyond the master's degree.

Senator PROXMIRE. I see.

Dr. HANSEN. And three have doctorates.

So that we hasten always to say that our temporary teaching staff is well chosen. Often the teacher does not become permanent because she does not expect to stay in the system long. She may have reason to be employed 2 or 3 years, and then family conditions being what they are, she moves on.

Senator PROXMIRE. In this particular appropriation, what the positions would do would be to enable you to act more rapidly in providing the certification needed for your permanent teachers; is that correct?

Dr. HANSEN. Yes, sir.

Senator PROXMIRE. So it is a matter of not only improving the educational system but of justice to the teacher.

Dr. HANSEN. That is correct.

Senator PROXMIRE. This is the only way they can get tenure.

Dr. HANSEN. The only way they can get tenure and the benefits which come from——

Senator PROXMIRE. And a good way for you to hold onto your experienced teachers.

Dr. HANSEN. That is correct.

Senator PROXMIRE. They get discouraged if they wait 4 or 5 years and are still temporary.

Dr. HANSEN. Or they become discouraged if they have to go to a half dozen different offices to get qualified.

Senator PROXMIRE. And each of these positions, of these 14 positions, would be to speed up this process?

Dr. HANSEN. That is correct.

Senator PROXMIRE. That is the primary purpose of it?

Dr. HANSEN. That is correct.

Senator PROXMIRE. I see.

Dr. HANSEN. May I add just one other point?

Senator PROXMIRE. Yes.

RECRUITMENT PROGRAM

Dr. HANSEN. To speed up and also to supply a more aggressive recruitment program, because we believe if we are to increase our staff we must more aggressively recruit throughout the country than we are now doing with a limited staff.

Senator PROXMIRE. Your failure to do that would be reflected in your vacancy statistics, would it not?

Dr. HANSEN. That is correct.

Senator PROXMIRE. What are those?

Dr. HANSEN. Well, I am sorry. I misspoke myself here too quickly. We have only four vacancies in Teacher Salary Act positions. Actually, in effect, every position filled by a temporary teacher is a vacancy.

Senator PROXMIRE. Is a vacancy; fine. Thank you, Mr. Chairman.

BUSINESS ADMINISTRATION

Senator BYRD. All right, Dr. Hansen, could you move on to the next item, please.

Dr. HANSEN. The next item is the request for a procurement analyst and an invoice clerk in business administration.

Studies show that between fiscal years 1955 and 1964 there has been an increase in the dollar volume of purchases of 89 percent. The number of purchase orders has increased by 46 percent and the number of companies being dealt with by the procurement department has increased 119 percent.

Since 1955 there has been no actual increase in the procurement office staffing except for the addition of a procurement clerk last year. This means that the office is overtaxed, is overburdened, and has reached the point of being unable to increase the scope of its work at a time when our purchasing factors are being increased materially by expanding services.

Senator BYRD. How many of such positions do you now have?

Dr. HANSEN. We now have a procurement officer, four procurement analysts, one invoice clerk, six procurement clerk-typists, and a GS–4 invoice clerk; two invoice clerks, one GS–5 and one GS–4. We are asking to increase this department by one procurement analyst and one invoice clerk.

Senator BYRD. Did the House allow any new positions under this item?

Dr. HANSEN. None at all.

HOUSE ALLOWANCE

Senator BYRD. Did the House allow any personnel under "Personnel"?

Dr. HANSEN. No, the House disallowed all requests under "Administration."

Senator BYRD. Under "Business administration," would you mind stating whether or not Congress allowed any additional positions last year?

Dr. HANSEN. I believe there were six positions, but may I check that in the record and transcript for accuracy?

Senator BYRD. Yes.

Dr. CARROLL. The procurement clerk was authorized last year, one clerk in this department.

Dr. HANSEN. Your question had to do with the procurement department or the total administration section?

Senator BYRD. I am talking about the items that we are discussing here, procurement analyst and an invoice clerk.

Dr. HANSEN. Last year one procurement clerk was allowed.

Senator BYRD. Senator Proxmire.

AUTOMATIC DATA PROCESSING EQUIPMENT

Senator PROXMIRE. In this general procurement area and, to some extent, maybe in personnel, there have been great advances in some agencies of the Government by using computers and that kind of thing. Is your operation an operation which lends itself in any way, is it large enough to use some of these new devices?

Dr. HANSEN. May I ask our assistant here, Mr. Reynolds?

Mr. REYNOLDS. I think, Senator, to the extent that we could justify we have taken advantage up to this point.

It might be that we are getting to a point where we could go to a more advanced computer. We have a 407 IBM machine at this time. In the finance area we have derived benefit from the 1401 computer in the District government, so my answer to you has to be that we have consolidated, for example, all of our supply requisitions on IBM equipment. That is how we have been able to absorb a lot of these increases through that sort of technique, and I really think up to this point we could not have justified duplicating the District government's 1401 equipment, but we might be coming to the point where we could.

Senator PROXMIRE. I did not mean to imply that you would think necessarily of buying additional equipment.

Mr. REYNOLDS. No; I understand.

Senator PROXMIRE. But I mean renting it, using it, because a study made by Director Kermit Gordon in the Budget Bureau showed marvelous increases in productivity in three or four different departments, the Treasury Department, and several others, almost entirely as a result of using computers.

Mr. REYNOLDS. Well, you can see from the record there dollarwise, and you know and I know that does not necessarily mean workloadwise.

Senator PROXMIRE. In some areas you just cannot do it.

Mr. REYNOLDS. Right. But we have absorbed a tremendous amount of this workload by taking advantage of computer and mechanized procedures.

Senator PROXMIRE. Thank you.

Dr. HANSEN. May I insert a statement here, perhaps, which pertains. We hoped to be able to get funds to study automatic data processing for the school system. This is one of our hopes.

Senator PROXMIRE. It might be an excellent investment.

Dr. CARROLL. It was one of the items deleted by the House budget, and we were not able to justify putting it in in this appeal at this time. There were so many other things that seemed to be pressing.

Senator PROXMIRE. You are not asking for its restoration?

Dr. CARROLL. Not at this time; no, sir.

Senator BYRD. All right, Dr. Hansen, can you move on now?

ADMINISTRATION OF BUILDINGS AND GROUNDS

Dr. HANSEN. Administration of buildings and grounds, we are asking for an assistant for school planning to assist Mr. Woodson here, and a GS–4 clerk-typist. On capital outlay, you will note on page 21, the rate has increased by 75 percent since 1959. We are hopeful that this will go still higher.

The operation of buildings and grounds in terms of the value of equipment has increased 41 percent, and the square footage 19 percent. This office is literally staggering under the obligations of new projects and capital outlay and building maintenance. There has been no addition to the professional staff since 1959.

I am not setting priorities, Mr. Chairman, but among all these important items this would have to be certainly among the highest in terms of need.

VACANT POSITIONS

Senator BYRD. I think that would speak for itself on the basis of the record which you have clearly presented.

May I ask this question, Do you have any vacancies among the six positions?

Dr. HANSEN. Mr. Woodson is in charge.

Mr. WOODSON. No, sir; we do not.

Senator BYRD. Do you have much of a turnover in these positions?

Mr. WOODSON. I beg your pardon?

Senator BYRD. With this kind of an increase in workload, do you have much of a turnover in these positions?

Mr. WOODSON. In the central office of mine?

Senator BYRD. We are talking about the six positions. You have a tremendous increase in workload, and you have had the same number of positions since fiscal year 1959, and I am just asking whether or not this has resulted in a turnover, considerable turnover, of personnel in these positions.

Mr. WOODSON. We have had some turnover principally due to the promotion of Mr. Riecks and my subsequent promotion among the professional staff. Incidentally, I am one of the three considered as a professional. We have had two of the clerks who have been with us, and they are pretty steady. We have had a turnover in the other clerical position.

Senator BYRD. All right. Uness Senator Proxmire has a question, Doctor, you might move ahead.

EQUIPMENT REPLACEMENT

Dr. HANSEN. We are also asking for equipment inspector of the School Services Division to make possible better examination of equipment replacement requests. This ought to be a self-liquidating job, certainly in terms of the savings that can accrue from this kind of management.

Senator BYRD. Did you have at present such a position?

Dr. HANSEN. We have no such position at present.

Senator BYRD. Did you request such a position last year?

Dr. HANSEN. We did, sir.

Senator BYRD. You feel that this would pay for itself.

Dr. HANSEN. This would in very direct relationship to the question of replacement, repair of furniture and equipment, which now is requested mainly on the basis of rather amateur judgment on the part of the persons making the request——

Mr. WOODSON. I would like to say that we are very fortunate in that the chief of our school services section has been in the system for some 35 years, and he has worked in various areas of the school system, and he is very much familiar with our equipment problems. We are pretty much relying on his own personal knowledge of the equipment, and when it was purchased, and the life of this equipment.

What we really are faced with is that this is becoming too great a burden for one man's memory, and we would like very much to have this equipment inspector to be able to get in the field and see this equipment to determine whether it can be repaired and, if so, approximately for how much and if not, should it be replaced. This really takes a person who is on the spot to see it and not somebody's memory.

Senator BYRD. All right.

If Senator Proxmire has no questions, I would ask you to move ahead, Doctor.

Mr. WILLIAMS. Mr. Chairman, may I be excused? I want to drop in on my office, and I hope you can excuse these gentlemen here. We have the affair tonight, the Parent-Teachers' Congress, which is an annual affair, and all the parents and friends in the community are there by the hundreds, to shake their hands and then to dine. I know it seems to be a trifling request, but it is very important to these people.

Senator BYRD. It is very reasonable request.

Mr. WILLIAMS. Yes.

Senator BYRD. Dr. Hansen, at what point would be, in your judgment, a logical place to stop?

Dr. HANSEN. I would suppose we might be able to finish administration and still give us time to get there.

Senator BYRD. How long would that require?

Dr. HANSEN. Take about an hour, perhaps.

Senator BYRD. Would it take an hour?

Dr. HANSEN. For me to finish.

Senator BYRD. And you would still make your engagement. All right, thank you, Mr. Williams.

Let us move ahead to the next item.

PUPIL PERSONNEL SERVICES

Dr. HANSEN. For the Office of Assistant Superintendent in charge of pupil personnel services, we are asking for a GS–5 clerk-stenographer. Studies indicate the expansion of work done in this department, testing, for example, and an actual increase of 143 in charts and graphs produced, 38 percent; and reports concerning citywide group tests, an actual increase of 8, with a 53-percent increase.

We presently have 11 in the department, 11 clerks, and the request is for an additional GS–5 clerk in this section.

We are also asking for——

Senator BYRD. What page are you on?

Dr. HANSEN. Page 24, on "School attendance requirements," an additional clerk-typist there. The justification is a 44-percent increase in

pupil enrollment records, an 88-percent increase in juvenile court case records, 132-percent increase in parent-pupil conference appointments, and a 10-percent increase in review of investigations by attendance officers.

We have had two additions to the clerical staff in the attendance department since 1948, representing only a 14-percent increase.

Senator PROXMIRE. How many do you have now?

Dr. HANSEN. We have 16 clerical staff in the attendance department.

Senator PROXMIRE. What did the House allow?

Dr. HANSEN. The House allowed nothing.

Senator PROXMIRE. They allowed nothing. All right, sir.

NONRESIDENT TUITION BOARD

Dr. HANSEN. We are also asking for a claims clerk to work in the Nonresident Tuition Board Office.

Senator PROXMIRE. Tell me what page you are on so I can follow you, Doctor.

Dr. HANSEN. This is page 26, Senator, I am sorry.

Senator PROXMIRE. Twenty-six.

Dr. HANSEN. The Tuition Board administers the Nonresident Tuition Act.

Senator PROXMIRE. You say one temporary claims clerk?

Dr. HANSEN. Yes.

Senator PROXMIRE. What does that mean?

Dr. HANSEN. This means the position would be temporary and the appointment would be temporary because it is still undecided that these positions should be made permanent.

Dr. CARROLL. A change in the act might change the staffing requirements, so it was put in as a temporary position at the present time.

Senator PROXMIRE. All right.

Dr. HANSEN. I am not able to defend it enthusiastically. I do not quite get the point of it, but we are on a temporary basis here on all of the claims work working on the nonresident tuition.

Senator PROXMIRE. You mean you are not enthusiastic about the temporary classification or about the particular position?

Dr. HANSEN. I am enthusiastic about the position. I am not strongly supporting the temporary nature.

Senator PROXMIRE. I see.

Dr. CARROLL. Dr. Hansen felt we should make that a permanent request.

Senator PROXMIRE. I understand.

Dr. HANSEN. We will try to work on our assistant next year. This is a highly necessary position, Mr. Chairman.

We are being criticized by the auditor for failing to check on all attendance Nonresident Tuition Board requests. We just cannot keep up with this responsibility without at least an additional clerk in this department.

Senator PROXMIRE. What do you have now?

Dr. HANSEN. We have a total in this department now of five.

Senator PROXMIRE. It has been increased from five to six?

Dr. HANSEN. This would be an increase from five to six.

Senator PROXMIRE. The House, of course, did not allow it.

ELEMENTARY SCHOOL ADMINISTRATION

Dr. HANSEN. We move on then to "Elementary school administration." The request here is for a class 6 assistant to the Assistant Superintendent, and a GS–4 clerk-typist for this department.

The number of pupils has increased since fiscal year 1954 by 33.4 percent at the elementary level. The number of teachers has increased by 45.5 percent; the number of school principals, by 18.7 percent; the number of supervisors by 400 percent; and the number of elementary school buildings by 9 percent.

There has been no administrative increase in this department since 1954, in spite of the fact that this is one of our largest and most rapidly expanding departments.

Senator PROXMIRE. You have only two people; is that correct?

Dr. HANSEN. We have only two people functioning as executives in this department. We are asking now for an additional assistant for the Assistant Superintendent, and for an additional clerk-stenographer in this department.

Senator PROXMIRE. You are asking for a 100-percent increase.

Dr. HANSEN. No. The department includes not only the Assistant Superintendent but one assistant, the clerical staff gaining with the administrative aid, secretarial assistant.

Senator PROXMIRE. But you have had an increase since 1954 in the clerical staff.

Dr. HANSEN. Yes. We had an increase of three in the clerical staff since 1954.

Senator PROXMIRE. So you are asking for one increase in the administrative staff and one increase in the clerical staff.

Dr. HANSEN. That is correct.

Senator PROXMIRE. Tell me whenever the House gave any kind of an increase at all so that I can know that.

Dr. HANSEN. In all categories under administration activity, activity 1, the House denied requests.

Senator PROXMIRE. Denied it. All right.

That takes us all the way through then under activity 1, you say?

Dr. HANSEN. Yes, until we come to supervision and instruction.

Senator PROXMIRE. All right.

SECONDARY SCHOOL ADMINISTRATIVE STAFF

Dr. HANSEN. The next section is the secondary school administrative staff.

Senator PROXMIRE. That is on page what?

Dr. HANSEN. I am sorry, page 28.

Senator PROXMIRE. Page 28.

Dr. HANSEN. The class 6 is for an assistant for administration, and a GS–4 clerk-typist for this office. In this office the increase in the number of pupils has been 11,979 since 1959, which is a base point from which there has been no additional staffing.

The number of teachers has increased 25 percent; the number of principals and assistant principals 14 percent; and the number of secondary school buildings has increased by 3, or 9 percent. Since 1959, the period of change that I have used here as a base, there have been no increases in either administrative or clerical staffing in these offices.

Senator PROXMIRE. You now have eight and you are asking for——
Dr. HANSEN. We are asking for two more.
Senator PROXMIRE. You are asking for two more?
Dr. HANSEN. That is correct.
Senator PROXMIRE. All right, sir.

ADMINISTRATION OF ADULT EDUCATION

Dr. HANSEN. We move then to page 30, administration of adult education, vocational education, and summer school, and in this department the request is for a GS–6 administrative aid, which is an executive secretarial position, in a sense, to add to a staff which now consists of five persons, an administrative assistant, administrative aid, and clerk-typist, as indicated. The Federal programs in this department are increasing. I regret we do not have the table.

Dr. CARROLL. I have some information if I may insert it.

Dr. HANSEN. Do that, Dr. Carroll.

SUMMER SCHOOL

Dr. CARROLL. This department is in charge of the summer school. The summer school has increased from 1960 to 1964, 55 percent, from 7,658 to 11,870. We researched this particiular department, and could not find any increase in positions during the last 10 years.

Senator PROXMIRE. The pupil increase is 55 percent; how about the teacher increase?

Dr. CARROLL. I do not have the teacher increase. I have that summer school program increase, and I would like to point out there has been no increase in clerical staff in this department for at least 10 years. That is when we got the last budget, and I do not know how far back it might go.

Senator PROXMIRE. You have had five employees there for 10 years.

Dr. CARROLL. It has been the same.

Senator PROXMIRE. In spite of the tremendous emphasis on vocational education.

Dr. CARROLL. That is right. The manpower programs are—I won't go into the reason, but they require quite detailed clerical work. Each is an individual project. They have over 40 separate budgets, you might say, that have to be managed, and operations each kept separately as to the records, the hiring, and so forth. So this has just been a terribly overloaded office.

Senator PROXMIRE. Yes. I think if you can provide these statistics here, this is, in a sense, your best case, they are all good, but this is one of the best in vocational education.

Dr. CARROLL. If I have an opportunity I will insert it in the record.

(The information referred to follows:)

There has been no increase in administrative staffing in the vocational education office since 1955. During this period, enrollments have increased 25 percent, from 2,311 to 2,894. In addition, this department has organized 33 educational programs for the manpower training and development program during the current year.

COMMENTS ON HOUSE ACTION

Dr. HANSEN. Mr. Chairman, this completes our coverage under our request under administration. We want to reemphasize in this kind

of summary, if we may, that for a small amount of money, $153,867, the staffing of the central——

Senator PROXMIRE. You say how much?

Dr. HANSEN. $153,867.

Senator PROXMIRE. Out of how big a school budget?

Dr. HANSEN. Total budget approved by the House of $74,470,000.

Senator PROXMIRE. How big an increase is that?

Dr. HANSEN. It would be——

Dr. CARROLL. $6.5 million, I believe.

Dr. HANSEN. You mean the $153,000?

Senator PROXMIRE. In relation to the $74 million was an increase over the 1965 budget?

Dr. CARROLL. About $6.5 million.

Senator PROXMIRE. $6.5 million, and you are asking only for $153,000 increase in administration, and the House gave you how much?

Dr. CARROLL. Yes, the amount necessary to cover the pay raises in this category which, I believe, was $91,476.

Senator PROXMIRE. They gave you no increase in positions, but they gave you an increase for pay raises.

Dr. CARROLL. Mandatory pay raises.

JUSTIFICATION SUMMARY

Dr. HANSEN. May we summarize again, if we may, as sort of a conclusion at this point, that this is probably as critical a need as we have. They are all top priorities. There is really not a single position that can be deleted in this group of 28 without having an adverse effect upon the way the schools are managed, and an effect which is, as you know, Mr. Chairman, one that touches the schoolchildren, too, because administration which serves well helps a teacher to educate the child.

Senator PROXMIRE. What is the contrary argument that we are likely to face when we discuss this with House? What is the argument against this? I suppose one argument is that you emphasize teachers and textbooks, and the administration is not directly productive; is that it? I realize there are arguments against that, but I wondered if there are any other arguments.

Dr. HANSEN. Yes; I do not want to attempt to——

Senator PROXMIRE. That we should be prepared to meet.

Dr. HANSEN. I do not want to attempt to evaluate the thinking of the Members of the House. I have great respect for them and their judgment. The traditional arguments are, and we have used them ourselves, that the heart of the educative process is the classroom and the teacher, and the relationship between the teacher and the pupil, and that these must come first, and we have attempted to observe that rule in managing as well as we could over a rather long period of time in an expanding situation.

Now, it is obvious even from the relationship of our rate of expenditure of administration to that of other cities of comparable size, that we are in a very adverse position; that we cannot do the kind of administrative functions necessary to equip the classrooms, to find the teachers to man them, to keep a flow of communication moving between the classroom, the principal, and the central administrative office which will have an influence upon the quality of education going.

I think every day we find experiences, sir, in which we are sure that the problem which arose came about simply because people were operating programs and were so busy that they could not take preventive action to head off the problems.

INADEQUATE PERSONNEL EFFECT ON EDUCATION AND ECONOMY

Senator PROXMIRE. Can we say there are two adverse effects, of not acceding in any degree to this request, and one would be in the quality of education, and a second might be in the efficiency and economy with which the educational system has operated so that in the long run you are not actually economizing but failing to provide this; would that be, in your judgment, correct?

Dr. HANSEN. These are the two——

Senator PROXMIRE. Certainly in some areas.

Dr. HANSEN. They are the two salient points, I am sure, of that.

TEACHER TURNOVER

Senator PROXMIRE. Certainly in the area of being able to have a big enough staff so you can certify teachers, to give them the tenure to become permanent, to hold on to your teachers and reduce the turnover. I imagine your turnover among temporary teachers is substantially higher than it is for permanent teachers.

Dr. HANSEN. Yes, it is higher.

Senator PROXMIRE. Isn't the turnover an expensive element?

Dr. HANSEN. Very expensive. Turnover, of course, means we have to induct many new people into the organization. It requires a larger supervisory staff. There is always a hazard that the new person coming in may not measure up because you can only depend upon the record when you employ someone to replace an already established teacher which entails some risk.

The transiency problem in the temporary teacher situation is really the worst element of the changeover, the turnover, the lack of career intentions on the part of the temporary teacher, which presents the greatest loss factor, in my judgment.

SCHOOL ADMINISTRATION STAFFING COMPARED WITH OTHER CITIES

Dr. CARROLL. Senator Proxmire, if I may insert one point——

Senator PROXMIRE. Yes.

Dr. CARROLL (continuing). I believe it is fair to say that the average large school city administration has 50 percent more central office staff, more central office administration staff, than do the District schools. I think this table shows that, and I think this is a telling figure. You cannot have that much difference between what others have found necessary and what we have without being short and really hurting. I say that honestly. To try to get your job done, and to do it right, is most difficult under present conditions.

RECAPITULATION OF ADMINISTRATIVE PERSONNEL REQUESTS

Senator PROXMIRE. Would you care, Dr. Hansen, or any of you gentlemen, to place any further priorities on this? I know that there are many reasons why you do not like to do it. You want all this, and you

have made a clear, and you have made a fine justification, I think. But would you care to give us any suggestion as to what we should try to fight for particularly in conference?

Dr. HANSEN. There is such an equality of need on the staff, and I think it is pretty well equated in the variations of requests we have made ranging from as many as 14 in one department to 1 or 2 in another, but the degree of need in every instance is almost as intense and, therefore, I would find it unwise, I think, to suggest that we select one department, one program over another.

I would prefer a program which would take care of this problem in totality at once rather than by degrees if this could possibly be managed.

Senator PROXMIRE. Do I understand correctly this total request is $153,867; is that right?

Dr. HANSEN. That is correct.

Senator PROXMIRE. Additional?

Dr. HANSEN. That is correct.

Senator PROXMIRE. And how many positions involved?

Dr. HANSEN. Twenty-eight.

Senator PROXMIRE. Twenty-eight. And that is on top of 208 that you now have.

Dr. HANSEN. $208,284.

Senator PROXMIRE. No. How many positions?

Dr. CARROLL. 201 positions.

Senator PROXMIRE. 201, sir? All right. Mr. Chairman, thank you.

Senator BYRD. Thank you, Senator Proxmire.

All right. The next item, Doctor.

Dr. HANSEN. We move now to the next section.

Senator PROXMIRE. Wasn't this the place where you thought you might terminate your presentation for today?

Dr. HANSEN. We move now to the next section.

Senator PROXMIRE. Once again, wouldn't this be a good place to end for tonight?

Dr. HANSEN. It would be, if you would allow us an hour to make the necessary arrangements to get there, but we are at your service, you understand.

Senator BYRD. All right. I think we should stop your testimony at this point, Doctor.

Dr. HANSEN. We have completed activity 1, and we move into supervision and instruction next.

Senator BYRD. Yes, sir.

So we will hear you again at a later date. Thank you very much, Dr. Hansen.

Dr. HANSEN. Thank you, sir.

Senator BYRD. Mr. Commissioner, do we have any other departments here ready to testify?

Mr. TOBRINER. No; we do not at this time.

Dr. HANSEN. Mr. Chairman, I know that people in the PTA organization would put the work before this committee ahead of everything else. If the committee is prepared to continue here to receive testimony I am here and we are here, and we will proceed until such time as you would normally break off. We are very anxious to move right on with this. May I suggest that I go on?

Senator BYRD. You are suggesting that you proceed, are you?

Dr. HANSEN. Yes, sir.

Senator BYRD. Why don't you proceed at least for a few minutes, Doctor.

SUPERVISION AND INSTRUCTION

STAFF-TEACHER RATIOS

Dr. HANSEN. Mr. Chairman, we are moving now to instruction and supervision, page 31, requesting restoration of 129 positions. The House allowance was 339 against a requested increase of 791.

The total cost of restorations proposed would be $818,074.

We have prepared here for the consideration of the committee certain staff ratios on which we have predicated our requests, page 35, and I am going to do this as a kind of preliminary, if I may, indicating, for example, in art the relationship of 200 classroom teachers to 1 as a Board of Education standard, which is far too high; science, 190 classroom teachers to 1, a standard which I am sure we will be modifying for the next budget year, but nevertheless is a basis for action this year; and speech instruction, 125 to 1, as the caseloads for each teacher.

On the basis of these standards we are asking for the restoration of three art instructor positions for the elementary schools. This would provide a ratio of 1 art specialist to each 200 elementary teachers.

We are asking for the restoration of 1 science teacher, which would give us a ratio of 1 science teacher to 190 elementary classroom teachers; and for the restoration of 9 speech correction teachers which would not fulfill the ratio established for the purposes of this budget, but would increase the number of new persons requested by 14, including the 5 allowed by the House.

JUSTIFICATION OF CITYWIDE CHORUS POSITION

We are also asking for the restoration of the citywide chorus position for the music department. I should like to take just a moment to define that position as one which provides services to several scores of outstanding young singers in the city from all parts of the city. They meet on Saturday for the program for training, and they are producing a musical organization that is really at the very highest level. I hope that this position may be restored for the good it does to children who otherwise would be neglected in their music program.

DRIVER TRAINING PROGRAM

Driver education, we are requesting, page 37, for the junior high school and senior high school programs—may I just pause a moment.

Dr. CARROLL. There are 11 positions, page 37. You have 11 more teachers for the senior high school and 2 additional teachers for the vocational high school, making a total increase of 13 positions for driver training.

Dr. HANSEN. The money is already available in the funding from the new license fees for learners. We are also asking for 60 additional temporary summer school teaching positions, 32 for remedial purposes,

and 28 to expand the regular program. This program is essential, particularly we want to stress, I hope to get into regular instruction in the summertime for boys and girls who want to come in for advanced study.

Up to this time we are limited almost completely as to the instruction of pupils in remediation, the retarded pupils, pupils who are behind.

SUMMER CLASSES FOR ADVANCED STUDENTS

A survey showed that 7,000 students would like to attend the regular classes in the summer. Two teachers would begin the program in such fields as foreign languages, art, music, typing, industrial arts, regular classes in grades 1 to 6.

We are also moving now to library restorations. As the purpose of the Board of Education standard at this time, which is still very——

Senator PROXMIRE. What page is that?

LIBRARIANS IN ELEMENTARY SCHOOLS

Dr. HANSEN. Page 40. The aim is to acquire a full-time librarian for every 750 elementary schoolchildren. The American Library Association rate is 400 to 1, and the junior high schools, to acquire full-time librarians in each school, with approximately 1,000 pupil ratio. The American Library Association rate is 400.

What we are asking for in terms of library services is not in any sense extravagant. In fact, if anything, it is too low.

The original request was for 57 additional elementary school librarians. The House allowed 17. The request for restoration is 20.

LIBRARIANS IN JUNIOR HIGH SCHOOLS

At the junior high schools, the original request was 14, the House allowed 6.

We earnestly request a restoration of eight of these positions. We move now to pupil personnel——

Senator PROXMIRE. May I ask what is the librarian doing? I am very sympathetic to this. I notice the Commissioner, Commissioner Tobriner, placed this in a very, very high priority. I have had people up here talk to me about it.

On the other hand, I am very unfamiliar with it myself in the elementary and high schools.

Dr. HANSEN. The job done by the librarian?

Senator PROXMIRE. The job done by a librarian in a grade school or a junior high school.

DUTIES OF SCHOOL LIBRARIANS

Dr. HANSEN. First, I think the librarian's initial responsibility is to see to it that there are books acquired and cataloged, analyzed, and made available to pupils and teachers.

She has a management function there which, of course, is almost basic to the operation of a library, something to work with. The fact that there is a librarian in a school tends to give focus to this need because there is somebody there whose main job it is to work at the business of getting a library going, and stimulating and stirring us all to the point that we do something about it.

A second function of a librarian is to make the books appealing and interests to pupils, to inspire reading habits on the part of pupils, to teach them the use of the library, how to go to the card catalog, for example, check out a book, to make them feel at home and comfortable in a library, so that they will consider this to be a resource not only as they go on through school but when they reach adulthood, so that the habit of going to the public library for books, going to a bookstore for books, will be a part of the experience of a child almost from the kindergarten on up.

Senator PROXMIRE. At the present time, this is now performed in some cases by volunteers?

Dr. HANSEN. Right.

Senator PROXMIRE. In some cases by teachers working extra time?

Dr. HANSEN. That is correct.

Senator PROXMIRE. And in some cases not performed at all.

Dr. HANSEN. Some cases not at all. We have only eight librarians in the elementary schools currently. There are 13 in the junior high schools. So that there is here a loss that touches adversely the experience of young people and adults all their lives if they do not have the feel of knowing how to work in a library.

LIBRARIES COMPARED WITH OTHER CITIES

Senator PROXMIRE. Are other cities doing this in a big way, to a big degree?

Dr. HANSEN. Yes, sir. I recently made a study of the library situation, and I am not sure I have the report here, in comparison with other cities. We are so dismally behind, even the poorest practices in other cities, that I do not like to make this a matter of record, but I will. I do have a report here.

It shows that in 1963–64 public school libraries altogether had 0.67 book per pupil; in the elementary schools the rate was 0.42 book per pupil. The average for schools surveyed by the U.S. Office of Education was 6.2 volumes per pupil.

Senator PROXMIRE. What was it here again? How many books?

Dr. HANSEN. Altogether, elementary and secondary, 0.67 book.

Senator PROXMIRE. In other words, two-thirds of one book.

Dr. HANSEN. Two-thirds of one book per pupil.

Senator PROXMIRE. And the national average is about six?

Dr. HANSEN. 6.2 books.

Senator PROXMIRE. So it is about one-tenth of the national average.

Dr. HANSEN. Yes. In comparison with the cities of 500,000 population or more——

Senator PROXMIRE. This, of course, raises another question. Unless you have the books, unless you have the library, I see the librarian helps build the library, it is a chicken-and-egg situation, but is there, in your judgment, more need where you have a deficiency of books or less?

BUDGET REQUEST FOR LIBRARY BOOKS

Dr. HANSEN. Well, we are asking here, for funds to at least provide a basic library book list for the positions that we are asking, so that in the budget in a later time we will find an amount of money which corresponds to the additional 20 library positions we are asking for, I be-

lieve it is $50,000, to buy books for the schools where the 20 librarians will be assigned.

Senator PROXMIRE. Librarians would not move into a school where there was virtually no library?

Dr. HANSEN. No. We are requesting this limited to schools that have library facilities.

Senator PROXMIRE. Are there any figures indicating the librarians in the school system in other cities?

Dr. HANSEN. Yes. Among the cities of 500,000 population or more, 71.3 percent had centralized school libraries in 1962–63. We had 33.9 percent in the District public schools.

Senator PROXMIRE. About half.

MONEY SPENT ON AVERAGE PER PUPIL FOR LIBRARY BOOKS

Dr. HANSEN. About half. Washington spent 68 cents on the average per pupil for library books against a big city average of $1.25, which is a low figure and, incidentally, big cities are very poor to compare with because many of them are very, very impoverished.

Senator PROXMIRE. The other schools must have some system of getting their books then because they have 10 times the number of books per pupil, where we spend half as much money.

Dr. HANSEN. That is correct. I think the fact is that they may have been at the library business over the years.

Senator PROXMIRE. I see.

Dr. HANSEN. Whereas we are just coming into it with the elementary and junior high schools.

Senator PROXMIRE. That explains it.

Dr. CARROLL. Dr. Hansen, it would be worth pointing out that the original request was limited to the schools which have facilities some place where we could put a library. We would like to have many more requested. Many more librarians for the elementary schools.

Senator PROXMIRE. The request for the librarian is only in schools that have facilities for it.

Dr. CARROLL. That is right. The physical facilities would not allow it in many of our schools.

Dr. HANSEN. We consider this a very high priority among all of the high priority items.

(The following statement was submitted:)

LIBRARY RESOURCES IN THE PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

Libraries are an essential part of the educational services any school system should offer.

This proposal is really no more dramatic than to say that gasoline is a necessity for the operation of an automobile.

From earliest times, libraries as the depositories of human knowledge have been a major means of the education of the young.

Only recently in the District of Columbia has this fact been acknowledged so far as the public elementary schools are concerned.

The history of school library service in the District of Columbia is typical of low-income public school systems around the country.

In the current year, 1964–65 only 47 percent of the District of Columbia public school pupils are in schools with centralized libraries. At the elementary level only 17 percent are in schools with this service.

In 1963–64 all District of Columbia public school libraries together had 0.67 book per pupil. In the elementary schools the rate was 0.42 book per pupil. The average for schools surveyed by the U.S. Office of Education was 6.2 volumes per pupil.

Among the cities of 500,000 population or more, the District of Columbia ranks woefully low by comparison. Only 33.9 percent of the District of Columbia public schools had centralized libraries in 1962–63 as against 71.3 percent for all the schools in the large city groups. The standard should, of course, be 100 percent.

Against an average of 4.0 library books per pupil for all the large city schools, Washington supplied only 0.67 book per pupil.

The big-city rate, incidentally, of 4.0 books per pupil is low in comparison with the rate of 6.2 volumes per pupil reported in a broader survey made by the U.S. Office of Education.

Washington spends $0.68 on the average per pupil for library books against a big-city average of $1.25, a low figure when compared with the $2.28 per pupil reported in a comprhensive survey by the U.S. Office of Education.

In the District of Columbia where the public schools must make up the deficiencies of hundreds of bookless homes, the school library service is by any standard sadly inadequate.

Where school systems have to compete for the tax dollar with high-cost welfare, health, and public protection services needed in impoverished areas, they cannot supply the necessary school library services. The most unfortunate part of this neglect is that where library services are most needed they are often least available.

In a society that was founded on the printing press, a rejection of the idea that schools should have libraries is hard to explain. Yet, historically, the development of school libraries staffed by trained librarians has been slow and uneven.

The school library reflects the philosophy of the school and enriches all parts of the educational program. As an instructional resource center, its activities include both service and teaching. Its purpose is to acquire books and other forms of instructional material, organize them, and make them accessible to whoever needs them, wherever and whenever they are neeeded.

Counseling Service

Dr. Hansen. The staffing ratios and counseling services as set forth in our school system—I am not sure whether I should say high or low, Dr. Carroll.

Dr. Carroll. I always get confused myself, but I believe the word is "modest."

Dr. Hansen. The ratio is modest, 750 pupils for 1 counselor at the elementary school as against the recommendation of the NEA of 350 to 400. Junior high schools, 400–1; senior high schools 400–1; whereas the American Personnel & Guidance Association speaks of 250–350 to 1; the White House Conference says 300–1.

On the basis of these levels of funding, we ask for 90 additional counselor services for the elementary schools. The House allowed 15. The restoration is now for 15.

We asked for 23 junior high school counselors, the House allowed 10. We are asking for 18 as a restoration.

Senior high schools, we asked for 12 counselors; the House allowed 4. We are requesting eight for restoration.

Vocational high schools our request was for three counselors and one itinerant counselor to serve as a job coordinator. No counselors were approved by the House in this category. We are asking for restoration of the three and the one.

Need for Counselors

May I point out, Mr. Chairman, that we are talking here about the word "now," if I may use that word again. We need the counselors today, immediately, and the spacing of the acquisition of the counselors over a period of years means that children are being neglected in

the meanwhile. This is our reason for coming in this year with a request for the total number needed to meet even the limited standards we have set, so that we can do the educational job which is demanded of us today. We did not postpone this action.

Psychological Assistant

We are asking for restoration of two psychologists, clinical psychologists, two psychiatric social workers—this is page 42—I am breaking down the eighth request under social workers to two psychiatric social workers, and six for school social workers.

These positions, the six social workers, are new. We now have psychiatric social workers. We believe that these will produce benefits in terms of improving pupil behavior, finding their problems, getting at the root causes of educational or behavioral difficulties in such a manner that it will be declared that this is not only a good investment but it pays in human values as well as in money values.

Justification of Attendance Officer Positions

We are asking for restoration of four attendance officers. Two were granted out of six requested.

Attendance, truancy control, as everyone well knows, is an absolute must if we are to make a contribution to the elimination of the dropout problem and, possibly, even to the reduction of juvenile crime.

We know that truancy is often the first symptom of delinquency. We need enough staff to work directly with people, pupils, and parents, to get at the causes of truancy and to get the children back in school and into programs where they can benefit.

Dr. Carroll. Could I add one item there? We had 20 attendance officers in 1948 in the school system. We have added three since that time, and actually a check on the number of cases which these people could process shows only about an equivalent of 10 percent, or 12 percent increase in the number of students that they have been able to check on, the number of cases checked. I think this is a very serious deficit at the present time.

Dr. Hansen. Thank you, Dr. Carroll.

Summer Dropout Program

We move now to the 20 counselors for the summer dropout program. These counselors, Mr. Chairman, go out on the streets in the summer and visit homes and pupils. They have been successful in bringing back literally hundreds of young men and women into our schools. Over and over again the parents have said that is the first time the schools have shown an interest like this in their children. We earnestly request restoration of the 20 counselors for this program.

Driver Training Program

We move on then to the next page, page 43, requesting the funding of a position for supervising director of driver training. This person will be needed to supervise the total program of driver education, including the summer and regular day program, and Saturday morning programs, as well. The funding of this will be supplied from the fees which we have already described.

We earnestly recommend the funding of a position as chief clinical psychologist in the Department of Public Appraisal. We need this specialized direction and supervision in a Department which now has 27 psychologists who feel the need for coordination, stimulation, direction, and the kind of management we could get if we had an executive in this position to direct the program.

ENGLISH, SCIENCE, AND MUSIC ASSISTANT DIRECTORS

We are also requesting assistant directors in departments of English, science, and music. These departments are expanding rapidly. In the English department, for example, one supervising director is responsible for the supervision of more than 500 teachers, I believe. The science program needs to be expanded. The same is true of music. The supervising directors in charge cannot manage this without assistance.

CLERICAL SUPPORT

We are also requesting a restoration of clerical services, GS–4's, in the departments of curriculum, guidance, library services, reading clinic, and five positions to be shared by the departments of art, industrial arts, mathematics, foreign languages, music, and science.

The clerical position situation with supervising directors who have to be on hand to answer their own telephones, to write their own letters, to do low-priced clerical work at costly salary levels, is untenable. We earnestly request that these positions be restored.

There is also needed a clerical position for the summer dropout program for the 20 counselors to serve them in their program.

LIBRARY BOOKS

We come now, Mr. Chairman, to library books. The House allowed $10,000—page 45—for educational supplies and services, library books. There is a total of $35,000 needed to establish libraries in three new junior high schools at the rate of $10,000 each, and in two elementary schools at the rate of $2,500 each. This committee and the Congress has very wisely recognized the importance of supplying basic library books, basic books when the school is opened, so that the schools do not have to operate with the bare shelves over a period of years while they accumulate the books.

The restoration of the $25,000 for this purpose, Mr. Chairman, is a matter of top priority.

USE OF IMPACT FUNDS

Senator BYRD. Aren't you getting impact funds, Dr. Hansen?

Dr. HANSEN. We are not using the impact funds for this purpose. We have used impact funds to supply textbooks, maps, and globes, but we do not feel that we are authorized to use impact aid funds for this purpose since they were appropriated specifically to be used in schools. Some of the schools, of course, may be in the underprivileged sections of the city, but to be used primarily to add to the educational programs of children who are handicapped economically and culturally, and I think we would be betraying the intent of Congress if we began to fund normal expenses, that is traditional expenses, from this source.

Senator BYRD. Would you submit for the record a statement concerning impact funds, the amounts, what they have been utilized for.

Dr. HANSEN. I would be very happy to do that. We will condense it and report it to you.

Senator BYRD. All right.

(The information requested follows:)

Summary of impact aid budget, fiscal year 1965

Estimated impact aid receipts, fiscal year 1965	$4,100,000
Proposed expenditures, fiscal year 1965:	
1. Administration	123,130
2. General improvement in staffing	517,131
3. Elementary school projects	672,099
4. Secondary school projects	285,719
5. Projects to improve reading	152,020
6. Pupil personnel services	42,186
7. Textbooks and instructional materials	600,000
8. Equipment, printing, supplies, and utilities	104,815
Total	2,497,100
Estimated balance	1,602,900

IMPACT AID PROCEDURES AND INITIAL ALLOCATION OF FUNDS

The District of Columbia, for the first time this fall, was considered to be a federally impacted area, and thus the District public schools can receive funds under the provisions of Public Laws 874 and 815. The conference report of the House committee and the Senate committee in recommending inclusion of the District schools under these laws, clearly stated that consistent with requirements of good school administration, these funds should not be substituted for regular District school funds and should be used to improve the quality and standards of the educational offerings in the underprivileged attendance areas of the city. Appropriately all plans for receiving and programing these funds must be in compliance with these two requirements.

1. BASIC PLANNING

The school administration has completed the basic planning necessary (1) to identify schools which will receive the benefits of these funds; (2) to establish procedures for managing these funds; and (3) to qualify the District for receipt of funds under Public Laws 874 and 815.

A systematic rating of all schools was accomplished by development of a rating scale based upon the incidence of (1) educational retardation; (2) average family income; and (3) average adult educational attainment. Using this scale, 83 schools were recommended by the administration and approved by the Board of Education to receive the benefits of impact aid funds. These 83 schools were designated as "aid schools."

District school administrators have been working with representatives of the District Commissioners to establish procedures for the handling of these impact aid funds. When finalized, these procedures will be generally consistent with established practices for processing non-District funds, but will provide for budgeting and accounting of impact aid funds in a manner which is coordinated with the present budget and accounting procedures.

Two surveys of all District public school children are required each year to qualify the District schools to receive impact aid funds. The first survey is completed, and it now appears that the District schools will receive about $4,100,000 for fiscal year 1965. A first payment of $1,862,889 was received on February 4, 1965.

2. INITIAL EXPENDITURES, FISCAL YEAR 1965

With the aid schools identified, procedures established, and a level of funding established, planning was begun for use of these funds. The initial fiscal year 1965 impact aid budget has been approved by the Board of Education. These

initial expenditures are presented in seven major categories. However, all budget items are identified by the same accounting classification which is used in the District schools' regular budget. The following seven sections present information concerning the use of these funds.

(1) *Administration*

The impact aid program will require additional administrative support. A total of $123,130 is allotted to six of the central offices which will be responsible for administering the impact aid program.

The Department of General Research, Budget, and Legislation will conduct the two annual surveys and will be responsible for qualifying the District for these funds. This Department also will conduct a program of research, planning, and evaluation. Approximately 1 percent of this budget is allocated to these latter functions in order to insure increasingly more productive application of these impact aid funds, as well as regular school funds, in the years ahead.

The Department of Personnel will be required to staff an additional 500 to 550 positions which causes an immediate heavy overload and a continuing additional workload for the Personnel Department.

The Department of Business Administration is expected to process a substantially increased volume of purchases and in addition, the aid programs also will increase the number of total personnel by about 7 percent, thus increasing the workload of the payroll division.

The Assistant Superintendents for elementary and secondary education both require assistance to administer these new programs. They will also require assistance from the Department of Buildings and Grounds in providing appropriate space for this staff and the new programs.

(2) *General improvement in staffing*

If educational programs are to be successful in the aid schools, significantly improved levels of staffing must be attained. Therefore, $517,131 has been allotted to strengthen staffing above the minimum acceptable levels approved by the Board of Education in the fiscal year 1966 budget. Emphasis has been placed on counselor, library, psychological, speech, reading, and office services to assist the teaching staff.

(3) *Elementary school projects*

Six projects are requested for the purpose of strengthening elementary education in the aid schools. These are:

A kindergarten program designed to locate and then enroll every kindergarten-age child in school. It is estimated that over 3,000 kindergarten children from the aid school attendance areas are not now enrolled in school and are not on waiting lists. We plan to enroll about 1,250 of these students during fiscal year 1965. Churches and other community facilities will be utilized in this program. This program is expected to cost $214,498 in fiscal year 1965.

A reduction of class size in first grade to a 25-to-1 pupil-teacher ratio as a beginning toward establishing more manageable class sizes throughout the District's elementary schools. First-grade class size will be reduced only where additional space can be located. Thus, presently, only a very small beginning can be made in this program. A total of $41,138 is requested for this program in fiscal year 1965.

A Saturday orientation program for pre-school children and their parents. The program would be designed to help parents understand what the school can do for their children, how important parental interest and support is to their children's success in school, and how they can help their children to achieve better in school.

Twelve centers are requested at this time. This will provide for about 720 children and parents and is expected to cost $30,164 during fiscal year 1965.

A summer school program for primary grade children who are academically retarded. Funds will be provided for a 6-week summer school for these children estimated to be over 8,000, to help them to improve their abilities so that they may be able to learn more effectively during the regular school year. Classes will be kept to about 20 students each to allow much more individual attention. Reading skills will be heavily emphasized in this program. The amount of the summer school program in fiscal year 1965 will be $275,819.

An extension of late afternoon classes for social adjustment students will be authorized. The first twilight classes are meeting the District school administrators' expectations, and expansion appears warranted. These classes provide for students who are emotionally unable to operate effectively in a normal classroom situation. Classes are small in order that teachers may give the individual attention required. A school dinner is part of the program.

Four additional classes are planned at a cost of $21,000 in fiscal year 1965.

An extension of the early morning physical fitness program planned to serve boys who are handicapped by their backgrounds and whose school records show a lack of interest, poor performance, and poor attendance. Since these characteristics are prevalent among dropouts, a long-range objective of this program is the prevention of dropouts by changing for them the image of the school. This program is planned for five centers at a total cost of $89,480.

(4) *Secondary Education*

Five projects are requested for secondary schools to provide special services and opportunities to students in the aid area. These programs are intended to prevent dropouts, to maintain contact with and to assist those who have left school, and to broaden cultural and educational opportunities for the young people in this area. These five programs are:

A program to rehabilitate dropouts who have returned to school. Essentially, this program will be developed to increase the employability of students and will feature work-study opportunities. Students will be in classes of 20 with individualized instruction, when required, and with strong supporting services. Five hundred students will be enrolled in classes in a school day of 3:30 to 9:30 p.m. This program is expected to cost $126,433 in fiscal year 1965.

An extended school day and week for secondary schools planned for junior and senior high school students. This program will allow these students to benefit from the opportunity to use school facilities for study, to enhance their study by providing tutorial assistance, and the opportunity to take both credit and noncredit courses as the demand develops. Schools will be kept open evenings until 8 p.m. and a half day on Saturday. The school library will be open during these hours, and, a counselor and a number of college students would be available to assist students. Initially, the program would be offered in four schools at a cost in fiscal year 1965 of $128,167.

Job conditioning programs for potential dropouts. It is often possible to identify the potential dropout, and when it is clear that there is little chance of getting him to change his mind, it is important for the school to attempt to prepare him for what is to come. The administration proposes to establish job conditioning classes for these potential dropouts. A teacher-counselor can help make the transition smoother from school to work. These job conditioning classes, with a ratio of 20 to 1, will allow the development of rapport so that followup contacts can be maintained after the student is place in employment. The teacher-counselor will encourage students to participate in part-time school programs while employed. The cost of this program for fiscal year 1965 will be $15,756.

Widening horizons—a program of cultural opportunity designed for secondary school students from culturally deprived areas. This program will give students the chance to visit many places of historical, artistic and vocational interest, an opportunity that so few of them would otherwise experience. One dollar per pupil is planned with a total cost in fiscal year 1965 of $11,452.

A training in food service program planned for secondary school students. This program will offer the opportunity for students of food service occupations to participate in a work-study program. The total cost of training in food services program for fiscal year 1965 is $3,911.

(5) *Projects to improve reading*

Probably no subject has received as much study and has caused more concern than reading. This is proper since reading is the key tool subject which must be mastered if a person is to learn effectively. Appropriately, two projects are presented for the improvement of reading. These projects serve both elementary and secondary students and are designed to operate during the summer as well as the regular academic year.

These projects are:

A "Summer Diagnostic Reading Program for Over-Age Elementary Students Who Are Severely Retarded Academically" to serve from 1,200 to 1,400 of the 1,800 elementary students who have reached the age of 13.7 years and have a reading retardation of 3 or more years. The first objective will be to determine the cause of the reading retardation; the next phase will be the treatment. Research indicates that social, visual and emotional problems are the major causes of severe reading retardation, while poor instructional programs, speech difficulties and general health deficiencies also contribute to reading retardation. Therefore, the staff will include clinical psychologists and psychiatric social workers as well as reading specialists.

Classes of 15 pupils each will be scheduled for 4 hours each morning for 6 weeks. At the end of the period recommendations for followup programs during the regular year will be made. The program which will be conducted at six centers will cost in fiscal year 1965 $105,540.

An "Itinerant Reading Consultants Program To Improve Classroom Reading Instruction" designed to improve reading instruction. This project authorizes 14 itinerant reading consultants to work with teachers in the "aid" schools to assist them in their teaching of reading. This project will cost $46,480 in fiscal year 1965.

(6) *Pupil personnel services*

The culturally deprived areas produce a much higher percentage of children with serious problems than do other sections of the District. Great effort is made by the classroom teachers to cope with these problems, but special skills and time for individual emotional, physical or social problems are needed. These services are provided by pupil personnel workers. Working together as a team, the psychologist, the counselor, the social worker and the psychiatrist can provide services which are likely to result in appropriate courses of action designed to solve or alleviate the problems of these children. It is planned to establish such teams of pupil personnel workers in the impact aid area. To produce maximum results from the program it is proposed that the pupil personnel services teams be employed for 40 days during the summer months as well as during the regular school year. This would provide for continuous efforts to assist the deprived child to adjust socially and to achieve academically.

In fiscal year 1965 a beginning will be made on this program at a cost of $42,186.

(7) *Textbooks and instructional materials*

Impact aid funds are being utilized to insure that systemwide a fully satisfactory set of textbooks and instructional materials will be provided for every school. The total cost of this program will be approximately $600,000 in fiscal year 1965.

(8) *Equipment, supplies, printing, and utilities*

Equipment is requested to support personnel requests approved in the impact aid budget. These requests provide for desks, chairs, small equipment and a small contingency fund to meet additional office equipment requirements.

To accommodate the increased workload in central offices caused by the impact aid programs, an item for supplies of $2,250 is included.

The printing of student-parent Federal survey forms and materials and telephone services with reference to the required survey and operation of the impact aid program are included in fiscal year 1965 for $3,800.

The total cost for fiscal year 1965 for equipment, printing, supplies, and utilities is $104,815.

JUSTIFICATION OF FUNDS FOR LIBRARY BOOKS

Dr. HANSEN. Then again, restoration of the $25,000 is about as mandatory as anything can be in terms of new construction, occupancy of new buildings.

Senator BYRD. We are down to the construction item.

Dr. HANSEN. We are down to the $50,000 needed for library books to match the 20 librarian positions which we have asked for.

Senator BYRD. This is on what page?

Dr. HANSEN. That is also on page 45; and an additional $7,500 for the purchase of elementary school library books at the rate of 50 cents per pupil. This amount is necessary to make this rate available to all elementary schools.

This is also a highly important part of the library expansion program, $7,500. This does complete the operations.

USE OF PAPERBACK BOOKS

Senator BYRD. To what extent, Dr. Hansen, do you use paperback books?

Dr. HANSEN. They are on textbook lists, supplemental and basic textbooks. I would have to check to report the number that have been purchased from such lists. Most of the junior and senior high schools have in addition to that arranged for the acquisition of the paperback books by pupils at very low rates, and in some cases have set up bookracks in the halls and have made it possible for pupils to buy good literature in paperback form as a part of their program.

Senator BYRD. Do other schools in the area use paperback books?

Dr. HANSEN. I am told that they do; but many of the school systems have made use of the paperbacks and this is a new direction, perhaps, in providing for supplemental reading. The time has not yet arrived, however, when the paperback textbook is likely to replace the hardbacked textbook. The difference in cost does not justify the use of the paperback. I am sure I am predicting, if I may, without too much evidence, that the time may come when publishers will be able to produce a paperback textbook of good quality at such a low rate that it will be as economical for school systems to buy paperbacks and give them to the pupils as it is to buy the traditional textbook which has to be replaced every 5 years.

I am looking forward to that time because I think pupils owning their own books acquire a feeling toward the book and can use it as a teaching, learning instrument in the way they cannot use a textbook which they cannot mark and use in such manner.

Senator BYRD. All right.

Now, the total number of positions under supervision and instruction being requested for restoration are how many?

Dr. HANSEN. 129.

Senator BYRD. 129.

Dr. HANSEN. Yes, against a House allowance of 339, and the original request of 791.

Senator BYRD. What is the total number of teaching positions involved in the 129?

Dr. HANSEN. We have an analysis of the distribution on pages 31, 32, and we could derive this figure, I should think, rather quickly—79 summer school teachers, part-time summer school teaching positions, and 27 day school permanent positions.

NUMBER OF TEACHERS IN SCHOOL SYSTEM

Senator BYRD. What is the total number of teacher positions presently?

Dr. CARROLL. For the whole system, school system?

Senator BYRD. Yes.

Dr. HANSEN. May I give this, Dr. Carroll?

Dr. CARROLL. You present this—I am sure I just looked at supervision instruction, and that includes clerical, and use that figure.

Dr. HANSEN. Classroom teachers available in the current fiscal year, 5,162. These are classroom teachers. Now, there are itinerant and special teachers in addition of 327.

Senator BYRD. How many vacancies do you have?

Dr. HANSEN. We have four vacancies in the Teacher Salary Act positions as of April 1965, and I could present to you a report for the record if you would like to have it.

Senator BYRD. All right.

(The information requested follows:)

Number of permanent positions vacant, Apr. 1, 1965

	Number of permanent positions, 1965 base	Number of vacancies [1]	Number of approved positions, 1965	Number of vacancies	Total number of positions, fiscal year 1965	Total number of vacancies	Percent
Teachers' Salary Act	5,668	11.5	351	[2] 4	6,019	15.5	0.3
Classified	436	3.0	15	[3] 3	451	6.0	1.3
Wage Board	1,211	3.0	47	[4] 10	1,258	13.0	1.0
Total	7,315	17.5	413	17	7,728	34.5	.4

[1] These vacancies are due to normal turnover.
[2] 3 of these vacancies are in vocational high schools. The positions have not been filled because of some delay in getting necessary equipment for the programs. The 4th position has been filled, but was vacated on Mar. 1.
[3] Appointments have been delayed because of the time required for the processing and approval of position descriptions.
[4] 6 of these positions were approved for new construction; 4 have not been filled because programs have not yet been organized.

TOTAL CLASSROOM TEACHERS

Senator BYRD. What would the House allowance of 331 positions, of which some are teachers, make your total?

Dr. HANSEN. Total number of classroom teachers?

Senator BYRD. Yes.

Dr. HANSEN. With the House allowance?

Dr. CARROLL. 5,362 would be a correct figure, with House allowance.

Senator BYRD. The House allowed 200 teaching positions? All right. You have 5,162 classroom teacher positions available at the present time?

Dr. HANSEN. That is correct.

STUDENT-TEACHER RATIO

Senator BYRD. What is your student-teacher ratio across the board—kindergarten, elementary, junior high, high school, shop classes, economic, basic, and so on?

Dr. HANSEN. Pupil-teacher ratio based on average daily membership in 1964–65—of course these are estimated—elementary schools, grades 1 to 6, 29.8. These are estimated 1964–65 figures.

It is 25.9 for academic classes in the junior high schools; 17.3 in the home, shop, and home economics classes, junior high school; 26.2 academic classes in senior high schools; shop and home economic classes, 18.3.

The only figure I do not have are the basic classes for the elementary schools, and I can give you a single-day membership on that which is slightly different from the ADM membership. In October, on October 22, the ratio was 16.

Senator BYRD. What is it in the kindergarten?

Dr. HANSEN. Kindergarten, single-day ratio is 30.1 on October 22. May I ask a question about that? I must qualify this 30.1 with a footnote which reads as follows: "This figure represents morning and afternoon classes and not total number of pupils taught by individual teachers." If you would like, Mr. Chairman, we can submit the reports for the record, this—these two reports.

Senator BYRD. All right, yes.

(The reports referred to follow:)

Pupil-teacher ratios based on average daily membership in regular day school classes, 1954–55 through 1964–65

School year	Number of pupils per teacher				
	Elementary schools, grades 1 to 6[1]	Junior high schools		Senior high schools	
		Academic classes	Shop and home economics classes	Academic classes	Shop and home economics classes
1954–55	35.5	26.6	16.5	22.6	16.9
1955–56	35.7	26.3	16.0	22.1	17.6
1956–57	34.2	24.6	14.5	22.3	16.7
1957–58	33.2	24.7	15.3	24.0	18.0
1958–59	32.9	25.3	15.8	23.9	17.5
1959–60	32.0	26.8	16.5	23.7	17.0
1960–61	31.3	27.2	16.8	23.8	16.7
1961–62	31.5	27.5	17.3	24.4	17.2
1962–63	31.5	27.3	16.7	26.3	18.2
1963–64	30.6	25.9	17.2	26.5	17.9
1964–65 (estimate)	29.8	25.9	17.3	26.2	18.3

[1] Exclusive of laboratory schools.

Average class size by school levels on Oct. 22, 1964[1]

School level	*Average class size*
Elementary schools:	
Kindergarten	[2] 30.1
Grades 1–6	30.2
Special basic [3]	16.0
Junior high schools:	
Academic (includes art)	32.2
Shop (includes home economics and industrial arts)	19.1
Special basic [4]	16.2
Senior high schools:	
Academic	31.5
Shop (includes art, home economics, and industrial arts)	22.6
Vocational high schools:	
Academic	29.4
Related	26.8
Shop (includes all shops)	18.6

[1] Information in this study is based on official membership reports for elementary schools and the organization cards for the secondary schools.

[2] This figure represents morning and evening classes and not total number of pupils taught by individual teachers.

[3] Braille, hearing conservation, occupational, sight conservation, and social adjustment classes are not included.

[4] Braille, hearing conservation, sight conservation, and social adjustment classes are not included.

ADEQUACY OF PUPIL-TEACHER RATIO

Senator BYRD. We have been attempting to provide teachers to enable you to meet your desired pupil-teacher ratio. Now, do the figures you have submitted represent the desirable status?

Dr. HANSEN. They represent an approximation of the Board of Education standards attainment with the exception of senior high school academic classes of 26.2 of the standards which your committtee and the Board of Education and the Congress have been working toward. We are making real progress, particularly in the elementary schools, from 35.5 in 1954–55 to 29.8 in 1964–65. This is a long way to answer the question with a mixed negative reply. That present standard of 30 to 1 and 25 to 1 is still too high because this means that these are averages rather than maximum class sizes. I know that many in the school system and many community leaders would say this standard ought to be improved upon. My feeling is that what we need to do is to achieve the standard which has been long sought, and develop adjunct services that have been denied before we begin to consider further reducing class sizes.

Senator BYRD. Are you falling below the desired student-teacher ratios, if I might qualify the word "desired" we have been attempting, as I say, to meet those, and I realize that your student population continues to grow, and this means that we will have to have additional teachers if we stay within those ratios. Are we out of line?

Dr. HANSEN. No, sir. We are in very good position in relation to the approved standards against which the budget requests have been made.

As you see with 30 to 1, we now have 29.8 in elementary schools, junior academic classes slightly above the Board standard of 25 to 1, but greatly improved over 1960 when the ratio was 27.2.

Senator BYRD. Well now, do any of your teachers for which you are appealing here fit into this category and would they help to bring this student-teacher ratio into line?

Dr. HANSEN. No; they would not, Mr. Chairman.

The House approved positions requested to conform to the Board of Education ratios. The teachers we are asking for are for such services as science, speech correction, and so on. These positions do not directly improve the teacher ratios, but they do improve the capacity of the regular teacher to do her work because they give the children services which make them more educable.

LOST, STOLEN, AND DESTROYED SCHOOL EQUIPMENT

Senator BYRD. For the record would you supply the amount in terms of total value for school equipment lost, stolen, or destroyed during the past fiscal year?

Dr. HANSEN. We have the report.

Senator BYRD. All right.

Dr. HANSEN. The lost and stolen articles—this does not include destroyed equipment—during fiscal year 1964, $26,189.87. The recovered property is $3,836.21. We have a vandalism report here, too, Mr. Chairman, which I will submit for the record.

Senator BYRD. All right. We would like it for the record.

Dr. HANSEN. Which includes the report I have just given you of property stolen.

(The information requested follows:)

Illegal entries in District of Columbia public schools for fiscal year 1964

Building	Precinct No.	Number of entries
Administration Building:		
Wormley	7	1
Vocational high schools:		
Bell	10	1
Burdick	10	2
Phelps	9	2
M.M. Washington	2	3
Junior high schools:		
Backus	12	2
Deal	8	1
Douglass	11	1
Eliot	9	1
Evans	14	1
Francis	3	1
Garnet-Patterson	13	9
Hart	11	4
Hine	5	1
Kramer	11	1
Macfarland	10	3
Kelly Miller	14	1
Paul	6	2
Randall	4	1
Sousa	14	2
Taft	12	1
Terrell	2	2
Woodson	14	2
Elementary schools:		
Amidon	4	1
Bancroft	10	1
Beers	11	1
Benning	14	4
Birney	11	2
Blair	9	1
Brookland	12	1
Bruce	10	1
Bryan	5	1
Bundy	2	3
Burrville	14	4
Cleveland	13	1
J. F. Cook	2	2
H. D. Cooke	10	1
Crummell	9	1
Davis	14	1
Draper	11	2
Emery	12	1
Garfield	11	6
Garrison	13	4
Grimke	13	1
Elementary schools—Con.		
Hayes	9	1
Keene	12	1
Ketcham	11	3
Kimball	14	2
Lafayette	8	1
LaSalle	12	1
Lovejoy	9	2
Ludlow	9	1
Maury	9	2
Meyer	13	2
Military Road	6	1
Miner	9	4
Monroe	10	1
Scott Montgomery	2	1
Morgan	13	1
Morgan Annex	13	1
Morse	2	1
Moten	11	1
Mott	13	2
Nichols Avenue	11	1
Park View	10	1
Pierce	9	2
Powell	10	1
Randle Highlands	11	1
Richardson	14	2
River Terrace	14	5
Seaton	1	1
Shadd	14	1
Sharpe Health	10	3
Simmons	2	1
Simon	11	1
Slater	2	1
Slowe	12	2
Smothers	14	1
Stanton	11	3
Takoma	6	3
Thomas	14	3
Thomson	2	1
Turner	11	6
Van Ness	5	3
Walker-Jones	2	1
R. K. Webb	9	3
West	6	1
Woodridge	9	3
Young	9	3
Total		168

Lost and stolen articles during fiscal year 1964

Total lost (nonexpendable movable equipment, i.e., typewriters, adding machines, shop equipment)	$26,189.87
Recovery property	3,836.21
Net loss	22,353.66

INCREASE IN LOST AND STOLEN EQUIPMENT

Senator BYRD. This would appear to indicate a considerable increase over last year.

Dr. HANSEN. Property stolen?

Senator BYRD. Well, I am reading from last year's hearings at which time you indicated at that time that a report dated June 5, 1963,

showed the lost and stolen articles during fiscal year 1963 as being valued at $7,835, with a recovery of $1,364 in value during that year. So the record is not improving in this regard.

Dr. HANSEN. Vandalism. This is a serious problem with us. These thefts are very generally, it is thought, done by professionals. It appears to be that kind of situation.

Mr. WOODSON. I would like to expand on that some. Senator, we are having very serious difficulty with the illegal entries and, as Dr. Hansen says, it is probably a real professional gang, not one, but a number of them. One was actually apprehended in the 2d precinct, and they have apprehended a few more, but this is so extensive and it is actually now becoming citywide that in spite of the $300,000 and more that you gave us for window guards, it has not been completely effective.

They come equipped with crowbars to pry off these latest model window guards, and we are being seriously plagued with this. We are making every effort to see if we cannot apprehend some of these. We are going to put in this summer some alarm systems which will be connected with the city switchboard and they, in turn, will call the police precinct in the hope that we can get some of them in the act.

But it is a very, very bad problem, and the record for this fiscal year is going to be much worse. This is fiscal year 1964 that we read; 1965 will be worse.

PUNISHMENT AND COURT RECORDS

Senator BYRD. Will be worse.

What punishment is being meted out to those who are apprehended? Can you make a general statement?

Mr. WOODSON. I can make a general statement. We usually do not get the court records, specially if these children are—if the culprits are of juvenile age. We do not get any record back on those, and we do not have more than some contact with the precincts where these people have been apprehended. But what happens to them after they go to court we do not know.

Senator BYRD. Is this information that you could get or you should have?

Mr. WOODSON. I believe that we could get it in one or two cases, which might be good examples.

Dr. HANSEN. The inference seems to be that these crimes are committed by juveniles. I have the impression, Mr. Woodson, these seem to be done by people who know the science of——

Mr. WOODSON. This is true. But some boys, 16 years old, are pretty strong, and it is no trick for them to enter the building. But I think that in the case of one, John, if you remember, I believe that juveniles were associated with older people, so that we did not get the information on the juveniles. But we will try to find out exactly what did happen to the adults of that group.

Senator BYRD. So you are saying some of the juveniles are professionals.

Mr. WOODSON. I would say so. Sixteen-year-old juveniles are professionals.

TYPEWRITER THEFTS

Mr. RIECKS. Most of the valuable equipment which has been stolen, Mr. Chairman, have been typewriters. We have had several instances of 20 typewriters, 10 typewriters, 7 typewriters would be missing in one particular night. This, of course, means it must have been done by someone who was driving an automobile or a truck. They carried them away, and it was definitely an adult job. This is where the bulk of the $25,000 comes, in this type of theft.

LIST OF STOLEN ARTICLES UPDATED

Senator BYRD. Would it be imposing too great a paperwork burden, Dr. Hansen or Mr. Woodson, to supply for the record a list of the articles that were stolen in the past fiscal year and the value thereof?

Mr. RIECKS. We have them.

Senator BYRD. The values?

Mr. WOODSON. This is for 1964 or up to date through 1965.

Senator BYRD. Well, also up to date for 1965. You might indicate the locations of the schools.

Mr. WOODSON. I beg your pardon.

Senator BYRD. The locations involved; the locations of the schools.

Mr. WOODSON. I think that is in a piece of the report for 1964 that is already in there. We will try to get you 1965.

Dr. HANSEN. Also the police action taken, if any.

Senator BYRD. Yes, sir; I was going to suggest that you might want to add a footnote as to the apprehensions of the culprits, what actions were taken subsequent to the apprehension, if you can do that for us.

(The list requested appears on p. 1399.)

BROKEN WINDOWPANES

Senator BYRD. How many windowpanes were broken out during the last fiscal year?

Mr. RIECKS. We can insert a report for the record.

(The statement referred to follows:)

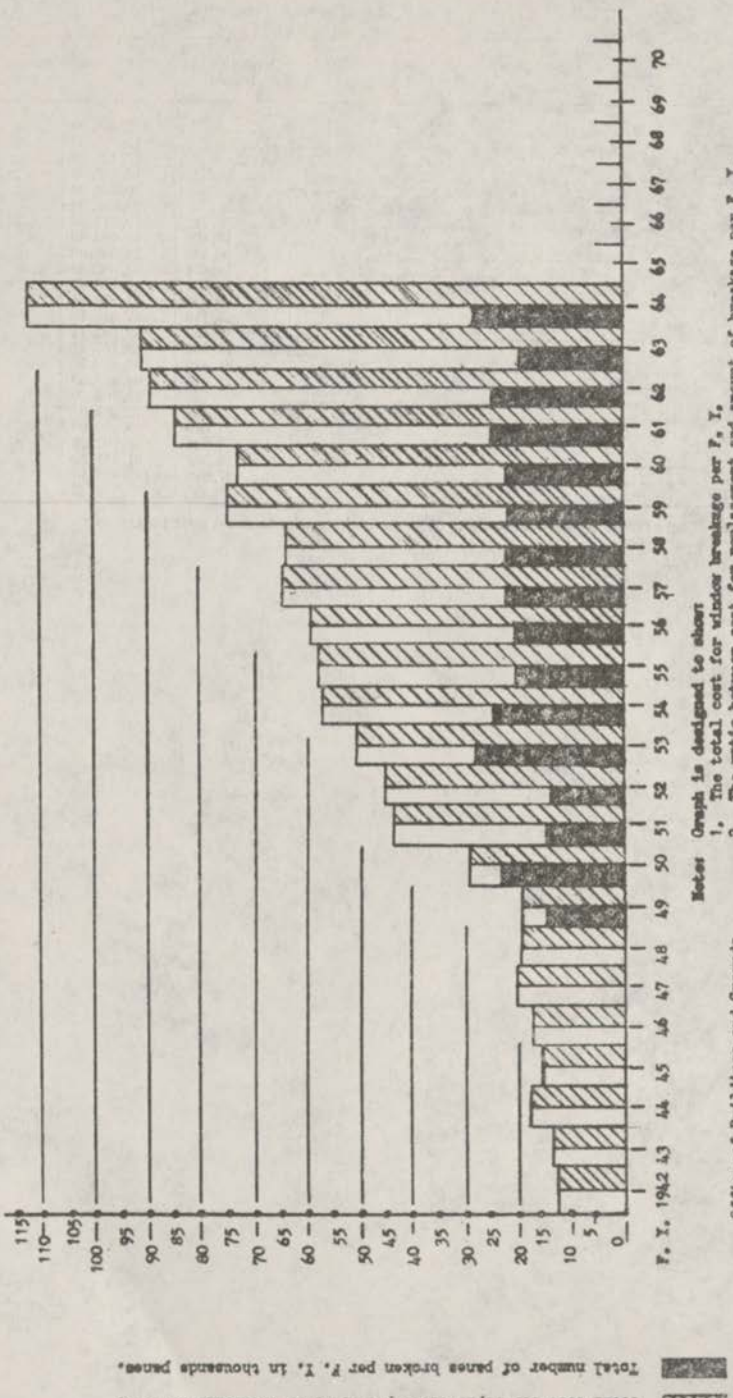
Money collected from parents or pupils for broken windowpanes, fiscal year 1963–64

Name of school	Police precinct No.	Amount paid
Hart	11	$7.07
Key	8	2.14
Mann	8	14.98
Rudolph	6	3.00
Total		27.19

Cost of glazing, fiscal years 1942–64

Fiscal year	Number of panes	Total cost	Average cost per pane
1942		$12,960.00	
1943		13,000.00	
1944		17,400.00	
1945		15,347.00	
1946		16,730.00	
1947		20,786.00	
1948		19,315.00	
1949	13,406	19,000.00	$1.35
1950	20,840	29,000.00	1.39
1951	14,431	43,000.00	2.98
1952	13,000	46,115.45	3.55
1953	26,924	51,816.01	1.93
1954	23,510	57,317.58	2.44
1955	19,693	58,062.11	2.95
1956	19,635	59,267.47	3.10
1957	21,418	65,279.50	3.05
1958	21,346	64,427.36	3.10
1959	20,555	75,705.29	3.60
1960	21,356	72,281.65	3.38
1961	23,610	85,946.08	3.64
1962	23,648	90,907.00	3.84
1963	19,307	91,451.52	4.73
1964	27,689	112,868.10	4.07

NOTE.—There are no records of numbers of panes broken prior to fiscal year 1949.


Total cost for replacement per F. Y. in thousands dollars.
Total number of panes broken per F. Y. in thousands panes.
F. Y. 1942 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70
115 110 105 100 95 90 85 80 75 70 65 60 55 50 45 40 35 30 25 20 15 10 5 0
Office of Buildings and Grounds
January 29, 1965
Note: Graph is designed to show
1. The total cost for window breakage per F. Y.
2. The ratio between cost for replacement and amount of breakage per F. Y.
3. The relatively insignificant change in amount of breakage in comparison with the increase in cost for replacement, for F. Y. 1949-1970

Dr. HANSEN. Last year, that is the year 1964, fiscal year, 27,689, for a value of $112,868.10.

POLICING OF SCHOOLS BY NEIGHBORHOOD CITIZENS

Senator BYRD. This averages about $309 per day. What progress is being made with regard to having the citizens in the areas of schools to help police the facilities?

Dr. HANSEN. Mr. Woodson has been working on it.

Mr. WOODSON. Regretfully this is not a widespread thing, but in some neighborhoods and in some buildings, the principals have organized, and a block-by-block campaign to do this sort of thing, part of this is being done by attracting the adults to the school buildings for evening programs of one kind or another. This is a most effective way.

On the other hand, we have experienced pretty good bit of difficulty in getting people who live just across the street to keep an eye on the building, as I say, when they come to the windows and take a look at it, before they go to bed to take a look at it, and frankly, many of these people would simply tell a principal "I am afraid. I do not want to be in a position of reporting these vandals because they will take it out on me." In some instances this has happened. It has happened enough so that people are somewhat leery of providing this kind of protection for the buildings.

Senator BYRD. I can understand that.

Mr. WOODSON. I can understand it, too. I do not sympathize with it though because I believe that, I really believe that, this is a local neighborhood problem.

Our people go home at 5 o'clock, the last of them, unless we have a night custodian. We have even done this, moved some of our men up to 10 o'clock at night in an effort to combat some of this vandalism. But I feel that as long as the neighborhoods tolerate this kind of conduct—they have the resources of the police, and I think they ought to use them. I think that when they see things going on that should not go on—a little more courage might help. Some people have been shot in the process, but I do not think we ought to back away from this.

Senator BYRD. Well, I can appreciate in some instances their hesitancy. Like you I do not have any admiration for that hesitancy but I can appreciate it. I guess it is a little difficult at times.

Mr. WOODSON. We have just a brief statement of what we are doing to combat vandalism if you would like to have it inserted in the record.

Senator BYRD. Yes, we would like to have it.

(The statement referred to follows:)

EFFORTS BY DISTRICT OF COLUMBIA SCHOOLS TO REDUCE VANDALISM

I. The central administration has taken the following steps to reduce vandalism:

1. Dr. Hansen has had personal conferences with precinct captains.
2. Completion of window guard program.
3. Installation of alarm devices.
4. Replaced exterior door hardware.
5. Talked in a number of communities on the problem.
6. Used plastic for glazing.
7. Authorized nighttime use of dogs in certain severe problem buildings.
8. Replaced classroom door locks in certain older buildings.

II. Building principals have taken the following steps to reduce vandalism:
1. Organized teams of block leaders from among the parents who work with the vandalism problem and other problems of community interest.
2. Have had numerous school assemblies devoted to this subject.
3. Have joined with citizen associations, PTA's, and churches, to sponsor programs and competitions directed against vandalism.
4. Assisted the Citywide Student Council in a yearlong effort to reduce the problem.

VANDALISM INCREASES

Senator BYRD. I think we have to view with concern this growing vandalism in a city we often hear the President speak of as one which should be a model city in the country, yet there are visitors who go out to look at these school buildings and find them with thousands of window panes broken out, and they go to the playgrounds and they find the equipment destroyed. There is a responsibility in the local community, and it seems to me that while there might be some hesitancy on the part of a particular individual, the law-respecting elements in those areas and there are law-respecting elements in those areas, should galvanize themselves into some kind of action program which might help to prevent this, discourage it, and bring it to the attention of the law, those who engage in it.

KINDERGARTEN WAITING LIST

Have you eliminated the kindergarten waiting list? You might just want to submit the answer for the record, Dr. Hansen.

Dr. HANSEN. I will do that. I have a report here. Three hundred and twenty-two were still on the kindergarten waiting list as of February 1965, which is a reduction for 1964, 543; 1963 it was 653; 1962 it was 794, but still a very unfortunate situation.

(The report referred to follows:)

Number of pupils on the kindergarten waiting lists on Feb. 1, 1965 [1]

School	*Number of pupils*
Birney	9
Bruce	6
Cleveland	8
Crummell	13
Davis	8
Grimke	14
Kimball	15
Langdon	29
Maury	8
Monroe	30
Nichols Avenue	38
Plummer	9
River Terrace	2
Simon	27
Takoma	9
Thomson	29
Truesdell	18
Van Ness	22
Webb, R. K	20
West	8
Total	322

[1] No membership was taken in February. This information was obtained by telephone.

Number of pupils on the kindergarten waiting lists as indicated on the membership reports for October 1956 through 1964

Number of schools and pupils	1956	1957	1958	1959	1960	1961	1962	1963	1964
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Number of schools	28	37	27	38	24	36	44	43	35
Number of pupils	566	709	380	1,000	349	797	794	653	543

MENTALLY RETARDED PUPILS

Senator BYRD. What about the waiting list of mentally retarded pupils?

Dr. HANSEN. That has been cleared up. All classes are manned.

Senator BYRD. That has been eliminated?

Dr. HANSEN. The waiting list has been eliminated.

Senator BYRD. That was a goal that we had been striving for.

Dr. HANSEN. Yes, a very great advance certainly. I remember well the history of it with your committee, Mr. Chairman.

PART-TIME CLASSES

Senator BYRD. Yes.

What about the half-day classes, have we made any progress in decreasing these?

Dr. HANSEN. In recent years, no. The situation is worse than it has been. I think there have been 4,045 part-time classes polled at the end of the first 6 weeks, and this relates to 1,360 a year ago. I have the report which shows the amount of part time from 1948–49, showing it fluctuating in 1956 down to nothing, and up again this year to 4,045.

A recent study we made, Mr. Chairman, shows that Washington is among the few cities of comparable size that has anything like this part-time situation.

Dr. CARROLL. Baltimore and New Orleans are the only two that listed part-time classes.

Dr. HANSEN. That is the reason we feel so strongly on the importance of moving so fast on the building program.

(The table referred to follows:)

Number of part-time classes in the elementary day schools at the end of the 1st 6 weeks in each year, 1948–49 through 1964–65 [1]

School year (1)	Number of schools having part-time classes (2)	Number of part-time classes (3)	Number of pupils in part-time classes (4)
1948–49	16	81	2,611
1949–50	16	112	4,077
1950–51	6	56	1,925
1951–52	1	8	265
1952–53	2	6	232
1953–54	1	8	326
1954–55	2	20	755
1955–56			
1956–57	12	52	1,652
1957–58	35	161	5,446
1958–59	26	124	4,246
1959–60	29	115	3,864
1960–61	20	72	2,394
1961–62	11	60	1,969
1962–63	16	82	2,680
1963–64	10	44	1,360
1964–65	32	144	4,045

[1] The figures shown are of a date nearest to the end of the 1st 6 weeks of school.

EFFECT OF CAPITAL OUTLAY RESTORATION REQUESTS

Senator BYRD. Do you feel that the restoration of $6 million for school projects, if approved, would lessen the degree of part-time classes?

Dr. HANSEN. It will do that. I have a rather involved report here which has been prepared by one of our associates which shows that, if the restorations are brought into being, by the school year 1967–68, the overcrowding in elementary schools would be reduced to 239 stations as against the current overcrowding of 4,658. We are dealing here with a total population rather than geographic segments of it, and overcrowding in elementary, junior, and senior high schools. So that when you look forward to an elimination of part time, we can do that if the budget requests buildingwise are approved.

Senator BYRD. You feel this would have a very noticeable impact then on the part time?

Dr. HANSEN. Yes.

Senator BYRD. You would not be able to eliminate the part-time classes altogether with the restoration of the $6 million.

Dr. HANSEN. Very close to it, except perhaps for some segments or some sections of the city where we have a concentration of population on the average, we would have a shortage of only 239 seats at the elementary level in that year 1967–68.

Senator BYRD. Would you just supply the information for the record?

Dr. HANSEN. Yes, sir; we will be glad to do that.

(The information requested appears on p. 967.)

OBSOLESCENT BOOK REPLACEMENT PROGRAM

Senator BYRD. Do you feel that your obsolescent book replacement program has been successful and that you are moving along very well?

Dr. HANSEN. We are. We have made survey after survey, and the last one we asked the principals to tell us what they need, and we have ordered over $600,000 worth of books and supplies. But I note from newspaper accounts we still get a report of people using old textbooks. The answer, however, in the main is, "Yes," this is under control. The area in which we have an unsolved problem is in the supply area.

FREE LUNCH PROGRAM

Senator BYRD. Would you care to state at this moment something with regard to the free lunches so that we might know the picture here?

Dr. HANSEN. Yes.

Senator BYRD. Would you mind just for the record then, Dr. Hansen?

Dr. HANSEN. I have a report here which I can summarize or submit for the record.

Senator BYRD. All right.

Dr. HANSEN. In 1964–65, the lunch program served 6,964 on the average elementary school children who were needy through the year. The number currently being served, and I speak of current as of February 1965, totals 8,305 pupils are given the free lunches at the elementary school level.

Senator BYRD. The House allowed the full request on this item?

Dr. HANSEN. It allowed the full request and has asked us to consider expanding the program for needy children, and this we planned to do.

(The report referred to follows:)

Summarization of the Lunch Program for the 1st Quarter of the Past 3 Years

HOT LUNCH PROGRAM

Level	1962-63			1963-64			1964-65		
	ADA	Number of children to whom lunch is available	ADP	ADA	Number of children to whom lunch is available	ADP	ADA	Number of children to whom lunch is available	ADP
Senior high	13,300	13,300	3,339	15,105	15,105	3,703	16,567	16,567	4,257
Junior high	26,381	26,381	5,192	26,975	26,975	7,410	27,034	27,034	10,036
Vocational	2,426	2,426	461	2,611	2,611	594	2,606	2,606	684
Elementary	317	317	73	2,143	2,143	504	2,104	2,104	641
Total	42,424	42,424	9,065	46,834	46,834	12,211	48,311	48,311	15,618

BAG LUNCH PROGRAM

Level	1962-63		1963-64		1964-65	
	ADA	ADP	ADA	ADP	ADA	ADP
Elementary	81,482	5,976	80,681	5,567	82,492	6,964

Elementary schools now being equipped to provide hot lunch service commencing September, 1965: Bernard, Garrison, Green, Harris, Meyer.

Equipment requested in the 1966 budget for the following elementary schools to provide hot lunch service: McGogney, Goding, Wilson, J. O., Slowe addition, Wheatley, Thomas, Nichols Avenue replacement, Brent replacement, Tyler addition.

Equipment requested in the 1967 budget for the following elementary schools to provide hot lunch service: 11th and Kenyon (new), Lincoln Road and Douglass (new), Blow-Pierce replacement, Ludlow replacement, Texas Avenue and Burns (new), Benning replacement, Beers addition, Seaton replacement.

Free Milk Program

Senator Byrd. What about your free milk program?

Dr. Hansen. The free milk program is available to all of the elementary children in the total school system without respect to need. It is now being served at midmorning. We are planning to recommend to the Board that the service be changed to morning, before school, and to approximately 3 o'clock in the afternoon.

Twilight Classes

Senator Byrd. Would you care to state the status of the twilight classes?

Dr. Hansen. Yes, sir. I have a report in which you might be interested for submission in the record. It is a little long.

Senator Byrd. Let us just have it for the record, Dr. Hansen, in the interest of saving time.

Dr. Hansen. All right.

(The report referred to follows:)

Twilight Classes

In March of 1963, the Board of Education approved the Superintendent's request for authority to set up late afternoon and evening classes for pupils unable to profit from attendance in the day school program.

Subsequently, for fiscal year 1964, Congress authorized an appropriation to establish 13 positions including counseling for the demonstration. Classes have been organized at Bundy Elementary School and at the Terrell and Woodson Junior High Schools.

The program is social adjustment in nature, with a flexible curriculum that includes reading, mathematics, language arts skills, social adjustment and guidance, and shop.

Classes are set up to begin at 3:30 and to continue until 7 for the elementary school center, and until 8 for the junior high school center. The supper break is provided at 6 in the three centers.

In the elementary center the schedule is as follows: reading, 45 minutes; mathematics, 30 minutes; language arts skills, 15 minutes for 3 days; social adjustment and guidance, 15 minutes for 2 days; relaxation and eating, 30 minutes; and shop 90 minutes.

In the junior high school centers the time is scheduled in six periods. The program is as follows: group guidance, all boys, periods and time arranged daily; general shop, group; English, group; mathematics, group; health and community problems, all boys; physical education, all boys.

The staff for the elementary center includes two academic subject teachers and two industrial arts subject teachers. In the junior high school centers the staff consists of four teachers at Terrell and three at Woodson, and a counselor-coordinator servicing both schools, including the rendering of a limited amount of counseling service at the Bundy Elementary School. The program is directed by a full-time counselor responsible for the planning and coordination of all phases of the project.

In general, parents were grateful for the continued help extended to the boys. The students' attitudes were initially adverse, but most wanted to continue in school and indicated that the placement and the opportunity to make self-improvement were fair and justifiable.

ELEMENTARY TWILIGHT SCHOOLS

In the elementary grades the program was initiated by a parent-teacher meeting. The project was outlined for the parents and boys and questions and answers were discussed freely.

The mental ability range was wide, going from an IQ of 65 to an IQ of 104. The reading level ranged from the readiness stage to the sixth grade level. Most of the boys were reading from two to three grades below the grade levels that were shown on their records.

When the boys came they had a variety of behavioral problems and found difficulty in establishing a sense of group relationship. By the end of April most of them began to show respect for the feelings and property of others. They had gained in group pride, were functioning well in a classroom situation, and infractions were rarities. The boys elected their own class officers and helped establish their rules and regulations. The tasks required of the boys were such that each was assured of a measure of success.

Because many of the boys were arriving before classes of the regular school session were dismissed, the Recreation Department Director set up a program for games to begin 2 hours before classes were to convene. Most of the boys used public transportation to get to the Bundy Elementary School.

By the end of the school year one boy was ready to be returned to his regular elementary school classes because of his spirit and development. Another was placed in a regular junior high school class on probation. Ten of the boys were transferred to the late afternoon junior high school program and the remaining 27 were returned to the late afternoon elementary school program.

DIGEST OF FACTS

Current enrollment statistics in these groups are as follows:

Enrollment, elementary (January 1965)	58.0
Enrollment, secondary (January 1965)	143.0
Average daily attendance (elementary)	55.5
Average daily attendance (secondary)	60.0
16 years or older	78.0
Known to juvenile court	43.0
Employed during the day	12.0

The program is reaching a point of stability. Future evaluation will be necessary at the end of the year. The twilight classes may offer a significant beginning of the extension of the schoolday beyond the closing hours for all special needs rather than those of maladjusted pupils.

SOCIAL ADJUSTMENT PROGRAM

Senator BYRD. Do you feel that this is proving to be a successful operation?

Dr. HANSEN. Yes, sir; I do. The elementary enrollment is 58 youngsters; the secondary enrollment is 143 in January which represents about 200 boys who would be on the streets otherwise. Understand these are youngsters who have been suspended from school because of behavior problems, disciplinary problems.

I had an occasion to visit the Bundy School and was very much impressed by the quality of instruction received by the boys and by their attitude, boys who apparently could not function in normal situations, and were responding here to instruction in shops and in the basic subjects and physical education in a very, very wonderful way.

Senator BYRD. How long have you had the program going?

Dr. HANSEN. The program started, I believe, 3 years ago.

Senator BYRD. Is the enrollment increasing?

Dr. HANSEN. It is remaining about stable.

Senator BYRD. Does it meet your total needs for this type of program?

Dr. HANSEN. No. We hope to expand this program with impact aid money.

Senator BYRD. In other words, you have additional students——

Dr. HANSEN. Yes, sir.

Senator BYRD (continuing). For such classes?

Dr. HANSEN. We do. We asked for permission, authority, to do this thing on a demonstration basis, and you granted us the funds for this purpose. We do need to expand the program.

Senator BYRD. Do you have a problem in recruiting teachers for these twilight classes?

Dr. HANSEN. I have not heard of any problems. The teachers who have been recruited have demonstrated, according to my information, a sincere interest in attempting to work with boys like this who need great help.

DISCIPLINARY PROBLEMS IN TWILIGHT CLASSES

Senator BYRD. Have you had any severe disciplinary problems in these twilight classes?

Dr. HANSEN. We had one instance that I can recall in which a teacher in the after-school program was assaulted by one of the students. In this case I believe the teacher was a regular schoolteacher, a regular day teacher. This is the only severe instance I have had reported to me of behavior which threatened or which actually harmed a teacher.

Senator BYRD. Was this a man teacher?

Dr. HANSEN. This was a man teacher. He attempted to exercise some control over a boy that he found in the hall. As these boys are, the boy was explosive, and reacted in this dramatic violent manner, I think, by striking the teacher.

Senator BYRD. What action was taken against this student?

Dr. HANSEN. I am not sure. I think I would have to check on that to be sure. If you want the record on this particular instance I will get it for you.

Senator BYRD. Yes.

Dr. HANSEN. Because I do not know the followup with respect to this.

Mr. RIECKS. He was charged with assault, Mr. Chairman, and there was a hearing, and if I remember correctly, I will have to check this for the record, I believe that he was placed on probation. Yes, the boy was placed on probation.

Senator BYRD. Is he still attending classes?

Mr. RIECKS. If I remember correctly, I believe he is now in the senior high school.

Senator BYRD. When did this occur?

Dr. HANSEN. Sometime this fall, I believe.

Senator BYRD. Did the teacher recover?

Dr. HANSEN. The teacher, yes. The teacher was not critically hurt.

Mr. RIECKS. No.

Dr. HANSEN. By the assault. I think—we know, of course, this is one of the ways that these youngsters will react.

Senator BYRD. This may be a primary reason as to why you have such a high percentage of temporary teachers in the system.

Dr. HANSEN. This is undoubtedly an element in the situation.

FACILITIES AND EQUIPMENT—TWILIGHT CLASSES

Senator BYRD. Do you have sufficient facilities and equipment for the twilight classes at the present time?

Dr. HANSEN. Yes. We are using school buildings, after school hours for the classes. We have more space, we would prefer to have them during the regular hours; unless I am being bypassed on the problem, I have not had requests for additional money for facilities and equipment; have you?

Dr. CARROLL. No, sir. I have not received any. The only request we had was for some clerical help to man the schools so the teachers would not have to leave the classroom for any reason.

TOTAL SCHOOL ENROLLMENT

Senator BYRD. What is the total enrollment in your elementary and junior and senior high schools?

Dr. HANSEN. The total enrollment is 142,689 in the elementary and secondary schools. It would be slightly higher if we include the teachers college which we ought to have somewhere in these books. I am sorry, here it is; 142,689 all categories, including teachers college and Americanization school.

Senator BYRD. It is steadily increasing?

Dr. HANSEN. It is. This year 3,533 over last year.

STUDENT RATIOS—WHITE AND NONWHITE

Senator BYRD. What is your enrollment insofar as it pertains to white and nonwhite students?

Dr. HANSEN. 87.6 percent colored, and 12.4 percent white.

Senator BYRD. Is this overall?

Dr. HANSEN. This is overall.

Senator BYRD. What is it in the elementary schools?

Dr. HANSEN. In the elementary schools——

Senator BYRD. You can supply this for the record if you like.

Dr. HANSEN. I will have to do that. I am sorry I do not have it.

(The information requested follows:)

Enrollment in the District of Columbia elementary schools is 10.5 percent white and 89.5 percent nonwhite.

OVERSIZED CLASSES

Senator BYRD. What is the situation in regard to oversized classes? Do you have any that have 50, 60, 70 students, and so on?

Dr. HANSEN. Not that high. But we do have large classes. I can supply you now for the record which shows at least this much, I do have distribution records by class levels, but the number of classes over 30 in the elementary schools this year, October 22, there are 1,264 classes for 51.4 percent of them in which there are 42,109 pupils enrolled or 56.7 percent classes above 30.

The junior high schools, classes above 25 enrollment total 4,646 or 83.3 percent of them enrolling, and this is a figure that we must use with qualification in terms of the pupil hours of instruction, 161,364 pupil-hours of instruction or 89.8 percent.

The senior high schools, 250 classes above 25, 82.5 percent of the total enrolling pupil-hours of instruction, 86,370 pupils, with 88.7 percent pupil-hours of instruction above 25.

I have a report showing the average class size in the academic subjects over a period of years.

Senator BYRD. Would you like to include that for the record, Dr. Hansen?

Dr. HANSEN. Yes, sir.

(The report referred to follows:)

AVERAGE CLASS SIZE IN THE JUNIOR AND SENIOR HIGH SCHOOLS IN ENGLISH LANGUAGES, MATHEMATICS, SCIENCE, AND SOCIAL STUDIES, 1954–55—1962–63 AND 1964–65 [1]

Summary table

School levels and subjects (1)	1954–55 (2)	1955–56 (3)	1956–57 (4)	1957–58 (5)	1958–59 (6)	1959–60 (7)	1960–61 (8)	1961–62 (9)	1962–63 (10)	1964–65 (11)
JUNIOR HIGH SCHOOLS										
English	34.4	33.7	31.7	32.1	32.8	34.4	33.7	34.4	34.4	31.3
Languages	31.6	33.7	31.7	30.1	31.1	32.7	32.3	32.5	30.9	19.5
Mathematics	34.2	34.1	32.1	32.2	32.9	34.0	33.8	34.4	34.6	32.8
Science	34.8	34.2	31.9	32.4	33.3	34.7	35.1	35.3	34.9	33.0
Social studies	35.2	34.3	32.2	32.5	33.3	34.5	34.6	34.6	34.6	33.3
SENIOR HIGH SCHOOLS										
English	30.2	30.0	29.4	30.0	29.3	28.9	28.7	29.6	30.6	30.8
Languages	24.6	24.5	26.8	26.9	27.3	26.9	25.5	27.9	28.3	29.2
Mathematics	28.7	29.3	29.5	30.4	30.0	29.8	28.9	29.6	31.4	31.3
Science	29.4	30.6	29.6	29.8	30.3	29.9	29.4	30.1	31.8	30.7
Social studies	31.1	30.8	30.5	32.2	30.7	29.8	29.4	30.5	31.5	30.6

[1] Information taken from official October organization cards.

CORRELATION OF CONSTRUCTION AND OVERSIZED CLASSES

Senator BYRD. I suppose the additional moneys being requested by way of restoration for school construction would have some bearing on this circumstance?

Dr. HANSEN. Yes; it will help a great deal if we can get more space, because then we can supply some of the additional services from impact aid money in school areas where we need to reduce oversized classes even though the ratios are still 30–1 and 25–1.

TEACHER AGE DISTRIBUTION

Senator BYRD. What about the teacher age level? Is it increasing, Dr. Hansen?

Dr. HANSEN. I cannot tell you as to that. Mr. Bristor, who is here with us today, has developed a table which shows the age distribution of our teachers. May I ask if he could answer that question?

Senator BYRD. Surely.

Dr. HANSEN. Mr. Bristor, do you have any information on that?

Mr. BRISTOR. No, I do not, but I can supply it. I do not have the up-to-date data on that, but I can supply it.

Senator BYRD. All right.

Dr. HANSEN. I think that will be the best thing to do. He has done a very good table recently.

Mr. BRISTOR. Yes, we have it and, as I said, I will supply it.

Dr. HANSEN. We will supply that for the record if we may. This is the age distribution of teachers.

Senator BYRD. Yes.

(The information requested follows:)

Distribution of ages and median age of teachers in the public school system, by school levels as of Oct. 22, 1964

Age	School levels				
	Senior high	Vocational high	Junior high	Elementary	Special [1]
(1)	(2)	(3)	(4)	(5)	(6)
20 to 24	36	3	120	204	2
25 to 29	69	7	178	570	1
30 to 34	69	19	219	564	2
35 to 39	97	19	222	377	4
40 to 44	74	22	191	387	13
45 to 49	88	30	152	278	12
50 to 54	130	30	125	311	14
55 to 59	97	27	97	203	19
60 to 64	65	12	53	62	6
65 to 69	31	2	25	14	2
Total teachers	756	171	1,382	2,970	75
Median age	47	46	38	36	50

[1] Includes Americanization School, Sharpe Health School, Boys' Junior-Senior High School, Girls' School, and Capitol Page School.

NOTE 1.—This study does not include Teachers College and Adult Education teachers.
NOTE 2.—This study includes regular classroom teachers only.

TEACHER AND PUPIL RACE RATIOS

In conformity with our procedures in the past years, would you care to supply for the record tables showing the percent of teachers who are white and who are nonwhite, and their distribution. I believe you have done this also with regard to students as to distribution, in the past.

Dr. HANSEN. Yes. Would you like that supplied, too?

Senator BYRD. Just to bring that up to date.

Dr. HANSEN. Very well.

(The information requested follows:)

NUMBER AND PERCENT OF REGULAR FULL-TIME EDUCATIONAL EMPLOYEES ON OCTOBER 22, 1964 BY TYPE OF POSITION, SCHOOL LEVEL, RACE, AND SEX

Summary

Type of position	White			Colored			Both races		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Educational officers:									
Number	61	82	143	73	103	176	134	185	319
Percent	19.1	25.7	44.8	22.9	32.3	55.2	42.0	58.0	100.0
Teachers, counselors, librarians, research assistants, school psychologists, and speech correctionists:									
Number	299	1,033.5	1,332.5	813	3,492.5	4,305.5	1,112	4,526	5,638
Percent	5.3	18.3	23.6	14.4	62.0	76.4	19.7	80.3	100.0
Attendance Department employees:[1]									
Number	------	14	14	2	10	12	2	24	26
Percent	0	53.8	53.8	7.7	38.5	46.2	7.7	92.3	100.0
All educational employees:									
Number	360	1,129.5	1,489.5	888	3,605.5	4,493.5	1,248	4,735	5,983
Percent	6.0	18.9	24.9	14.8	60.3	75.1	20.8	79.2	100.0

[1] Attendance Department employees other than supervisory officers.

Educational officers

Type of position	White			Colored			Both races		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Central administrative officers [1]	7	------	7	3	2	5	10	2	12
Central supervisory officers [2]	19	25	44	15	27	42	34	52	86
Principals and assistant principals [3]	35	57	92	55	74	129	90	131	221
All educational officers	61	82	143	73	103	176	134	185	319

[1] Includes superintendent, deputy superintendent, and assistant superintendents.
[2] Includes executive assistant to superintendent, executive assistant to deputy superintendent, assistants to assistant superintendents, psychiatrist, chief examiner, directors, supervising directors, assistant directors, statistician, supervisors, clinical psychologists, psychiatric social workers, and chief attendance officers.
[3] Includes president, dean, and registrar at District of Columbia Teachers College.

Classroom teachers, counselors, librarians, research assistants, school psychologists, and speech correctionists

School type and level	White			Colored			Both races		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Elementary schools [1]	33	530.5	563.5	210	2,303.5	2,513.5	243	2,834.0	3,077.0
Junior high schools	86	197.5	283.5	352	750.0	1,102.0	438	947.5	1,385.5
Senior high schools	120	207.0	327.0	162	267.0	429.0	282	474.0	756.0
Boys' Junior-Senior High School	1	-------	1.0	5	-------	5.0	6	-------	6.0
Twilight classes	-------	-------	-------	12	-------	12.0	12	-------	12.0
Vocational high schools	37	22.0	59.0	48	64.0	112.0	85	86.0	171.0
Americanization School	-------	10.0	10.0	-------	-------	-------	-------	10.0	10.0
Capitol Page School	2	4.0	6.0	-------	-------	-------	2	4.0	6.0
Sharpe Health School, Visiting Instruction Corps, and girls' rehabilitation program	2	16.0	18.0	4	31.0	35.0	6	47.0	53.0
District of Columbia Teachers College	14	10.0	24.0	11	20.0	31.0	25	30.0	55.0
Serving all levels [2]	4	36.5	40.5	9	57.0	66.0	13	93.5	106.5
All teachers, etc	299	1,033.5	1,332.5	813	3,492.5	4,305.5	1,112	4,526.0	5,638.0

[1] Includes teachers college personnel at laboratory schools.
[2] Includes teachers, research assistants, school psychologists, and speech correctionists in Department of General Research, Budget, and Legislation; Department of Pupil Personnel Services; reading clinic; speech clinic; and Visual Instruction Department.

Attendance Department

Type of position	White			Colored			Both races		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Attendance officers [1]	-------	11	11	2	10	12	2	21	23
Census supervisor	-------	1	1	-------	-------	-------	-------	1	1
Child labor inspectors	-------	2	2	-------	-------	-------	-------	2	2
All attendance employees [1]	-------	14	14	2	10	12	2	24	26

[1] Supervisory officers are not included here, but are included in tables 1 and 2.

Elementary schools

School	Principals				Teachers, counselors, and librarians				Grand total
	White		Colored		White		Colored		
	Men	Women	Men	Women	Men	Women	Men	Women	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Adams	------	[1] 1	------	------	------	3	------	9.0	13.0
Aiton	------	------	------	1	------	2	2	30.0	35.0
Amidon	------	------	------	------	------	13	------	12.5	25.5
Bancroft	------	------	1	------	1	4	1	24.0	31.0
Barnard	------	1	------	------	1	13	1	26.0	42.0
Beers	------	1	------	------	------	15	1	9.0	26.0
Benning	------	------	------	[1] 1	------	------	------	8.0	9.0
Benning Annex	(2)	(2)	(2)	(2)	------	------	------	9.0	9.0
Birney	1	------	------	------	------	1	4	33.0	39.0
Blair	------	------	------	[1] 1	------	------	1	7.0	9.0
Blow	------	------	[1] 1	------	------	------	1	11.0	13.0
Bowen, A	------	------	------	1	------	2	1	23.0	27.0
Brent	(3)	(3)	(3)	(3)	1	4	------	3.5	8.5
Brightwood	------	1	------	------	1	6	1	15.5	24.5
Brookland	------	------	------	[1] 1	------	1	1	10.0	13.0
Bruce	------	------	------	1	------	------	1	18.0	20.0
Bryan	------	------	------	1	------	------	2	25.0	28.0
Buchanan	------	1	------	------	------	3	------	20.0	24.0
Bundy	------	------	1	------	1	------	9	11.0	22.0
Bunker Hill	------	1	------	------	------	3	2	29.0	35.0
Burroughs	------	1	------	------	1	8	------	22.0	32.0
Burrville	------	------	------	1	------	------	2	18.0	21.0
Carver	(4)	(4)	(4)	(4)	------	------	------	9.0	9.0
Cleveland	------	------	------	1	1	------	------	20.0	22.0
Congress Heights	------	1	------	------	------	15	------	5.0	21.0
Cook, J. F	------	------	------	1	------	1	------	23.0	25.0
Cooke, H. D	------	------	1	------	------	1	3	26.0	31.0
Crummell	------	------	[1] 1	------	------	------	2	7.0	10.0
Crummell Annex	(5)	(5)	(5)	(5)	------	------	------	9.0	9.0
Davis	------	------	[1] 1	------	1	------	3	36.0	41.0
Davis Annex	(6)	(6)	(6)	(6)	------	------	------	5.0	5.0
Draper	------	1	------	------	------	12	2	20.0	35.0
Drew	------	------	------	1	------	------	3	31.5	35.5
Eaton	------	[1] 1	------	------	------	12	------	------	13.0
Eckington	(7)	(7)	(7)	(7)	------	------	1	9.0	10.0
Edmonds	------	------	------	[1] 1	------	------	------	10.0	11.0
Emery	1	------	------	------	------	1	1	21.0	24.0
Fillmore	(8)	(8)	(8)	(8)	------	4	------	------	4.0
Gage	------	------	------	[1] 1	------	------	1	12.0	14.0
Garfield	------	------	------	1	------	------	2	27.0	30.0
Garrison	------	------	------	1	------	2	1	33.0	37.0
Giddings	------	------	------	1	------	------	3	19.5	23.5
Goding	------	------	1	------	------	------	4	29.5	34.5
Grant	(9)	(9)	(9)	(9)	1	1	------	3.0	5.0
Grimke	------	------	------	1	------	2	1	26.0	30.0
Hardy	------	[1] 1	------	------	------	6	------	------	7.0
Harris	------	------	------	1	------	------	1	23.0	25.0
Harrison	------	------	------	1	------	------	1	18	20.0
Hayes	(1)	------	------	------	------	------	2	6	9.0
Hearst	(10)	(10)	(10)	(10)	------	9.0	------	------	9.0
Hendley	------	1	------	------	1	9.0	2	21	34.0
Houston	------	------	1	------	------	------	3	27	31.0
Hyde	------	[1] 1	------	------	------	5.0	------	------	6.0
Jackson	(12)	(12)	(12)	(12)	------	4.0	------	------	4.0
Janney	------	1	------	------	------	17.0	------	------	18.0
Keene	------	[2] 1	------	------	------	14.0	------	9	24.0
Keene demountable	(14)	(14)	(14)	(14)	------	2.0	1	1	4.0
Kenilworth	------	------	------	1	------	------	3	32	36.0
Ketcham	------	1	------	------	1	15.0	------	8	25.0
Key	(15)	(15)	(15)	(15)	------	7.0	------	1	8.0
Kimball	------	------	------	1	------	------	------	31	32.0
Kingsman	------	1	------	------	------	------	1	30	32.0
Lafayette	------	1	------	------	1	21.5	------	------	23.5
Langdon	------	------	------	1	------	6.0	1	22	30.0
Langston	------	------	------	[1] 1	------	1.0	------	10	12.0
LaSalle	------	1	------	------	2	14.0	1	21	39.0
Lenox	------	------	------	[1] 1	------	------	1	16	18.0
Lenox Annex	(16)	(16)	(16)	(16)	------	------	1	7	8.0
Lewis	------	------	------	1	------	1.0	3	21	26.0
Logan	------	[3] 1	------	------	------	------	2	20.0	23.0
Logan demountable	(17)	(17)	(17)	(17)	------	------	3	5.0	8.0
Lovejoy	------	------	------	1	------	------	1	24.0	26.0
Ludlow	(18)	(18)	(18)	(18)	------	------	------	9.0	9.0

See footnotes at end of table.

Elementary schools—Continued

School	Principals				Teachers, counselors, and librarians				Grand total
	White		Colored		White		Colored		
	Men	Women	Men	Women	Men	Women	Men	Women	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Madison			[1] 1				1	10.0	12.0
Mann		[1] 1				9.0			10.0
Maury				1			4	20.0	25.0
Merritt			1				2	19.0	22.0
Meyer				1		7.0	2	31.5	41.5
Military Road	[12]	[12]	[12]	[12] 1		1.0		4.0	5.0
Miner				1		1.0	6	30.0	38.0
Monroe				1			1	20.0	22.0
Morgan		[1] 1				2.0	2	19.0	24.0
Morgan Annex	[20]	[20]	[20]	[20]		1.0		7.0	8.0
Morse	[21]	[21]	[21]	[21]			1	8.0	9.0
Moten		1					2	33.0	36.0
Mott				1			3	23.0	27.0
Murch		1				23.5			24.5
Nalle				1			2	21.0	24.0
Nichols Avenue				1			3	18.0	22.0
Noyes				1			3	24.0	28.0
Orr		[1] 1				9.0		1.0	11.0
Oyster	[22]	[22]	[22]	[22]		8.0			8.0
Park View				1			4	31.0	36.0
Patterson		1			2	29		1.0	33.0
Payne			[13] 1			2	1	21.0	25.0
Payne demountable	[23]	[23]	[23]	[23]			1	3.0	4.0
Peabody	[24]	[24]	[24]	[24]			1	13.0	14.0
Perry	[25]	[25]	[25]	[25]			8	10.0	18.0
Petworth	1					2	1	19.0	23.0
Pierce	[26]	[26]	[26]	[26]				10.0	10.0
Plummer				1		1	6	32.5	40.5
Powell				[1] 1			1	19.0	21.0
Powell Annex	[27]	[27]	[27]	[27]			1	8.0	9.0
Randle Highlands	[28]	[28]	[28]	[28]		9		1.0	10.0
Raymond				1		2	2	20.0	25.0
Richardson				[13] 1			4	27.0	32.0
Richardson demountable	[29]	[29]	[29]	[29]		1		6.0	7.0
River Terrace			1				2	17.0	20.0
Rudolph				1		5	4	20.0	30.0
Scott Montgomery			[1] 1				2	20.5	23.5
Seaton			[1] 1		1	3		9.0	14.0
Shadd				[13] 1			2	28.0	31.0
Shadd demountable	[30]	[30]	[30]	[30]			1	3.0	4.0
Shepherd		1				14			15.0
Simmons				1		1	3	24.5	29.5
Simon	1				4	8	1	25.0	39.0
Slater	[31]	[31]	[31]	[31]			2	9.0	11.0
Slowe	[32]	[32]	[32]	[32]		1		10.0	11.0
Smothers			[1] 1					19.0	20.0
Stanton		[1] 1				21		6.0	28.0
Stanton Annex	[33]	[33]	[33]	[33]		6		5.0	11.0
Stevens	[34]	[34]	[34]	[34]		1	1	11.0	13.0
Stoddert	[35]	[35]	[35]	[35]		7			7.0
Sumner			[11] 1					9.0	10.0
Syphax				1			3	22.5	26.5
Takoma		[1] 4			1	12		4.0	18.0
Taylor	[36]	[36]	[36]	[36]			4	6.0	10.0
Thomas				1			2	26.0	29.0
Thomson	1					5	3	14.0	23.0
Truesdell				1		1		25.0	27.0
Turner			1				3	31.0	35.0
Tyler		1				15	2	13.0	31.0
Van Ness				1			2	29.0	32.0
Walker-Jones				1		1	1	27.5	30.5
Watkins		1				7	3	28.0	39.0
Webb, Ruth K		1				4	3	27.0	35.0
West		1				6	1	13.0	21.0
Wheatley		1					2	25.0	28.0
Whittier				1		4	2	33.5	40.5
Wilson, J. O				1			2	28.5	31.5
Woodridge		1				2.0	1	17.0	21.0
Young				[13] 1	1		4	32.0	38.0
Young demountable	[37]	[37]	[37]	[37]				8.0	8.0
Art—itinerant					1	5.0		5.0	11.0

See footnotes at **end of table.**

Elementary schools—Continued

School	Principals				Teachers, counselors, and librarians				Grand total
	White		Colored		White		Colored		
	Men	Women	Men	Women	Men	Women	Men	Women	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Elementary supervision and instruction—assignment						1.0			1.0
Foreign language—itinerant					2	20.5		13.5	36.0
Health, physical education, athletics, and safety—itinerant					2	1.0	1	13.0	17.0
Music—itinerant					5	6.0	5	14.0	30.0
Science—itinerant						5.0	2	5.0	12.0
All elementary	6	35	17	50	33	530.5	210	2,303.5	3,185.0

[1] Principal supervises 2 schools.
[2] Counted under Benning.
[3] Counted under Blair.
[4] Counted under Smothers.
[5] Counted under Crummell.
[6] Counted under Davis.
[7] Counted under Gage.
[8] Counted under Hyde.
[9] Counted under Sumner.
[10] Counted under Eaton.
[11] Principal supervises 3 schools.
[12] Counted under Hyde.
[13] Principal supervises 1 school and 1 demountable.
[14] Counted under Keene.
[15] Counted under Hardy.
[16] Counted under Lenox.
[17] Counted under Logan.
[18] Counted under Hayes.
[19] Counted under Takoma.
[20] Counted under Morgan.
[21] Counted under Scott Montgomery.
[22] Counted under Adams.
[23] Counted under Payne.
[24] Counted under Edmonds.
[25] Counted under Seaton.
[26] Counted under Blow.
[27] Counted under Powell.
[28] Counted under Orr.
[29] Counted under Richardson.
[30] Counted under Shadd.
[31] Counted under Langston.
[32] Counted under Brookland.
[33] Counted under Stanton.
[34] Counted under Sumner.
[35] Counted under Mann.
[36] Counted under Madison.
[37] Counted under Young.

Junior high schools

School	Principals and assistant principals				Teachers, counselors, and librarians				Grand total
	White		Colored		White		Colored		
	Men	Women	Men	Women	Men	Women	Men	Women	
(1)	(2)	(3)	(4)	((5)	(6)	(7)	(8)	(9)	(10)
Backus	1	1	1		2.0	7.0	9.0	37.0	58.0
Banneker			1	1	2.5	2.0	18.0	49.0	73.5
Browne			2	1	2.0	2.0	21.0	44.0	72.0
Deal	2	1			8.0	40.0	2.0	4.5	57.5
Douglass			2	1			16.0	36.5	55.5
Eliot			1	1		3.0	22.0	36.0	63.0
Evans		1	2		4.0	2.0	12.0	29.0	50.0
Francis			1	1	2.5	2.0	18.0	22.5	47.0
Garnet-Patterson			1	1	.5	1.0	14.0	28.5	46.0
Gordon	1	1			10.5	23.0	5.0	7.5	48.0
Hart	1	2			7.0	18.0	15.0	19.5	62.5
Hine			2	1	2.5	6.0	13.0	23.5	48.0
Jefferson	1	1			5.0	15.0	3.0	8.0	33.0
Kramer	1	2			7.0	25.0	7.0	14.5	56.5
Langley			1	1			12.5	40.5	55.0
Macfarland	1		1	1	3.0	10.0	15.0	38.0	69.0
Miller			1	2	1.0	3.0	17.0	38.5	62.5
Paul	2			1	4.0	16.0	10.0	23.5	56.5
Randall			1	1	1.0	2.0	16.5	34.5	56.0
Shaw			2	1	1.0	2.0	18.0	52.5	76.5
Sousa			1	1	6.0	8.0	19.0	28.5	63.5
Stuart	1	1			9.5	3.0	12.0	22.5	49.0
Taft	1			1	4.0	5.0	17.0	31.5	59.5
Terrell			1	1	2.0		22.0	37.5	63.5
Woodson			2	1		.5	18.0	41.5	63.0
English: Assigned to department						1.0			1.0
Mathematics: Assignment					1.0			1.0	2.0
Science: Itinerant						1.0			1.0
All junior high	12	10	23	18	86.0	197.5	352.0	750.0	1,448.5

Senior high schools

School	Principals and assistant principals				Teachers, counselors, and librarians				Grand total
	White		Colored		White		Colored		
	Men	Women	Men	Women	Men	Women	Men	Women	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Anacostia	2	1			15	30	11.0	7	66.0
Ballou	1	1	1		19	19	6.0	16	63.0
Cardozo			1	2	3	7	28.0	33	74.0
Coolidge	2	1			16	33	7.0	7	66.0
Dunbar			2	1	4	9	16.0	28	60.0
Eastern	1	1	2		14	10	24.0	52	104.0
McKinley	1	1	1		11	18	20.0	34	86.0
Roosevelt	1	1	1		10	11	15.0	32	71.0
Spingarn			2	1	3	1	26.0	48	81.0
Western	1	2			9	31	5.5	8	56.5
Woodrow Wilson	2	1			16	38	3.5	2	62.5
All senior high	11	9	10	4	120	207	162.0	267	790.0

Vocational high schools

School	Principals and assistant principal				Teachers, counselors, and librarians				Grand total
	White		Colored		White		Colored		
	Men	Women	Men	Women	Men	Women	Men	Women	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Bell			1		20	1	6	2.3	30.3
Burdick		1			1	12		12.0	26.0
Chamberlain	1				14	6	9	5.3	35.3
Phelps			1		2		31	6.4	40.4
Washington				2		3	2	38.0	45.0
All vocational high	1	1	2	2	37	22	48	64.0	177.0

PUPIL MEMBERSHIP IN EACH GRADE AND IN SPECIAL EDUCATION ON OCT. 22, 1964, BY SCHOOLS AND BY RACE

Elementary schools

School	Race	Kindergarten	Grade 1		Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total, K–6 (regular)	Special education	Grand total
			Junior-primary	Regular								
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Adams	White	2	1	4	6	6	7	4	3	33	2	35
	Colored	52	21	44	50	30	33	25	22	277	25	302
Aiton	White											
	Colored	137	48	161	178	132	125	115	90	986	32	1,018
Amidon	White	34	1	30	40	39	38	25	28	235	2	237
	Colored	32	25	66	87	87	91	81	66	535	36	571
Bancroft	White	27	8	16	15	14	19	12	17	128	1	129
	Colored	110	74	113	107	120	108	67	69	768	11	779
Barnard	White			1	4	2		3	2	12	1	13
	Colored	140	49	190	215	208	149	161	119	1,231	62	1,293
Beers	White	20		18	10	9	7	12	7	83		83
	Colored	86	25	101	101	93	110	93	76	685	25	710
Benning	White			1			1	1		3		3
	Colored	60	35	63	66	68	93	66	59	510		510
Birney	White											
	Colored	140	54	147	193	125	135	105	109	1,008	48	1,056
Blair	White			1						1		1
	Colored	38	7	34	34	31	41	29	28	242		242
Blow	White										1	1
	Colored	59	23	42	53	62	37	52	33	361	17	378
Bowen, A	White	1		3	1	1	1	3	1	11	5	16
	Colored	69	17	105	98	85	70	51	45	540	67	607
Brent	White	22	3	21	19	9	5	2	3	84		84
	Colored	21	8	35	30	25	18	22	20	179		179
Brightwood	White	17	6	22	11	9	10	12	18	105		105
	Colored	93	25	91	77	85	75	82	84	612	18	630
Brookland	White	10		8	3	6	2	1	4	34	1	35
	Colored	43	9	36	49	47	48	43	35	310	16	326
Bruce	White	3	1				1	1		6		6
	Colored	67	32	75	83	112	68	65	75	577	18	595
Bryan	White	2		2	3	3	5		5	20		20
	Colored	111	55	88	115	114	107	114	107	811	27	838
Buchanan	White		2		1		3	1	1	8	2	10
	Colored	83	62	68	87	85	71	68	84	608	44	652
Bundy	White											
	Colored						26	90	151	267	161	428

Bunker Hill	White	14	1	3	6	2	3	2	2	33		33
	Colored	126	23	145	153	164	206	142	126	1,085		1,085
Burroughs	White	2		1	1	2	5			11	1	12
	Colored	134	21	122	126	134	144	127	112	920	21	941
Burrville	White											
	Colored	86	19	89	96	78	85	65	68	586	35	621
Carver	White											
	Colored	49	12	45	43	39	41	46	27	302		302
Cleveland	White											
	Colored	70	55	91	116	116	99	97	43	687	19	706
Congress Heights	White	91	13	76	62	62	58	43	55	460		460
	Colored	45	9	29	33	36	42	26	22	242		242
Cook, J. F.	White			1		1		2		4		4
	Colored	132	48	145	148	123	103	32	27	758	18	776
Cooke, H. D	White	30	2	33	23	26	20	23	23	180	2	182
	Colored	81	30	110	101	112	83	84	66	667	29	696
Crummell	White								1	1		1
	Colored	69	24	107	97	87	56	63	54	557	18	575
Davis	White				2	1		3	1	7		7
	Colored	209	51	227	224	199	205	159	148	1,422	33	1,455
Draper	White	32	13	34	55	36	24	23	23	240	7	247
	Colored	170	50	163	120	116	87	76	58	840	29	869
Drew	White											
	Colored	139	49	139	153	128	136	111	80	935	80	1,015
Eaton	White	54		35	51	46	42	53	48	329	7	336
	Colored	2		8	2	3	6	4	2	27	3	30
Eckington	White							1		1		1
	Colored		14	63	46	54	39	47	36	299		299
Edmonds	White	2		5	1	1	1	4	3	17		17
	Colored	42	18	46	43	55	46	38	29	317		317
Emery	White		1	1	1		2	1		6		6
	Colored	135	27	104	112	139	119	69	66	771		771
Fillmore	White	17		16	9	18	14	9	8	91		91
	Colored	7		4	1	1		1	4	18		18
Gage	White				1	1				2		2
	Colored	63	25	57	67	47	43	55	34	391	14	405
Garfield	White		1		2	2			1	6		6
	Colored	200	52	131	161	154	103	112	87	998		998
Garrison	White	1							1	2		2
	Colored	153	76	161	176	169	160	116	90	1,101	51	1,152
Giddings	White	1		5	3	5	3	2	3	22	5	27
	Colored	64	31	76	45	68	93	94	63	534	67	601
Goding	White			1				4	2	7		7
	Colored	135	26	149	169	144	133	128	119	1,003	39	1,042
Grant	White			8	5	6	1	3	5	28		28
	Colored			10	6	4	10	8	7	45	6	51
Grimke	White											
	Colored	70	75	114	123	106	100	98	74	760	41	801
Hardy	White	35		23	22	21	22	18	16	157		157
	Colored			1	1	1	2	1		6		6

PUPIL MEMBERSHIP IN EACH GRADE AND IN SPECIAL EDUCATION ON OCT. 22, 1964, BY SCHOOLS AND BY RACE—Continued

Elementary schools—Continued

School	Race	Kindergarten	Grade 1		Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total, K–6 (regular)	Special education	Grand total
			Junior-primary	Regular								
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Harris	White										3	3
	Colored	74	20	84	69	71	93	80	64	555	35	590
Harrison	White				1	2			1	4		4
	Colored	63	22	104	74	83	62	78	62	548	18	566
Hayes	White										1	1
	Colored	26	15	33	35	37	35	23	25	229	10	239
Hearst	White	39		30	24	35	27	36	26	217	7	224
	Colored	2		4	4	1	2	3	4	20	4	24
Hendley	White	46	7	34	41	49	33	33	23	266	2	268
	Colored	144	41	116	145	104	96	83	64	793	27	820
Houston	White	1			1		1	1		4	1	5
	Colored	98	26	110	142	124	99	70	82	751	50	801
Hyde	White	29		15	16	17	13	13	10	113	4	117
	Colored	4		1		4	1	2	2	14	4	18
Jackson	White			5	8	10	5	4	11	43	4	47
	Colored			11	7	9	6	7	2	42	2	44
Janney	White	88	6	46	61	56	63	74	67	461	18	479
	Colored	3			1		1	2		7		7
Keene	White	3	4	4	7	12	3	7	3	43	3	46
	Colored	125	33	104	117	126	125	115	100	845	29	874
Kenilworth	White					1			1	2		2
	Colored	117	72	113	161	142	166	115	104	990	33	1,023
Ketcham	White	48	8	57	62	60	46	48	42	371	15	386
	Colored	33	18	42	41	42	44	46	47	313	13	326
Key	White	33		19	24	26	23	18	21	164	9	173
	Colored										3	3
Kimball	White	5	4	6	6	4	10	7	6	48	2	50
	Colored	135	37	115	137	107	111	89	68	799	34	833
Kingsman	White	1				1	2			4		4
	Colored	127	65	140	119	131	172	119	109	982	18	1,000
Lafayette	White	124		91	80	92	97	116	106	706		706
	Colored	1		1			1	1		4		4
Langdon	White		1	4	4	2	3	4		18		18
	Colored	70	50	115	141	128	127	139	88	858	36	894
Langston	White	1								1		1
	Colored	69	10	106	98		3	43	5	334		334

LaSalle	White	2		1	1	1	2	1	3	11		11
	Colored	161	26	150	148	127	128	114	125	979	37	1,016
Lenox	White	3	3	3		4	2	3	3	21	6	27
	Colored	63	42	36	64	64	72	60	45	446	26	472
Lenox annex	White											
	Colored	54	11	14	24	25	26	21	41	216	15	231
Lewis, K.C.	White				1	1		2	1	5		5
	Colored	125	80	88	103	119	137	94	83	829		829
Logan	White							1		1	1	2
	Colored	99	61	122	141	111	89	126	79	828	24	852
Lovejoy	White				3		1	3	1	8		8
	Colored	128	35	118	131	119	123	92	68	814		814
Ludlow	White											
	Colored	32	15	30	42	33	30	35	25	242	18	260
Madison	White						2	1	1	4		4
	Colored			67	58	48	62	26	30	291	15	306
Mann	White	42		40	28	39	32	36	23	240		240
	Colored										2	2
Maury	White		1	2	3	2	1		1	10	1	11
	Colored	70	88	86	124	145	106	92	68	779	16	795
Merritt	White										1	1
	Colored	71	19	72	85	55	67	63	77	509	39	548
Meyer	White	1	1	2	5		2			11	2	13
	Colored	138	122	159	219	182	180	143	132	1,275	30	1,305
Military Road	White											
	Colored										44	44
Miner	White											
	Colored	137	50	140	148	136	130	147	183	1,071	64	1,135
Monroe	White						1		1	2	1	3
	Colored	70	27	120	109	87	99	31	90	633	28	661
Montgomery	White											
	Colored	70	55	129	144	111	77	26	24	636	17	653
Morgan	White	1				1			1	3		3
	Colored	69	96	107	157	94	71	79	54	727		727
Morgan Annex	White								1	1		1
	Colored					31	62	30	30	153	44	197
Morse	White											
	Colored					30	66	42	72	210	21	231
Moten	White	1								1		1
	Colored	170	83	111	147	173	151	150	110	1,095	37	1,132
Mott	White											
	Colored	70	50	93	132	89	93	58	56	641	77	718
Murch	White	77		82	71	101	93	112	118	654		654
	Colored				2		2		2	6		6
Nalle	White			1	2		1		1	5		5
	Colored	90	29	90	94	101	78	75	60	617	14	631
Nichols Avenue	White						1	1	1	3	3	6
	Colored	70	50	78	80	95	90	83	69	615	24	639

PUPIL MEMBERSHIP IN EACH GRADE AND IN SPECIAL EDUCATION ON OCT. 22, 1964, BY SCHOOLS AND BY RACE—Continued

Elementary schools—Continued

School	Race	Kindergarten	Grade 1		Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total, K–6 (regular)	Special education	Grand total
			Junior-primary	Regular								
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Noyes	White	2	4	3	3	5	5	4	4	30	2	32
	Colored	102	33	140	82	126	113	86	74	756	34	790
Orr	White	36	13	31	36	26	31	46	26	245	17	262
	Colored	10	2	6	7	8	4	7	3	47	1	48
Oyster	White	50		48	27	27	30	28	32	242		242
	Colored	1		4	4	4	7	6	4	30		30
Park View	White	2		1	2		2			7		7
	Colored	137	67	108	157	141	151	122	133	1,016	27	1,043
Patterson	White	192		149	147	126	107	100	84	905		905
	Colored	28		32	21	18	15	10	9	133		133
Payne	White		1	3	1	1	4	3	1	14		14
	Colored	105	50	95	116	122	103	115	106	812	30	842
Peabody	White	5	3	7	9	19	5	13	12	73		73
	Colored	40	22	54	65	36	30	41	37	325	25	350
Perry	White							1	1	2	1	3
	Colored						58	117	113	288	115	403
Petworth	White			1	2		1	1		5		5
	Colored	105	25	104	87	111	109	98	71	710	38	748
Pierce	White				2	1	1			4		4
	Colored	55	38	66	76	56	66			357		357
Plummer	White	3	3		4		3	2	2	17	2	19
	Colored	137	47	168	211	167	170	130	118	1,148	51	1,199
Powell	White	1		1	2		1		1	6		6
	Colored	119	14	106	108	67	65	114	71	664	8	672
Powell Annex	White		1			4				5		5
	Colored		27		34	88	60		35	244	9	253
Randle Highlands	White	41	9	25	42	29	24	25	32	227		227
	Colored	21	9	11	15	20	20	24	12	132		132
Raymond	White	1		1			1		1	4	1	5
	Colored	69	28	85	130	120	98	100	96	726	26	752
Richardson	White										1	1
	Colored	108	31	90	132	104	119	109	94	787	44	831
River Terrace	White			1	1			1		3		3
	Colored	94	14	68	77	82	81	84	81	581	11	592
Rudolph	White	2			1		3		3	9		9
	Colored	131	24	136	134	116	134	106	93	874	18	892

Seaton	White	5	3	8	5	7	4	10	8	50	2	52
	Colored	38	24	47	54	41	31	29	12	276	13	289
Shadd	White				1	1	1			3		3
	Colored	95	17	108	121	117	105	118	89	770	54	824
Shepherd	White	39		40	42	42	30	48	40	281		281
	Colored	21		30	45	37	40	25	30	228		228
Simmons	White			1				1		2		2
	Colored	106	58	145	127	138	126	78	82	860	26	886
Simon	White	56	12	52	58	61	53	53	46	391	9	400
	Colored	84	36	145	140	127	87	86	61	766	37	803
Slater	White						1			1		1
	Colored		25			96	98	29	27	275	39	314
Slowe	White	3			1	1		2		7		7
	Colored	56	19	50	62	51	48	50	41	377		377
Smothers	White								1	1		1
	Colored	70	23	94	92	82	76	94	54	585	11	596
Stanton	White	23	11	12	27	11	9	22	13	128	11	139
	Colored	126	46	98	95	106	98	95	79	743	43	786
Stevens	White	3	1	3	6	4	2			19	1	20
	Colored	40	14	35	36	37	32	24	24	242	42	284
Stoddert	White	37	5	17	24	30	32	27	28	200		200
	Colored		1	1						2		2
Sumner	White	4		2	2	6	1	2	6	23		23
	Colored	31	13	39	37	34	33	38	15	240		240
Syphax	White			1	1					2		2
	Colored	125	33	110	119	109	101	97	84	778	36	814
Takoma	White	31	6	28	25	30	26	20	25	191	9	200
	Colored	39	17	32	51	40	47	48	51	325	14	339
Taylor	White			1						1		1
	Colored	60	38	35	33	58	28	27	29	308	9	317
Thomas	White											
	Colored	114	28	141	112	128	117	98	84	822	29	851
Thomson	White	5		24	14	9	4	5	4	65	4	69
	Colored	65	56	69	67	67	40	53	45	462	69	531
Truesdell	White	2		2	3	3	1	1		12		12
	Colored	66	20	103	100	106	113	96	91	695	24	719
Turner	White											
	Colored	145	71	158	159	146	152	92	70	993	26	1,019
Tyler	White	7	2	8	1	10	12	5	4	49	13	62
	Colored	111	86	101	98	108	91	83	55	733	74	807
Van Ness	White	4		4	2	2	6	2	3	23	1	24
	Colored	137	63	194	166	159	129	60	66	974	22	996
Walker-Jones	White		1		1	1			1	4		4
	Colored	125	70	145	181	151	91	67	44	874	32	906
Watkins	White	7	3	6	8	12	6	10	5	57	12	69
	Colored	126	102	125	136	168	111	147	94	1,009	47	1,056
Webb, R. K	White					1	1	1	2	5		5
	Colored	140	48	150	166	113	109	116	68	910	43	953
West	White			2		2		2	2	8	1	9
	Colored	70	36	87	75	89	78	101	50	586	8	594

PUPIL MEMBERSHIP IN EACH GRADE AND IN SPECIAL EDUCATION ON OCT. 22, 1964, BY SCHOOLS AND BY RACE—Continued

Elementary schools—Continued

School	Race	Kindergarten	Grade 1		Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total, K–6 (regular)	Special education	Grand total
			Junior-primary	Regular								
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Wheatley	White	1	1		1	1				4		4
	Colored	101	56	84	116	117	95	88	81	738	46	784
Whittier	White	3		2	1	6	4	4	5	25		25
	Colored	137	37	116	162	161	183	151	177	1,124	32	1,156
Wilson, J. O	White			1		1			1	3		3
	Colored	125	66	113	162	147	126	110	113	962	50	1,012
Woodridge	White	1	1	1		1	7	3	4	18		18
	Colored	71	33	72	85	66	84	83	95	553	25	578
Young	White											
	Colored	203	64	186	192	215	193	172	163	1,388	50	1,438
Special facilities:												
Sharpe Health School:												
School classes	White										21	21
	Colored										120	120
Visiting instructor	White										33	33
	Colored										69	69
Late afternoon classes, Bundy	White											
	Colored										28	28
Total, all schools	White	1,528	168	1,296	1,308	1,323	1,173	1,236	1,151	9,183	262	9,445
	Colored	10,189	4,283	10,890	11,871	11,270	10,693	9,354	8,151	76,701	3,573	80,274
Grand total		11,717	4,451	12,186	13,179	12,593	11,866	10,590	9,302	85,884	3,835	89,719

Junior high schools

School	Race	Grade 7	Grade 8	Grade 9	Total grades 7 to 9 regular	Special education	Grand total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Backus, B	White	15	15	15	45	2	47
	Colored	378	433	362	1,173	86	1,259
Banneker	White	4	1	2	7	1	8
	Colored	508	469	415	1,392	226	1,618
Browne	White	2			2		2
	Colored	346	331	332	1,009	362	1,371
Deal	White	395	350	421	1,166	31	1,197
	Colored	6	1	3	10	2	12
Douglass	White	1	2	2	5	3	8
	Colored	259	309	263	831	265	1,096
Eliot	White	1	5	2	8	2	10
	Colored	342	356	367	1,065	171	1,236
Evans	White						
	Colored	238	260	225	723	187	910
Francis	White	10	21	11	42	3	45
	Colored	218	219	203	640	206	846
Garnet-Patterson	White		2		2		2
	Colored	265	205	215	685	213	898
Gordon	White	201	177	219	597	18	615
	Colored	159	123	118	400	38	438
Hart	White	226	187	198	611	18	629
	Colored	347	203	163	713	78	791
Hine	White	19	10	12	41	4	45
	Colored	266	262	242	770	138	908
Jefferson	White	43	33	45	121	9	130
	Colored	171	152	150	473	52	525
Kramer	White	143	159	179	481	49	530
	Colored	207	197	159	563	75	638
Langley	White	5	2	1	8		8
	Colored	378	336	331	1,045	130	1,175
Macfarland	White	4	3	7	14		14
	Colored	439	434	432	1,305	117	1,422
Miller	White						
	Colored	363	377	325	1,065	167	1,232
Paul	White	56	72	73	201	7	208
	Colored	316	317	304	937	63	1,000
Randall	White	7	3	8	18	7	25
	Colored	290	276	241	807	250	1,057
Shaw	White	2	5	1	8	1	9
	Colored	374	270	294	938	573	1,511
Sousa	White	13	7	13	33	8	41
	Colored	334	337	349	1,020	227	1,247
Stuart	White	14	12	14	40	16	56
	Colored	244	227	232	703	260	963
Taft	White	12	9	4	25	3	28
	Colored	377	381	365	1,123	115	1,238
Terrell	White	1	5		6	2	8
	Colored	411	362	284	1,057	235	1,292
Woodson	White	2			2		2
	Colored	358	383	381	1,122	158	1,280
Special facilities:							
Sharpe Health School:							
School classes	White					12	12
	Colored					50	50
Visiting instructor	White					15	15
	Colored					56	56
Girls' school	White					1	1
	Colored					26	26
Boys' school	White						
	Colored					18	18
Twilight classes:							
Terrell	White						
	Colored					82	82
Woodson	White						
	Colored					32	32
Total, all schools	White	1,176	1,080	1,227	3,483	212	3,695
	Colored	7,594	7,220	6,755	21,569	4,658	26,227
Grand total		8,770	8,300	7,982	25,052	4,870	29,922

Senior high schools

School	Race	Grade 10	Grade 11	Grade 12	Total grades to to 12 (regular)	Special education	Post-graduates	Grand total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Anacostia	White	190	182	184	556			556
	Colored	417	277	189	883			883
Ballou	White	171	162	146	479			479
	Colored	414	292	159	865			865
Cardozo	White		2	2	4			4
	Colored	847	546	387	1,780			1,780
Coolidge	White	80	88	111	279			279
	Colored	590	407	264	1,261			1,261
Dunbar	White	2			2			2
	Colored	633	447	334	1,414			1,414
Eastern	White	4	3	2	9			9
	Colored	1,080	865	652	2,597		22	2,619
McKinley	White	4	4	1	9			9
	Colored	690	673	551	1,914			1,914
Roosevelt	White	4	13	5	22			22
	Colored	580	526	399	1,505			1,505
Spingarn	White							
	Colored	887	566	387	1,840			1,840
Western	White	249	234	231	714			714
	Colored	262	171	100	533			533
Wilson	White	464	406	464	1,334			1,334
	Colored	21	7	3	31			31
Special facilities:								
Sharpe Health School:								
School Classes	White					11		11
	Colored					17		17
Visiting instructor	White					20		20
	Colored					27		27
Girls' school	White							
	Colored					44		44
Boys' school	White							
	Colored					7		7
Twilight classes:								
Terrell	White							
	Colored					10		10
Total, all schools	White	1,168	1,094	1,146	3,408	31		3,439
	Colored	6,421	4,777	3,425	14,623	105	22	14,750
Grand total		7,589	5,871	4,571	18,031	136	22	18,189

Special schools

School	Race	Vocational high schools				Special students	Total	Americanization school	Capitol page school
		Grade 10	Grade 11	Grade 12	Total, 10-12				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Bell	White	8	8	9	25	5	30	643	27
	Colored	172	125	87	384	12	396		2
Burdick	White	10	14	12	36	28	64		
	Colored	164	92	85	341	125	466		
Chamberlain	White	54	45	42	141	5	146		
	Colored	210	107	85	402	9	411		
Phelps	White			1	1		1		
	Colored	355	230	149	734	4	738		
Washington	White								
	Colored	210	146	175	531	111	642		
Total	White	72	67	64	203	38	241		
	Colored	1,111	700	581	2,392	261	2,653		
Total, both races		1,183	767	645	2,595	299	2,894		

District of Columbia Teachers College

Race	Freshmen	Sophomores	Juniors	Seniors	Total classes	Conversion students	Special programs	Grand total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
White	22	10	19	19	70	1	9	80
Colored	180	138	128	109	555	6	16	577
Total	202	148	147	128	625	7	25	[1] 657

[1] The following evening school students are not included in this total:

	White	Colored	Total
Undergraduates	23	185	208
In-service	61	231	292
Conversion students	12	96	108
Special students	7	21	28
Total	103	533	636

NOTE.—Veterans' Center now known as the Armstrong Adult Educational Center is now reported with the adult evening school program.

SCHOOL PLANT VALUATION

Senator BYRD. What is the value, would you say, Mr. Woodson, of your total school plant?

Mr. WOODSON. Sir, it is approximately $140 million.

Dr. CARROLL. Replacement value is $225 million.

Dr. HANSEN. The figure is somewhat higher by the number I just recently read.

Mr. WOODSON. Yes. I am talking about the value which, some of this value, was built in the 1800's, but about that—but the replacement cost is figured at $244 million.

Senator BYRD. Last year, in answer to the same question you indicated it was just under $100 million. Mr. Riecks said last year in answer to the same question that it was just under $100 million, between $98 million and $100 million.

Dr. HANSEN. May I try to get Mr. Riecks off the hook? The interpretation of the question is, I think, what counts.

Senator BYRD. Surely. I am sure it is that.

Dr. HANSEN. Whether it is replacement or original cost value?

Mr. WOODSON. I would like to say that my $140 million figure includes buildings which are authorized and under construction. Actually all of them are not completed and occupied at this time, but that is the figure.

Senator BYRD. Yes.

Dr. HANSEN. That is the cost value. The $244 million is replacement value by square feet.

Dr. CARROLL. Replacement value of the buildings only. It does not include the ground.

ILLEGITIMATE PREGNANCY PROBLEM

Senator BYRD. Dr. Hansen, one other question and then we will get into the construction. There was a story in the Washington Post on March 31 which indicated that 1,100 unwed District of Columbia

girls became mothers in 1964. I will insert this story into the record. It says that or it said that there were, and I quote "There were 882 illegitimate pregnancies among girls under 18 in 1961, 904 in 1962, and 1,043 in 1963. It is estimated that the figure may rise to 1,500 by 1970." The 1,100 represented an increase.

(The article referred to follows:)

[From the Washington Post, Mar. 31, 1965]

1,100 UNWED DISTRICT OF COLUMBIA GIRLS BECAME MOTHERS IN 1964

(By Gerald Grant, Washington Post staff writer)

More than 1,100 school-age Washington girls gave birth to illegitimate children last year.

For most of them, the experience was shattering. They dropped out of school, received little prenatal care and are now poorly prepared to care for their babies. Not a few are headed for welfare rolls.

But 150 of them benefited from an experimental school for pregnant girls, financed by a grant from the Department of Health, Education and Welfare.

The school, first of its kind in the Nation, combines medical, psychological and social services with a regular academic program.

At an open house yesterday, officials urged that funds for the school be included in the city's budget when the 3-year grant expires next year.

Elizabeth M. Goodman, the school's director, said that the problem is growing. It is ostrich-like, she argued, simply to exclude the girls from school and hope the problem would take care of itself.

There were 882 illegitimate pregnancies among girls under 18 in 1961, 904 in 1962 and 1,043 in 1963. It is estimated that the figure may rise to 1,500 by 1970.

Before the special school started, Mrs. Goodman told an interviewer, many unmarried girls faced rejection at home, had to remain there to care for the baby because no plans for it were made and were soon pregnant again.

At the school, girls receive medical care and special social services.

Physicians see the girls in prenatal clinics and come into the school to answer their questions and allay their fears of childbirth. Birth control is not taught at the school but information is given at the clinic if requested.

Social workers visit their homes, prepare parents for the birth and make plans for postnatal care. Sometimes social workers find new quarters for the whole family in public housing projects or arrange for the baby to be cared for by the father's family.

Through psychological counseling, the school attempts to restore the girl's self-esteem and build healthy mental attitudes that will lead to productive employment and wholesome marriages.

ILLEGITIMATE PREGNANCIES OF GIRLS UNDER 18 YEARS OF AGE, 1965

Senator BYRD. What do you have on this insofar as 1965 is concerned to date?

Dr. HANSEN. I have not seen the 1965 figures to date, but we will be glad to get as much of this information as we can from the Health Department.

(The information on illegitimate pregnancies is not available for the years 1964 and 1965 at the present time.)

SYMPTOM OF MORAL BREAKDOWN

Senator BYRD. All right. What comment do you have as to this problem, which is a growing problem based on these statistics which I have just quoted?

Dr. HANSEN. Well, the obvious comment is that this is a very sad, I like to use the word symptom, of the moral breakdown among our

young people. It has to be looked at, I think, in relation to another fact which came out of the discussion we had with the police. In the seminar I spoke of a little earlier in the afternoon, it was stated that 3,300 different cases were referred—I am talking about different individuals—to juvenile court by the Youth Aid Division in the past year, so that putting all of these figures together, juvenile delinquency problem, the crime problem, illegitimate pregnancies problem, we see an impact upon the young in the city that in 1 year alone involved more than 4,300 young men and women.

An illegitimate pregnancy is a mark of failure of our society, failure of the school system, of the community, of the moral leadership of the community, involving quite an army of youngsters in 1 year.

REHABILITATIVE EFFORTS FOR UNWED MOTHERS

Now, having said that, the next question is, What have we been doing about it? What do we do to get at the causes of this problem and where have we failed as responsible adults in the community, as responsible school authorities, to make our contribution to the elimination and reduction of this kind of serious harm experienced by the young?

I must say that I looked at this first from the point of view of the individual child who is going through this kind of experience, the harm and unhappiness, the effect it has upon his future, and in our point of view we try to do what we describe as the redemptive thing, try to help the youngster. We have a small school for pregnant girls, perhaps you know, we have been running now for the second year, to bring 60 girls at a time who have been excluded from school because of pregnancy, into a school situation. It is located at the Webster School at 10th and H downtown.

They are instructed by teachers in their fundamental subjects of cooking, sewing, and homemaking in an effort to keep them in the mainstream of their school experiences so that after the children are born they can come back to school, complete work for graduation, and rather than continue in this cycle, get out of it, assume the responsibility for the care of their children.

This involves about 140 to 150 girls out of the 1,000 that we are talking about, a small segment of the total problem. This is one approach to it, to help the girls recover from their misfortune.

The other problem of how to prevent this event and this we really have not solved. We have a program called personal and family living which is designed to get at this, the causes of illegitimacy, and promiscuity, sexual behavior, but we are not beginning to touch the problem.

Senator BYRD. A good many of these end up on the welfare rolls.

Dr. HANSEN. No question about it, and at the point now most of them now need welfare assistance, the care of the child and rehabilitation of the girl. If our school center rehabilitation program, which is the rather impressive name given to this project, continues to produce the results we have seen in the first 2 years, we can see a breakdown in this cycle, see the girls coming back into responsible behavior and in fairly large numbers, not in total numbers, but in fairly large numbers.

STATISTICS ON ILLEGITIMATE PREGNANCIES

Senator BYRD. Could you supply for the record, Dr. Hansen, figures which go back beyond 1961, which was the earliest date quoted in the story——

Dr. HANSEN. We can do that.

Senator BYRD (continuing). And you might want to include 1961, 1962, 1963 in your own figures which you will supply. Could we go back 10 years so we can see how this trend has been developing?

Dr. HANSEN. I am sure these data are available at this time.

Senator BYRD. All right.

Dr. HANSEN. I can tell you, as you know from the figures you have seen, the situation is worsened in terms of numbers of cases over the past 10 years; much more numerous.

Senator BYRD. It is a most unfortunate trend, Dr. Hansen.

(The information requested follows:)

Resident illegitimate live births to mothers under 15 years, and 15 to 19 years, by race, District of Columbia, 1955–63

Year	Under 15 years		15 to 19 years		Total
	White	Colored	White	Colored	
(1)	(2)	(3)	(4)	(5)	(6)
1955	5	77	93	1,058	1,233
1956	6	64	102	1,090	1,262
1957	2	97	83	1,195	1,377
1958	6	78	87	1,289	1,460
1959	4	99	87	1,306	1,496
1960	1	81	70	1,328	1,480
1961	2	96	101	1,409	1,608
1962	5	93	95	1,464	1,657
1963	4	114	89	1,565	1,772

NOTE.—Information for 1964 is not available at present time.

Source: Vital statistics summary, Biostatistics Section, Department of Public Health, District of Columbia.

DISTRICT SCHOOL TRACK SYSTEM

Senator BYRD. There has been considerable public debate over the track system, and I would like to insert in the record a newspaper clipping on the divided views concerning the District's school track system.

(The article referred to follows:)

[From the Washington Post, Feb. 5, 1965]

VIEWS DIVIDED IN DEBATE OVER TRACK SYSTEM

(By Gerald Grant, Washington Post Staff Writer)

Opinion was sharply divided last night at a public hearing on the merits of the District's school track system. An overflow crowd of nearly 600 persons filled the Sharpe Health School Auditorium and others listened to the debate over loudspeakers in two large classrooms.

Fifty-five persons were scheduled to appear before the District School Board, some speaking as individuals and others representing citizens' or education groups.

The city's system of grouping children according to their tested ability was attacked as a new form of segregation in which underprivileged children are given less of a chance of academic success.

Others praised tracking as an effective form of ability grouping that is going to occur haphazardly in any case and therefore should be planned.

BOTH SIDES APPLAUDED

Speakers on both sides of the emotional issue drew heavy applause. Critics of tracking were interrupted with the loudest applause.

David M. Glancy, chairman of the Southwest Neighborhood Assembly Education Committee, said that the advocates of the track system say it is a good way to teach children but actually, he said, it is "a thinly veiled device" that teaches "class bigotry."

Glancy, who called for abolition of the track system, said that school officials classified 31 percent of the children in inner city schools as academically retarded.

Glancy said that this classification was much too high and that the tracking system was not solving the problems of these children.

"FAILING MISERABLY"

A spokesman for the District of Columbia Congress of Parents and Teachers took the view that tracking was not all bad, but that it should be made more flexible. She suggested that labels identifying a child as either a member of the basic or honors track be eliminated.

Mrs. William C. Baisinger, president of the congress, said that more effort should be made to see that teachers are properly prepared to teach children with special needs in each track.

Willis J. Martin, speaking as an interested citizen, charged the track system "with failing miserably to achieve its goals."

He said children in honors groups were under souped-up academic pressures that created emotional difficulties and led the child to an inflated estimate of his own ability.

He added that "slow classes, which most frequently have slow teachers also," do not provide the academic push that children in the lower tracks need.

HELD ACADEMICALLY SOUND

Cedric O. Reynolds, representing the Senior High School Principals Association, said the principals unanimously back the track program.

Tracking is academically sound, flexible, and nondiscriminatory, said Reynolds. He said opportunities exist for all students at their level of ability and thus they are encouraged to remain in school.

Frank Weil, chairman of the District Chapter of the American Veterans' Committee, saw difficulty in an aspect of the track system that Reynolds considered an advantage. This was in the fact that each track has a separate curriculum and sequence of subjects.

Weil said this made tracking more rigid because a high school student could not move into a higher track without starting at the beginning of that track's sequence of subjects.

Herbert Woods, chairman of the Washington Chapter of CORE, questioned whether the basic track for slow students did not serve merely "to turn out 16-year-old illiterates for the Job Corps."

ALTERNATIVE PROPOSED

He said one alternative to the tracking plan might be smaller classes and an ungraded curriculum where each child could make progress at his own pace.

Elias Blake, Jr., an educational psychologist at Howard University, said that the track system tended to group children by income level. He said school statistics showed that there were no basic track students in a junior high school where the median income of the parents was $10,000 a year.

In a junior high school where median income was about $3,000, Blake said, 36 percent of the children were assigned to the basic track.

Other speakers who favored the track system said it was the victim of the budgetary shortcomings of the schools. These shortcomings, they asserted, were the real cause of the evils that some attributed to the tracking system.

Several opponents of tracking, including Carroll B. Harvey, disputed contentions about the flexibility of the track plan.

1.4 PERCENT ELEVATED

Harvey, a highway department engineer, said his studies show that only 1.4 percent of all students were moved to a higher track within a year.

Many opponents of the track system alleged that it emphasized economic and social differences among students. Proponents countered that tracking was limited to the academic area and that students of different tracks came into contact in other school activities.

Among those backing the track plan were the Western High, Anacostia High, Deal Junior High, and Murch Elementary Home and School Associations.

Among the groups calling for abolition of the track system were the Baptist Ministers Conference, the University Neighborhoods Council, and the Washington chapter of ACT.

The League of Women Voters and the Washington Urban League indicated some changes should be made, and suggested that the track system ought to undergo intensive study.

TRACK SYSTEM SUSTAINED BY BOARD OF EDUCATION

Senator BYRD. Has this matter been resolved, Dr. Hansen?

Dr. HANSEN. The board of education sustained the track system. The improvement of the operation, however, must be followed through. We must make it clear that when we are talking about so-called tracking we are not talking about isolating and pigeonholing children. The program is flexible, it involves child study. It must require the careful concern of all of the teachers to see that children are given the kind of education that challenges them, that no aspect of the program is in any sense a dumping ground for problem cases, and I think I have a particular responsibility to see that this is accomplished by the staff, and that if there are any deviations from the objective, parents have a right to be heard through a system of appeal.

Senator BYRD. Are you still satisfied with the present system, Dr. Hansen?

Dr. HANSEN. Not only satisfied with it, but I think we have demonstrated, if people will look at the facts, that it has made a significant contribution to the improvement of the educational experiences our children have, but that there is still much to be done to improve the way the program works. There is much to be done to find new ways to meet special problems which are not going to be met by any pat answers. We must find a way to educate the group of our population which, I think, is the most important group, for which there is no track, no sequence, the retarded learner, the youngster who is getting into trouble, who has rejected educational opportunities that we now are offering to him. He rejects this opportunity for a number of reasons, some of which, of course, are not within the control of the school. The segments of the retarded, educationally retarded, group of our school population could do much better than they do, but they just do not measure up to their capabilities.

REPORT ON TRACK SYSTEM

Senator BYRD. You have in previous years, in answer to questions, explained the track system. Would you just submit a statement on this for the record, and do you have, would you kindly submit, any report or reports that you have compiled as a result of the recent public debate on this subject?

Dr. HANSEN. I have the last report which is a rather voluminous one. I think if I submitted, left out the appendix section, that it could

provide, perhaps, as clear a definition of the track system as anything we have done, with some evaluation of its purposes. This report does not include statistical support of the advantages, but I think that you may wish to have that submitted as a possible response to your request. I would be glad to send that up.

Senator BYRD. Yes. Suppose you do that, Dr. Hansen.

Dr. HANSEN. Yes.

Senator BYRD. You may delete, as you have indicated, any parts of the report which may make reference to names or groups in support of one side or the other.

Dr. HANSEN. Yes.

Senator BYRD. Because that would not be of interest to the subcommittee.

Dr. HANSEN. Yes.

(The report requested follows:)

NO RETREAT IN THE DRIVE FOR EXCELLENCE: A REPLY TO THE CRITICS OF THE TRACK SYSTEM BY CARL F. HANSEN, SUPERINTENDENT OF SCHOOLS, APRIL 22, 1965

During a conference with four Negro ministers held recently in the Superintendent's Office, one of them said, "There are three things to be afraid of in the operation of the schools. The first is appeasement. This is avoiding trouble by saying 'yes' to everything. The second is being careful about sympathy; too much sympathy softens. The third is relaxing standards. Too often schools take the easy way out and their standards go down in order to keep parents and children happy."

The Superintendent believes that the minister's perceptive statement is the best text he could find for this report on the track system. He believes that in the best interest of every pupil in this school system there must be no retreat in the drive for excellence.

In preparation for this report on the track system, a careful study has been made of the opinions of parents, teachers, school officers, and citizens in general. In pursuit of his inquiries, the Superintendent has talked with individuals and groups of individuals among the professional staff to get from them their most candid evaluations of the program of curriculum organization. He has specifically conferred with three groups of principals and teachers representing all levels of the school system selected from across the city. The purpose of the discussions was to analyze the problems and attitudes of staff people in respect to the track system. In addition to conferences with individuals, the Superintendent has reviewed the written statements of school officers who were asked to review the track system. He has also studied the testimony of citizens at the public hearing held on February 4, 1965. He has moreover reviewed again an extensive amount of literature dealing with grouping for instructional purposes.

His findings confirm his conclusion that a program of ability grouping is essential in public education. He is further of the opinion that much of the criticism of the track system results from a misconception of its purpose and philosophy, from dissatisfactions with the operation of the program, and from a tendency to attribute to the track organization rather than to their real causes such problems as overcrowding, inadequate staffing, shortages in adjunct services, general inadequacies in the school services, and social, cultural, and economic problems rooted in the community.

MAIN OBJECTIONS

Attitudes toward the track system are of varying degrees ranging from strong opposition to strong support.

1. Philosophical opposition to grouping for instructional purposes is based upon the theory that the process is undemocratic

Grouping of children for teaching creates a form of racial segregation, it is argued. In some quarters the charge is that ability grouping is directed against Negro children. This unfortunate point of view ignores two facts: (*a*) ability grouping has long occurred in all-white, in all-Negro, and in integrated schools;

and (*b*) there are bright Negro pupils just as there are bright white pupils; there are slow Negro pupils just as there are slow white pupils; there are cultivated, advantaged Negro pupils just as there are cultivated, advantaged white pupils, and there are deprived Negro pupils just as there are deprived white pupils. Educational effort must be directed to all children in such a manner as to promote the fullest development of each.

Sooner or later the citizens of this community will discover that the high achievements of increasingly large numbers of our pupils is not a matter of race but of opportunity.

The pupils of this school system are responding to vigorous and demanding instruction. They are measuring up in larger numbers to achievement standards set by a total population rather than by a segment of that population. A retreat when a victory on perhaps the most important educational front anywhere in this Nation is imminent would be tragic indeed, and is intolerable and must not happen.

It is also contended that if the slow are taught in the same classes as the bright, they will be inspired to emulate, to understand, and to cherish the bright. The effect is the same for the bright, who if grouped with the slow, will understand, cherish, and learn from them.

The advocates of this proposition are unrealistic and uninformed. They should know that when pupils are placed in special classes such as the basic curriculum social adjustment classes and remedial classes it is because they have not been successful in the regular classes.

Unfortunately they have already experienced the bitter taste of failure in a regular class grouping. A pupil who is successful in a regular class is never assigned to a special class.

Some opponents of the track system claim pupils should be left where they have a right to fail, where they must sink or swim, where they must measure up to predetermined standards or be cast out.

It is at that point that the polarity of the views of those who philosophically reject the principle of ability grouping becomes evident.

One group would, presumptively, place all pupils in classes together, hopefully to be taught in a completely tutorial manner. The other group would return to the single track curriculum, assign all pupils to the same classes, expect them to conform to a standard curriculum, and if they cannot then fail and fail again until they are old enough to leave school.

In his work at all levels of the school system the Superintendent has fought vigorously against the selective rejection of the difficult learner. He has no intention of yielding in even the slightest degree on his position that the schools must be equipped to serve all the children and that to do this, they must have the kind of school programs that are favorable to success rather than to failure.

By inference, those who oppose ability grouping would want all classes to be widely heterogeneous. Presumptively they would put the child with a 150 IQ with the one with 50 IQ. But they do not generally clearly propose a substitution for the track system.

While the opponents of the track system do not clearly specify what they would substitute for it, the elimination of the principle of grouping would, of course, require that education become largely tutorial and that the teacher teach each pupil as if he constituted a separate class for whom separate plans would have to be made.

Ability grouping is universally practiced in one form or another because it is unavoidable except in a tutorial situation.

After extended discussion questioning the validity of ability grouping Franseth concluded, "To group or not to group is not the question, however, even though we become increasingly aware of hazards that may be involved in any effort to group children for what we might hope will contribute to improved learning and achievement. If for no other reason than the large numbers of children in our school, grouping of some kind can hardly be avoided." [1]

2. A number of critics of the track system recommended changes that would preserve the practice of ability grouping but which, they think, would eliminate the track system

The chief changes they recommend are (a) abandon labels, (b) change labels, (c) group by subjects only by eliminating the honors curriculum and college preparatory subjects.

[1] Jane Franseth, U.S. Office of Education, writing in "Toward More Effective Grouping," published by the Association for Childhood Education International, 1962, p. 33.

If special classes for slow learners or for the academically gifted are organized, labels of one kind or another are inevitable. If not supplied by the school system, they will be supplied by the pupils themselves. If anyone believes that differences can be kept secret, he is indeed unrealistic.

An illustration of the problem of naming is the word basic, which replaced the term atypical used in the District of Columbia schools since 1906 to label classes for the mentally retarded.

The Superintendent proposed the change of name because he wanted the curriculum for the slow learning groups to consist of the basic subjects rather than simply pastepot and scissors used to keep the children in a comfortable custodial setting until they were old enough to leave school.

The term "basic curriculum" chosen to supply dignity and significance to the programs, has, however, fallen into ill repute and hence a new appellation may be desirable.

The grouping for the academically gifted was named "honors" in a deliberate effort to give high scholarship the status and appeal which had been lacking in American public education. In the effort to counteract the mediocrity of attainments in the public schools, the Superintendent proposed the organization and labeling of a curriculum program capable of demanding the best effort of academically gifted pupils. The honors curriculum makes available to the public school pupil the kind of academic education which many parents obtain for their gifted children by enrolling them in private schools.

Since the organization of education from its earliest periods, curriculum sequences have been organized as groupings of subjects for relationship, comprehensibility, and continuity. The track system is new primarily in that a special sequence of subjects is established for severely retarded students for whom the traditional high school level program is inappropriate. Groupings of subjects for academically gifted pupils have existed throughout the history of American education. Hence the honors curriculum is not essentially new except as a scheduled program for the gifted in the comprehensive high school.

As a word, "track" might well be dropped in the description of the local curriculum organization because it suggests inflexibility. On the other hand, it should be better understood than it is as simply a shorthand expression for a commonly employed system of curriculum organization. If changes in names will remove anxieties about the track system, this can be easily arranged. Certainly, public labeling of pupils is not a good thing and was never intended as a part of the variable curriculum proposal.

It seems now that some of those who would abolish the track system want actually to eliminate the honors and college preparatory sequences while they favor ability grouping.

They prefer placing every pupil in the general curriculum with electives to be offered in the so-called difficult subjects. This pattern of programing is still available to pupils who prefer to be scheduled in the general curriculum and then elect the desired subjects from the honors and college preparatory subjects.

While the privilege to remain out of the honors and college preparatory curriculum should be maintained, pupils who want to elect the more difficult structured curriculums should have the right to do so. Clearly, preparation for academic careers is stimulated by the availability of structured curriculums. The planned sequences of studies determined to be most likely to prepare for college admissions should not be abandoned in favor of complete reliance upon the elective, cafeteria-type of curriculum selection.

3. A third group, representing numerically the largest elements of the community, favor the so-called track curriculum but urge improvement in its operation

Most citizens and teachers as well believe that ability grouping must be maintained, that it can be made to work, and that ways to increase the means to do so are becoming more available.

Problems of operation occur in every school system. The difference between theory and practice persists with a frustrating tenacity. But there is reason to believe that there are fewer problems because of the track system than there would be without it.

The suggestions for improvement in the track system will be carefully evaluated, however, because in the education of the young complacency is never justified.

TRACK SYSTEM DEFINED

The following are the elements of the so-called track system:

1. Basic curriculum (formerly classes for atypical children): Required for mentally retarded. The basic subjects are stressed: reading, writing, speech, and arithmetic. Special teachers, small classes (standard average, 18), pupils assigned to more difficult subjects when ready.

2. General curriculum (no change from system preceding track system): Basic subjects at higher level of difficulty. Wide elective choice at secondary level, including electives in honor classes where eligible.

3. College preparatory curriculum (a sequence of subjects usually selected for college admission, although many colleges admit from the general curriculum as well): Pupil elects college preparatory curriculum. Freedom of choice prevails. (Basic subjects plus foreign languages.)

4. Honors curriculum (begins at ninth grade with two subjects available at eighth grade): Pupil elects honors. Freedom of choice prevails. (Basic subjects at high level of difficulty, including 4 years of a foreign language.)

The identification of academically gifted pupils is recommended to begin at fourth grade level although special grouping in honor classes is not mandatory.

5. Students may major in science, mathematics, humanities, business, shop, home economics, music, and art. Work experience is recommended in high school basic curriculum.

6. Student programs are individualized. Subjects may be elected in the several tracks where the pupil is eligible. A pupil who elects the general curriculum may, for example, elect advanced mathematics in the honors curriculum if he is ready to undertake the subject.

7. The differences between the track system and the ability grouping system it replaced show the advantage of structure.

The chief differences are systematic organization and the emphasis on the basic or common learnings.

Deliberate attention is focused on the education of the mentally retarded and the academically gifted.

Prior to the introduction of the track system there was no citywide organized college preparatory curriculum or honors curriculum at the senior high school level, and no honors program at the elementary or junior high school levels. At the senior high school level, a planned program for the retarded pupil did not exist. For the pupils now in the basic curriculum at the senior high school level the choice was to enter such subjects as extensive English and general mathematics or to leave school.

Under the track system, organization and planning are directed toward the needs of bright, average, and slow pupils. As a result, specialization in the instruction of pupils with different needs and problems is developing. How to teach the mentally retarded, for example, is becoming a science, a specialty in education, not unlike the specialties in medicine: e.g., pediatrics.

The form of ability grouping replaced by the track system was hit or miss, improvised, often done behind closed doors, later to be discovered by dismayed parents.

The current discussion of the track system results from one of its virtues: visibility. If the track system is abandoned, ability grouping will go underground. It will be conducted on the theory that what parents don't know won't hurt them.

Far too often in the past I have heard unhappy parents protest that they did not learn until too late that their children were not doing well in school.

Today parents want to know where their children stand. The cloak of secrecy has been removed in this school system at the insistence of parents.

IMPROVING THE OPERATION OF THE TRACK SYSTEM

Any plan of school organization must be subject to continuous review leading to improvement in its operation. The following digest combines a redefinition of the purposes of the track system with statements of ways in which it may be improved.

1. Improvement in the democratic quality of school experience is the major purpose of the track system. All possible effort must be made to achieve this purpose

(*a*) The curriculum is tailored to the needs and characteristics of pupils rather than predetermined at a fixed level to which pupils must conform or suffer

failure, grade retention, and defeat. Nothing is more undemocratic than to expect a performance by a pupil that he is incapable of and then punishing him for his failure.

(*b*) Teaching must begin at the pupil's level of achievement in such a manner as to make successful growth possible. This is the very opposite of predeterminism because the level of teaching is related to the pupil's needs and interests if the teaching is effectively done.

In all classrooms, therefore, teachers must relate instruction to the pupils in their classes. Courses of study serve as guidelines but the choices of subject matter must in the last analysis be made by the teacher in response to the nature of the learners in the class she is teaching.

Learning begins with the child at any given level of achievement. Teaching must, therefore, be geared to the learning level existing at the moment of instruction.

(*c*) Pupil programing is individualized so that each pupil may be offered a classroom setting which will challenge but not overwhelm him. The multiple curriculum increases rather than decreases the individualization of pupil programing.

Teachers, counselors, and principals must be indefatigable in studying pupil programs on an individual basis so that each will be given subjects related to his needs and interests.

(*d*) Specific plans must be developed in all schools to provide for shared activities for pupils of various abilities. Moreover, scheduling must be flexible so that grouping on academic levels will be balanced by grouping on interest lines. In the senior high schools, for example, pupils are programed less than 50 percent of their class time in tracked subjects. They thus have many opportunities for multiple association. In the junior high school, the so-called block system of scheduling which antedated the institution of the track system should be abandoned in favor of individualized programing by subjects.

Principals should plan for association among all pupils both within and between schools on activities of common interest, including permitting the academically gifted to tutor pupils before or after school, and in some cases to act as teachers within the schoolday.

A senior in college preparatory physics, for example, may properly be assigned to teach a particular lesson to a 10th grade class in general science. Nothing more soundly reinforces learning than teaching.

Another possibility is to step up the public service experience for all pupils. Every pupil should give some time each day to the doing of a public service as a part of his citizenship training. Many pupils now perform such services: monitoring halls, helping teachers with clerical work, taking part in school activities such as sports and journalism. Such civic services should be organized on interest rather than on academic lines.

(*e*) The study of pupil growth and development is required as a technique for improving teaching and as a means of stimulating maximum fulfillment.

Contrary to widespread opinion on the question, ability grouping requires increased care in counseling and guidance.

Continuous study of pupil development needs to be provided on the highest professional level with adequate staffing of counselors, psychologists, and school social workers so that understanding the total child will serve as a condition for effective instruction.

2. The track system increases the opportunity for pupils to choose their own curriculum program—Flexibility in programing must be assured each puupil

Each curriculum sequence except the basic curriculum is open to choice by eligible pupils. Bright students are not required to register for the honors sequence. They may elect the general curriculum. The college capable student is not required to elect the college preparatory sequence. He may elect the general curriculum. Any but the mentally retarded pupil may elect the general curriculum and crosstrack into subjects desired.

The very existence of the track program depends upon the election of the honors and college preparatory sequences by the pupils. By their own choices, pupils and parents could bring about the elimination of the track system. The track system exists because the pupils elect the course sequences which make it up. By their elections, pupils maintain the honors and the college preparatory curriculums. When they cease to elect these sequences, the two college preparatory tracks (honors and regular) will disappear.

To preserve the pupil's right to choose, the Board of Education and the community must make choices available.

If the curriculum is limited to the general and basic sequences, the right to choose is reduced because an opportunity for selection is reduced.

Principals and counselors are expected to make curriculum opportunities known to the pupil, but the selection of the curriculum is always to be left to the student with the advice of his counselor and the approval of his parents.

In the case of the mentally retarded, while the principal is authorized to program a pupil in the basic curriculum, the Superintendent believes that this should be done only after the most careful consultation with the parents. He further believes that if the parent strongly objects to the placement, the pupil should be given further opportunity in the general track with the understanding that if he continues to be unsuccessful he will be assigned to the basic sequence.

A pupil, moreover, who is scheduled for the basic curriculum should be examined by the Department of Pupil Personnel Services. Assessment of progress in this curriculum must be continuous and must include periodic testing of achievement in order to assure upgrading of curriculum placement at the earliest appropriate time.

No pupil who is academically competent but is failing in his courses should be assigned to the basic curriculum. Capable pupils in need of remedial instruction are not eligibile for placement in the basic track and never have been.

3. A special curriculum sequence should be organized for educationally retarded pupils

Many pupils are severely retarded educationally although testing reveals a potential for higher accomplishment.

Although the Superintendent has already requested principals to identify pupils who are severely retarded in reading and has authorized them to set up special groupings for remediation he is now of the opinion that a more systematic approach to the problem is needed.

The Superintendent, therefore, proposes the establishment of an organized curriculum sequence for the educational retardate, with specialized instruction in reading skills in groups no larger than 18, and with related subjects taught by nonreading techniques and strengthened by special programs to improve motivation.

Such a track or sequence should be considered as developmental rather than remedial and should employ the new and emerging techniques for motivating the unmotivated and the culturally handicapped.

Any pupil whose academic retardation is such that he is failing in regular classes regardless of potential or intelligence as measured by individual or group tests should be considered eligible for the special services to be provided. Hitherto undeveloped techniques must be discovered to provide a means for the upgrading of the educational retardate. Of the greatest importance is early discovery of the retardation and its volitional rather than natural reasons. Structure, planning, and research are necessary to meet the needs of the underachievers for whom the improvisations of the general track are not producing consistent results.

Those who believe that an unstructured grouping program based on trial-and-error methods is a workable answer to the problem of pupils with special needs should reexamine their position in the light of the failure of this approach with the underachieving retardate. The fact is that the greatest weakness in this school system exists precisely where there is an absence of a sequential track program. The complaints ought to be not that there is too much tracking, but that the present scope of it is inadequate and incomplete.

The Superintendent proposes, therefore, the organization of a curriculum sequence especially designed for the underachiever.

4. Early discovery of talents must be implemented by a stronger honors program

Some who object to the honors curriculum seem to imply that because academic talents may in some cases be slow to develop those whose talents are discoverable should therefore be ignored. What is the logic which leads to a conclusion that because some pupils are late bloomers those who are not should be submerged in a generalized mediocrity of instruction?

On the contrary, a plan for the discovery of academic talents should make for the earliest possible identification followed by special attention to the development of these talents.

The Superintendent is further compelled to ask: "What leads to a position that would downgrade brainpower, the Nation's most important resource?"

If the discovery and development of brainpower are to be lost in the tide of equalitarianism, America is doomed against the competition of systems of government that not only encourage the development of intellectual capacities among their citizens but have in addition masses of citizens who are considered readily expendable in the national cause.

Of all the objections leveled against the track system the complaints against the honors sequences are the most difficult to understand. If anything, the search for academic talent and the development of special programs to develop it ought to be stepped up. Smaller classes, better teaching materials, especially trained teachers with creative minds and freedom to develop materials of instruction ought to be earmarked for this group of pupils in at least the same proportions as in the case of the education of the retarded pupil.

The simplest rule of democracy requires that no matter how lowly his origins the gifted pupil should be given the same chance for development as the gifted child whose parents can afford to place him in a selective private school. The public schools must provide equal opportunity for the gifted or be accounted as discriminatory and undemocratic.

The Superintendent contends that what is needed is a stepping up of the search for the academically gifted and an improvement in the school services available to them. The contention that public education must ignore the intellectually gifted in the name of democracy must be brushed aside as a prejudice against a segment of our population and as a threat to national survival. It must be answered by an improved program of identification and instruction of the gifted pupil.

STRENGTHS TO BUILD ON

This school system has a long way to go before it becomes a complete instrumentality for the education of all the youth of this community.

But its critics should build on strengths and recognize its accomplishments:

1. More pupils are staying in school longer than ever before in the history of this city.

2. More pupils are continuing their education beyond high school than ever before in the history of this school system.

3. More students equal or exceed the national norms at the 11th grade than at the 4th grade, indicating improvement in achievement as the pupils remain under the tutelage of the schools.

4. Fewer pupils enter high school with severe retardation now than in 1955, when 1 out of 4 in the 10th grade was reading at the 6th-grade level or below.

5. The current variety and scope of educational programs to meet special problems exceeds anything that existed in the pretrack days, a fact that attests to the flexibility of curriculum structure under the track system.

6. In the past few years improvements of a significant kind have been achieved in pupil-teacher ratios, salaries for special programs, particularly at the elementary level, counseling services, library services, pupil personnel services, food services, particularly for needy children, in the rate of construction allotments (as much as three times higher than the 10-year average), in the improvement of teachers' and officers' salaries (four salary increases since 1958), and the funding of special programs amounting to as much as $500,000 from nonpublic sources as compared with little in 1958.

7. The possibilities for new and innovative programs, special staffing, and realistic relationships of education to human development are at their highest level in comparison with any other point in the history of this school system.

The Board of Education, the school administration, and the total community must unite to continue the improvement campaign already well begun. The plea is that despite differences on issues, despite a healthy conflict of views on school policies, all elements of this great and developing community have a common interest in the youth of this city.

This Board of Education has held steadfastly to the principle of seeking maximum school services for all children, it has insisted upon nondiscrimination in pupil and teacher management against multiple pressures to the contrary, and it has held steadily to a high level of statesmanship. It has earned the respect and support of every citizen in this community.

The school system must move forward toward greater growth and achievement in spite of the transient difficulties of the kind experienced in this generally well-intended and useful criticism of the track system.

Build, then, upon the strengths in this school sysem, upon the gains it has already made, upon the dedication of its staff, and upon the good will of its parents—so that every pupil may benefit by the best that education can offer.

PROPOSALS FOR IMPROVEMENT OF THE TRACK SYSTEM

There is nothing to justify a retreat from the drive for excellence begun when the Board of Education first approved a systematic structure for ability grouping in 1956. Instead, the determination must be to move vigorously to the achievement of a school service that gives every pupil his opportunity for self-development. No school system can enforce the use of opportunity, this being primarily an individual decision, but it can make the opportunity available, provided it has the support of the staff, the community, and the governing authorities.

To step up achievement for all pupils the variable curriculm program called the track system should be maintained with modifications in operation and extension as suggested in the following statements.

1. Labeling of pupils should be reduced to a minimum. From the outset, the intention has been to name the curriculm sequence rather than the pupil.

School principals are requested to avoid the public labeling of classes as "basic" or "honors." In the elementary schools the basic class may be named for the teacher assigned to it, as Miss Smith's class, since the basic classes are ungraded. Honors groupings, similarly, need not be identified by names on doors or on any public documents. Pupils' programs, communications with parents, and the school records will contain information as to the level of instruction in any class as they do now.

2. Pupils and parents must be informed in professional counseling conferences as to their children's strengths and problems, capabilities and handicaps, and the curriculum sequence recommended, whether it is honors, college preparatory, general, or basic, and the particular subjects recommended and the reasons for the recommendations.

Essential to good counseling and good teaching is the right of the parent to know about his child and thus to be able to reach reasonable decisions concerning his education.

Keeping parents uninformed as a way of silencing criticism has long since been discarded in this school system—upon the insistence of the parents themselves supported by the central administration. But information about pupils is confidential and privileged in the same way as information exchanged between doctor and patient.

3. Any pupil who wishes not to elect either the honors or the college preparatory sequence, even though he is eligible, may elect subjects from these sequences.

The free choice of subjects is preserved and ability grouping by subjects continues under the track system for those who prefer not to undertake the complete sequences in honors and college preparatory.

4. Continous counseling by both teacher and counselor, assisted by school psychologists, is necessary for every pupil at all stages of school development. The purpose is to discover and meet needs at the earliest possible moment.

Early discovery of retardation and its causes, followed by suitable programing and instruction, is necessary at every stage of the pupils development. As achievement improves under instruction, the challenge should be increased.

The current amount of movement between curriculum sequences suggests that excellent guidance is currently being supplied. It is hoped, however, that increases in staffing will make the already very good program even more effective.

5. A special curriculum sequence for retarded underachievers should be organized to meet a critical need now being handled on the basis of improvisation.

In a developmental curriculum sequence designed to improve the work of the retarded underachiever, class sizes should be held to an average of 18 as in the case of the basic curriculum, special preparation for teaching and motivating the underachiever should be supplied, curriculum content should be especially designed to stimulate and motivate the retarded learner, and extensive counseling and psychological services must be directed to the problem.

The special developmental curriculum for the retarded learner should begin if necessary as early as the fourth grade, and be available at all levels as needed.

6. The variable curriculum does not preclude experimentation with new ways to group for teaching, nor should it be allowed to prevent introduction of carefully planned innovative demonstrations.

The presence in our school system of a wide variety of demonstration projects indicates that proposals for new projects from within or outside the staff are given careful evaluation and, if found promising, are introduced on a trial basis.

The superintendent wants it to be known that the variable curriculum (track system) is subject to change and abandonment when a better methodology is discovered for meeting individual differences.

7. The name of the basic curriculum should be changed. In some school systems the name MR (mentally retarded) is given to the class. This is hardly an improvement over atypical or basic.

Until a better name is found the Superintendent recommends that the basic curriculum be renamed the "special academic curriculum."

8. The colloquial term "track system" should be discontinued in favor of the name "variable" curriculum program. Additional curriculum sequences, including the developmental curriculum, should be organized in such fields as business occupations and the performing arts, to increase ranges of choice for pupils.

9. The preparation for teaching the special academic programs should be stimulated and teachers in all special fields should be among the most competent available.

10. Coordination in curriculum development should be accelerated so that differences in levels of difficulty will consist mainly of differences in complexity and depth. As an example, Hamlet may be scheduled for both the honors and special academic curriculums, taught in the latter with simplicity, extensive use of nonverbal materials, and in synoptic form rather than in complete form.

11. Parents should be informed of their right of appeal as to the curriculum assignment of their children. The Superintendent will prepare a circular describing the curriculum organization of this school system. He will advise each parent of his right to be heard on any point on which he is dissatisfied, including programing of school subjects.

A better opportunity for parent consultation with teachers, counselors, principals, Assistant Superintendents, and the Superintendent must be set up. A special consultation staff will be set up to hear and review complaints concerning pupil programs. The friends of parents, such as ministers, priests, civil leaders, and others, are invited to forward petitions in behalf of pupils and parents.

As Assistant Superintendent in charge of the Department of Pupil Personnel Services, Mrs. Aileen H. Davis will be asked to select parent consultation committees for the elementary and secondary schools from her staff of psychologists and counselors. She will be asked to administer the hearings and report recommendations of the consultation committees to the Superintendent for review and implementation.

RECOMMENDATION

The Superintendent recommends that the Board of Education reconfirm its support of the variable curriculum currently known as the track system with the understanding that the staff seek ways to improve its operation in the manner indicated in the foregoing section.

COMMENDATION OF TRACK SYSTEM

Senator BYRD. Well, I have confidence in you, Dr. Hansen, and I believe that I reflect, in saying this, the sentiments of most of the people in the Congress. I have had an opportunity to talk with them from time to time, and I hear them make comments. I think you have the confidence of the people in your community.

Dr. HANSEN. That is very encouraging.

Senator BYRD. I certainly want to commend you.

Dr. HANSEN. I hope I can deserve it.

Senator BYRD. I certainly want to commend you for sticking to your guns. Your job is to educate people, those who are willing to absorb it, and not to engage in social experiments per se, and I admire you for standing up against the pressures that are brought to bear upon you. I want to express my confidence in you, which I have ex-

pressed many times, and my support of your position in this regard if in your judgment you think this is best. I think you should stick to it.

From what little understanding I have of the track system, I have a feeling that this system has considerable justification. I just want to express my belief that you will continue to stand for that which you think is right and best.

Dr. HANSEN. Thank you, sir, always being able to change if we can find better ways of doing so.

Senator BYRD. Yes, sir; always seeking to improve.

Now, let us move quickly into the construction requests. You proceed in your own way, Dr. Hansen.

Dr. HANSEN. Thank you very much. Mr. Woodson is prepared to defend the restoration items. I think we have already said, and I am sure that you have said to this effect, Mr. Chairman, that construction is an absolute base for a good educational program.

Mr. Woodson, would you like to proceed.

Mr. WOODSON. I would.

OPERATION OF BUILDINGS AND GROUNDS

Dr. HANSEN. Operation of the buildings and grounds, requesting restoration of $200,000. May we begin with that?

Senator BYRD. Yes, sir.

Dr. HANSEN. This is page 50. Perhaps we can take this item rather rapidly.

Mr. WOODSON. Mr. Chairman, we are talking about restorations for activity 5, the operation of buildings and grounds and the maintenance of equipment. Here our requests were for—the increase requested was $399,634. The House allowance was $301,264, and the amendment requested of the Senate is $33,005.

Senator BYRD. The House allowance represents an increase over last year, does it not?

PERSONNEL INCREASES

Mr. WOODSON. Yes, sir; it does, of $301,000.

Now, we are asking for seven temporary positions, WBR engineers, and seven temporary positions, WBR–7 firemen. This is a small request, $1,630 for the engineers and $1,370 for the firemen. This will man a Saturday morning driver-training class program. This is also going to let us train children other than those who are actually in the public schools.

We are asking, too, for a GS–11 technician to repair musical instruments. At the present time this is being done by the head of our department of music. He has a supply of small parts, but to the extent that this takes away from his time the supervision of music teachers in the schools, we lose, and we would like to have this man. We have asked for this position for several years. We are asking for office equipment for the new personnel office which was spoken of earlier in the hearings, in the sum total of $7,445.

Senator BYRD. In other words, if the personnel items are not restored, the equipment maintenance unit would not be required.

Mr. WOODSON. To purchase this furniture.

Senator BYRD. That is right.
Mr. WOODSON. That is right.
Senator BYRD. And the amount involved here is how much?
Mr. WOODSON. $7,445.
Senator BYRD. Are there any other items which tie in with that personnel item.
Mr. WOODSON. I don't think so. Dr. Carroll——
Dr. CARROLL. No, sir. There is a secretarial desk, chairs, typewriters, conference room furniture, and so forth.
Mr. WOODSON. Any other items would be salaries.
In the transportation services, we are asking for one driver for the maintenance unit, the equipment maintenance unit. The money request is $3,811.
Senator BYRD. At that point, I may have confused the record, I referred to the equipment maintenance unit a moment ago. The equipment which ties with the personnel administration, with your personal administration, request, is not the equipment maintenance unit, is it?
Mr. WOODSON. No, sir; this is true.
Senator BYRD. It comes under new equipment.
Mr. WOODSON. It comes under new equipment which is in this activity.
Senator BYRD. Yes, and this would amount to $7,445?
Mr. WOODSON. Yes, sir.
Senator BYRD. OK.
Mr. WOODSON. This is new furniture and typewriters.
Senator BYRD. Yes.
Mr. WOODSON. We would like very much to have this equipment maintenance driver. At the present time, these individuals are either using their own cars or a piece of equipment from the pool if it is available. We do not have any surplus drivers, and they just take a chance on whether or not they can get a driver. Sometimes this is a great inconvenience. It means instead of being able to get to three schools in a day, they may make only one.

VEHICLE MAINTENANCE AND AUTOMOBILES

We are asking, too, for two automobiles for the driver training program, a total of $3,000, and we are asking for additional funds for vehicle maintenance. This is for $5,000.
We are asking for a general warehouseman for the main storehouse. This person will sort out and collect supplies for individual buildings according to the orders.
We have not had an increase in the staff since 1935, and this is 30 years.
Dr. CARROLL. Four people in 1935, and four people now.
Mr. WOODSON. At that time we were handling a million pounds of materials in this storehouse. Today the figure is pretty close to 2 million, and we have been able to do this because we have mechanized to some extent, but the problem is too large for these people. We requested two positions. The House disallowed them, and we would like restoration of at least one position.
Senator BYRD. The House did not allow any positions here?
Mr. WOODSON. No, sir.

Senator BYRD. You had four since 1935?

Mr. WOODSON. Four since 1935.

Senator BYRD. You undoubtedly are building up some kind of a backlog of work as a result of the increased workload?

WAREHOUSE PILFERAGE

Mr. WOODSON. We are, and I might say that there are times when we can draft some of the drivers who drive pupils, but this is a very unreliable situation and, furthermore, it is harmful to the actual safety of property because we have too many people moving around. Actually we pass some 14,000 different kinds of items, and some of them are valuable, so we would like to maintain control of a piece of this.

Senator BYRD. Earlier Dr. Hansen, when we were talking about thefts, would you include any information dealing with this area?

Mr. WOODSON. We will separate this. We have very little pilferage, and we have recently reorganized this whole storehouse operation to reduce this to the barest possible minimum.

Senator BYRD. So you are not confronted with any increasing problem in this regard?

Mr. WOODSON. As far as this——

Senator BYRD. Insofar as your storehouse operations are concerned?

Mr. WOODSON. No. But we would feel safer as a matter of control if we had regular people who worked there and nobody came in.

Senator BYRD. All right.

REPAIRS AND MAINTENANCE OF BUILDINGS AND GROUNDS

Mr. WOODSON. Now, if we go down to activity 6, which is on page 50, repairs and maintenance of buildings and grounds, we originally requested a $588,136 increase. The House allowance was $250,000 and we are requesting Senate restoration of $200,000. This is the account which funds the maintenance of all of our buildings, the painting program and other programs. We have recently, with the cooperation of the Department of Buildings and Grounds, Mr. Blaser's office, reorganized the way this money is allotted into 15 separate accounts. We have general alterations, roofing, boilerworks, painting, glazing, plumbing, electrical, housekeeping, ground repairs, floor repairs, fire hazards, pointing and weatherproofing, elevator maintenance, clock and bell maintenance, and supplies and materials. This was done in order that everybody, including the layman, could recognize exactly which areas of maintenance these funds were being spent for.

PAINTING PROBLEM

Probably the greatest problem that we have in this 15-item account is in the painting. We were on a 12-year schedule of painting and, of course, I am sure that you realize that 12 years is a long time between a paint job, and we would like very much to have put $2 million into this account. However, we had some bad roofs which appear later under the permanent improvement section of capital outlay, that we could not repair in time to spend this $2 million, so our original request for painting was cut to $1.5 million, and we would have been able to add to the other accounts the remaining portion of that $588,000.

However, with this total allowance of only $450,000, assuming that these funds are restored, we probably will devote this entire increase this year to painting. Hopefully this will bring us down to an 8-year interval. As quickly as we can we want to get to a 5-year interval, and we have the full support of the District of Columbia budget officer and Commissioners in this.

I do not think that I need to say any more unless there are questions about this particular item. I have touched the highlights.

FLOOR REPLACEMENT PROBLEM

Certainly, I might say this—that we made a survey and, for example, we have $350,000 worth of floor replacement work to accomplish. This request would not touch this. It would only keep it from getting larger, and this is true in certain other of those 15 categories. I am sure when we come for the 1967 budget we would like very much to dig into some of this backlog work. In page 51 and 52, of the justifications you will find some of the backlog outlined.

Senator BYRD. I think you have made a good presentation of need here.

Dr. Hansen, would you like to add anything?

Dr. HANSEN. I think Mr. Woodson has done a good job here. It is clear that two things are happening. Our buildings are deteriorating and this is a cost; and, secondly, the conditions under which education takes place are adverse, and this affects the quality of education experienced by the children. So we have two main justifications for the urgent restoration of the $200,000 item.

Mr. WOODSON. I would like to say one more word about this, the painting is also a reconditioning. At this time we try to recondition the building. We check for bad plaster, we ask if the roofs leak, or if the millwork is in disrepair, in order that we can catch all of this at this time.

Once we can get all the roofs repaired, and once we are able to paint on a 5-year schedule, the table in the justifications shows that the costs of building maintenance are going to be reduced significantly with better care.

Senator BYRD. Mr. Woodson always does a good job for you, Dr. Hansen.

Dr. HANSEN. We are very proud of his work.

Mr. WOODSON. Thank you, Senator.

Senator BYRD. He seems to know what he is talking about.

Mr. WOODSON. I would like to thank you right now for the fact that last year you did approve my assistant. It did not get by the House. I hope we have convinced you again this time of the need for this position.

QUESTIONS PRESENTED BY SENATOR PROUTY

Senator BYRD. I would like to insert in the record certain questions presented by Senator Prouty to be answered by you, Dr. Hansen. Perhaps I had better present them to you and then you can answer them for the record.

Dr. HANSEN. Yes, sir.

Senator BYRD. Returning the answers with the questions for the record.

(The questions and answers referred to follow:)

Question: At the hearings yesterday I raised the question how your pupil-teacher ratios would be affected by the fact that the House cut your request for 512 teachers to 274 new teachers. The House report says that pupil-teacher ratios in the basic teaching classes will be attained at the desired level. On page 1013 of the House hearings the chart refers to school levels and types of programs. It differentiates in the elementary school system between kindergarten, grades 1 to 6, and basic classes. Just what is meant by the expression "basic teaching classes"? How will this cut in your budget affect your desired pupil-teacher ratio in kindergarten and grades 1 to 6? In junior high school? In high school?

Answer: Basic classes are for students who are slow learners. This does not necessarily mean that these students are of low mental ability, since some may be performing poorly because of environmental factors. They are classes for academically retarded and thus they are organized at a pupil-teacher ratio of 18 to 1.

The cut of 238 teachers in the action taken by the House will not affect ratios in the regular, kindergarten, and basic elementary classes, nor in the junior high or senior high school classes, since the reductions occurred in the number of teachers requested for special and itinerant teachers. These are special teachers who are to assist and supplement the work of the classroom teacher.

Question: The pupil-teacher ratio for the entire system of elementary schools should be somewhere on the order of 30 to 1 if I understand your figures correctly. But in any given institution, because of overcrowding and other conditions the ratio may not be so favorable; is that correct? Is there any indication that the worst pupil-teacher ratios occur in those school districts which are most impoverished? How does this 30 to 1 ratio correlate to so-called national standards of pupil-teacher ratios?

Answer: Based on the official pupil memberships and numbers of classroom teachers on October 22, 1964, the following ratios existed in elementary schools:

For all schools	30.6
For the lowest quartile, economically, and educationally	31.1
For the highest quartile, economically, and educationally	31.1

This indicates that impoverished areas do not have less adequate staffing than the more affluent neighborhoods.

Question: I note that the District has a ratio of 750 elementary school students per counselor. The NEA and others suggest a ratio of 350 to 1. What is in this budget to bring this ratio more in line with national standards?

Answer: The elementary school pupil-counselor ratio presently is 2,939 to 1. A ratio of approximately 750 to 1 would be achieved in fiscal year 1966 if the positions in the President's budget were fully approved. With the positions approved by the House, a ratio of 1,980 to 1 is anticipated.

If the additional elementary counselor positions requested in these appeals are fully approved, there would be one elementary counselor for approximately 1,490 students in fiscal year 1966.

Question: What is the present pupil-teacher ratio in the Shaw Junior High School? Do you have any data that would reflect the level of income of families in that school district?

Answer: Based on official pupil membership and number of teachers on October 22, 1964, the pupil-teacher ratio at Shaw Junior High School was 21.7.

The median income of areas served by Shaw is estimated at about $3,200 per year.

Question: Am I to conclude that the request in the budget of $989,000 for additional site for the Shaw school is the addition to the District's cost of installing this school caused by the loss of the Kennedy playground site? In other words, if the Kennedy playground site had been used by the school system the cost of the new Shaw School would have been nearly $1 million cheaper than expanding adjacent to Shaw?

Answer: The cost of construction at either proposed site would be about the same. The Kennedy playground site was purchased in 1950 for a school of 800 pupils and contained only 3.3 acres. It would have to be expanded to accomodate a 1,500-pupil school. Therefore, it is not correct to say that building on the Kennedy playground would save about a million dollars. Though detailed cost estimates to expand the Kennedy playground have not been made, the cost is believed to be about the same at either site, all factors considered.

Question: How many months or years would you say the Kennedy playground controversy has delayed the construction of this new school facility? What is

your present seat shortage in that district for junior high school students? How much does that shortage, if any, increase each month this project is delayed?

Answer: The present controversy appears to have delayed the construction of the Shaw School by about 1 year.

School enrollments exceed school capacity by about 1,055 in fiscal year 1965. This shortage represents about a 20 percent overcrowding.

The new Abraham Lincoln Junior High will reduce overcrowding in fiscal year 1967. However, by fiscal year 1969, when the Shaw is expected to open, the entire area is expected to be 7 percent overcrowded. The following year, the area's enrollments are expected to be 10 percent above capacity.

Question: Does the School Board work hand in glove with the Department of Recreation to see to it that schools and recreational facilities form an integrated system of activities for our young people?

Answer: The Board of Education works very closely with the Recreation Department. For example, facilities in 73 schools are used by the Recreation Department for its programs. Recreation playgrounds adjacent to schools are used by the schools. The Recreation Department conducts a preschool program in a number of elementary schools. The site costs for the Emery-Eckington School requested in this fiscal 1966 budget, was reduced substantially as a result of cooperation between the Recreation Department and the District public schools, resulting in an exchange of property which reduced the need to purchase additional site. Each year the Recreation Department is invited to review and comment concerning the schools' 6-year public works program.

Question: Does the National Capital Planning Commission plan park and playground acquisition and development. How is the liaison between the Board of Education and the Planning Commission?

Answer: There is cooperation in planning between the NCPC and the Recreation Department. The District of Columbia schools' Assistant Superintendent for Buildings and Grounds is a member of the coordinating committee of the NCPC.

Question: The home rule bill pending before the District Committee calls for the abolition of the School Board and the vesting of its functions in the elected city council. If this bill were enacted what, in your opinion, would be the effect it would have on the orderly transfer of functions, including the school budget function, from the present Board to the new government?

Answer: The "orderly transfer" of functions could be arranged without undue difficulty, as is usual in these cases. However, there are questions concerning whether this plan would destroy, or seriously impair such established rights as teachers' tenure, by repealing the Organic Act of 1906, upon which these rights are based. Such action, should it occur, would have impact on teachers nationally.

More serious however, would be the implications of the pattern of school organization. The basic organizational principle undergirding American education is that education is the "sine quo non" of our system of government and therefore should be organized independent of other governmental functions. For this reason, the concerns and obligations of those responsible for education should not be diluted with other problems of government such as sanitation, corrections, or fire protection. The pattern of autonomous school organization which has developed throughout this Nation reflects this concern and the primacy of the educational responsibility among governmental responsibilities; and it should be observed that this pattern of autonomous school control was established virtually nationwide, without the impetus of a constitutional provision. Local, nonpartisan political control of education has been adopted, as it were, by concensus. The proposal to transfer the responsibility for education from a local school board to a city council will be a major departure from the principle. We believe the ability of the schools to remain close the the people they serve and to be sensitive to community needs will be seriously damaged if this proposal is implemented.

CONSTRUCTION

Senator BYRD. Does that bring us up to the construction requests?

Mr. WOODSON. Activity 7, 8, and 9.

Dr. HANSEN. They are not requested in the restoration requests.

Senator BYRD. Why don't we relieve you of some of this, and let us come back at a later time?

Dr. HANSEN. At your convenience.

Senator BYRD. We have several items here to go into at some length, and you are already late for your engagement. You have missed your dinner, and so I think we ought to stop here. Many thanks for a fine presentation. My salute to you for doing an excellent job.

Dr. HANSEN. Thank you very much. We are grateful to you, too, Mr. Chairman, for your support, your understanding of what our children need in the school system really to get a chance to make it possible for them to break away from the problems.

SUBCOMMITTEE RECESS

Senator BYRD. If the Commissioners have nothing further, I think we will recess until 10 a.m. tomorrow at which time we will hear outside witnesses. We will let you know, Dr. Hansen, when we are ready to complete the items in your budget.

Dr. HANSEN. Thank you very much.

Senator BYRD. All right. Thank you.

(Whereupon, at 6:45 p.m., Wednesday, May 5, 1965, the subcommittee recessed, to reconvene at 10 a.m., Thursday, May 6, 1965.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1966

THURSDAY, MAY 6, 1965

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

The subcommittee met, pursuant to recess, at 10 a.m., in room 1224, new Senate Office Building, Hon. Robert C. Byrd (chairman of the subcommittee) presiding.

Present: Senators Byrd, Proxmire, Yarborough, and Hayden.

Also present: Senator Tydings.

DISTRICT OF COLUMBIA

NONDEPARTMENTAL WITNESSES

FISCAL YEAR 1966 FUND REQUIREMENTS

STATEMENT OF THE CHAIRMAN ON COMMITTEE PROCEDURE

Senator BYRD. May we have order and quiet; please. Thank you.

This morning we hear the outside witnesses in connection with the 1966 fund requirements for the District of Columbia government. I understand from the clerk that we have about 70 witnesses. We shall try to hear them all and, if necessary, we will go into the evening. I would hope that you could confine your testimony to about 5 minutes. This does not mean that if you require 6 minutes, you will be shut off, but you might want to go through your prepared statements and underline those portions which you think should be highlighted, so that this will assist in expediting.

The chairman, of course, will reserve the right to ask questions of any witness, and this applies, of course, to the members of the subcommittee as well if they wish to ask questions. If this is done it is likely that the time taken by the witness would consume more than 5 minutes. I am not going to run a timeclock on you, but I do wish that you would make an effort to keep your statement within 5 minutes in length, so that we might get on and complete the statements of the 70 who have asked to be heard.

Let us at all times maintain order and quiet as much as we possibly can, because those persons testifying have the right to be heard, and they should be heard by the other people in the room as well as by the members of the subcommittee.

This morning the first two witnesses are Representatives Morris K. Udall and Charles E. Goodell, who have indicated their desire to testify in behalf of the budget request for public education.

You may proceed in any way you desire. If you have a prepared statement it should be presented to the subcommittee so that we might follow you as you read. Either of you may proceed. The subcommittee appreciates very much your presence. We welcome your testimony. You may proceed as you desire.

STATEMENTS OF REPRESENTATIVE MORRIS K. UDALL, OF THE STATE OF ARIZONA, AND REPRESENTATIVE CHARLES E. GOODELL, OF THE STATE OF NEW YORK

District of Columbia Schools

Mr. UDALL. Thank you, Mr. Chairman.

I am Congressman Udall, of Arizona. With me is Congressman Goodell, who is my neighbor and colleague and friend. We live together in the Cleveland Park area, where our children attend the John Eaton School. We agree, in the interest of time, to present a joint statement this morning, and Mr. Goodell will present that joint statement.

Before he begins I would like to say that subsequent to the preparation of the joint statement four other Members of the House of Representatives who reside in the same area of the District agreed to associate themselves with our statement, and I think that perhaps some of them may be here this morning. Those who have authorized us to go on record as associating themselves with the statement which we will present in just a moment are Congressman Richard White, of Texas, Congressman Paul H. Todd, of Michigan, Congressman William E. Brock, of Tennessee, and Congressman Brock Adams, of the State of Washington.

Now, if any of those gentlemen are present, I wish they would come forward and take a seat here with Mr. Goodell and myself, and, in the interest of time, we can dispose of it very quickly. Some of them had indicated they would try to be here this morning.

Without any further preliminaries, Mr. Chairman, on behalf of myself and himself, Mr. Goodell will present our statement.

Senator BYRD. Thank you, Mr. Udall.

All right, Mr. Goodell.

Statement of Representative Goodell

Mr. GOODELL. Mr. Chairman, we appreciate the opportunity to appear in order to express our views on the fiscal year 1966 appropriations for schools in the District of Columbia. As Members of Congress and as parents with children in the District of Columbia schools, we are vitally interested in the needs of the District.

Many of our friends and neighbors share both our alarm at congressional inaction with regard to the city's problems and our disappointment at the recent House cut of Washington school appropriations. We appear at the request of the John Eaton PTA.

Statement of the President

On January 21 of this year, President Johnson requested an appropriation of $77.7 million for the operation of District of Columbia schools. At this time he said:

Deficiencies will still remain but the budget reflects a major effort to remedy shortcomings and to make the District's educational system a model for the Nation.

A quick look at some facts will prove the President's point well taken.

(1) Almost 40 percent of the District of Columbia teachers are noncredited and work on a temporary basis.

(2) Many of the classrooms now in use are inadequately furnished, and numerous District of Columbia schools are forced to use outdated educational materials.

(3) Only 8 of the 140 elementary schools in the District now have libraries.

(4) More than 3,000 students in the District of Columbia schools are on a half day schedule because of a chronic shortage of classrooms. And in the next 5 years, student enrollment is expected to increase by 21,000.

HOUSE ACTION ON REQUEST

On March 18, the House Subcommittee on Appropriations for the District of Columbia cut the total District budget by $31 million. In doing so, the subcommittee has frustrated projects of the highest priority. Almost $3 million was sliced from the schools' meager operating budget, and the school construction budget was reduced by a full $13 million. The success of this year's school program and of Washington's future educational programs are contingent on these funds. We ask this subcommittee to reconsider and restore $7,082,650, the amount that can be financed from presently available resources, according to Commissioner Tobriner.

In a year that the Congress has vociferously reiterated its dismay over the rising crime rate in Washington, it is indeed surprising to find that the House has drastically cut the President's request for additional teachers, counselors, psychologists, and social workers. To be sure, it would seem that the Congress might be buttressing the rising crime rate by its unwillingness to see the advantages of having expanded faculties in our elementary and secondary schools. In a city so permeated with poor neighborhoods and underprivileged children, a wealth of dedicated counselors and teachers is a clear necessity rather than an extravagance.

PROBLEM OF TEMPORARY TEACHERS

Although Congressmen have repeatedly expressed their dismay at the number of city teachers still on temporary certificates, they have just passed a budget that will compound all of the conditions which make the hiring of fully qualified teachers difficult, the overcrowded and aging buildings, the large classes, the lack of clerical help, the absence of the large supporting staffs of counselors, remedial specialists, and librarians.

Unless the Senate acts to restore these funds, the Washington schools must be crippled for yet another year. We ask the distinguished chairman and members of the committee to support the restoration of these funds.

Mr. Chairman, we have made our statement as brief as possible. There is a great deal more could be said and I am sure will be said to

the committee in the process of these hearings, but we want to go on record jointly as urging the restoration of as much of the money taken from this bill as can legally be restored.

Senator BYRD. Thank you Representative Goodell and Representative Udall for a very fine statement.

Mr. UDALL. May I add that Congressman Adams, of the State of Washington, and Congressman Paul Todd, of Michigan, have come in since Mr. Goodell began reading, and do join with us in the presentation of this statement.

Senator BYRD. Thank you very much, gentlemen. Do you wish to say anything?

STATEMENT OF REPRESENTATIVE ADAMS

Mr. ADAMS. Mr. Chairman, briefly, it is our pleasure to be here this morning. We want to join in the statement. Several of us have spoken in favor of certain portions of the recent omnibus crime bill. We feel an obligation, since we are attacking the tactical problem in that fashion, to attack the duper strategic problem of what can be done to curb the rising problem among our young people, and this, while money alone will not do it, money certainly helps.

Senator BYRD. Thank you.

STATEMENT OF REPRESENTATIVE TODD

Mr. TODD. Mr. Chairman, I would like to say, as a newcomer to Congress, in a comparison of the school of the District with the system at home, I feel the District system is not receiving the support it should from the Congress.

I know that the money available for laboratory supplies in the high school chemistry classes has been inadequate to supply the classes with the supplies necessary for a large part of last year, and I find this to be a rather sad and shocking situation in our Nation's Capital.

Thank you, Mr. Chairman.

Senator BYRD. Thank you very much.

ADDITIONAL WITNESSES

The next witness is Mr. John F. Healy, spokesman for the Chevy Chase Community Council.

Mr. Healy.

I will call up others while Mr. Healy is getting ready to deliver his testimony, so that we might proceed.

The next three witnesses will be Mrs. Anne B. Strout, Dr. Frederick Fall, and Mrs. Esther Coopersmith, and also Mr. Dennis Kux.

Would you please come forward and take seats at the witness table?

You may proceed, Mr. Healy.

STATEMENT OF JOHN F. HEALY, PLANNING CHAIRMAN, CHEVY CHASE COMMUNITY COUNCIL

EDUCATIONAL AND RECREATIONAL PROGRAMS

Mr. HEALY. Mr. Chairman and members of the subcommittee; I am John F. Healy, planning chairman of the Chevy Chase Community Council, an organization of 40 church, school, civic, and special groups resident in the area served by the present Chevy Chase Community

Center at Connecticut Avenue and McKinley Street NW. Our organization was first established over 20 years ago with one major purpose: that of aiding to provide a community center which would supply the educational and recreational program best suited to the community from preschool child to adult to senior citizen.

Records show that this facility is used from 9 to 10 p.m. 6 days a week, 12 months a year, by an estimated 8,000 persons per month, in over 100 regular and special activities. Whether your interests lie in the direction of arts, crafts, music, dance, drama, workshops, investments, telescope making, or simply in a game of billiards, ping pong, chess or bridge, there is room for you here as in no other facility in the city of Washington.

Housed in the old E. V. Brown School building built in 1898 before indoor plumbing and electricity were in general use, and abandoned as unsafe by the board of education in 1942, this program goes on day by day, in spite of termites, in spite of leaky roofs, in spite of inadequate plumbing, and the like.

The District of Columbia Public Library which shares the building and maintenance costs with the District of Columbia Recreation Department has been granted construction money in the District of Columbia budget for fiscal 1966, and hopes to begin building as soon as possible.

The District of Columbia Recreation Department will then be required to shoulder the entire responsibility for operation and maintenance of the old termite-infested building.

LOCAL COOPERATION

With financial help over the years from citizens in the area (1) an old auditorium was remodeled into a community room now used for dances, trampoline, roller skating as well as dramatics;

(2) Lights were installed on the outdoor basketball courts, and as station WWDC said in its April 27 editorial:

> Although it looks like many other playground courts throughout the city, this one is different. All-American stars, such as Elgin Baylor, Fred Hetzel, Bill Bradley, John Austin, and others flock there in the summer to keep in shape and instruct the neighborhood kids. Red Auerbach, pro-basketball's most famous coach, is out on the court daily. Funds have been appropriated to build a new library right on the spot where the court now sits.

(3) Practically all of the furniture, pool tables, pianos, record players, ceramic kilns, tables, and chairs were provided by local citizens.

As recently as April 10, 1965, over 100 members of the groups making up the council painted the interior building in 1 day, using more than 100 gallons of paint provided by the District of Columbia Recreation Department.

LIBRARY CONSTRUCTION

No request for money would have been made at this time were it not for the library construction, which we heartily endorse. The citizens of the area need a new library and it has long been evident that the old one is inadequate to serve the community's needs. However, the new construction will necessitate the closing of the basketball courts and the play school recreation area. It also raises the doubt as to whether

the old building will hold up, once the foundations are exposed and the attendant vibrations brought on by construction begin.

The present weakened condition of the building permits the use of only one floor and the basement. To us this is an emergency and requires action by putting the necessary planning funds into the 1966 budget.

RECREATIONAL FUNDS

Our people have supported and fought for recreation funds throughout the city during the past 20 years. We feel that in justice it is now time that some of the funds be made available for this project so vital to the welfare of the community and the continued fight against delinquency.

In short, gentlemen, our request is intended to serve the well-being of the community rather than our personal gains. We strongly feel that proper overall planning at this time will insure a desirable, well-coordinated, money-saving, eye-appealing, long-lasting development of this much needed community site.

If I may take a moment, Senator, I would like to show our proposal.

This is the site plan for the present building. The black lines outline the current building, a colonial-type structure in three rings. The new library will go where the orange coloring is here.

ENGINEERING PROBLEM

Just this morning I had a conference with the building and grounds people, who have spent 2 days up there trying to figure out the engineering problem involved. It appears that at the moment unless some new site arrangements can be made for the foundation of this new library building, the whole front of this building will have to be torn down to get foundations in. They are not positive of this at the moment, but that is the way it appears. Those particular rooms that are affected there are in use by a continuous number of people. If you will be kind enough to look at the two rooms indicated, the workshop and the playroom, on this folder that we gave you, it will show how much use there is there. They are two of the six rooms involved. This will show it is a very serious matter. From an overall planning operation this would be the time to do it—getting proper elevation, proper site planning and the like.

We also have some pictures of the deterioration which there is.

Senator BYRD. Why don't you just leave them and we will incorporate them by way of reference in the record.

Mr. HEALY. Yes, sir; I will be glad to.

Thank you very much for your time, sir.

Senator BYRD. Thank you, Mr. Healy. It is a good statement.

CHEVY CHASE COMMUNITY CENTER

The statement of Mrs. Robert V. Maudlin, first vice chairman, and Mrs. Wallace Luchs, Jr., secretary, of the Chevy Chase Community Council, urging restoration of the $80,000 estimate for planning funds for a new Chevy Chase Community Center, will be placed in the record at this point.

CHEVY CHASE COMMUNITY COUNCIL,
Washington, D.C., March 18, 1965.

MEMORANDUM REGARDING PLANNING FUNDS FOR THE CHEVY CHASE COMMUNITY CENTER

We have just learned that planning funds for a replacement for the Chevy Chase Community Building at 5601 Connecticut Avenue NW., have not been included in the District of Columbia Appropriations Act, 1966, as reported to the House of Representatives, though these funds were included in the budget for fiscal 1966 by the District of Columbia Commissioners. The Chevy Chase Community Council strongly urges the restoration of the amount of $80,000 for planning a new community building, for the following reasons:

1. The Chevy Chase Community Center is housed in a 65-year-old, partially condemned school building whose second floor has been unusable for years. It has shared space with the Chevy Chase Branch of the District of Columbia library system. The building is in imminent danger of being totally condemned. Holes in the floor, cracks in the wall, nonexistent plumbing, leaks which require buckets, roaches, and silverfish have finally driven the library out.

2. The District of Columbia Library Department has not only its planning funds as of last year, but has just been granted construction funds for the new branch, in the amount of $611,000. The building will be constructed on the same site as that occupied by the community center. A good deal of liaison work between Library and Recreation Departments has resulted in a preliminary site plan for the two buildings which includes a shared utilities "house" to serve both, for long-term savings.

3. The 20-year-old recreation program will continue in the termite-ridden old community building as long as it stands up. Over 100 regular and special activities, including two daily preschools and a variety of classes occur in this center which is unique in the city in its services to young and old. It is open from 9 a.m. to 10 p.m., 6 days a week, 12 months a year. The program is so popular that almost 30 percent of the nearly 1,000 winter applicants had to be turned away for lack of space.

4. Now there is a genuine concern that the poor old building will collapse into the hole that is dug for the library, and the community may lose its priceless recreation program.

It is vital that plans be started now for a new community center. Please do what you can to help us.

Mrs. ROBERT V. MAUDLIN,
First Vice Chairman.
Mrs. WALLACE LUCHS, Jr., *Secretary.*

Mr. HEALY. May I ask the people who are here in support of our position to stand and be recognized?

Senator BYRD. Yes.

Thank you very much.

Mr. HEALY. Thank you, Senator.

Senator BYRD. The next witness is Mrs. Anne B. Strout.

Miss RUSSELL. Mr. Chairman, my name is Barbara Russell, and I am appearing in the place of Mrs. Anne B. Strout.

Senator BYRD. Very well.

STATEMENTS OF MISS BARBARA RUSSELL AND MRS. MARIAN CAIN

RECREATION DEPARTMENT REQUESTS

PARENTS PRESCHOOL COUNCIL

Miss RUSSELL. Mr. Chairman, my name is Barbara Russell. I am the legislative chairman of the Parents Preschool Council. Accompanying me is Marian Cain, president of the council. We represent the parents of the more than 2,000 children who presently attend the cooperative preschools staffed by the Recreation Department. Our

testimony is divided into two parts. Mrs. Cain will first describe the special needs of the District's preschools. I would then like to express our views on the total Recreation Department request.

COOPERATIVE PRESCHOOLS

Mrs. CAIN. As stated, the Parents' Preschool Council represents the parents of more than 2,000 children presently enrolled in preschools of the District of Columbia.

The preschool is a cooperative play program designed to stimulate creative and constructive play. It is a free program sponsored by the District of Columbia Recreation Department. Enrollment is open to all children between the ages of 3 and 5.

We need funds for more schools in all sections of the city. In September 1964, 624 children were placed on the waiting list. Many of the eligible children are not registered. The reasons are: (1) Many children need public transportation or car pools to the preschool. Family funds often prevent this. (2) In several sections of the city, the children cannot enjoy a 5-day program. The enrollment demands 3 days for 4- and 5-year-olds and 2 days for 3-year-olds. (3) While there is no cost for enrolling in the program, the costs of milk or juice are defrayed by the parents. This imposes a hardship on some mothers. No funds are available from the departments to help with these expenses.

Because of limited funds, many of our preschools are staffed with per diem employees. Their salaries are low and the workweeks are short. This prevents the hiring of many persons trained and/or interested in children of this age group. Persons who have invested 4 or more years in training cannot exist on a 20-hour-week salary; therefore, our children cannot receive the most from their first group experience.

RECREATION CENTERS

In the recreation centers, there is a need for in and out-of-door equipment. Equipment placed in the centers should have play value. Toys should not be just furnishings for a room. The varying needs of children demand this. The budget of the District of Columbia Recreation Department should include funds for consultation with nursery and preschool authorities in equipping their centers. These needs of our District preschool, if filled, would afford each child a healthy and happy experience.

Miss RUSSELL. The Parents Preschool Council wants to see the programs offered by the Recreation Department expanded and improved. We are horrified that this year's budget request has been so drastically cut by the House of Representatives.

KENNEDY PLAYGROUND

Kennedy Playground, at Seventh and P Streets NW., is the finest in the city. In June of 1964 alone, 500,000 children used it. On a per capita basis it costs less than most other playgrounds in the city. Despite this, the House refused to appropritae any money for maintenance or staffing. In other words, it voted to close the playground. The design for the proposed Shaw Junior High School replacement submitted by Mrs. Smith is outstanding. Both educational and com-

munity recreational facilities are included. We urge you to recognize the crying need for both these facilities, and ask you to reinstate both appropriations in this year's budget.

At the House hearings, Chairman Natcher of the House Appropriations Subcommittee praised the roving leader program for its success in working with teenage gangs, and preventing crime. Yet, the Recreation Department's request for 3 additional roving leaders was denied while the same committee approved the hiring of 100 new policemen.

The Recreation Department requested a music director, a director of youth gardens, a part-time costumer and additional money for children's theater. All these items, so important for the cultural development of the city's children, were struck.

CENTER FOR MENTALLY RETARDED

The Recreation Department requested money for the establishment of a recreation center for the mentally retarded. Specialists at a center of this type are desperately needed to work with these handicapped people so that they can remain in society rather than being committed to an institution. This request was not approved.

Seven administrative aids were requested. Not one was approved.

A total of 55 new staff positions were requested; only 19 were approved. All 55 are urgently needed.

CAPITAL OUTLAY PROJECTS

The total requested for capital outlay projects was $1,818,600. Forty-two percent of this amount was cut by the House. Sixteen new centers were requested; only six were approved. Both new and improved recreation centers are badly needed in a city whose school (and adult?) population is steadily growing (see appendix for details on the capital outlay projects).

We feel that the total Recreation Department budget is a step toward requesting funds which are truly adequate to meet the needs of the residents of the District of Columbia. We remind you of the high cost of prisons, correction homes, and policemen's salaries. We remind you also of the high human cost when young people are not helped to fulfill their potential. We hope therefore that you will not accept the budget as approved by the House, but will consider the budget as proposed by the Recreation Department as a absolute minimum. We hope you will instruct the Recreation Department to submit next year a budget which will make available the staff, facilities, and supplies needed to do a superlative job.

Senator BYRD. Miss Russell and Mrs. Cain, I apologize for having to go to the phone, but Senator Mansfield was calling, and, inasmuch as he is our leader, I felt I should answer, but I tried to listen to your testimony also, and I was listening as best I could. I think you have presented a fine statement.

Miss RUSSELL. Thank you.

Senator BYRD. I can see you have spent a considerable time in the preparation of it.

Thank you very much.

Some of the representatives of the press do not have chairs. There is another table over here. Perhaps we can get chairs so as to enable those persons who are standing to be seated at the table.

The next witness is Dr. Frederick Fall, or Mrs. Esther Coopersmith.

While we are getting ready, would Mr. Kux appear at the table. And Mr. John Anthony, come forward now, please. Also Mr. Merle D. Baumgart, would you like to come forward at this time.

Now, Mrs. Coopersmith, would you please proceed. Thank you very much for waiting.

STATEMENT OF MRS. ESTHER L. COOPERSMITH, CHAIRMAN, WASHINGTON CIVIC OPERA ASSOCIATION; ACCOMPANIED BY DR. FREDERICK FALL

Washington Civic Opera Association

Mrs. Coopersmith. Chairman Byrd, and members of the subcommittee, my name is Esther Lipson Coopersmith; I am chairman of the Washington Civic Opera Association. The association was established by the District of Columbia Recreation Department and under its sponsorship provides training in all aspects of the production and presentation of opera and trains young artists as well as mature singers. Many of the local singers who have performed with the Civic Opera Association have attained outstanding professional success, for example:

Eva Baber is now one of the most sought after coloratura sopranos in European opera companies and guest soloist in many European capitals.

William Dupree is now a leading tenor with the city center opera in New York for the Tanglewood Festival for the coming season.

Bernice Fraction is now a scholarship student at the Juilliard School of Music, studying with Mme. Blanch Thebom.

Carl Kaiser is now the leading tenor of the opera in Bremen, Germany.

Tom Paul was the leading bass with the Goldowsky New England Opera, and is now a leading bass with the City Center Opera in New York City.

David Small is now a scholarship student at the opera school in Bayreuth, Germany.

Jeannette Walters has just received a scholarship for opera workshop study in Spain.

Metropolitan Opera audition winners (regional) in the last 3 years include David Small, William DuPree, Donald Boothman, Jeannette Walters, Brown Bradley, and David Beckwith.

Function of Association

The association functions effectively as a workshop for singers and a training ground for all other facets of opera production. Those who are interested can learn and practice stage design, set construction, costuming, lighting, acting, and choral singing. Over a thousand people have participated in all phases of opera production in the past 10 years.

In the decade the association has been in existence over 70,000 people have seen and heard its productions. Under the direction of Dr. Fred-

erick Fall, the company has presented "The Telephone" and "The Medium," by Menotti; "The Bartered Bride," by Smetana; "The Gypsy Baron," by John Strauss; "Tales of Hoffman," by Offenbach; "The Merry Widow," by Lehar; "Madame Butterfly," by Puccini; "The Student Prince," by Romberg; "La Tosca," by Puccini; "Faust," by Gounod; "Der Freischuetz," by Von Weber; and "Don Pasquale," by Donizetti.

The association, as the name implies, is a civic organization which provides this community with musical productions of artistic merit, directed to the largest possible audience.

IMPORTANCE OF ASSOCIATION

From a modest beginning in 1954, the association has grown until it is now presenting local, homegrown, grassroots opera of professional caliber. Performances have always been acclaimed by overflowing crowds at Constitution Hall, Crampton Auditorium, Carter Barron Amphitheatre, and the Watergate. Thus the work of the opera association is of vital importance to the District of Columbia. It satisfies the growing demand by the District citizens who are deeply desirous of a share in the District's spreading cultural life and it provides an educational opportunity for talented young people who by direct participation can learn great music and thus fit themselves for later professional careers. For the benefit of the less affluent such opportunities should be furnished with at most a token charge.

In the past 12 years the District of Columbia Recreation Department and the Washington Civic Opera Association has strained all available community resources to fulfill their objective and has, in many cases, been able to offer opera productions free to the public.

I should like to invite you to attend, Mr. Chairman, knowing what a fine musician you are.

Senator BYRD. How do you know that?

Mrs. COOPERSMITH. I know about your talents. Very good fiddling I must say. So I know you would enjoy our production.

Senator BYRD. Don't you refer to that as playing the violin?

Mrs. COOPERSMITH. Yes, sir. In Washington, I guess, we would say playing the violin, but down in West Virginia, where the people have been kind enough to reelect you, it is good fiddling.

Senator BYRD. Would you say that the "Unfinished Symphony" is good fiddling?

Mrs. COOPERSMITH. What about that, Dr. Fall?

Senator BYRD. And what about, the "Hungarian Dance Number Five"?

Mrs. COOPERSMITH. Yes; that is mighty good fiddling.

Senator BYRD. You may proceed.

FUTURE OF PROGRAM

Mrs. COOPERSMITH. In 27 productions, 43 performances, 26 have been free to the public. Over 150 people in the Washington area have actively participated in each performance. Statistically as well as artistically judging from the acclaim of critics and public the mission of the group has been accomplished. However, the future of this artistic program is viewed with considerable concern by both

the association and the District of Columbia Recreation Department. The concern is based on the increased costs in all areas of stage production, the necessity of using an all union orchestra, and the urgent need to expand the program.

This subcommittee has appropriated $6,000 each year to the District of Columbia Recreation Department for musical activities. The association is not requesting a new item, it is requesting a larger sum and asking that you earmark it for the opera association's work so that it can continue to expand its services to the people of the District of Columbia and so that it may carry out the mandate which Congress gave the Recreation Department in the 1942 act—to give aid to the arts.

APPROPRIATION REQUEST

Therefore, the following request is made:

That the Appropriation for the Production of Opera by the District of Columbia Recreation Department Be Increased From $6,000 Per Annum to $20,000 Per Annum.

Such an increase would enable the Opera Association to stage two performances of one fully staged grand opera production; two performances of one fully staged operetta production; two performances of one fully staged Christmas opera for children; one opera in concert form; and one concert of opera excerpts.

This request is not only supported by the District of Columbia Recreation Department, but on a bipartisan basis by Congressman William B. Widnall, of New Jersey, and Congressman John Dowdy, of Texas. With your permission, Mr. Chairman, I would like to include the text of their letters as part of my remarks.

STUDY BY LIBRARY OF CONGRESS

I should like to include as part of my remarks a study on "municipal financial support of artistic and cultural activities in U.S. cities" made by the Library of Congress which Senator Hubert H. Humphrey included in the Congressional Record in 1960. The study shows that the District of Columbia does less for the arts than most U.S. cities.

President Lyndon B. Johnson in calling for increased aid of all kinds to the arts is responding to a consensus of the American people. Equal opportunity to enjoy the arts must be a cornerstone of the Great Society.

Senator BYRD. Thank you very much, Mrs. Coopersmith. The text of the letters of Congressmen Widnall and John Dowdy will be included in the record as requested.

As to the study made by the Library of Congress, how voluminous is it?

Mrs. COOPERSMITH. Just one sheet.

Senator BYRD. All right, that will be included in the record as you have requested.

Mrs. COOPERSMITH. Thank you so much for this opportunity.

Senator BYRD. Yours is a very excellent statement. We certainly thank you.

(The documents referred to follow:)

HOUSE OF REPRESENTATIVES,
Washington, D.C., February 8, 1965.

HON. WILLIAM H. NATCHER,
Chairman, Subcommittee on District of Columbia Appropriations, Committee on Appropriations, Room H–302, U.S. Capitol.

DEAR MR. CHAIRMAN: I am advised that the District of Columbia Recreation Department is requesting a $20,000 item in the 1965 supplemental appropriation, and a like amount for the 1966 District budget, for the use of the Washington Civic Opera Association.

The named association has been in existence some years. It provides training in the fine arts field relating to the opera, teaching young people in all areas of the production and presentation of operas. It is open to all people, and is a part of the District of Columbia Recreation Department's efforts to make the fine arts available to all people. It has been most successful, and is in line with an act of Congress of more than 20 years ago, authorizing the Recreation Department to give aid to the arts.

I am further advised that the Recreation Department and interested people are amply able to support this request at your hearings. I will appreciate your sympathetic consideration of this effort to bring the opera classics to the young people and low-income families of the District of Columbia.

Sincerely,

JOHN DOWDY, *Member of Congress.*

HOUSE OF REPRESENTATIVES,
Washington, D.C., January 26, 1965.

HON. WILLIAM H. NATCHER,
Chairman, Subcommittee on District of Columbia Appropriations, Committee on Appropriations, Capitol Building, Room H–302, Washington, D.C.

DEAR MR. CHAIRMAN: Presidents Dwight D. Eisenhower, John F. Kennedy, and Lyndon B. Johnson have called on the Congress to take steps to make the fine arts available to all of our people.

Many Members of Congress have introduced legislation for this purpose. During his years in the Senate, Vice President Hubert H. Humphrey sponsored bills to set aside 1 mill out of each local tax dollar to aid the arts in the District and make them readily available to all. In his introductory remarks he included a study showing that the municipal government of the District does less than most other cities to aid the arts locally developed and presented.

I have been reliably informed that the District of Columbia Recreation Department requested a $50,000 cultural item be included in the 1965 District budget to aid the District's own arts, in line with Presidential intent, and in line with the 1942 act of Congress giving the District of Columbia Recreation Department a mandate to aid the arts locally and make them available to all District citizens. However, this $50,000 fund was eliminated by the District budget office.

Now the District of Columbia Recreation Department has prepared, at the request of its Washington Civic Opera Association, which it developed and sponsors, a $20,000 budget item for inclusion in the 1965 supplemental appropriation, as well as in the 1966 District budget. The 10-year-old Washington Civic Opera Association is open to all, and provides training in all aspects of the production and presentation of opera, and trains young, struggling artists as well as mature singers in opera. A number of singers trained by it have gone on to professional careers in their chosen fields here and in Europe.

Your consideration and support for this budget request, which is fully developed in the attachment, which will make opera classics available to young people and families of limited means, will be deeply appreciated.

Sincerely,

WILLIAM B. WIDNALL,
Member of Congress.

COMMUNICATIONS URGING FUNDS FOR OPERA ASSOCIATION

Senator BYRD. I have received several communications from individuals, urging the appropriation of adequate funds for the Washington Civic Opera Association. These letters will be retained in the committee files.

STATEMENT OF DR. FALL

Senator BYRD. Dr. Fall, would you like also to speak?

Dr. FALL. Thank you very much Mr. Chairman.

The only thing I would like to add is that we are no longer a cultural desert, and the people are hungry for culture. Our purpose is to do opera at low prices or for free so that the masses, who cannot afford the high prices of professional opera, can enjoy this great culture.

Senator BYRD. Thank you.

Mr. Dennis Kux is the next witness.

Mr. KUX.

STATEMENT OF DENNIS KUX, CHAIRMAN, EMERGENCY RECREATION COUNCIL FOR CAPITOL EAST

PUBLIC RECREATIONAL FACILITIES

Mr. KUX. Before going into the prepared statement, may I make the request that some consideration be given, if possible, to allowing of a large number of people, including many mothers and small children, who are standing outside and who have come down to show their support for the President's efforts on behalf of the District schools and recreation, to come into the hearing room, if it is possible.

Senator BYRD. Mr. Kux, how many are there?

Mr. KUX. My guess would be 30 or 40 people, including some small children.

Senator BYRD. As you can recognize, the hearing room is filled, practically all of the seats are taken, and I don't think it would be feasible or practical to attempt to get another 30 or 40 or 50 persons in the room. You are here to speak for the group, are you not?

Mr. KUX. Yes.

Senator BYRD. You may proceed. I regret that the facilities are not large enough to accommodate a larger group of persons, but I think it would only add to the discomfort of the person, and certainly the persons could not get into this room and even have standing space, unless they stood in the aisles and in the front of the room, because the seats go all the way back to the wall, and they are full.

Mr. KUX. I thought perhaps it would be possible to move some of the seats forward.

PETITION SUGGESTED

Senator BYRD. We don't have time to move all of the seats forward. You are here as spokesman for the group and we will afford you the privilege of speaking for these people outside, they may sign a petition, and you may present it later. I think we have to be practical and reasonable about these matters. Of course, the subcommittee wants to accommodate as much as it can. But you have been here before, haven't you?

Mr. KUX. Not on the Senate side, sir.

Senator BYRD. All right. Will you please proceed, Mr. Kux.

Mr. KUX. Thank you, sir.

My name is Dennis Kux, testifying as chairman of the Emergency Recreation Council for Capitol East, an organization which emerged last summer in response to deep citizen concern about the area's shocking lack of public recreational facilities. Since then, 46 community

groups have affiliated—civic associations, block clubs, churches, settlement houses, political precincts, school PTA's, and even a babysitting co-op. In addition, the recreation council has won endorsement from both District of Columbia Democratic and Republican Central Committees.

AREA AND POPULATION INVOLVED

Capitol East, the area bounded by South Capitol Street, the Anacostia River, Benning Road, and Florida Avenue NE., and the Union Station railyards, contains 101,000 people—13.3 percent of the District's population. According to recognized recreational norms, it should have 101 acres of supervised playspace. In fact, it has 23.6 acres—76 percent below desired standards and roughly 50 percent below District average.

The area directly east of the Capitol, Capitol Hill, is the most recreationally deprived section of its size in the entire city with only 1.1 acre of playspace per 1,000 children; and Northwest Washington has 10 acres per 1,000, a difference of 900 percent. And since Capitol East has 16.3 percent of the District's under 20 population (40,000 of 243,000) it is on our children—the group which can least afford neglect—that the brunt of the recreation gap falls hardest.

And yet, until recently, there was little official recognition that a problem existed, let alone any hope for corrective action. Priceless playlands from Garfield Park and Giddings School playground were chewed uy by the Southeast Freeway juggernaut, and the District reneged on its promise to replace these lands, allowing the Giddings School children to take their recess play out in the street. The District has pound-wise and penny-foolish plans to close historic Eastern Market, which the neighborhood wants to maintain as a market, and to auction off the valuable property, once piously promised as replacement for Garfield Park.

While the District requested half a million dollars for a recreation center for the roughly 3,000 children of new Southwest, it requested only $115,000 for fiscal 1966 for increased staff and recreational programs for Capitol East's 40,000 children. And over the next 5 years, the District currently plans to spend only $22,000 for recreational capital improvement in Capitol East out of more than $8 million for the entire District.

WORK OF COUNCIL

Against this background of neglect and indifference, the Emergency Recreation Council has been working the past year, seeking to stir concerned District authorities into action. We have asked them first to save Eastern Market as a market by extending the merchants' leases, and to construct a badly needed community swimming pool on the deserted firehouse site next to the market. To meet the overall recreational need, we have asked the authorities to plan and execute bold and imaginative programs to upgrade Capitol East's recreational facilities to established norms and to levels attained elsewhere in the District. This means a 150-percent increase in facilities.

The response to our appeal by the recreation department and the District Building has been encouraging. We are happy to report

that constructive efforts are now underway under the leadership of Commissioner John Duncan and the recreation department. At last there may be some hope that something will be done to end this civic disgrace.

PROPOSED RECREATIONAL SITES

I might add, our organization has been in touch with Mr. Horsky, the President's special representative for District affairs, and is proposing to him today several specific sites in the Capitol East area that could be turned immediately into play space. These include the two vacant blocks next to the House Office Building, and the Library of Congress, whose fate is in abeyance now, and another site is a three-block strip in back of the Evening Star building, between Second and Third Streets SE.—this land used to be under the control of the National Park Service, but somehow or other it has become a parking lot for the Naval Gun Factory. The depressed area back of the Star would be better used for a plaground. Another site is the area in back of the old firehouse site at Fourth and Carolina SE.

RESTORATION REQUESTED

For the 1966 budget we want to see the entire $115,000 requested for additional staff to supervise recreation programs in Capitol East restored. We can only interpret House action to eliminate this request which would have brought our area about half a dozen new workers as a slap in the face for Capitol East citizens seeking to create a better community and one with adequate public facilities. Moreover, while giving Capitol East nothing, the House was willing to lavish $500,000 for a recreation center for higher income and sparsely populated new Southwest. Is it congressional policy to favor the few in higher income areas over the many in underprivileged sections?

The House also cut a number of school improvement and construction programs which would have led to better recreation for our children. We urge the Senate to restore all of these, including the proposed expansion of Hine Junior High School. We finally recommend that the proposal to build a pay parking lot for 36 cars at the cost of $31,000 under the Southeast Freeway at Virginia and Second Streets SE. be dropped from the budget. Instead this land should be added to Garfield Park and used for recreation purposes.

The problems of Capitol East are not unique, but out of location next to the Capitol gives our neighborhood great symbolic importance. Unfortunately, the incredible lack of parks and playgrounds and the dilapidated and inadequate school facilities speak not for the bright promise of the future—the promise the President holds out in the Great Society—they speak rather for decades of neglect by the legislative and executive branches. Now is the time to act to end this neglect.

Thank you very much. [Applause.]

Senator BYRD. Let us not have any outburst of applause.

Thank you, Mr. Kux, for your statement.

The next witness is Mr. John M. Anthony. Come forward, please, Mr. Anthony.

STATEMENT OF JOHN M. ANTHONY, CHAIRMAN, DEMOCRATIC PRECINCT NO. 62 COUNCIL, AS PRESIDENT FOR MADISON-TAYLOR PTA AND CHAIRMAN, RESOLUTION COMMITTEE OF THE PUBLIC INTEREST CIVIC ASSOCIATION

Recreational and Educational Funds

Mr. Anthony. I am John M. Anthony, and am speaking as chairman for the Democratic Precinct No. 62 Council, as president for Madison-Taylor PTA, and as chairman of the resolution committee of the Public Interest Civic Association.

Tonight much will be said about why money should be appropriated for the recreation and education for the Nation's Capital. Any nation's capital should set the pattern for the rest of the nation, more money should be available than is needed with instruction to use it wisely, and it should be used wisely, because it is here that the best administrative brains in the Nation are concentrated; or is it? Brains to run a great nation, a powerful nation, the greatest Nation on earth, should be able to see that proper and efficient administration is administered. In fact, you have no sound reason for not making the Nation's Capital the leading city in every department, and it would be if the VIP's would pause for a moment to determine which is of greater importance, the child, or the dollar.

For would you incapacitate a horse for want of a nail, and so forth? I think not. The war on poverty may be lost if the war on the lack of education is not expanded and if the war on juvenile delinquency (social misfits) is not advanced by supervised recreation. This may well be if you compare the child to the tight purse strings held on the Nation's Capital. These tight purse strings are denying us the opportunity to expand our education and recreational facilities to the full capacity necessary to raise our children to their fullest potentialities to become good citizens.

Value of Education and Recreation

We know that every child should have every opportunity to play and learn until it becomes an adult, with as wide a range of facilities as possible for we know that education and recreation go hand in hand. For while education gives them the tools to assimilate and accumulate knowledge, recreation gives them the very foundation to cooperate and coordinate with society, molds their character to adjust to, and compete with others according to the rules demanded by society rather than by rules of their own. Recreation is the building blocks that gives the child the motivation to want to be incorporated into society, how to compensate and circumvent obstacles, how to compete according to the rules.

We know that lack of recreation is as much the cause of crime as the lack of education, for if a child cannot fit into the games they play, if it cannot learn the rules, that rules apply to it, as well as others, that the rules must be obeyed to enjoy the fruits of the game, that losing is part of winning, and that it must have the will to win, then it must learn these things through supervised recreation.

Consider that these children are children of low-income parents who have little or no education, chained to a lifetime of low incomes,

not able to help their children to learn, with little inspiration to pass on to the child, and their homes are in a neglected part of the city. Consider too, that these parents come home too tired, but must hustle off to another job, or to do the chores at home, while their children play on the sidewalks, unsupervised, with no playground to play in, supervised or unsupervised.

The community must supplement this lack, and each person here tonight is dedicated to bringing this area up to par with the city's average.

All we are asking for is $1 for each of the 100,000 citizens of this area to use for improved education and recreation facilities.

Thank you.

Senator BYRD. Thank you very much, Mr. Anthony.

Now, will those who have already testified, and who do not have further business here, please proceed to make room for someone else.

Thank you, Mr. Anthony. We appreciate your statement.

Now, before Mr. Baumgart proceeds, will Mr. Thomas Glasgow Smith come forward.

Is Mr. Richard J. Roth present?

Mr. SMITH. Sir, he has not yet returned from his honeymoon.

Senator BYRD. So he is is not present?

Mr. SMITH. He is not, sir.

Senator BYRD. Is Mrs. Tessie L. Wright present?

Mr. SMITH. She is not. She would like to submit a statement later.

Senator BYRD. If she will do so, fine.

Mrs. Robert Striar, please come forward.

Mrs. Catherine B. McClennon.

Mrs. William Norwood.

Mr. Leo Diegelmann.

Mr. DIEGELMANN. Yes, sir.

Senator BYRD. Will you come forward, please.

Mr. Baumgart, will you proceed, please.

STATEMENT OF MERLE BAUMGART, ON BEHALF OF PRECINCT NO. 73

RECREATIONAL AND EDUCATIONAL FACILITIES

Mr. BAUMGART. Mr. Chairman, my name is Merle Baumgart and I am speaking as Democratic leader of precinct No. 73. Our precinct lies next to the House side of the Capitol, bordered by South Capitol Street, the Anacostia River, 11th Street SE., and Pennsylvania Avenue. The population is approximately 17,500.

Like other areas in Capitol Hill and Capitol East, our citizens are gravely concerned about the shocking inadequacy of recreational facilities and the pitiful state of our schools. Believe it or not, the several thousand children in the area have only two playgrounds—one at the Capper dwellings and the other at Virginia Avenue and 10th Street. We used to have another one in Garfield Park, but this was lost to the Southeast Freeway, which will also gobble up part of the Virginia Avenue playground. On the whole, school playgrounds at the five schools in the precinct are very poor. And one at Giddings Elementary School is a civic disgrace. Most of the playground was taken for the freeway 3 years ago. Since then the children have

had to take their recess right out in the middle of G Street. We feel it is high time the Congress and the Commissioners did something to get these children off the street and back into a decent playground.

This sort of situation has caused our precinct, and all the other Democratic precincts in Capital East as well as many other organizations, to back the efforts of the Emergency Recreation Council for Capitol East in seeking more recreation facilities and programs.

RESTORATION REQUEST

We strongly support the recreation council's request that the Senate restore in full the $115,000 which the House slashed from the recreation request to provide for additional staff to increase supervised programs in the area. When Capitol East is so sadly deficient in recreation, we think it more than incongruous for the Congress to be considering the kind of an omnibus crime bill that is oppressive rather than corrective in nature.

In education, precinct 73 schools have some of the best and worst that can be found in Washington. On the positive side are the buildings at Tyler and Van Ness Elementary Schools, and we urge you to approve funds for the expansion of Tyler. On the other side of the ledger is Lenox Annex, which many consider the worst school building in all of Washington. The building was once condemned and the school authorities now euphemistically call it "substandard." Next come sections of Lenox and Giddings and Brent which are 19th century veterans. We would hope the Senate will restore funds for building a new Brent which the House cut out. In addition to providing better facilities for the children now in Brent, my own included, this will permit the permanent closing of Lenox Annex, a loss few will lament.

HINE JUNIOR HIGH SCHOOL ENLARGEMENT

We would also like to support funds for the enlargement of Hine Junior High which lies in precinct 74 but provides schooling for many of our children. Happily, "horrible Hine" is being replaced by a new plant, but unhappily the moment the doors of the new Hine open, it will already be overcrowded. We think the District's proposal to add to the new school now being constructed at the present site makes excellent sense and is the least expensive way to meet the area's growing need for junior high school seats. Having one school also offers the best prospect for a genuinely integrated school which is what the vast majority of our citizens want. We accordingly oppose suggestions to construct a second junior high school further east of Hine. Such a school would cost more, displace more people, and would almost inevitably be a de facto segregated school.

Senator BYRD. Thank you.

Mr. BAUMGART. Thank you very much, Mr. Chairman, for this opportunity to testify, and I sincerely hope that the Senate will be able to restore many of the cuts that the House made; and I also want you to know that we are extremely encouraged that the President of the United States has taken such a great interest in our educational and recreational needs. Thank you.

Senator BYRD. Thank you, Mr. Baumgart. What is your profession, Mr. Baumgart?

Mr. BAUMGART. I am a schoolteacher, sir.

Senator BYRD. Where do you teach school?

Mr. BAUMGART. I am a District professor of the District of Columbia Teachers College.

Senator BYRD. Thank you very much.

Mr. Smith, will you please proceed.

STATEMENT OF THOMAS GLASGOW SMITH, CHAIRMAN, DEMOCRATIC PARTY, PRECINCT 76

RECREATIONAL AND EDUCATIONAL FACILITIES

Mr. SMITH. Mr. Chairman, my name in Thomas Glasgow Smith, and I am the Democratic Party chairman for precinct 76 here in Washington. My appearance before you this morning is for both that precinct and for the Capitol Hill Democratic Club.

We of the Capitol Hill Democratic Club wholeheartedly support the recommendations of the President of the United States of America and of the Commissioners of the District of Columbia in their requests to this, the National Congress that the budget for our Nation's Capitol should meet the needs of this wonderful city in which we are privileged to reside. We want specifically to endorse (1) the efforts to save the John F. Kennedy playground and to build a respectable school for the pupils of Shaw Junior High, (2) the absolutely necessary expansion of the now-being-replaced "Horrible Hine," (3) a replacement for that very promising Brant Elementary School, (4) the utilization of that abandoned firehouse site adjacent to the Eastern Market as a public park which ought to include a year-round swimming pool, (4) the expansion of Tyler Elementary School (even though this project involves the tearing down of this person's home and the displacement of him and his wife from neighbors they have come to know well and love), and (6) the recapturing from the highway authorities of park land taken for the building of the Southwest Freeway.

FISCAL YEAR 1966 BUDGET REQUEST AND HOUSE REDUCTION

The budget requests of the District of Columbia to the National Congress for the fiscal year 1966 were originally in a total amount of approximately $387½ million. The other side has now trimmed that original budget by some $31 million; and, as you gentlemen are well aware, the Commissioners of the District of Columbia have requested that you restore some $9 million to our budget. We make no claims to any expertise as budget consultants, financial experts, or money men. What we do say is that the original budget requests were less than we desired, the paring that the budget received in the House of Representatives related much less to the needs of the District of Columbia than it did to outmoded concepts of fiscal respectability, and that a restoration of $9 million into the starvation budget with which you have been presented will only minimally meet the short-term needs of the District of Columbia.

By way of illustration of the above let me tell you about Payne Elementary School, situated on C Street between 14th and 15th Streets SE., which is the only school building in precinct 76 and which is, almost by default, our polling place. The playground of Payne is

rather larger than most of the schools in our general area. That is to say, the school and the playground together encompass perhaps three-fifths of the square in which they are located. However, that third of the playground closest to the school is covered with broken asphalt surface through which weeds grow and the farthest two-thirds of the playground is jointly covered with weeds and gravel. Aside from two triangular patches of grass at the intersection of 17th Street and Massachusetts Avenue SE., where the signs saying "No Ball Playing Allowed in This Area" serve as goalposts, the Payne playground is the only place in this precinct where children can play.

However, there was nothing in the original budget, or in the proposals before you now, to provide for a full-time recreational program on this Payne playground. There was nothing in the original budget or in the proposals before you now to provide for baseball, basketball, football, volleyball, tennis, badminton, or soccer equipment or staff. There is no proposal before you that sound equipment for outdoor dances or plays or lectures or public gatherings or that lighting be provided so that this sizable weed-grown lot might become the community gathering spot that it has every possibility of becoming but for the lack of money and imagination that have condemned it to what it is.

COMPOSITION OF CLUB

The Capitol Hill Democratic Club is composed of representatives of those six precincts which lie immediately east of the Capitol building but between it and the Anacostia River. Within those precincts are some 15,000 voters who, last fall, endorsed the Democratic candidate for the Presidency of the United States of America by a margin slightly greater than nine to one.

Might I add how right we were in our choice.

If those same voting citizens of this municipality were now asked whether they wanted decent schools, decent playgrounds, an end to slum housing conditions, and an end to poor people dying as a consequence of a neglectful and unresponsive welfare system, they would say "yes" with such a "yes" as would make this magnificent marble building tremble.

Those voters will not be asked those questions, but you are. We look forward both to your answer to those questions and to that time when we shall no longer trouble you with them.

Thank you for this opportunity to appear before you. With every good wish, I am, for the Capitol Hill Democratic Club.

[Applause.]

Senator BYRD. Let us have quiet. The reporter has to hear what the witness is saying. This is not a place for a demonstration and the chairman would ask you not to applaud.

We have 70 witnesses who have indicated their desire to be heard and we must press on in the interest of time.

Thank you very much, Mr. Smith.

Mr. SMITH. Thank you, sir.

Senator BYRD. The next witness is Mrs. Robert Striar.

Mrs. Striar, would you kindly proceed?

Mrs. STRIAR. Mr. Chairman, with your permission, Mrs. McClenon will speak first. We speak on the same subject.

Senator BYRD. All right, Mrs. McClenon.

Mrs. STRIAR. Thank you very much, Mr. Chairman.

STATEMENT OF KATHERINE B. McCLENON, VICE PRESIDENT, FORT RENO COMMUNITY COUNCIL

PLANNING AND CONSTRUCTION—FORT RENO RECREATION CENTER

Senator BYRD. This is Mrs. McClenon?

Mrs. MCCLENON. Mrs. McClenon, yes sir.

Senator BYRD. Very well.

Mrs. MCCLENON. May I ask that those four here in the interest of the Fort Reno Community Recreational Center please rise?

Senator BYRD. Yes. Would you please rise. Thank you very much.

Mrs. MCCLENON. I am Katherine B. McClenon, a vice president of the Fort Reno Community Council. The immediate objective of this council is to obtain support for the planning and construction of the long overdue Fort Reno Recreation Center.

Today, to save your time, I am speaking as the representative of about 38 organizations in the upper Northwest section of the city—parent organizations at all the public schools in this area, several religious institutions, youth organizations, citizens associations, and civic organizations. We also have the support of political precinct chairmen of both major parties. We have given the secretary supporting material including letters from the organizations endorsing this center, and a number of petitions supporting it; more have been mailed directly to you.

The land for the Fort Reno Recreation Center was acquired in 1952, under the Capper-Crampton Act, for the specific purpose of use as a youth and adult recreation center, to be under the supervision of the District of Columbia Recreation Department. This particular spot was chosen because it is ideal for the purpose. It lies exactly between Woodrow Wilson High School and Alice Deal Junior High School, and is in the center of the large upper Northwest area. The 30-acre plot is one of the few publicly owned sites still available for recreation use. It is greatly needed for this purpose now, as almost all privately owned and previously vacant land on which children could play has been built up.

PREVIOUS STATEMENTS BEFORE COMMISSIONERS

In the 23 years since this land was acquired, there has been active work by adults and by students at Wilson and Alice Deal to secure funds for planning and development of this center. As an example, I quote from a statement before the District of Columbia Commissioners in 1959 by the Fort Reno Playground Development Committee chairman, Mrs. Joseph Paull:

> In 1949, when my husband and I purchased our home at 4827 Nebraska Avenue, the real estate agent pointed across the street. "All of that will shortly become a wonderful recreation center for you and your children—tennis courts, playing fields, a swimming pool, etc." We could hardly wait. Today, October 6, 1959, we are still waiting as is our entire Northwest area.

Another 6 years later, we feel extremely fortunate that this center was included in the 1966 District of Columbia budget appropriation passed by the House of Representatives. It is the only recreation facility in this area so approved.

Tentative plans by the Recreation Department for this major unit in the recreation system plan include a multipurpose outdoor organized game area, a playground, tennis courts, a swimming pool,

and bathhouse. We have many large families in this area. We have many working mothers who cannot adequately supervise their children in the daytime. Although there are some well-to-do persons in this neighborhood, the average family cannot afford to join a country club or private swimming pool club. These families need public recreation facilities.

We realize that a recreation center will not cure all of our problems, such as the increasing minor infractions and delinquency reported by police precinct No. 8. But it will help. Youngsters who get into trouble often say, when asked why they did so, "We had no place to go and nothing to do." There is no other place for our 4,000 children of secondary school age to use up their vibrant energy; these are fine children, but, as with all children, if no positive, worthwhile program is available, they may find undesirable recreation. This center will serve children and youth from public, parochial, and private schools.

ANTICIPATED USE OF FACILITIES

On weekends and in the summer it will be used by little children, teenagers, young adults, and grandparents. There are about 50,000 persons living in the area to be served by the swimming pool.

There are only eight public tennis courts in the area. It is about a mile in any direction from the Fort Reno site to playgrounds operating on a year-round basis—too far for little children to walk safely. It is about 3 miles to the nearest public swimming pool, Georgetown, which will only accommodate 80 persons; it is nearly 6 miles to the nearest full-sized swimming pool in Takoma Park.

These are days of emphasis on long-range planning and programing. The Fort Reno recreation center is an urgently needed step in a well-considered development plan for the entire city. The Recreation Department objective is for swimming pools so located that no citizen will live more than a mile from the nearest pool. To plug the currently glaring gaps in the coverage, two new pools are needed, Fort Reno is the most needed of these two.

We have been assured by the Superintendent of the Recreation Department that every effort will be made to locate the recreation center, on this 30-acre site, in the best interest of the community and the facility. Tentative plans call for the pool to be well away from the residential area (and it is possible that off-street parking will be provided), so that neighbors will not be bothered by parked cars or noise. I have spoken with persons who live near another playground, developed fairly recently; they said that there was considerable community resistance before it was built, due to concern about drops in property value. Now, some years later, however, these same citizens, when they sell their homes, cite the existing playground as a selling point; in other words, their property value has appreciated. This council expects to work closely with the Recreation Department during the planning stage, so that the Department can best be aware of the needs of the community.

In closing, I wish to emphasize how greatly we need the Fort Reno center. In our community, it is imperative that recreation facilities be provided for all persons, especially for this generation of children and youth. Although we pay our fair share of the city's taxes, this is one of the areas least served in terms of recreation. In fact, to use

an overworked term, we are underprivileged as far as recreation facilities are concerned.

Senator BYRD. Thank you, Mrs. McClenon.

Mrs. Striar, do you have something further to say?

Mrs. STRIAR. Thank you, Mr. Chairman.

STATEMENT OF MRS. ROBERT STRIAR, BEN MURCH HOME & SCHOOL ASSOCIATION

FORT RENO RECREATION ASSOCIATION

Mrs. STRIAR. Senator Byrd, members of the committee, I am Mrs. Robert Striar of the Ben Murch Home & School Association speaking in favor of the Fort Reno recreation center.

There are 680 children attending the Ben Murch Elementary School. Two of them are mine, and, if you will permit me, I should like to use a personal experience as one of them to illustrate the theme of this appeal. My 9-year-old son took his father for a walk one Sunday afternoon to show him the schoolyard. He hoped to have his dad show him a little about basketball. At the yard the one and only basketball hoop was in use by larger boys with several smaller children lined up and waiting. A long 40 minutes later it was evident that no little kid, even one accompanied by his father, would get a chance at throwing those baskets. Now were these teenagers doing wrong? Certainly not. They were using a public playtime facility in their neighborhood to good advantage. It wasn't their fault that there was no place where children of all ages could find enough suitable equipment for playtime activity. The other day, using home and school association funds, a few tether balls were installed in the schoolyard so that there would be something for the little ones to do. And they have been having some success throwing the basketballs into trash cans.

But it is still an inadequate situation for small children and for teenagers who come to our school only because facilities at Deal Junior High and Wilson High are also inadequate, with only two basketball standards at Deal and none at Wilson. In addition, children who attend private schools but live in the neighborhood use our playground on weekends and vacations.

ALTERNATIVE TO PLAY

Of course, there is an alternative. They can roam the streets and look for trouble. Allow me to use my own family again. It was a pleasant Saturday afternoon. My son and his friend were returning from the movies. Several other children, not having much to do, decided to throw sticks and stones at them. No great damage was done, but certainly it was an unfriendly and dangerous pastime, and parents of both camps were upset. There remained a feeling of hostility between the children for several days. Then, not really thinking to solve this problem but the one in the schoolyard, my husband installed a basketball standard in our yard, setting it up so that it faced the hard-surfaced alley where there was space for practice throwing if not actual playing of the game. We let it be known that anybody in the neighborhood who wished was welcome to use it—including the hostile ones. Well the hostile ones are now our best friends. And throwing balls is so much better than throwing stones.

There is a connection between idleness and the devil of juvenile delinquency. There is no adequate recreational facility west of Rock Creek Park to serve more than 60,000 residents of this Northwest area. Police report that juvenile delinquency is increasing and name two trouble spots where teenagers gather. One is near both Deal and Wilson schools. It is not a recreation center but a strip of sidewalk on Wisconsin Avenue near Sears. After school the children hang around the Peoples Drugstore, High's, or the Waffle Shop, sometimes throwing stones from the parking lot roof of Sears, or just generally wasting time in the search for someone to see and something to do. Young people long to be with other young people. This is the natural season of their lives for boy watching and girl watching. But how much better if they can watch ecah other at a pleasant teen canteen or use their energy watching or playing a fast game of tennis or basketball—or swimming in a large supervised swimming pool.

People who move into our area from other places are appalled by the lack of recreational facilities. Why have we been so neglected, they ask. We have to explain that there are other parts of the city which have had more urgent needs for the limited funds made available for education and recreation. But we have been patiently waiting for 23 years since the land between Wilson and Deal was first allocated for this recreation area.

NEED FOR RECREATIONAL ACTIVITIES

Children who live in this so-called affluent area where the walls of their houses are often lined with books, still seek and need healthful recreational activities outside of their well furnished houses and well kept lawns. But in the Northwest section encompassed by precinct 8 there is very little. This is the only section of the city which is not served by an olympic sized swimming pool. There are no community owned pools such as the suburbs of Maryland and Virginia enjoy. The majority of residents in this area are not able to leave the city for the whole summer and do not partake of the questionable advantage of country clubs.

We of the Murch School support the Fort Reno recreation project not only because with the teenagers taken care of we can have our school playground for the little ones again but because a fully equipped and supervised recreation center within walking distance would serve the entire community both young and old. We therefore urge you to approve the $30,000 in planning money for this project in 1966.

Thank you.

Senator BYRD. Mrs. Striar, the House allowed this item and the subcommittee will very carefully consider it. We thank you for your statement. Thank you, Mrs. McClenon.

The Chair would like to say to his colleagues, among whom is the distinguished chairman of the Senate Appropriations Committee, that inasmuch as we have 76 witnesses who have indicated a desire to testify, it is the plan of the chairman to press on as rapidly as possible, and unless a Senator wishes to ask a question, or make a comment—and, of course, if this is so, he can do this at any point, he can ask questions of any witness, he can make any comment he wishes—but unless there is some indication from a colleague on the subcommittee, I shall press ahead with the next witness.

The next witness is Mr. Leo Diegelmann.

STATEMENT OF LEO F. DIEGELMANN, PRESIDENT, CHEVY CHASE CITIZENS ASSOCIATION

Recreation Facilities

Mr. Diegelmann. My name is Leo F. Diegelmann of the Chevy Chase Citizens Asociation of the District of Columbia. I appear here today representing the Chevy Chase Citizens Association, an organization composed of approximately 2,200 paid members, I believe the largest citizens association in the city. We appreciate, Mr. Chairman, the courtesy extended to us by your committee and are gratified for the opportunity to present our views in connection with the appropriations for recreation funds for the District of Columbia.

Planning Funds Urged for Community Center

The association urges your committee to restore planning funds in the amount of $80,000 for the proposed new Chevy Chase Community Building at Connecticut Avenue and McKinley Street NW., to replace the present building which, because of age and limited facilities, cannot fulfill its demonstrated useful purposes.

The present building is an old structure and was formerly the E. V. Brown Elementary School, but abandoned long ago as a place unsuitable for classrooms. The present structure is old, outmoded, and dilapidated; indeed, I am informed, that termites have badly undermined sections of the building, which will ultimately render it unsafe. For the past 20 years, only a portion of the building has been available for public use, due to needed structural changes as well as fire regulations.

Use of Old Building

Nevertheless, the building has and is serving a useful purpose. It affords a beehive of activity for upper Northwest Washington children and adults, especially for the Chevy Chase area. It is a meeting place for citizen groups, for arts, sciences, music, and for almost any normal children's activities from gymnastics and sports to kindergarten games. There are between 75 and 100 organized group activities carried on in the building, from preschool children to the Old Fossil Club. All of this acitvity is craried on, utilizing only the basement and ground floor. The second floor is not usable and is shut off.

Restoration Requested

The current 1966 budget carried an item of $80,000, which was eliminated by the House Appropriations Committee, for planning funds and specifications for the construction of a new, modern community building at this site, to replace the existing, outmoded structure. We believe it proper, timely, and urgent that this item be restored and approved, and we heartily endorse and support the proposal.

I also wish to state that, at a regular meeting on April 19, 1965, attended by over 125 paid members, the association went on record as opposing the inclusion of a swimming pool in any plans providing a recreation center in the Fort Reno area.

On a cost basis, the use of this facility will be confined to a relatively limited period of the year. We feel that both funds and land can be used to better advantage for other recreational activities.

The expressed feeling of a substantial number of the residents of the immediate neighborhood are opposed to the swimming pool because of a belief on their part that property values will decrease and the neighborhood deteriorate from traffic congestion, increase in noise, and congregation of persons not generally interested in the welfare of the neighborhood. We believe that the feelings and opinions of these people should be respected.

Thank you for your consideration.

May I make a comment, Mr. Chairman?

Senator BYRD. Surely.

Mr. DIEGELMANN. This is not on the statement.

Senator BYRD. All right.

Mr. DIEGELMAN. Thank you.

I lived as a boy at 13th and D, Southeast, and I was born in Washington, D.C. Many times I walked to the Monument Grounds, or to Rosedale, to go swimming, and I would rather see this section get the money for the swimming pool and recreation.

One other thing I would like to say. I bought my house in 1940 and the real estate salesman told us Fort Reno was to be a Federal park.

Thank you very much, sir.

Senator BYRD. Thank you very much, Mr. Diegelmann.

Mr. Sheil.

Before you begin, Mr. Sheil, may I ask that Mr. Robert H. Campbell come forward.

Is Mr. Campbell present?

Mrs. San Juan Barnes.

Mrs. Iris Littig.

Miss Ellie Chamberlain or Mrs. Samuel Lanahan.

Dr. Ellis Haworth, will you come forward, please, and take a chair at the witness table?

And Mrs. Fritz Kahn.

I note the next witness, Miss Elizabeth Griffith, has four witnesses, and we will stop at this point because there are not enough chairs.

Thank you very much, Mr. Sheil, for waiting. Would you proceed with your statement.

Mr. SHEIL. Thank you very much.

STATEMENT OF THEUS J. SHEIL

OPPOSITION TO FORT RENO RECREATIONAL CENTER

Mr. SHEIL. My name is Theus J. Sheil. I reside at 3700 Cumberland Street NW. Although I am an attorney, I appear today as an individual citizen and on behalf of a great number of citizens residing in the area of Fort Reno Park.

I have four children ranging from 14 to 2.

We are opposed to the recreation center and swimming pool which is proposed for Fort Reno Park, and we ask that this item be stricken from the appropriations available to the District of Columbia Recreation Department.

It may be of interest to you, Mr. Chairman, that most of the citizens residing in the immediate area of Fort Reno Park heard about this proposed recreation center and swimming pool project only a few weeks ago. It was only after the District of Columbia appropriations bill had cleared the House that someone in our area read in the Uptown Citizen newspaper about this project. Believe me, it came as a big surprise to learn that the U.S. House of Representatives had approved some $30,000 to plan a recreation center and swimming pool which we, the citizens who live at Fort Reno, knew nothing about, and furthermore which we do not want.

FORT RENO COMMUNITY COUNCIL

I would like to say a few words about the Fort Reno Community Council which appears to be the principal advocate of this project. We have reason to believe that it is no more than seven people. They are not a membership organization that are in a sense a letterhead organization. The members of the Fort Reno Community Council presume to speak for 27 organizations in the city, and to that extent they would be likened to a holding company. Our investigation, however, indicates that the council has, in a number of instances, represented that it has the support of some civic organization for this project when, in fact, it does not. We have checked with many of the civic organizations listed by the council as supporting the recreation center and swimming pool, and find that lay members of these organizations had never heard of this project. In some instances the council has claimed support when the civic organization had in fact voted in opposition.

We allege that those who call themselves the Fort Reno Community Council have exaggerated their importance and the number of citizens whom they presume to speak for. Although they have taken the name of our area, most of the seven do not live anywhere near Fort Reno Park.

PETITIONS

I have for the record signed petitions opposing this project from a far greater number of local Fort Reno area residents—that is adult residents—than is represented by this group. I also have for the record several signed disclaimers of support from groups of those listed for the Fort Reno Community Council.

Now, a word about Fort Reno Park, the neighborhood surrounding it, and the people for whom I speak. Fort Reno is located between Wilson High School and Alice Deal Junior High School. On three sides of this area are detached, single-family dwellings. Some range in value up to $50,000 or more. Most have a market value of $25,000 to $45,000. The neighborhood carries the highest zoning, R–B–1. Indeed, the zoning map shows that even the two public schools and Fort Reno Park itself are within the R–1–B zoning area. It would be unthinkable for a private developer to obtain a zoning variance which would permit a public recreation center and swimming pool in this area, and it would be strange indeed if our city government were to ignore its own zoning for the purpose of creating a nonconforming public facility in our midst.

CONCERNS REGARDING PROPOSED PROJECT

It is an understatement for me to say that we who live in this area of Washington are very much concerned about the proposed recreation center and swimming pool. To say the least, we are quite apprehensive that the construction and operation of such a project, right in the middle of our community of single-family detached homes, would jeopardize the residential character of our neighborhood, would be an unwarranted intrusion into a residential area, and would deny to us the right to the peaceful enjoyment of our homes there.

The advocates of this project have sought to justify it largely on the basis that it will be utilized by several thousands of people daily. It is exactly for that reason that we object to this project. We have no reason to doubt that a recretation center and swimming pool at Fort Reno will produce a tremendous concentration of people, with attendant problems such as traffic, parking, increased hazards to pedestrians, dirt, and noise. We have no reason to doubt that people will come into the neighborhood by car, park in front of our homes, and change their clothes in their cars. The citizens of our surrounding neighborhoods—if they use the recretation center and swimming pool—will walk to their recreation in sports clothes and swimming attire.

OTHER RECREATION CENTERS AVAILABLE

A recreation center and swimming pool at Fort Reno Park is not only unwanted and undesirable—it is also unnecessary. Wilson High School has a stadium large enough for interhigh footfall games and baseball games. Alice Deal Junior High School has its own playgrounds and playing fields. Only two blocks away, at Ben Murch Elementary School, is an additional playground, one that was especially equipped a few years ago for children of the elementary school age. East of Connecticut Avenue, between Brandywine and Chesapeake Streets, is another play area, this under the direct control of the District of Columbia Recreation Department. At the Chevy Chase Recreation Center, at Connecticut Avenue and McKinley Street, are additional outdoor facilities. At 41st and Livingston Streets, also under the control of the District of Columbia Recreation Department, is still another playground. And east of us, only a mile or so away, is Rock Creek Park, with acres and acres of parkland, an abundance of playing fields, playgrounds, and other public facilities, including a golf course and tennis courts. It is almost inconceivable that the citizens of the Northwest Chevy Chase area could contend that they are without adequate recreational facilities, all located within a short distance from their homes.

WASHINGTON POST ARTICLE

Mr. Chairman, may I mention an article appearing on today's Washington Post, page B–1, in connection with recreation facilities:

> It's not merely how much recreation space you provide but where the space is. Only Northwest Washington—west of Rock Creek park—is well endowed. In that part of town, the families also have backyards and other play areas, the National Capital Planning Commission said.

This is also in line with the testimony given here earlier this morning by Mr. Kux and us.

PETITIONS OPPOSING PROJECT

Our opposition petitions are signed by more than 425 adults who live in the area adjoining Fort Reno Park. It is we who would be most affected by a recreation center and swimming pool. By the same token, it is we, because of our proximity to this site, who would be in a position to derive the greatest use from such a project. Still, our neighborhood on all sides of Fort Reno Park is overwhelmingly in opposition to this project.

Recreation means many different things to different people. Some may choose organized games, others may prefer to devise their own recreation. I wish to point out to you that Fort Reno Park in its present state of development provides recreation of both kinds. Some of the neighbors enjoy the park merely as a park. Others practice a few chip shots with their golf clubs. Children fly their kites from the hill—mine included. Organized softball and soccer teams play regularly in the upper areas of this park. Young children play baseball there in off hours. The point is that it is not necessary for the recreation department to create any special new installations at Fort Reno in order to satisfy the recreational needs of the people of this area.

On the other hand, to us who seem to enjoy an abundance of blessings, it seems incomprehensible that the Congress would devote scarce public funds to the development of a recreation center and swimming pool in our area when other parts of the city of Washington are in such desperate and crying need. We are taxpayers too, and we believe that our tax money would be more prudently spent on the public schools anywhere in the city, or on recreation facilities or public libraries in the areas most in need of them.

SUMMARY OF POSITION

In summary, Mr. Chairman, we find here the paradox that people from outside of our neighborhood are busily engaged with the District of Columbia Recreation Department in planning for a recreation center and swimming pool in our area. We who live in the area adjoining and surrounding Fort Reno Park have not been consulted or advised at any time. We learned of this project only by accident a few weeks ago. We have not at any time sought additional recreational facilities at Fort Reno Park, and we are overwhelmingly opposed to this project. It is undesirable. The money is needed elsewhere in our city. We ask that you strike from the District of Columbia appropriations bill the $30,000 planning money for the recreation center and swimming pool at Fort Reno Park.

I will be happy to answer any question which members of the subcommittee may have at this time.

Thank you.

Chairman BYRD. Mr. Shiel, you spoke of the petition signed by 425 persons. Do you have the petition with you?

Mr. SHIEL. I do.

Chairman BYRD. You may leave that for the committee files.

Mr. SHIEL. Thank you.

Senator BYRD. Thank you very much.

Let me call the names again of some of the persons who were listed to appear—and I am attempting to call them in the order in which they appear on the list that has been supplied to me by the clerk.

Mr. Robert H. Campbell.
Mrs. San Juan Barnes.
Mrs. Iris Littig.
Miss Ellie Chamberlain or Mrs. Samuel Lanahan.

Dr. Ellis Haworth, you have indicated an interest in testifying on behalf of the District of Columbia schools?

Mr. HAWORTH. Yes, Mr. Chairman.

Senator BYRD. You have with you Mrs. Fritz Kahn?

Mr. HAWORTH. That is right.

Senator BYRD. All right. Would you proceed, please.

STATEMENT OF DR. ELLIS HAWORTH, CHAIRMAN, LEGISLATIVE COMMITTEE, DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

FISCAL YEAR 1966 BUDGET REQUESTS

Mr. HAWORTH. Mr. Chairman, we just concluded last evening our 52d annual convention, following which I went home and typed the material which I am presenting to you this morning, and finished at 4 a.m., so if I am not quite sparkling in the way of my voice, there is a reason for it.

Senator BYRD. You are in your usual good form.

Mr. HAWORTH. Gentlemen, on March 4, 1965, the District of Columbia Congress of Parents and Teachers, with a membership of over 50,000 persons, submitted to the subcommittee of the House on the 1966 District of Columbia appropriation bill our views on the bill as submitted to the Congress by President Johnson. This statement was printed in the hearings of the House subcommittee, pages 1646 to 1651. For your convenience, a copy of the statement is attached herewith, and I request that it be inserted in the record of this hearing.

Senator BYRD. This will be done, Doctor.

(The statement referred to follows:)

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS,
May 6, 1965.

Re 1966 District of Columbia appropriation bill.

SUBCOMMITTEE ON APPROPRIATIONS FOR THE DISTRICT OF COLUMBIA,
U.S. Senate, Washington, D.C.

GENTLEMEN: On March 4, 1965, the District of Columbia Congress of Parents and Teachers, with a membership of over 50,000 persons, submitted to the subcommittee of the House on the 1966 District of Columbia appropriation bill our views on the bill as submitted to the Congress by President Johnson. This statement was printed in the hearings of the House subcommittee, pages 1646 to 1651. For your convenience, a copy of the statement is attached herewith, and I request that it be inserted in the record of this hearing.

I would like now to comment on the action of the House on the 1966 District of Columbia appropriation bill.

PART I. PUBLIC SCHOOLS

Capital outlay, schools

The requests for new school construction were reduced from $29,488,500 to $16,487,000. There are now a total of some 5,000 pupils on half-day schedules because of lack of classrooms. In addition, many classes are being held in places completely unsuited for instructional purposes: corridors; converted auditoriums, where multiple classes with low partitions make teaching nearly impossible; custodians' storage rooms; and the like. With the funds allowed by the House, new construction will not keep up with increased enrollments and the number of

pupils on part-time instruction will increase. The time lost by these pupils will have gone forever and they will leave school with an inadequate education. We expect your committee to restore the $15 million cut made by the House in new school construction.

Operating expenses, schools

The House cut the requests for operating expenses for the public schools by $3,244,000.

Cuts were made in new teaching positions requested, chiefly in music, health and physical education, and driver education. The total number of new teacher positions requested was 530; the number allowed by the House was 274.

The schools requested 71 new positions as librarians; the House allowed only 23 positions.

The schools requested 152 new positions for pupil personnel services; the House allowed only 33 positions.

Further cuts were made in other positions (supervisors, clerical, etc.).

The total number of new positions requested by the schools was 802; the House allowed 402.

A severe cut was made in the appropriation for repairs and maintenance of buildings and grounds, even though the amount requested was well below the amount needed to keep our buildings and grounds in good condition.

Chairman Natcher of the House committee expressed concern over the large and increasing number of temporary teachers, yet his committee did everything possible to eliminate aid to teachers which would make teaching in the Washington public schools an attractive job. Unless additional help for teachers is provided, and more classroom teachers of academic subjects are provided in order to reduce the oversize classes, especially in the high schools, more and more teachers will refuse to work in the Washington schools. You don't reduce the the number of temporary teachers by making teaching conditions increasingly unattractive.

PART II. RECREATION

A severe cut was made in operating expenses, chiefly for the operation of the John F. Kennedy playground.

Many new capital outlay projects were eliminated by the House.

PART III. PUBLIC WELFARE

Severe cuts were made in capital outlay projects. No increase was allowed in the payments for foster home care. Conditions of overcrowding in the various institutions will become even more intolerable. Yet the House committee expressed concern over the situation. Just what does the House committee think will happen when it prevents any improvement of conditions?

One good thing, however, was done by the House in allowing $341,753 for aid to dependent children of unemployed parents. This item has repeatedly been eliminated by the Senate committee, chiefly at the insistence of the chairman of the Senate committee. As a result, the only way those children can get any assistance is for the father of the family to leave the home. We submit that a policy which results in the breakup of the family unit is absolutely indefensible.

PART IV. PUBLIC HEALTH

We note that the House allowed only 41 new positions, out of a total of 178 requested. No funds were allowed for a preliminary survey of community health centers.

SUMMARY

We urge—

1. That the appropriation for the Federal payment be increased from $41 million to the full $50 million authorized by Congress.
2. That all cuts in new school construction be restored.
3. That the cuts in operating expenses of the public schools be restored.
4. That cuts in health, public welfare, and recreation be restored.
5. That capital outlay for new schools and for sanitary engineering projects be financed by borrowing from the Federal Treasury.
6. That the $5 million from the general fund allowed to the Highway Department be cut and that the Highway Department be restricted to a program which can be financed from gasoline tax revenue.

We would point out that of the $31,167,300 cut made by the House, over $16 million was cut from the public school budget, over half of the total. We also note that the requests of the Highway Department were virtually untouched.

Mr. Chairman and members of the committee, we challenge you to prepare a bill in which human values and needs are placed before the needs of material things. The time has come when a new set of values must be used in preparing the budget for our city. Can you meet this challenge?

Respectfully submitted.

Dr. ELLIS HAWORTH,
Chairman, Legislation Committee.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS,
March 4, 1965.

Re 1966 District of Columbia appropriation bill.

Subcommittee on Appropriations for the District of Columbia,
U.S. House of Representatives,
Washington, D.C.

GENTLEMEN: The District of Columbia Congress of Parents and Teachers, with a membership of 50,000 in the public schools, has a more vital interest in those sections of the 1966 District of Columbia appropriation bill affecting the education and welfare of children than any other group appearing before you. Our views on the pending bill, based upon sections of our action program, approved at our annual convention last May, are as follows:

PART I. PUBLIC SCHOOLS

The pending bill, with a recommended operating budget of $77.7 million and a capital outlay budget of $29.4 million, for a total of $107.1 million, would give the public schools approximately 27.3 percent of the total District of Columbia budget of $392.4 million. This is almost up to the 30- to 35-percent level which most large cities allocate to their school systems. As pointed out by President Johnson in his District of Columbia budget message, the increases recommended will permit hiring more teachers, counselors, librarians, supervisors, and clerks needed to care for an anticipated enrollment of 145,000 pupils in 1965–66.

It will still, however, continue some serious defects in school personnel:

1. The provision for new teachers in the junior and senior high schools will meet the approved pupil-teacher ratios for these levels, but these ratios automatically insure class sizes of 30 or more pupils in academic classes. This is an area which should receive attention in the 1967 budget.

2. Requests for professional staffing of our schools are still way below the level approved by admitted authorities in this field and by comparable school systems.

	Number of professional staff per thousand pupils
Present staff, District of Columbia public schools	42
Staff recommended by—	
Educational Policies Commission	50
Association for Supervision and Curriculum	60–70
National Education Association, platform and resolutions, 1963	50
Dr. James B. Conant, "Slums and Suburbs"	50
Dr. Wm. P. McClure, "Studies in Financing of Public Schools in 14 Great Cities of the U.S."	60

	Average number of professional staff per thousand pupils
Actual staffing, school systems:	
District of Columbia public schools	42
762 major New York State school systems	52
268 New York State suburban school systems	57
17 cities of over 500,00 population	43
71 member school systems of the Metropolitan School Study Council of New York	62
80 member school systems of the Philadelphia Area School Study Council	50
6 suburban school systems in the washington metropolitan area	46

Further deficiencies in staffing are shown by the following tables:

	Approved ratio	Recommendations of various authorities
Counselors:		
1. Elementary schools	750 to 1	National Education Association, 350–400 to 1; Dr. James B. Conant recommends that counseling start in the elementary schools; American School Counselor Association, 450 to 1.
2. Junior high schools	400 to 1	American Personnel & Guidance Association, 250–350 to 1; White House Conference on Education, 300 to 1; Commission on Guidance in American Schools (Fund for the Advancement of Education), 300 to 1; Conant, 250–300 to 1.
3. Senior high schools	do	Do.
Librarians:		
1. Elementary schools	Administrative unit to 1 (approximately 750 to 1).	American Library Association, 400 to 1.
2. Junior high schools	1 school to 1 (approximately 1,000 to 1).	Do.
3. Senior high schools	1 school to 1 (approximately 1,500 to 1).	Do.
4. Vocational high schools.	5 schools to 3 (approximately 1,000 to 1).	Do.
Music teachers, vocal: 1. Elementary schools.	800 to 1	National Education Association Research Division reports that music educators recommend about 2 hours of music per week for elementary pupils. The 800 to 1 ratio will allow about 1 hour per week with each class, plus some consulting service to regular class teachers.
Health and physical education: All levels.	do	This staffing allows each student 1 period per week.
Remedial speech teachers: All levels.	125 to 1	U.S. Office of Education recommends 100 to 1.

It is thus apparent that even with the very large increases recommended in the pending bill, various school services will still be below the ratios recommended by educational authorities and those of many comparable school systems.

There are over 5,000 children now on half-day schedules because of lack of building space. The Board of Education originally requested approximately $40 million for new school construction. The President has recommended to you items in the amount of $29.4 million. If all of these items are approved, it would, at the end of about 2 years, enable the schools to put all children on a full-time basis. You must approve all items in the new school construction program.

PART II. RECREATION

We urge you to approve all requests of the District of Columbia Recreation Department, specifically: for three additional roving youth leaders; for staffing of new facilities; for expansion of present facilities; for the Washington Youth Gardens; for the children's theater; for a recreation center for the mentally retarded; for the maintenance of the John F. Kennedy Playground; and the District of Columbia youth orchestras and other musical programs.

We are also concerned that so many improved school playgrounds are unused in after-school hours. If funds for supervision of these playgrounds were available for after-school times and on weekends, a great deal would be done to reduce juvenile delinquency.

PART III. PUBLIC WELFARE

We are concerned about those items in the budget of the Welfare Department which affect children.

In those institutions which house children, some relief through additional housing facilities and staffing is absolutely necessary.

We urge you again to approve funds for aid to dependent children of unemployed parents.

The retraining program for unemployed mothers should be improved as well as the provision for day-care centers for children of these mothers while the mothers are in training and afterward while adjusting to employment.

We have previously urged that the monthly payment for foster-home care should be increased to approximately $95. The recent increase to $60 to $75 per month, depending on the age of the child, has not been sufficient to attract the

needed number of foster homes. A further increase is imperative, since foster homes are much to be preferred to institutional care for children.

Provision for school breakfasts as well as lunches is necessary for many children. The budget for the Welfare Department of the Board of Education should be adjusted to provide these additional meals.

PART IV. HEALTH

In this area, we are concerned with the inadequacy of the school nurse program. If the Health Department request for 5 additional public health nurses (to a total of 41) is granted, the ratio in the public schools will be reduced from approximately 2,820 students per nurse to 2,476. The national standard is 1,500 students per nurse. How long must our schools continue with such grossly inadequate health and physical education programs?

We also urge that provision be made for more adequate clinical facilities for the far Northeast section of the District.

SUMMARY

We have set as our goal the standard that every child shall have a seat for a full day in a well-equipped classroom in a school building with adequate physical and playground facilities, and be provided with all those educational and allied services which his needs and abilities require. By approving all items in the President's budget for the schools and other agencies dealing with children, you can help us to approach these goals, even if we cannot achieve them fully at this time.

The inclusion of the District in the program of Federal aid to school districts impacted by children of Federal employees does not lessen the need for these appropriations. The Federal aid provided under Public Law 88-665 is properly being allocated to those schools in the District most in need of enrichment of programs and services above the level provided in the regular budget. Use of these funds as a substitute for regular educational appropriations not only would deprive District children of these additional educational resources, but also would conflict with the intention of the Congress.

Special programs for the schools in the Cardozo area which have been funded through the Economic Opportunity Act and the program to prevent juvenile delinquency should also be regarded additional to those provided in the regular budget.

Nor should these extra funds be regarded as a justification for reducing the amount recommended for the Federal payment to the overall District appropriations.

SOURCES OF NEEDED FUNDS

1. If the Highway Department were restricted to projects which could be financed from its own special revenues, $5,127,200 could be returned to the general fund.
2. If the capital outlay program for the public schools could be funded by authorized borrowing from the Federal Treasury, approximately $29,449,000 could be returned to the general fund.

*3. If the capital outlay program for the Sanitary Engineering Department could be funded by authorized borrowing from the Federal Treasury, approximately $11,600,000 could be returned to the general fund.

*4. If the amount appropriated for the operating expenses of the National Zoological Park were to be transferred to the Federal budget for the Department of the Interior, $1,829,600 could be returned to the general fund.

*5. If the amount appropriated for the operating expenses of the National Park Service, National Capital region, were to be transferred to the Federal budget for the Department of the Interior, $4,320,200 could be returned to the general fund.

NOTES

The District of Columbia is the only political unit in the Nation which is required to pay for the operation and maintenance of national parks located within its territory.

Items starred (*) may require additional legislation to effect the transfer of funds. We pledge our full efforts to support such legislation.

Items 2 and 3 ought to be paid for over a period of 25 to 30 years, and not out of current revenues.

Amounts recoverable to the general fund

1. Highway Department	$5,127,200
2. Public schools, capital outlay	29,449,000
3. Sanitary Engineering Department, capital outlay	11,600,000
4. National Zoological Park	1,829,600
5. National Park Service, National Capital region	4,320,200
Total	52,326,000

NOTE.—You now have authority to effect the transfer of funds in items 1 and 2.

One additional suggestion we wish to make would probably require additional legislation before you could do anything about it. This is the recommendation that positions of teachers in the public schools be approved for 2 years in advance, rather than for 1 year. This would not involve any real increase in expenditures for a given year, since the funds for the second year would not be expended until the second year. This arrangement would make it possible for the schools to recruit new teachers before they have graduated from college and thus get better qualified teachers. Under the present system, appropriations usually have come so late that the best prospective teachers have long before been given appointments by other school systems.

CONCLUSION

We urge you to approve school appropriations for the District in the amounts recommended by the President. Deficiencies will still remain, but the budget reflects a major effort to remedy shortcomings and to make the District's educational system a model for the Nation.

These items should receive top priority and should be approved, even though other items may have to be deleted temporarily because of insufficient revenues.

We believe that there is no excuse for not recommending the full amount authorized for the Federal payment to the District, $50 million.

We furthr believe that meeting the educational, health, and welfare needs of District children is the prime obligation of the District government and of Congress, and these obligations should be met in full before assigning funds to other agencies of the District government.

Thank you for this opportunity to present our views to the committee.

Respectfully submitted.

Dr. ELLIS HAWORTH,
Chairman, Legislation Committee.
Mrs. WM. C. BAISINGER,
President, District of Columbia Congress, PTA.

HOUSE ACTION

PUBLIC SCHOOLS

Mr. HAWORTH. I would like now to comment on the action of the House on the 1966 District of Columbia appropriation bill.

Capital outlay, schools: The requests for new school construction were reduced from $29,488,500 to $16,437,000. There are now a total of some 5,000 pupils on half-day schedules because of lack of classrooms. In addition, many classes are being held in places completely unsuited for instructional purposes; corridors, converted auditoriums, where multiple classes with low partitions make teaching nearly impossible, custodians' storage rooms, and the like. With the funds allowed by the House, new construction will not keep up with increased enrollments and the number of pupils on part-time instruction will increase. The lost time by these pupils will have gone forever and they will leave school with an inadequate education. We expect your committee to restore the $13 million cut made by the House in new school construction.

Operating expenses, schools: The House cut the request for operating expenses for the public schools by $3,244,000.

Cuts were made in new teaching positions requested, chiefly in music, health and physical education, and driver education. The total number of new teacher positions requested was 530; the number allowed by the House was 274.

The schools requested 71 new positions as librarians; the House allowed only 23 positions.

The schools requested 152 new positions for pupil personnel services; the House allowed only 33 positions.

Further cuts were made in other positions (supervisors, clerical, etc.).

POSITIONS REQUESTED AND HOUSE ALLOWANCE

The total number of new positions requested by the schools was 802; the House allowed 402. A cut of more than 50 percent.

A severe cut was made in the appropriation for repairs and maintenance of buildings and grounds, even though the amount requested was well below the amount needed to keep our buildings and grounds in good condition.

Chairman Natcher of the House committee expressed concern over the large and increasing number of temporary teachers, yet his committee did everything possible to eliminate aid to teachers which would make teaching in the Washington public schools an attractive job. Unless additional help for teachers is provided, and more classroom teachers of academic subjects are procided in order to reduce the oversize classes, especially in the high schools, more and more teachers will refuse to work in the Washington school. You don't reduce the number of temporary teachers by making conditions increasingly unattractive.

RECREATION

A severe cut was made in operating expenses, chiefly for the operation of the John F. Kennedy playground.

Many new capital outlay projects were eliminated by the House.

PUBLIC WELFARE

Severe cuts were made in capital outlay projects. No increase was allowed in the payments for foster home care. Conditions of overcrowding in the various institutions will become even more intolerable. Yet the House committee expressed concern over the situation. Just what does the House committee think will happen when it prevents any improvement in conditions?

One good thing, however, was done by the House in allowing $341,753 for "Aid to dependent children of unemployed parents." This item has repeatedly been eliminated by the Senate committee, chiefly at the insistence of the chairman of the Senate committee. As a result, the only way these children can get any assistance is for the father of the family to leave the home. We submit that a policy which results in the breakup of the family unit is absolutely indefensible.

PUBLIC HEALTH

We note that the House allowed only 41 new positions, out of a total of 178 requested. No funds were allowed for a preliminary survey of community health centers.

SUMMARY

We urge:

1. That the appropriation for the Federal payment be increased from $14 million to the full $50 million authorized by Congress.
2. That all cuts in new school construction be restored.
3. That the cuts in operating expenses of the public schools be restored.
4. That cuts in health, public welfare, and recreation be restored.
5. That capital outlay for new schools and for sanitary engineering projects be financed by borrowing from the Federal Treasury.
6. That the $5 million from the general fund allowed to the Highway Department be cut and that the Highway Department be restricted to a program which can be financed from gasoline tax revenue.

We would point out that of the $31,167,300 cut made by the House, over $16 million was cut from the public school budget, over half of the total. We also note that the requests of the Highway Department were virtually untouched.

Mr. Chairman and members of the committee, we challenge you to prepare a bill in which human values and needs are placed before the needs of the material things. The time has come when a new set of values must be used in preparing the budget for our city. Can you meet this challenge?

Thank you, sir.

Senator BYRD. Thank you, Dr. Haworth.

STATEMENT OF MRS. FRITZ R. KAHN, NATIONAL CONGRESS OF PARENTS & TEACHERS

DISTRICT OF COLUMBIA SCHOOL FACILITIES

Mrs. KAHN. My name is Mrs. Fritz R. Kahn of Fairfax, Va., and I am appearing before you today on behalf of the National Congress of Parents & Teachers as a member of the NCPT Legislative Committee.

For the past 4 years, one of our primary legislative interests throughout the country has been the improvement of school facilities in the District of Columbia. In the National Congress of Parents & Teachers legislative program, item 6 states:

> The Federal Government should see that adequate funds are provided for school and community services in the District of Columbia * * *.

This item has been considered, voted on, and approved by every State congress but one.

I might add the one exception was not West Virginia.

It is a source of serious concern to our membership that so many children in the District of Columbia are attending substandard schools in overcrowded and aging buildings, meeting in ill-equipped classrooms, attending half day sessions, taught by overburdened teachers and lacking the necessary educational and allied services without which the schoolday becomes a sham for many children.

In a year in which the President of the United States has indicated that education must be the No. 1 concern of the Nation, it is disheartening to find the proposed District of Columbia school budget cut to such a degree that the defects which are thoroughly visible to all of us cannot help but be perpetuated. The severe cuts which the House of Repre-

sentatives has made in both the operating budget and the capital outlay projects insure that the District will continue operation of many substandard schools. Unless additional funds are appropriated the increased enrollment will defeat any improvement of educational services.

RESTORATION REQUESTED

The National Congress of Parents & Teachers urge this committee and the Members of the Senate to reconsider the effects of such severe cuts on the children of the District of Columbia. We would urge the committee to restore these funds requested by the President in his budget and to enable the District school administration to attack the many real, but solvable problems which hamper the educational opportunities of these children.

We appreciate the opportunity to present our views to the committee.

I might add that, in the interest of time, we have kept our statement brief, but I would in no way want that to indicate a lack of enthusiasm or interest on the part of our many members and in all of the States of the Union in increasing attention and funds for the schools in the District.

Thank you.

Senator BYRD. We understand that, Mrs. Kahn, and I think you know, and certainly Dr. Haworth knows, of my interest in the education budget.

Mrs. KAHN. Yes, we do, sir, and we appreciate it.

STATEMENT OF THE CHAIRMAN ON EDUCATIONAL PROGRAMS

Senator BYRD. I have consistently sought to provide the budget requests for educational purposes, and in some instances I have sought to increase the number of teachers, and increase the appropriations for some of our educational items over and above the budget estimate. I certainly am sympathetic to the needs of the public education department here in the District of Columbia, and my interest shall continue.

I appreciate the testimony that you have given. And I appreciate the fact, Dr. Haworth, that you continue every year to come and always present a very fine statement. I want to assure you again—and to assure the citizens who are in the room—that I am very receptive to the requests for education, and I have consistently maintained that dollars spent in the education of our children are the best dollars, and while we may not recognize the fruits, or realize the benefits that accrue therefrom, immediately, these can be realized a quarter of a century away.

So I shall do what I can, always recognizing the fact that we do have to work with only a certain amount of revenues, and that being the case, we have to weigh some of these items against other items.

But let me assure you again, and let me emphasize, that I am intensely interested in improving our educational programs, not only in the District of Columbia but everywhere throughout the country. I do not believe that one can give a child an education. I think that the child has to work and show an interest in and absorb this education himself. But it is certainly our responsibility, as representatives of the people, and it is our responsibility as parents, to do what we

can to provide the tools, and in providing the tools, certainly I would want to express the belief that the qualified, and competent and conscientious teacher is perhaps the most important tool of all.

I thank you again, and if you have something further to say—I believe you do—you may do so.

DEPENDENCE ON SENATE COMMITTEE

Mr. HAWORTH. Thank you very much, Mr. Chairman. We appreciate the opportunity of presenting these statements. We have tried on a number of occasions to offer to you some suggestions of where possibly funds might be obtained in order to carry out the recommendations we have made. We have noted and have applauded your interest in the welfare of the school system, and we hope that you will continue along those lines, and, perhaps, be a little bit luckier in some dealings with the House conference committee than has been the case in the past.

But we have come to depend upon you and the Senate committee for a much fairer treatment of the schools than is usually accorded us by the House. We appreciate your interest and your efforts in our behalf. Thank you very much, sir.

May I now wear a different hat for a minute, sir?

Senator BYRD. Yes, you may wear a different hat.

Mr. HAWORTH. I happen to be president of the Friendship Citizens Association, which includes the territory from Western Avenue along Wisconsin Avenue down toward Porter Street and for some blocks east of Wisconsin Avenue.

FORT RENO RECREATIONAL CENTER

Not anticipating any opposition to the Reno Recreation Center proposal, we had contented ourselves with letting Mrs. McClenon speak on our behalf as a representative of the Fort Reno Community Council. We are a member of that council. It is a going organization of real groups. Our association, of some 180 paid members, is one of the groups associated with them, and Mrs. McClenon had adequately expressed our views in the matter. I would like just to say that about 10 years ago I was associated with the group that was instrumental in getting Congress to appropriate funds for the establishment of a recreation center at the Friendship Playground, as it is called, at 45th and Van Ness Streets. At that time any residents in the section lying between 45th Street east toward Nebraska Avenue got as excited and emotionalized in opposition to it as did two of the speakers who appeared before you this morning.

In the intervening time, since the establishment of that playground center, there are now no more vigorous supporters of that playground than the residents of that same Fort Gains region. They have found it has appreciated their property values. They have found that it is a safe place for their children to play, free from traffic hazards, and they know where to find their children when it is necessary to get in touch with them.

I hope sir, you will not be too strongly impressed by the statements of the two witnesses in opposition that appeared before you. I will submit a written statement to confirm this oral statement. Thank you very much.

Senator BYRD. Thank you very much, Dr. Haworth.

Miss Elizabeth Griffith, will you come forward?

I note that you have four witnesses.

Miss GRIFFITH. I do, sir.

Senator BYRD. I also note each of the witnesses is to present a statement. Is this correct, Miss Griffith?

Miss GRIFFITH. Yes, sir. They will be here in just a few moments.

Senator BYRD. All right. You have four witnesses. Will they please come forward.

Mrs. Francis E. Noll, Mr. Milton Steinbaum, Mrs. Lucille Carmack, and Mrs. Roberta S. Barnes.

STATEMENT OF MISS ELIZABETH GRIFFITH, LEGISLATIVE CHAIRMAN, THE ELEMENTARY CLASSROOM TEACHERS ASSOCIATION OF THE DISTRICT OF COLUMBIA

DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Miss GRIFFITH. Senator Byrd and members of the subcommittee.

I am Elizabeth Griffith, the newly appointed executive secretary of the District of Columbia Education Association.

Senator BYRD. May I ask you—forgive me for interrupting, Miss Griffith——

Miss GRIFFITH. Surely.

Senator BYRD. I trust that you will find it possible not to take up too much time. You have four witnesses and they are listed under your name.

Miss GRIFFITH. That is right.

Senator BYRD. And so we have 20 minutes going to one witness, according to my list. I don't mean to shut you off, but I trust that you will keep this in mind.

Miss GRIFFITH. We certainly will, Senator Byrd.

Senator BYRD. Thank you.

Miss GRIFFITH. Miss Helen E. Samuel, who served as the executive secretary of this association from 1960 until her retirement on March 1, 1965, will continue to be our consultant on legislative matters. I know you wish to join me in paying tribute to her outstanding service on behalf of students and teachers in the District of Columbia public schools. Her excellent testimony given before this committee, and other congressional committees, did much to aid Congressmen in their consideration of the school measures and to assure the passage of beneficial legislation.

At this time I wish to introduce the members of the District of Columbia Education Association group who wish to make statements this morning.

Miss Frances Noll, legislative chairman, DCEA; Mrs. Robert Barnes, legislative chairman, Elementary Principals Association; Mr. Milton Steinbaum, legislative chairman, Classroom Teachers Council of the District of Columbia; and Miss Rachel Hecht, Association of School Librarians, who is also connected with our group.

I may say that the Junior High School Teachers Association has been authorized to state their endorsement of the testimony of the DCEA. They have prepared testimony and will see that it reaches you. A testing program in the schools today made it impossible

for Mrs. Jule Joyce, legislative chairman for the Junior High School Teachers Association, and Mrs. Ellen Glassman, legislative chairman for Senior High School Teachers Association, to be present this morning.

ENDORSEMENT OF BUDGET

The District of Columbia Association of Secondary School Principals and their officers authorized the executive secretary, DCEA, to place into the record of the Subcommittee on Appropriations, the association's endorsement of the Board of Education's budget as presented by the Superintendent of Schools and the association's support of the position taken by the District of Columbia Education Association at hearing held before this committee.

Mrs. Noll is the next spokesman, sir.

Senator BYRD. All right, Mrs. Noll.

STATEMENT OF MRS. FRANCES E. NOLL, ON BEHALF OF THE DISTRICT OF COLUMBIA EDUCATION ASSOCIATION

DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mrs. NOLL. The District of Columbia Education Association strongly endorses the District of Columbia public schools 1966 budget estimates as submitted by the Board of Education in January 1965. At that time, the board offered a realistic, rather than a pared-down version of the school's needs. By so doing, a forthright effort was made to meet board standards never before realized and, hopefully, make it possible to achieve and maintain a high caliber of instructional program.

The over 4,000 active members of the education association, in their various roles as teachers, supervisors, and administrators, daily experience the effects of inadequate funding, part-time classes, excessive pupil-teacher load, and lack of proper placement for pupils with special difficulties. They are deeply concerned that the kind of education afforded pupils be a "good" one—"good" because it provides for the needs of all of the children of all of the people residing in the Nation's Capital.

If we would lay claim to a local program of education that encourages the pupil to develop an interest in self and learning and supports him in cultivating worthwhile out-of-school activities, we must have made available enough personnel to effectively administer and supervise as well as teach the children and youth of our city. The most opportune time is now.

RESTORATION REQUESTS

The association respectfully requests that you consider (1) restoring to the House-adjusted 1966 budget the 32 positions asked for under "General administration" (activity 1) and; (2) increasing the number of teachers of music, art, science, health and physical education, foreign language, driver training, speech, school librarians, and counselors allowed by House action under "Supervision and instruction" (activity 2). These positions are urgently needed in 1966 to give diversity of professional service to all children, including those highly capable and those from deprived backgrounds.

The increased clerical help sought under activity 2 would release the classroom teacher from some time-consuming recordkeeping, thus freeing him to work in greater depth with pupils with special needs.

School psychologists are able to give classroom teachers and principals valuable assistance in studying objectively those of their pupils who show symptoms of difficulty. No school psychologists were requested in the 1966 budget. The association requests this omission and urges the inclusion of these positions.

Under present conditions of social change and general unrest in the Capital City, as in other large urban centers, the services of school social workers takes on new dimensions. The association supports the effort of the Board of Education and the Board of Commissioiners to begin this necessary service in our District of Columbia public schools, and urges that the six positions cut by the House be restored.

MAINTENANCE FUNDS URGED

The instructional program so carefully designed to give purpose and direction to learning requires the impetus of favorable environmental factors to be successful. The old school building, poorly maintained, affords no inspiration for the young learner. More of the same undesirable conditions at home and at the school is faced with a disinterested pupil, a potential dropout. The association urges the approval of full maintenance funds for the immediate improvement of all District of Columbia school buildings.

Increasing enrollments and the exceptional demands for education justify the construction of additions, replacements, and new buildings in locations where the need is greatest. The association makes an urgent appeal to restore funds that would allow construction of—

A replacement for the Shaw Junior High School.

A new school for the severely mentally retarded.

Additions to (1) the Thomas, Beers, and Brent Elementary Schools; (2) the Hine and Deal Junior High Schools; (3) the Dunbar High School; and (4) the Sharpe Health School.

The District of Columbia Education Association appreciates this opportunity to express its concern about the 1966 school budget and to beseech the distinguished members of this committee to take positive action to have restored, at least in part, those items deleted by the House. Further, we urge quick passage of the 1966 budget so that school officials may be in a position to be selective in the hiring of teachers for the 1965–66 school year.

The association is grateful, also, to the Congress for making impacted aid funds available to our public schools. We urge that these funds be considered in addition to the sum of money regularly assigned for education in the District of Columbia budget.

The united effort being taken by all groups of citizens and individuals on behalf of the District of Columbia public schools has bolstered the hope and lifted the courage of the local teaching profession to carry on with renewed vigor.

Thank you.

Senator BYRD. Thank you, Mrs. Noll.

Mr. Steinbaum.

STATEMENT OF MILTON STEINBAUM, ON BEHALF OF THE DISTRICT OF COLUMBIA TEACHERS COUNCIL

SUPPORT OF FISCAL YEAR 1966 SCHOOL BUDGET ESTIMATES

Mr. STEINBAUM. Mr. Chairman and members of the committee, the District of Columbia Teachers Council, representing elementary, junior high, and senior high teachers association of Washington, supports most strongly the 1965–66 school budget estimate presented by the Superintendent of Schools, Dr. Carl F. Hansen.

I, as a teacher, and as representative of the three levels of teachers in the District of Columbia, cannot place priorities on school needs. To ask a teacher to do this is to make him choose between vegetables or fruit for a child who is hungry, boots or gloves for a child in the snow, books or blackboards for a child who must learn. We as teachers cannot place priorities on which part of the child to nourish or which phase of his education we shall allow to vegetate.

There is no choice to make when we have overcrowded, dilapidated buildings for our children. We cannot choose when we need administrative aides who will allow the teachers to teach—full time.

What part of the child are we asked to cut out when we must choose between teachers, counselors, and librarians?

What child shall we be forced to deprive or ignore if we are denied enough classrooms, work space, supplies, and equipment, and without all the personnel required to handle the big business of education?

Dare we as teachers ask ourselves: "What part of the child shall never come to life?" Dare anyone ask?

The Classroom Teachers Council of Washington has no choice but to request the full budget as proposed by the Superintendent of Schools.

Thank you.

Senator BYRD. Thank you.

Mrs. Barnes.

STATEMENT OF MRS. ROBERTA S. BARNES, ON BEHALF OF THE DISTRICT OF COLUMBIA ELEMENTARY PRINCIPALS' ASSOCIATION

DISTRICT OF COLUMBIA PUBLIC SCHOOL FUNDS

Mrs. BARNES. Mr. Chairman, and members of the committee, as legislative chairman, I represent the Elementary Principals Association of the District of Columbia. My message, however, is in behalf of the boys and girls whose futures are being determined largely by the decisions now facing this committee, and in turn, by the entire Congress of the United States.

The needs of today's pupils must be met today. We cannot postpone a satisfactory education for them. They will learn acceptable modes of behavior and constructive educational skills in school or they will find themselves society's incompetents and rejects. And they will deliver to our community human profit or loss as the case may be.

I have been much impressed with reports of the visits of some of the educators to the Soviet Union. Each report has underscored the significance which is attached to the informal and formal recreation and education of the Soviet youth. They seem to be convinced that their

greatest asset lies in seeking avidly to nurture the full potential of their children.

SCHOOL NEEDS

But let us talk about our schoolchildren in the Capital of these United States. Let us insure for them not too much, but all that is required to establish a firm foundation.

As many well-trained able teachers in the varied curriculum on all levels as needed to meet acceptable ratios;

As many counselors as are needed to guide pupils and teachers through the shoals to the shores;

As much secretarial and administrative assistance as blossoming new programs require to get off the ground;

Expansion of leadership, supervisory, and personnel services commensurate with our rapidly growing system;

Realistic summer programs to utilize idle minds, idle hands, and idle plants in a world of exploding knowledge for outdistancing individual "know-how";

Library facilities and personnel that are more than token recognition of their importance;

goals rather than the niggardly uneconomical meeting of crises as they occur.

Let us trust the wisdom and integrity of the school budget staff whose dedicated labor has studiously provided proposals for a prudent budget. Let us make the restorations they request and take pride in a job well done, calculated to pay ever-increasing dividends in the future.

Thank you, Senator Byrd, and we take great encouragement in your past record of support.

Senator BYRD. Thank you, Mrs. Barnes.

PREPARED STATEMENT OF ELLEN GLASSMAN

Miss GRIFFITH. Senator Byrd, may I insert for the record the statement from the High School Teachers Association, whose chairman is Ellen Glassman, and who is not able to be here.

Senator BYRD. Yes, you may.

Miss GRIFFITH. She is having a test in school.

(The statement referred to follows:)

HIGH SCHOOL TEACHERS ASSOCIATION

As a representative of the High School Teachers Association of the District of Columbia, I wish to thank Representative Natcher and his committee for the opportunity to appear here. Our organization of high school teachers supports Dr. Hansen's budget request and recommends that such a budget providing adequate personnel, resources, and services be made available for the fiscal year 1966.

As outlined by Dr. Hansen, there is an urgent need on the administrative level for an increase in personnel. This increase would help to alleviate the workload in our ever-growing school system and would in turn provide some relief for the teachers by helping to solve problems which can be handled only on the administrative level.

We wish to stress the positive need for adequate funds in the area of "Capital outlay." The whole problem of "Capital outlay" should be approached with the idea that all of the items are of grave importance, and though they

must of necessity be listed in some order, one should not assume that this relegates those at the bottom of the list to a position of less urgency.

Of specific interest to the high school teachers is that portion of the budget which requests additional teaching personnel, librarians, psychiatrists, psychological workers, and counselors. If we are to improve the education of our increasing school population, we must endeavor to create an atmosphere which encourages our youth to seek knowledge and understanding for a useful adult life.

The hope of every teacher is that we will have the opportunity to employ his teaching skill in the best interests of his students. A hope which will not become a reality until the ratio of professional staff to pupil more nearly approaches the recommended ratio of 50 professional staff to 1,000 students. If the present budget is approved, we would even then not achieve more than a 45-to-1,000 ratio.

The High School Teachers Association also endorses the Superintendent's request for funds which would enable Washington, D.C., to participate in the Great Cities Research Council. Of equal importance is the request for funds to employ a management study survey group which could result in a more efficient system for the District of Columbia.

If we are agreed that every child is entitled to the best education in the best environment, we must provide the best personnel, the best equipment, and the best administrators now and not at some future date.

We urge you to pass this fiscal year 1966 budget as a step in the right direction.

LUCILLE CARMACK, *President,*
ELLEN GLASSMAN, *Legislative Chairman.*

MAY 6, 1965.

STATEMENT OF ELEMENTARY CLASSROOM TEACHERS ASSOCIATION

Miss GRIFFITH. Also I wish to insert the statement from the Elementary Classroom Teachers Association of the District of Columbia concerning this budget.

Senator BYRD. Very well.

Miss GRIFFITH. In their statement I would call your attention to page 2, on which there is a paragraph expressing appreciation to the Members of the Congress for the passage of the Elementary and Secondary Education Act of 1965, and also an expression of appreciation for the impacted aid funds that were given to the District of Columbia public schools by the 88th Congress and, again, an expression on the part of ourselves for yours and your committee's continued support for the budget of the District of Columbia public schools. That was a particularly fine statement that you made and we very much appreciate the support which you have given us.

(The statement referred to follows:)

STATEMENT CONCERNING THE PUBLIC SCHOOL BUDGET ESTIMATES FOR 1966

Mr. Chairman and members of the committee, the Elementary Classroom Teachers Association of the District of Columbia strongly supports the 1966 budget estimates of the Board of Education which have been submitted to the committee by the Superintendent of Schools and his staff.

Since approximately 5,000 new children come into our public schools annually, good planning in providing classroom space, supplies, and equipment is essential if overcrowding, understaffing, and poor working conditions are to be eliminated.

There is an urgent need that the staffing ratios approved by the Board of Education be recognized by congressional Appropriations Committees. The requests for the staffing of the elementary schools in the 1966 school budget include:

Teachers	327
Counselors	90
School librarians	57
Principals	2

The efforts of Congress to recognize and successfully maintain a ratio of 30 to 1 for elementary classrooms has been greatly appreciated.

We also urge the inclusion of 6 school social workers, 6 attendance officers and the addition of a sufficient number of school psychologists to meet the Board of Education standard ratio goal of 5,000 pupils to 1.

A chief clinical psychologist to serve as the Supervising Director in Pupil Personnel Services and an assistant to the Assistant Superintendent in charge of elementary schools should be approved in this budget, if the school staff is to receive appropriate guidance and assistance.

The Personnel Administration staff needs to be expanded if the recruitment and employment of a capable teaching staff is to be accomplished. The growing percentage of temporary teachers in the District of Columbia public schools is a great concern.

Adequate clerical staffing for the elementary schools is one of the most urgent needs requiring your consideration. Time needs to be saved for teachers to perform professional tasks instead of the numerous clerical duties which must be done when the clerical staff is not available.

Low maintenance funds have caused children and teachers to work in depressing environments. Thirty-two of our school buildings are from 65 to 96 years old. Sixty school buildings housing children are 50 years or older. Seventeen percent of the schools were built before 1900. Our association urges that the maintenance funds requested in the 1966 school budget be fully provided to insure a clean and attractive place in which each child may learn.

We heartily endorse the Board of Education's request of $40,122,800 for capital outlay and sincerely hope that this fund will be granted. Delapidated schools should be replaced and new schools or additions should be built to avoid overcrowding. Sufficient classroom space is required now to eliminate part-time classes (124 classes and 3,399 pupils were on part-time instruction as of April 8, 1965) ; classes in auditoriums, teachers rooms, playrooms, or other inappropriate rooms. Teaching in auditoriums with only small screens to separate one class from another is difficult for the teachers and hard on children. Rooms which were not designed for classroom use also present a handicap to both pupils and instructors. President Johnson has called for the end of classroom shortages. He also said, "We just cannot afford the waste that comes from the neglect of a single child."

Better equipment, textbooks, and other tools of learning are needed, too, if we are to make the District of Columbia schools come up to the standards we seek for them.

The association wishes to express its appreciation to the Members of Congress for the passage of the Elementary and Secondary Education Act of 1965 which makes it possible to secure food and clothing for pupils as well as better school facilities for students who family income is $2,000 or below. This gives new hope to educators and we will do our best to accomplish the goals which this legislation makes possible.

We appreciated obtaining the impacted aid funds from the 88th Congress which came to the District of Columbia public schools for the first time this school year. These funds are needed in addition to the regular school budget which is under consideration at this time.

We believe that an increased percent of the total District of Columbia budget should be assigned for use by the District of Columbia public schools. We also believe that the full amount of the $50 million congressional contribution needs to be appropriated for use of our schools and the borrowing provisions expanded to allow for adequate school construction now. Higher revenues may come from District of Columbia citizens for we want our schools to be among the Nation's best.

The association is grateful for the interest and awareness of the Congress of the critical educational needs of Washington's children and youth. Big city problems definitely have increased. We sincerely hope that favorable action can be taken promptly by this committee and the Congress to insure the efficient operation of the District of Columbia public schools.

Respectfully submitted.

VIRGINIA BIEDLER, *President.*
ELIZABETH GRIFFITH, *Legislative Chairman.*

Miss GRIFFITH. Now, may I ask that Miss Rachel Hecht, from the Association of School Librarians, be called as the next witness, please. She is a part of our group.

Senator BYRD. All right. She is on the list?

Miss GRIFFITH. She is here, sir.

Senator BYRD. She is No. 30 on the list, but if it will make it more convenient for your group to appear at one time, and so that your statements appear together in the record, we will be glad to hear from her at this time.

Miss GRIFFITH. Thank you very much.

Senator BYRD. Miss Hecht. Will you please proceed.

STATEMENT OF MISS RACHEL R. HECHT, DISTRICT OF COLUMBIA ASSOCIATION OF SCHOOL LIBRARIANS

DISTRICT OF COLUMBIA PUBLIC SCHOOL BUDGET

Miss HECHT. My name is Rachel Hecht; I am a librarian at one of the public junior high schools in the area of Northeast Washington and I am treasurer of the District of Columbia Association of School Librarians.

As you well know, there are many woeful discrepancies between the original 1966 budget and the first version as passed by the House. When we librarians met together to survey the damage, we realized that whereas the Senate would very quickly restore many of the original budget requests, it would not restore all of them.

We thought to respectfully point out to you the need which we consider to be of utmost urgency and the one which most definitely should. This is on the junior high school level, and I am talking about putting one librarian in each. This is a world of prejudice and discrimination, and I mean no blasphemy when I point out that God is prejudiced, that we have seen down through the ages that He has a definite tendency toward helping those people. This is where we come in.

RESPONSIBILITIES

Our job is to help them help themselves. Our first responsibility is to teach the children in the school how to find the information, how to use the card catalog, how to use the indexes to the periodicals, how to use the table of contents and the index to a book.

Second, it is our responsibility to service all of the areas of the school so that today's history class has newspaper clippings to facilitate its discussion of the rebellion of the Dominican Republic, and so that the guidance counselor has up-to-date information about what jobs are available, what are the requirements for these jobs, what are the future expectations of these jobs.

In the junior high schools, for the past 4 years we have been trying to do this on a half-time basis. A librarian has had two junior high schools to take care of and, quite truthfully, it does not work. The junior high school youngsters are between the ages of 12, 15, and 16—in the age when they read. This is an age when they are setting the foundations of their careers and this is an age when it is very important that we get to them, that we teach them how they can pull themselves up by their long boostraps.

For this reason, I recommend, in fact, I urge, that, when consideration of the budget be undertaken, that the full 14 junior high school librarian positions originally called for be approved by the Senate.

Thank you.

Senator BYRD. Thank you, Miss Hecht, for a very fine statement. We have noted with interest that you did not read the statement, that you had no notes before you, and that you spoke extemporaneously, and that you did an excellent job.

Miss HECHT. Thank you. It is classroom practice.

Senator BYRD. The subcommittee will be in recess for 5 minutes.

(A 5-minute recess was taken.)

Senator BYRD. The hearings will resume.

Would the following persons please come forward: Miss Mary E. Washington, Mrs. Dudleson, Mrs. Harry Dalke, and Kenneth Rick.

Mr. Kenneth Rick.

STATEMENT OF KENNETH RICK

C. MELVIN SHARPE HEALTH SCHOOL

Mr. RICK. My name is Kenneth Rick. I represent the student body of the C. Melvin Sharpe Health School.

The C. Melvin Sharpe Health School is a school for children with neuromuscular and other physical disabilities. We receive our education without interruption because we also receive therapy at the school.

Our school was built for 185 children including 50 secondary students. Today we have 223 students in attendance. As our students progressed to the secondary level, we expanded the secondary program. To do this we had to rearrange our physical setup. We took the sixth grade room and converted it to the secondary social studies room. The sixth grade moved into the speech therapy room and this room is so small it can seat only 10 students. Speech therapy, a very vital part of our educational program, was shifted to a small room in the office area displacing the psychological testing, interviewing, and analysis program. This program is now a floating one.

The library caters to all grades and all reading levels from the kindergarten to the senior high 12th grade. The junior or senior high student who cannot make trips to the regular public library cannot offer the space and materials for proper study and research in depth.

The shop upholstery room has been converted and is used as a secondary English classroom. Student concentration is hampered by the noise of heavy machinery in the shop. This very small area holds two classes simultaneously.

Two section rooms were originally built for the secondary department. We now have seven sections. Because of this, three rooms with equipment, the homemaking, science, and shoproom, are now home section rooms.

WORK OF DIETITIAN

The dietitian, who should be solely and only responsible for the special diets of the individual students as well as the entire student body, has been pressed into teaching homemaking and supervising a section of multiple-handicapped students thus causing the standards to be lowered.

The needs of elementary school children from kindergarten through the sixth grade are just not the same as our secondary students' needs. Seniors in high school cannot with enthusiasm consume pureed and mashed foods. Yet, our dietitian has not the time to spend in organizing a dual food program with variety for secondary students. The situation is so appalling, with crutches and wheelchairs all over the lunchroom, that one must really see it to believe it.

To meet the requirements of mathematics we have had to bring in a floating teacher.

PHYSICAL EDUCATION PROGRAM

The physical education program is supervised by the shop teacher and by the business training teacher. This program is really handicapped. To use the gym we moved our useful ping pong table to the hall. This clutters the hall and sometimes we move it back to the gym. When we do that the basketball court is only half a court but we do play ping pong.

Our school is the only high school in the District that cannot offer an art program because we have no art room or teacher.

Our school is the only high school in the District with a token music program because we have no music room or teacher.

Elective courses in all the major departments cannot be offered in our school because we have no room.

A swimming pool is recognized as having a very great physical and psychological therapeutic value for children of all ages. We have no swimming pool.

We appeal to you to restore our building appropriation. Plans for an addition to our school would provide us with the needed classrooms and give us at least the minimum standard facilities for our educational pursuits.

Thank you.

Senator BYRD. Thank you, Mr. Ricks.

Mrs. Dalke, do you wish to speak?

Mrs. DALKE. I have a very short statement.

STATEMENT OF MRS. HARRY DALKE

C. MELVIN SHARPE HEALTH SCHOOL

Mrs. DALKE. The statement which Kenneth Rick has read has stated all the facts.

Eighty-six students, many with crutches, wheelchairs, and other needed equipment, squeezed into the space planned for 30.

The secondary school has expanded to three times its original size, and we must have the additional space if we expect to offer our students an adequate educational program.

This program includes college prep courses, business courses, and basic education courses.

How can we do it with a floating math teacher who has no classroom, but meets one class in a corner of the gymnasium, and another class in a conference room?

How can we when the English teacher has class in the space off the shop room to the accompaniment of the power machine whirling and hissing?

We need the expansion and urgently request that you restore the item concerning the Sharpe Health School in the capital outlay section of the Board of Education budget to the 1966 budget.

Thank you.

Senator BYRD. Thank you, Mrs. Dalke.

Thank you, Kenneth. You have made excellent statements, and I hope that if and when additional revenues are provided this item will come to the Congress in a supplemental request. We appreciate your presence.

We are ready for your statement, Mrs. Dudleson.

INTRODUCTION OF WITNESSES BY MRS. DUDLESON

Mrs. DUDLESON. Sir, I am not going to make a statement but I would like to present Mrs. Georgia Delano, Mr. Robert Hall, and Mr. Ernest Smith, who will make our statements.

Senator BYRD. Very well. Thank you, Mrs. Dudleson.

The lady may begin.

Mrs. DUDLESON. Mr. Hall is beginning.

Senator BYRD. All right, Mr. Hall. This is a man's world, isn't it?

STATEMENTS OF ROBERT HALL, HARDY HOME AND SCHOOL ASSOCIATION; ERNEST SMITH, COOLIDGE HIGH SCHOOL AND HOME ASSOCIATION; AND MRS. GEORGIA DELANO, HYDE ELEMENTARY

DISTRICT OF COLUMBIA SCHOOLS

Mr. HALL. My name is Robert L. Hall. Mrs. Hall and I are copresidents of the Home and School Association at the Hardy Elementary School at Q and Foxhall Road NW. My associates and I are appearing here to represent the members of the Home and School Associations; that is, the parents of children in 18 schools in the District of Columbia. These 18 schools include 8 elementary schools, 2 junior high schools, and 8 high schools, and they provide instruction to over 21,000 children. We thank you for the opportunity to appear before this subcommittee.

Gentlemen, our major concern is the quality of education in the District schools. Simply put, education in the District is not good enough now. When the President's budget gave us hope that major strides would be made this year toward remedying some of the serious deficiencies in our school system, we enthusiastically supported that budget. When the House cut the President's school budget request by $16 million, we became quite alarmed—and then aroused. In these past few weeks parents in the Home and School Association have joined with the PTA and other citizens' groups to visit you, your staffs, and other members of the Senate urging that you review the President's school budget, not with an eye to cutting it to conform to a reduced budget, but with an eye to the needs of the schools and the possible sources of additional revenue that already exist to finance those needs. Many of us have come to Congress in an effort to convey to you our deep concern and our strong interest in restoring the budget cuts made by the House.

SHORTCOMINGS IN EDUCATIONAL SYSTEM

By now you are probably surfeited with statistics about the District's educational system. We believe those statistics point up serious

shortcomings in our educational system caused primarily by insufficient finances. They tell factually about overcrowding in the schools, about old, poorly maintained buildings, about shortages of supplies and equipment, about insufficient staff at all levels, professional and clerical, and about grossly inadequate library facilities. We should like to humanize those figures for you by citing some of the examples we have found in schools represented by the Home and School Associations.

Mrs. Delano will read the next portion.

STATEMENT OF MRS. DELANO

Mrs. DELANO. First let's consider overcrowding. The House, as you know, cut the capital outlay budget by 44 percent. The statistics show that as a result of those cuts there will be a shortage in October 1967, of 751 pupil stations (or 1 percent) at the elementary school level, 1,929 pupil stations (or 6 percent) at the junior high level, and 2,146 stations (or 12½ percent) at the senior high level. Put simply, our schools at all three levels will still be struggling with an enrollment in excess of capacity in October 1967. Let me illustrate what overcrowding means today in some of our schools. In an elementary school in Southeast Washington (Draper), there is one class that meets regularly in the custodian's room. The library can no longer be used as a library because a class of 37 second-grade children meet there. Two other classes, of 35 children each, meet in one end of the lunchroom. Already enrollment in that school exceeds capacity by 26 percent and an increase in enrollment is expected. In another elementary school—this one in Northwest (Murch)—classes are also meeting in the lunchroom. Teachers of science, art, speech, and foreign language have no place to work and have to set up a desk in the hall. One high school in Southeast Washington (Ballou) is now 14 percent above its capacity in enrollment. There are five teachers who do not have assigned rooms and must shift from room to room, including the principal's office, to meet their classes. There are 170 students who have no place to put their coats, hats, boots, books, and other belongings, so that they have to walk from class to class carrying all those things. An additional increase in enrollment is expected in this school next year.

MAINTENANCE PROBLEMS

Let's turn to maintenance. This is an area where the District schools have been backsliding over the years. Even the President's budget asked for less than the recommended standards. Nonetheless, the House cut maintenance by more than half of the requested total. Let me illustrate a couple of problems our schools are facing.

In one school in Northeast Washington (Eastern High School) the skylight over the workship has a number of leaks. Rain and melting snow have been dripping into the room in about 12 places. The fact that the workshop contains electrical machinery creates the risk of a short in the machinery which might do serious injury to students and damage the equipment.

In another school (Western) it has been so difficult to get emergency repairs that a window has been missing in the library since last October.

PERSONNEL

Mr. SMITH. Now let's turn to the staffing needs of the schools and the personnel budget. What about professional staff? The quality of education in our schools depends heavily upon the availability of specialists in the fields of music, art, science, and physical education. Today it is widely recognized that children's education is greatly enriched by instruction in these areas early in their school life. At the present time a small staff of trained specialists try to serve the whole elementary school system. This means they visit each school, on the average, once every 3 weeks. At best, they try to work with the regular teachers in developing programs in art, science, music, and physical education. Suppose Congress were to accept the President's budget request for 1 music teacher and 1 physical education teacher for every elementary school. That would average 1 teacher for every 750 students. What a cultural boost could be provided for all students, but especially the 30,000 children from culturally and economically deprived homes. The House, however, has taken a different view. They cut the requested number of music teachers from 98 to 21, and physical education and health teachers from 99 to 11. In the fields of art and science, where specalists are also badly needed, they have not yet been included in the school budget.

LIBRARY SERVICE

Take the problem of providing trained librarians at the elementary school level. The President's budget requested one librarian for every elementary school where library facilities might be established. In this request he recognized the need for stimulating children's interest in books when they first take the important step of learning how to read. In the President's letter to you, Senator Byrd, you may recall that he singled out libraries when he wrote:

> It seems to me plain that education—good education, in adequate buildings, and with adequate supporting facilities such as libraries—is basic to all the other programs that are being undertaken to improve the city, including the reduction of its rate of crime.

Again the House viewed the request quite differently. They reduced the number of librarians requested at the elementary school level from 57 to 17—a 70 percent cut.

In a number of our elementary schools, parents have tried to fill the gap by volunteering their services as librarians during school hours and by raising money for books. This has generally meant that schools located in the more prosperous areas of the city have had the benefits of a library, while in the poorer areas, where the need is greatest, this service has not been available. Let me illustrate the importance of library service. One of our elementary schools in Northwest Washington (Murch) had the services of a trained part-time librarian for the first time this year. The children early in their school life had been introduced to the library and the fun of browsing among books with expert guidance. Parents have reported their children are reading more books than ever before. The children often wait for a particular book and are excited when they get it because they can take it home and read it. This is the kind of excitement about learning that we need to stimulate in more deprived areas of the city.

NEED FOR SPECIALIZED STAFF

As a further illustration of the need for specialized staff members, consider the following: A high school in Southeast Washington (Anacostia High), has not had a full-time remedial reading teacher since 1958. Yet about 100 children in its basic track now need remedial help with their reading. Also about 35 children in the low general track are reading two to three grades below their level. Two of the school's new teachers have taken special studies in phonovisual education to try to help, but they cannot get books needed to give reading instruction.

Here is another example: One of our elementary schools (Murch) in a prosperous area in the Northwest felt its greatest need was a counselor. With the aid of funds from the Agnes Meyer Foundation and the Home & School Association, they hired a counselor 7 years ago. Their experience has been so successful, and the teachers have benefited so much from the advice of the counselor that the Home & School Association now finances the entire cost out of its own fund-raising activities. Think, however, of the poor area of our city where 30,000 of our school children come from a seriously handicapped environment, how much greater is their need for counselors at the elementary level. Yet the House cut the number of requested counselors from 90 to 15—a cut of 83 percent.

Many schools are desperately short of clerical and typing help so that the time of teachers and specialists is taken away from their duties. Let me illustrate.

In one junior high school in the Northeast area (Eliot Junior High) one secretary serves a school of 1,230 children, 60 teachers, 9 custodians, and cafeteria personnel. She is required to keep student records, handle the switchboard, serve as receptionist, do the typing and mimeographing, requisition supplies and textbooks, handle messages from parents, file and check equipment in and out. Obviously this is more than can be done by one person, so she calls on the teachers to help. In a Northwest high school (Wilson) the principal, teachers, counselors, and nurse are all doing chores that could be done by clerical help so as to give them more time for their professional duties. This is an area, however, where the President's budget does not request additional staff because other needs were considered even more pressing.

ADDITIONAL STATEMENT BY MR. HALL

Mr. HALL. Gentlemen, we have tried to illustrate some of the serious problems our schools are facing.

May I insert a couple of sentences. Senator Byrd, we are very grateful for your past help in this regard, and I should like to volunteer that, if we can be of any help in teacher deliberations in providing you information—we know that sometimes you are not staffed to obtain all the information you would like to get in your deliberations—we shall help you in any way we can.

At a time when Congress has recognized the national need to attack poverty through improved education, it seems paradoxical that that same Congress would now make deep cuts in the budget of the District schools. As Senators and parents yourselves, I hope that you share our concern about our schools. We ask your help in restoring

the $16 million which the House cut from the President's school budget. The financial means are available, and we are willing to pay our share. The President's budget, as we have indicated, does not solve all of our problems, but it does represent a major step forward. It will provide enough to have an impact on the quality of education in the District. We cannot afford to do less. The decision now rests with you. Thank you for your attention.

Thank you very much.

Senator BYRD. Thank you, ladies and gentlemen.

You have presented a very well-organized statement. We appreciate your attendance today.

Mr. HALL. Thank you, sir.

Senator BYRD. Mrs. Gladys J. Bellows, Mr. Don B. Goodloe, and Mrs. Susan C. Lamensdorf, will you please come forward and have seats.

Mrs. Bellows, are you ready to proceed?

Mrs. POWELL. Mr. Chairman, I am Mrs. Cozette Powell. I am the president of the Elementary Special Subjects Association and a music teacher in the District. I am here talking for the association. Mrs. Bellows is not present.

Senator BYRD. So you are subsituting for Mrs. Bellows?

Mrs. POWELL. Yes, sir.

Senator BYRD. Your name again?

Mrs. POWELL. Mrs. Cozette Powell.

Senator BYRD. Howell or Powell?

Mrs. POWELL. Powell, P as in Paul.

Senator BYRD. Thank you very much.

All right, Mrs. Powell. We are glad to have you with us.

Mrs. POWELL. Thank you.

STATEMENT OF MRS. COZETTE POWELL, ELEMENTARY SPECIAL SUBJECTS ASSOCIATION

DISTRICT OF COLUMBIA SCHOOL BUDGET

Mrs. POWELL. We, members of the Elementary Special Subjects Association, are appreciative of the fruitful consideration shown our areas of art, music, science, health-physical education, athletics, and safety thus far in the budget. Realizing the vitalness of these subjects to the total development of the child and to a well-rounded school program, we now ask for restoration of salaries in these fields that were deleted from the initial requests.

Teachers in these subject areas are needed to make direct, stimulating, and regular contact with the child. This can be done only by narrowing the extremely wide ratios that now exist. From a ratio of 1 vocal music teacher to 5,295 pupils we ask for 1 teacher to 800 pupils to allow a music teacher 1 hour per week with each class and some additional time for helping classroom teachers with special programs. From a ratio of 1 art teacher to assist 270 classroom teachers we ask for 1 teacher to assist 200 classroom teachers. From a ratio of 1 science teacher to 212 classroom teachers we ask for 1 teacher to 190 classroom teachers. From a ratio of 1 health, physical education, athletics, and safety teacher to 5,295 pupils we propose 1 teacher to 800 pupils to allow a health-physical education teacher 1 period a

week with each class and some additional time for helping classroom teachers with special activities. We ask for additional instrumental teachers to work in the 74 schools, or 54 percent of the schools, now without such services at the ratio of 1 instrumental teacher for every 5 administrative units. The need for appropriations for instruments should follow, consistent with the number of additional schools given services of an instrumental teacher along with the reinsertion of a GS–11 technician for maintenance of instruments.

VALUE OF STUDY OF ARTS AND SCIENCES

Every child is entitled to the disciplines of learning and esthetic values that are derived from the study of the arts and sciences. All children should be culturally enlightened and expertly directed toward self-expression, scientific experimentation, and the practical application of aspects of the physical nature and care of the body. Such education should come in the elementary grades to serve as a foundation for the secondary level. For some, the very groundwork will be laid for occupations in these areas. Our schools have curriculums developed in each of these areas of knowledge and skills that demand specialist teachers for the teaching.

As the number of children and classroom teachers increases in the schools it is necessary to increase the number of teachers in departmentalized subjects. As the number of specialist teachers increases it is imperative to have additional staff officers for supervision and administration of effective programs. We, therefore, advocate restoration of assistant directorships in line with this necessary expansion.

In addition to adequate teachers and staff officers, administrative aids are needed to answer the telephone, take messages, write and type letters, duplicate and distribute departmental bulletins, file reports and important papers, assist with the compilation of school data, and to arrange conferences within the departments and with other school personnel. Since no clerical help is available at present in the Departments of Art and Music, certainly the minimum of one administrative aids should be accorded at least to each of these departments in order to establish functional communication within and between them and other branches of the school system.

The wise use of information and skills in school leads to constructive activity after school. We maintain that our subject areas contribute greatly toward the child's development as a worthwhile citizen in the community. Children who discover and study experimental procedures, who approach the study of the arts intellectually as well as emotionally, who participate in a sportsmanlike manner in physical health activities are very apt to make for America, citizens who can perform for their country because their country has acted justly for them.

Thank you very much, Mr. Chairman.

Senator BYRD. Thank you, Mrs. Powell.

Mr. Goodloe, you are next.

STATEMENT OF DON B. GOODLOE, TEACHERS UNION NO. 6, AMERICAN FEDERATION OF TEACHERS, AFL–CIO

DISTRICT OF COLUMBIA PUBLIC SCHOOL TEACHERS

Mr. GOODLOE. Senator Byrd, I am Don B. Goodloe, representing Teachers Union No. 6 of the American Federation, affiliated with National Teachers Organizations in the American Federation of Teachers in the AFL–CIO.

I also emphasize that for this reason. We are a citywide organization. Our membership contains teachers in all areas and at all levels of the system. So we deal with problems that are of general interest to teachers and children. We do not spend our time giving statistics on the need for capital improvements and other things that are neighborhood problems. It does not mean that we are indifferent to such problems, but we think that people who are more familiar with these things, that are closer to them, could give the committee better information.

We have continually emphasized what we consider to be the major problem in American education, securing enough teachers.

Year after year we have taken the stand that there should be no academic class in a secondary school of more than 25 pupils, and no similar group in an elementary school with more than 30. At the same time, we wish to reemphasize the facts that ratios do not mean much. You may have an average of 25, you may have a proportion of 30 pupils per teacher, and yet you may have very large classes and you actually do have these classes of 40 and 50 where the ratio looks all right.

RESTORATION REQUESTED

Now, like other witnesses, we support the restoration of all the teachers left out in the bill as passed by the House. We realize even if you did that the result would not be securing all the teachers we need for our purpose but we want you to do the best you can, go beyond that, if possible, and help us in our effort to make enough teachers available to give every American child a real education.

To teach a class of 40 or 50 is really almost a tragic thing. And any such handling of an unwieldy group like that even for a genius, but to try to teach a class physical, chemical, biological science, or foreign language with that many pupils is really a travesty on education. Yet that attempt is being made.

Briefly, the No. 1 educational problem of the day is to secure enough teachers so as to instruct the boys and girls in our schools.

The American Federation of Teachers, therefore, strongly urges this committee not only to restore the money for additional teachers left out by the House but to add more so as to bring about conditions under which we progress toward the ideal conditions necessary for real teaching in our schools. At this time, we think it is only fair to compliment the chairman of this committee for previous support of the District schools in securing additional teachers.

This, as we see it, is the main part of the educational job that must be done in 20th century America.

QUALIFICATIONS OF TEACHERS

However, Senator, I do not think we can leave the problem there. Securing enough teachers and getting the right size classes is not going to solve the whole problem. These teachers must really be able to teach. It is possible that a teacher will have no class of over 25. He will be very confident and yet if after school he has to do a lot of clerical work, his energy will be sapped, his time will be taken up, and he will not be able to give the pupils the attention he should.

Take an example like this. There is a mathematics class where a very abstruse problem has arisen and there is not time within that period for the thing to be elucidated fully and the pupil goes back to the teacher after school for help. That has happened again and again. Yet what does he find? The teacher, although he would like to help him, must make out the permanent record cards or the advisory for the next report.

There are other chores which teachers must perform and we are coming now to one of the most important of all.

Now, we think that every teacher should have at least 30 minutes free from duty for lunch. Now, in some schools that is the case, in some it is not. Whether it is due to understaffing or poor management we cannot say in all cases. But there ought to be people who can relieve the teacher of duties like this. Semiprofessional personnel or subprofessional personnel as you call them should be hired to supervise playgrounds and manage children at lunch so the teachers time will not be taken up that way.

ADEQUATE SCHOOL LUNCHES

And once, Senator, we get on the lunch problem, we come to a matter which we have always felt very strongly about, but which perhaps we have not emphasized strongly enough in our previous testimony, that there should be an adequate lunch for every child who needs it. I know, of course, in our testimony we say a hot lunch. Well, that may be pinpointing it too finely. Maybe a glass of milk and a peanut butter sandwich would do just as well, but we do think that there should be an adequate lunch for every child in the system.

Whether it is to be provided for entirely out of public funds or otherwise I cannot say, but I do not think that a country whose granaries are bulging with surplus grain and which is sending surplus food all over the world should leave many of our own children without an adequate lunch. Just as we maintain that an overworked, a worried teacher cannot give the best that is in him, trying to educate an underfed child is a similar impossibility. Our organization is interested in children as well as in teachers.

That is the main interest of the teaching profession.

So we recommend strongly that this committee explore all possible means of securing funds one way or the other to be sure that no child in our school is without an adequate lunch during the day.

TEACHERS COLLEGE URGED

Now, Senator, that takes up most of our testimony and at this time I think we should compliment Mr. Natcher on the House side for his efforts in this direction. As we have said, we do not spend very much time talking for local projects which can be better explained by other

witnesses. However, we also emphasize the Teachers College. To mention a matter which really is not within the purview of this committee, we would prefer institutions such as those provided for in bills introduced by Senator Morse and Representative Diggs, but since this committee cannot do that, we urge it do its best to procure the money and see that a proper site and a plant is constructed for an adequate teachers college to replace the outmoded plants we have now.

SHAW JUNIOR HIGH SCHOOL AND KENNEDY PLAYGROUND

There is no need to go into all those details, those deficiencies. They have been gone into again and again. The only other project of citywide or anything like citywide importance we urge you to consider especially is the replacement of the Shaw Junior High School and the proper upkeep and preservation of the J. F. Kennedy Playground. Well, Senator, that summarizes our presentation.

Those are the main matters in which we are interested, and these are the two things which we have taken a few minutes to emphasize.

Thank you for this opportunity to testify before the committee.

Senator BYRD. Thank you, Mr. Goodloe. You have always made a good statement when you have been here before the subcommittee and you have done so today. We are very appreciative.

Senator Yarborough, do you have any comments or——

STATEMENT OF SENATOR YARBOROUGH

Senator YARBOROUGH. No questions. I have this comment. I think this is a very important hearing. I congratulate the chairman on running this hearing so as to give everybody a hearing. I would like to have been here but today the Subcommittee on Treasury and Post Office and the executive department of Government, White House, was marking up our bill for the full committee and of course it was necessary that I attend that executive session.

I appreciate the fact that you have run these hearings when most of us had to be on other committees.

Thank you a lot.

Senator BYRD. Thank you, Senator Yarborough. The Chair certainly understands the situation here. We have to divide our time among several different subcommittee meetings occasionally, in fact quite often for that matter.

Mr. GOODLOE. Thank you again, Senator, for the opportunity.

Senator BYRD. Mrs. Lamensdorf.

STATEMENT OF MRS. SUSAN LAMENSDORF, LEGISLATIVE CHAIRMAN, ALICE DEAL JUNIOR HIGH SCHOOL HOME AND SCHOOL ASSOCIATION

DISTRICT JUNIOR HIGH SCHOOLS

Mrs. LAMENSDORF. I am Susan Lamensdorf, legislative chairman of the Alice Deal Junior High School Home & School Association. Our school is located at Nebraska Avenue and Fort Drive NW.

The Commissioners had proposed in their 1966 capital outlay budget as project 10–136 an item of $509,000 for the enlargement of our school and the grading of the play area. The House did not approve this

item; but we feel that it is very important and support it wholeheartedly for many reasons. Our building is overcrowded. We have six traveling teachers who have to teach in a different room every period, wherever space happens to be available. We need a guidance office; at present one of the counselors is using a makeshift office on the second floor far away from the other counselor, the principal, and the school records. Our library is much too small; it is the size of a classroom. Several classrooms have been converted on a makeshift basis into special-purpose rooms and are inadequately equipped to meet the needs of the teachers and students; I am referring to rooms such as science, typing, and mechanical drawing rooms. There has been no major maintenance of our school grounds since the building was completed in 1931. Parts of the grounds are in such bad condition as actually to pose a hazard to the children who use the track, ball fields, etc. A reservoir has been constructed adjacent to the playing fields since the school was completed and the debris falls down. It is really quite dangerous.

The enlargement of our school and the rehabilitation of the playing fields as proposed will take care of most of these inadequacies.

BUILDINGS AND GROUNDS MAINTENANCE

We request adequate funds for major and emergency repairs for the city's buildings and grounds. For example, when we have a leaky roof in our home, we have it fixed promptly; at Deal we had to wait for several months for this repair with the result that the walls and ceilings became damp whenever it rained or snowed, plaster loosened and started to fall, and the resulting repair bill was substantially higher because of the delay caused by insufficient funds. Our building was recently painted and of this we are proud; however, we had to wait 7 years between coats of paint. We feel that this is too long; the children at Deal are not exceptionally destructive, but there are over 1,200 of them using the building intensively every day. We, as taxpayers, feel that in order adequately to protect the large investment we have in our public buildings, they must be painted regularly and maintained properly.

A few of the classrooms at Deal have new modern lighting; most of them still have the dim lights which were installed in 1931 when the building was constructed. The contrast is quite startling. In some rooms the students actually have trouble reading their textbooks; we therefore request that you include adequate funds for the modernization of lighting in older school buildings such as ours.

LIBRARIANS AND COUNSELORS

We support the request for a full-time librarian in each junior high school. At the present time we have a part-time librarian and during her absence many different teachers are assigned to the library for one period at a time. This results in lack of routine and uniformity. Furthermore, teachers are not librarians.

We support the request for more counselors for junior high schools. We have two counselors for over 1,200 children. This not enough. Let me cite you some reasons. Elections of certain subjects must be made at the end of the eighth grade which will affect the high school course to be followed, but our counselors do not have the time to dis-

cuss this important problem with each student. At the end of the ninth grade, just before graduation, each student has 10 minutes with the counselor and later a further 10-minute period with both our counselor and the one from the high school to discuss his high school courses; this is all right for a brief interview but supposing the child has a real problem—the counselors do not have time for exploration of these problems because the next student is scheduled promptly thereafter. We feel that additional counselors would enable the children better to take advantage of the opportunities offered them by the public schools.

We wish to support the request of the Public Library for the construction money to replace the Chevy Chase branch. This is a necessary adjunct for the education of the children who live in that area.

RECREATIONAL FACILITIES

The entire Wilson-Deal area needs adequate recreational facilities. We therefore support the requests for the improvements of the smaller playgrounds, such as Hearst, Chevy Chase, Macomb, and Forest Hills, as well as the requests of the Chevy Chase Community Council and the Fort Reno Community Council for planning money for the two recreation facilities sought by these groups.

SUPPORT OF FORT RENO COMMUNITY COUNCIL

May I add this, please. Deal Junior High School Home and School Association has over 800 paid-up members. The subject of the Fort Reno Community Council was raised at an open meeting and it was voted that we support this group in an open meeting.

May I add further that the testimony opposing this development earlier is of interest to me because my husband happens to be president of the Fort Reno Community Council. He was here earlier but he had to leave. He had to go to court. May I say that my husband has been active in community affairs for many years. At the present time he is Democratic precinct chairman for precinct 14. He is immediate past lieutenant governor for Kiwanis for the Capital district.

He is an ex-president of the Forest Hills and is interested in the whole community and in young and in old. We have submitted, together with Mrs. McClenon's statement, a list of organizations who have supported our council. These organizations have written letters in support of the project at one time or another, and their names are alphabetically listed. We contacted the officers, not the individual members, of these 39 organizations. Mr. Sheil spoke as an individual. We feel that there is always objection to progress. We never have a hundred percent support. Even you in some of your committee deliberations don't have a hundred percent support. That is only true in Russia.

However, we invited the opponents to our meetings and a few did come. We are not at all secret. In fact, we have tried so hard to get publicity. We did have a writeup in the Uptown Citizen which the gentleman mentioned. This has a circulation of 31,000. The gentleman said that he had 450 signatures on the petition——

Senator BYRD. 425.

Mrs. LAMENSDORF. 425. I want you to keep in mind the wide circulation that this paper has.

Also on the 26th of March we appeared before the Commissioners at their public works hearing. We made every payer, including pictures, in the News and we were even on television on WMAL. Milton Q. Ford spoke in behalf of the council. We feel that we have broad community support.

May I also say that the lack of recreational facilities is a problem, possibly not to Mr. Sheil, but they are a problem to the eighth police precinct. They are most anxious as are the roving leaders of the Recreation Department for this recreation facility to be built. Also the merchants where the children hang around at the present time after school are most anxious to have this recreation facility built.

Thank you.

Senator BYRD. Mr. Sheil indicated, as you have recalled, that 425 citizens in the area have signed a petition in opposition to this proposal.

Mrs. LAMENSDORF. Right.

Senator BYRD. Now, what comment do you have in that regard?

Mrs. LAMENSDORF. We submitted petitions of many more names than that and as I say, we have organizations backing us, not individual members of the organizations but the officers. We have requested the organizations which have supported us at other hearings before the Natcher committee and before the public works hearing please to write to your committee direct and I know of at least 20 that have done so and I know of at least another 10 or 15 that are doing so presently. So your staff should either have received them or be receiving them.

Senator BYRD. Senator Yarborough?

SUPPORT FOR REQUESTED POOL

Senator YARBOROUGH. How many people do you think favor the pool there, Mrs. Lamensdorf?

Mrs. LAMENSDORF. There are 60,000 people in the area who, according to the Recreation Department, they feel will use the pool. I don't know. We have the support of 38 organizations and as I said, our Deal Home & School Association has a membership of 800. This is only one. This is the larger one. Now, maybe you have some organizations that may only have 30 or 40 active members.

SUPPORTING PETITIONS SUGGESTED

Senator YARBOROUGH. Belonging to a lot of organizations, I doubt that the statement of officers would express the wishes. Just coming down to a simple point, the 425 signed a petition against it. If there were 4,000, 5,000, 6,000 now for it, why don't they sign a petition for it? This committee staff would be greatly overburdened by flooding the committee with a bunch of letters. Why not a simple petition of those who live there.

Mrs. LAMENSDORF. I will tell you why. As I say, we did submit a big stack of petitions, probably a thousand signatures on there, I don't know. Maybe there aren't.

The reason we did not go after petitions is that my husband has been active in this type of an effort before and rather than burden the

committee with either petitions or individual letters, he came before this committee and spoke as a representative of, at that time I believe it was 15 or 18 organizations, to get the Park Road Bridge rebuilt. Possibly this is before you were in Washington, Senator. I don't know.

Senator YARBOROUGH. I think I was here but not on this committee. How long ago was that?

Mrs. LAMENSDORF. Senator Pastore was the chairman at that time and we felt that this was the best way to conserve the efforts of the committee. As I say, if petitions are called for, we will continue our efforts in behalf of petitions. We felt—we don't quite agree with you that the officers don't speak for the organizations always.

Senator BYRD. Mrs. Lamensdorf, Mr. Sheil also indicated that those who opposed the item were not aware of the movement in favor of it until the House had acted to report favorably on the request.

Mrs. LAMENSDORF. I don't understand why.

Senator BYRD. Do you have some comments in this regard?

Mrs. LAMENSDORF. I don't understand why because we have contacted not only our member organizations, I believe we have contacted them, each one, five or six times and requested that the word be spread to their membership which it has on many occasions, in many instances, I should say, and we have tried to get publicity in the newspapers, and in every other way, because we felt—we knew there was opposition. The opposition was there 25 years ago and we felt sure there must be some and this is why we wanted to get this thing worked out among ourselves.

We just feel that we must all pull together as we do not oppose any request of the Recreation Department.

I don't envy you your job, Senator. You have to cut the pie and it is not an easy job. I know that. But we feel that each area must speak for its needs and that I can't say to you don't give this to this and don't give this to this one. We feel the needs are all great and I hope God gives you the wisdom to cut it up right.

DISCUSSION BEFORE COMMISSIONERS

Senator BYRD. Was this item discussed at the time the Commissioners held their public hearing?

Mrs. LAMENSDORF. Yes, sir. That is the time when, as I say, we got publicity in every newspaper and that Milton Q. Ford when he spoke for the council even got on television, WMAL television news. The News had pictures of four people testifying, including my husband and John England and Milton Q. Ford and one of the students from the Wilson Student Council. So we have not—not only have we not tried to keep it a secret. We have tried to make it known.

Senator BYRD. All right, Mrs. Lamensdorf.

Senator YARBOROUGH. Mr. Chairman, I want to express my interest and concern with the request that is made here for the additional counselors and for the librarians for each of the schools. My experience teaching in the rural schools of Texas for 3 years would call upon me to look with favor on this request for counselors, and as a student, I was a student assistant in the library of Sam Houston

State Teachers College and student assistant in the library of the University of Texas Law School. I feel these libraries are needed.

Senator BYRD. Thank you.

Mrs. LAMENSDORF. Thank you, sir.

Senator BYRD. Thank you, Senator Yarborough, for a very fine statement.

Thank you, Mrs. Lamensdorf.

(The following letter and justification material follows:)

FORT RENO RECREATION AREA

FORT RENO COMMUNITY COUNCIL,
May 9, 1965.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on Appropriations for the District of Columbia, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: I wish to thank you for extending until May 10 the time for filing this letter and the attached petitions containing 1,748 signatures in favor of the inclusion in the 1966 budget for the District of Columbia of requested planning funds in the sum of $30,000 for the Fort Reno Recreation Area.

Fort Reno Community Council represents 33 organizations, many of which have written to you individual letters supporting development of Fort Reno Recreation Area, totaling 20,045 members. The names of the organizations, the spokesman for each organization (with address and telephone number), and the membership thereof are set forth on the list attached hereto.

We recognize that there are members of the organizations listed who might, as a very small minority of that organization, oppose the development of the Fort Reno Recreation Area but, in America, we do not expect a unanimous decision on anything. In fact, the only opposing voice raised at the hearings before your committee on May 6 was a minority voice on the executive committee of the Republicans of precinct 9, which precinct is overwhelmingly in favor of the development of Fort Reno Recreation Area as evidenced by the chairman's letter of May 5, 1965, mailed directly to your committee.

Senator, we recognize that the northwest area, which pays the bulk of the taxes for the District of Columbia, should be considered possibly last in the District of Columbia when money for recreational facilities are appropriated but we have been waiting since 1942, when this property was purchased, and our turn is long, long past due. The House of Representatives supported the Commissioners' request for planning funds for Fort Reno Recreation Area, which was No. 4 on the priority list of the Recreation Department. We trust that your committee, too, will approve this item in the District of Columbia budget for 1966.

Sincerely yours,

ROLLAND LAMENSDORF, *President.*

Organizations supporting development of Fort Reno Recreation Area

Organization	Officers	Number of members
Chevy Chase Community Building Preschool Parents Club.	Mrs. Anne Manville, president, 3611 Military Rd. NW., EM 2-8178.	24
Chevy Chase Playground Preschool Parents Club.	Mrs. Carey Davis, president, 3941 Legation St. NW., EM 3-9324.	24
Cleveland Park Recreation Council	Mrs. Stephen B. Ives, Jr., chairman, 3025 Newark St. NW., 362-4993.	6
Connecticut Avenue Citizens Association.	Timothy V. A. Dillon, president, 2933 Garfield Ter. NW., NO 7-8052.	700
Deal Junior High School Home & School Association.	Mrs. Paul McClenon, president, 3773 Albemarle St. NW., EM 3-4581.	819
Deal Junior High School Student Council.	Simon Lyon, president, 3149 Newark St. NW., WO 6-3158.	1,225
Democratic precinct No. 8	Mrs. Peter Grogan, chairman, 3428 Ashley Ter. NW., WO 6-6214.	1,340
Democratic precinct No. 9	Mrs. Robert Harris, cochairman, 3665 Upton St. NW., 362-3665.	1,104
Democratic precinct No. 11	Ben Segal, cochairman, 4349 Yuma St. NW.; Mrs. Ted Oberman, cochairman, 4308 Yuma St. NW., EM 2-8441.	1,705
Democratic precinct No. 12	Mrs. Richard Williams, chairman, 4112 Ingomar St. NW., EM 2-0261.	750
Democratic precinct No. 14	Rolland G. Lamensdorf, chairman, 5123 Linnean Ave. NW., EM 2-3030.	2,317
Eaton PTA	Mrs. George F. Miller, president, 3124 38th St. NW., WO 6-0881.	[1] 200
Eldbrooke Methodist Church	Mrs. Glenn Rouse, chairman, Committee on Social Concerns, 4715 Chesapeake St. NW., EM 2-0247.	800
Forest Hills Citizens Association	Mrs. Wallace Luchs, Jr., president, 3633 Appleton St. NW., EM 3-0853.	400
Friendship Citizens Association	Dr. Ellis Haworth, president, 4401 Davenport St. NW., EM 3-7724.	160
Friendship Playground Preschool Parents Club.	Mrs. Pat Bellemah, president, 4925 46th St. NW., EM 2-5125.	25
Girl Scout Council of the Nation's Capital.	Mrs. Philip Crowl, representative, 3906 Ingomar St. NW., EM 2-1085.	400
Hearst PTA	Mrs. Mona Brussat, chairman, physical fitness and recreation, 3015 Rodman St. NW., 966-3577.	[1] 150
Hearst Preschool Parents Club	Mrs. Benjamin Rathbun, president, 3711 Upton St. NW., EM 2-9663.	25
Janney PTA	Mrs. Jerry Williams, president, 5229 43d St. NW., 362-6382.	500
Kiwanis Club of Northwest Washington, D.C.	Richard H. Smith, secretary, 5032 41st St. NW., 362-5335.	43
Lafayette Home & School Association	Mrs. John Bystrom, president, 6401 31st Pl. NW., 966-7765.	[1] 500
Lafayette Preschool Parents Association.	Mrs. Douglas N. Schneider, president, 3121 Tennyson St. NW., 966-6996.	25
Macomb Playground Preschool Parents Association (Eaton).	Mrs. Eugene R. Schelp, president, 3844 Woodley Rd. NW., 362-9425.	24
Murch Home & School Association	Mrs. Michael Johns, president, 5321 Broad Branch Rd, NW., EM 2-0308.	[1] 375
Northwest Optimists	Mr. Bernard Empleton, president, Metropolitan YMCA, 1736 G St. NW., 628-8250.	40
Republican precinct No. 9	Lewis Helm, chairman, 4500 Connecticut Ave. NW., WO 6-4907.	703
Republican precinct No. 11	Mrs. Carlin R. Rankin, chairman, 4424 Brandywine St. NW.	1,174
Republican precinct No. 12	William Phillips, chairman, 3909 McKinley St. NW., 244-6682.	547
Republican precinct No. 13	Mrs. Damon Elder, chairman, 3412 Legation St. NW., 363-8561.	894
Washington Hebrew Congregation Sisterhood.	Mrs. Richard Lyon, youth chairman, 3149 Newark St. NW., WO 6-3158.	800
Wilson Highschool Home & School Association.	Charles H. Mason, president, 6432 31st St. NW., EM 2-6243.	[1] 900
Wilson Highschool Student Council	Robert Koczela, president, 5724 Utah Ave. NW., EM 3-6557.	1,346
Total number of members of organizations supporting development of Fort Reno Recreation Area.		20,045

[1] Families.

Senator BYRD. The next witness is Mr. Bernard M. Newburg and he, I believe, is accompanied by Mrs. Dorothy Marshall and Dr. Joan Barrows. Am I correct?

Mr. NEWBURG. That is correct, Senator, and I believe it would be more expeditious and perhaps lead to a better understanding if Dr. Barrows spoke first.

Senator BYRD. All right. Just as you wish.

STATEMENT OF DR. JOAN BARROWS, CHAIRMAN, EDUCATION COMMITTEE OF THE CAPITOL HILL COMMUNITY COUNCIL

DISTRICT OF COLUMBIA SCHOOL BUDGET

Dr. BARROWS. I am Dr. Joan Barrows, chairman, Education Committee of the Capitol Hill Community Council which is a citizens group of nearly 500 members who reside in the area east of the Capitol and work for civic improvement in the Capitol Hill neighborhood.

Our organization would like to pledge its support to all requests for funds in the 1966 budget which pertain to schools. Calling specific attention to the request for replacement for the Brenth Elementary School (project No. 10–46), our organization strongly urges that all school funds cut by the House of Representatives be restored to the 1966 budget. In this regard, we are attaching testimony made before the District of Columbia School Board last week which reflects our interest in specific budget requests.

DISAPPROVAL OF HINE JUNIOR HIGH SCHOOL EXPANSION

The only item which we do not endorse is project No. 10–159 for the Hine Junior High School addition.

I believe Mr. Baumgart spoke to this question earlier today.

The community council opposes the expansion of Hine Junior High School and requests that in lieu of it, a new 800-pupil junior high school be built in the area east of Hine.

Following are some of the considerations upon which this request is based:

Point 1. Hine Junior High School is fed by four elementary schools, all of which are located east of Hine. The population center of the area served by Hine is several long blocks east of the school itself. Consequently, many children must travel westward for over a mile from their homes to attend Hine.

Point 2. There is within this proposed eastern zone one very good site which would be quite suitable for a junior high school. We have even closed the specifications of the site.

This proposed site is close to the children who will attend the school. Of equal importance, much of this site is already held by the District, and the rest of it could be bought for at least $600,000 less than the estimated cost of the site required to expand Hine. Therefore, at less cost, this site would afford more abundant acreage for 800 pupils than the expanded site at Hine could provide for a "factory" of 1,500 pupils.

Point 3. Congressman Natcher, in taking testimony on the 1966 budget for the House Appropriations Subcommittee said (before the House rejected the proposed Hine expansion):

You will also be interested to know * * * some of us on the committee are very much concerned when the site costs more than the school building itself * * * maybe it is the wrong selection.

Such is the case in the Hine expansion. A total of $1,100,000 has been requested to build the addition, on land which is estimated to cost $1,300,000 by the Board of Education; but which the commercial and residential property owners and realtors estimate will cost conservatively a half a million dollars more.

Point 4. It is our contention that if Hine were redistricted to include the Capitol Hill and public housing areas which surround it, the need for another school east of Hine would become quickly apparent. Under present districting, for example, a child who lives one block north of Hine passes within a block of the school on his 18-block daily trip of almost 2 miles to a school located completely outside of southeast Washington. Such a child is not only forced to travel excessively far, but he must cross several busy streets and two freeway feeders, one of which has nine lanes of busy, early morning traffic. The present school boundaries represent, in our opinion, the worse possible kind of gerrymandering imaginable.

QUESTIONING INTEGRATION

Point 5. It has become a matter of national policy that schools will be integrated in fact as well as in name. There is little chance, under the present districting, that the expanded Hine School of 1,500 students would be more integrated than the present 953-pupil school which has only 45 white students. It has been projected that the white junior high school population on Capitol Hill will never reach more than 300 students. Therefore, the facts are clear that the only way Hine can become an integrated school is to limit its capacity to 800 pupils and to redraw its boundaries so that the white population who live in the integrated neighborhood of Capitol Hill may send its children to Hine. As the boundaries are now drawn, a vicious circle is formed in which people who could integrate the school are being forced to send their children to private schools or, in some cases, are forced to flee the city completely.

In conclusion, I would like to state that the community council is convinced that if Hine Junior High School were allowed to remain at its present capacity of 800 pupils, with a change of boundaries to incorporate most of the Capitol Hill area; further, if the academic quality of the school were to reflect the best available in public junior high schools in the District of Columbia, Washington would have, within view of the Capitol, a model school, completely integrated, of which it could be justly proud.

Thank you, Senator.

Sentor BYRD. Doctor, don't you consider a school which has 45 white students in an enrollment of 953, to be an integrated school?

Dr. BARROWS. No, sir. I think this is token integration.

Senator BYRD. Now, the Supreme Court has not ruled against racial imbalance in the schools.

Dr. BARROWS. This is true. But in our area it would be possible not to have racial balance but have a better balance than we now have. In Read Elementary School I believe the ratio is 30 percent white and

70 percent Negro. This is much better than we could hope to have at Hine if the school were expanded to a 1,500 capacity school.

Senator BYRD. All right. Who is your next witness? You may remain at the table if you like as long as you are with this group, Doctor.

STATEMENT OF BERNARD M. NEWBURG, ATTORNEY, LAND DIVISION, DEPARTMENT OF JUSTICE

OPPOSITION TO EXPANSION OF HINE JUNIOR HIGH SCHOOL

Mr. NEWBURG. Mr. Chairman, my name is Bernard M. Newburg. I am an attorney in the Land Division of the Department of Justice. I live at 219 8th Street SE., on a block which the District of Columbia proposes to abolish for the construction of additional playground area for Hine Junior High School. I am speaking for a number of my neighbors and other individuals on Capitol Hill. In so doing, I am registering a protest against injudicious planning, and complete disregard of the past representations. I did testify before the House subcommittee and my testimony is there available beginning at page 1,577 of the appropriation hearings, so today I propose primarily just to amplify the points I made there.

For this purpose, a brief history of Hine budget proposals will prove instructive. In its 1962 budget request the District withdrew its originally budgeted request for a school with a capacity of 1,214, located upon its original site. Nevertheless, the suggestion was rejected by the House Appropriations Committee with recommendations then to take the necessary steps to permit Randall and Jefferson Junior High Schools which are part of the same junior high area to absorb the Hine pupils.

Evidently seeing that its plans for a 1,200 capacity school were not favored, the District sought in its 1963 budget to obtain approved for a school of 814 capacity, including an additional area of 20,276 square feet. No testimony was given to the House showing the location of these additional grounds, but it appears from testimony before the Senate, and in each instance, Senator Byrd, I have documented this by references to the hearings, that on August 11, 1962, the playground would be enlarged by an area across Seventh Street. There was no hint to either House or Senate that a larger school was planned for the future, although it has ben customary to state that a school is extensible when it is so designed. These plans were unchanged when we acquired our lot by a contract entered into in December 1962.

CONSENT OF APPROPRIATION COMMITTEES FOR LAND PURCHASE

In February 1963 the Commissioners obtained the consent of the House and Senate Appropriations Committees to close C Street and purchase 80 feet of land to the north. No hearings were held and there was no opportunity for the citizenry to present its views. However, the Capitol Hill Community Council suported the northward expansion upon the representation of the school officials that no further extensions would be sought. I shall discuss my own assurances on that point a little later.

Parenthetically may I say that as an attorney who has had some experience in land matters, and with my wife who has devoted her time largely to housing matters, we are pretty cautious on such things.

For fiscal year 1964, the construction request of $2,340,000 was not presented to the House but it was transmitted directly to the Senate. There is no indication in the Senate hearings for that year (p. 354) that a larger school than 814 was ever intended or that an expansion of the playground was planned.

FISCAL YEAR 1966 REQUEST

Then without warning, upon the basis that the construction plans approved previously by the Congress permitted the addition the fiscal year 1966 budget seeks almost to double the number of classrooms, to increase the capacity from 814 to 1,507, and to add the rest of the block north of the approved addition, at an estimated but wholly unrealistic cost of $1,290,000 to be used solely as a playground.

No wonder a member of the House subcommittee, though in a different connection, accused the school authorities of lack of candor in their presentation (House 1966 appropriations hearings, p. 1234).

QUESTION OF ADDITIONAL SCHOOL CAPACITY IN PRESENT LOCATION

Now with respect to the specific issues: in the first place I am far from sure that the expansion of Hine is needed at all. Junior high school area No. 5 consists of Hine, Jefferson, and Randall Schools. To bring it closer to capacity in 1962, Jefferson was opened for city-wide enrollment; the statement was also made that any excess capacity at Randall, which at that time was Negro, would be used in the same way. Randall also has unused capacity of about 250 in the portion of the school set aside for the boys' junior-senior high school, which will not be used (id., p. 838). When these factors are taken into account, in conjunction with the undoubted decline in school population in the reconstruction area in the northern portion of the Randall district and the western part of the Hine district, it becomes apparent that the doubling of Hine capacity would convert it from a neighborhood school to one drawing pupils from far distant areas, including those well outside area No. 5.

We cannot assume that in 1962, and again in 1963, school officials were so derelict as to ask for the construction of a school insufficient for immediate needs, based upon the school district boundaries as then drawn. If the construction authorized was sufficient for this population, where is the increase of 693 students, or 85 percent, to come from to fill a school planted in an area of declining school population? It can only be from an increase of at least 85 percent in the school district. The entire concept of a neighborhood school will have been destroyed.

Second, if new capacity is needed, it should be built in the area best serving the students. And that, as Dr. Barrows pointed out, is to the east and I don't think it necessary for me to go into detail on that matter.

If new capacity is not needed or it is recreation space that is important, then Dr. Hansen is acting contrary to principles which he expressed in 1962 before the House is not utilizing the city-owned prop-

erty across Seventh Street and saving the taxpayer at least $1,750,000 in acquisition costs.

Chairman Natcher, on several occasions this year, questioned the soundness of site acquisition where the site would cost substantially more than any construction to be placed on it especially when a publicly owned area was available.

I give numerous citations to such questions.

BAD FAITH TO CAPITOL HILL COMMUNITY

Finally, I come to the question of bad faith to the landowners on the block affected and to the Capitol Hill community as a whole. After the 1963 appropriation hearings approving the acquisition of a construction site, and again following the changed plans to acquire 80 feet north of C Street, my wife and I inquired and were told that there were no future plans which would involve the rest of the block. In particular, definite assurances were given on April 24, 1963, including the opportunity to see the plans. On this basis we constructed an expensive house which would now be designed for destruction. It would never have been started if we had not had assurances that no further expansions for Hine was planned or was deemed necessary and that the 1963 site plan encompassed all ground that was needed.

LETTER FROM ASSISTANT SUPERINTENDENT OF SCHOOLS

I call your particular attention to a letter from John D. Koontz, Assistant Superintendent of Schools in charge of junior and senior high schools, dated April 6, 1965, in which he verified these conversations. While he partially retracted these statements in a subsequent letter dated April 13, 1965, by explaining that the plan to cross Seventh Street was still in effect, the chronology of events shows that permission had already been sought from Congress and obtained to acquire the 80 feet north of C Street. Moreover, the plans to expand the school grounds and to acquire additional site would have been of no personal concern to us if, at the time we made inquiries, the plan to cross Seventh Street had still been contemplated.

And at approximately the same time, the Capitol Hill Community Council supported the action of the school system in taking the 80 feet to the north solely upon assurances made to its president that no further expansion would be required.

While we citizens cannot legitimately complain of a necessary change of plans if no subterfuge is involved, we can and do object to the bad faith shown in this history of concealment, evasion, and lack of explanation to the Congress and the residents of Capitol Hill. Because of it, more than $500,000 in improvements have been allowed to be placed on the block. Because of it, any sense of security that the Capitol Hill area had is being shattered. Because of lack of timely consultation with the community, injudicious and controversial plans are being offered and community support is being threatened.

I believe that the welfare of Capitol Hill requires an expression of condemnation which I believe that this project deserves, even if it has been withdrawn—and this I don't know—from the present budget request. Only then can we be reasonably safe from being crushed by this monstrous school which threatens our entire community.

Thank you, Mr. Chairman.

Senator BYRD. The House disallowed this item, did it not?

Mr. NEWBURG. It did.

Senator BYRD. All right. We are grateful to you for your testimony. You have also in your party, Mrs. Dorothy Marshall.

STATEMENT OF MRS. JOHN H. MARSHALL

OPPOSITION TO HINE JUNIOR HIGH SCHOOL EXPANSION

Mrs. MARSHALL. Mr. Chairman, as a point of clarification, I would just like to mention that Dr. Barrows, representing the Capitol Hill Community Council, and Mr. Newburg and myself as individuals just happen to coincide in criticizing one of the proposals, so for the benefit of continuity of subject, it is not joint testimony or coordinated in the true sense.

Senator BYRD. Thank you very much for that clarification.

Mrs. MARSHALL. I am Mrs. John H. Marshall of 248 Eighth Street, SE.

As an individual devoted to city living in general, and the betterment of this city in particular, I would like to point out reasons why the current proposals to add acreage and capacity to the new Hine Junior High at Seventh and C Streets SE. is a poor plan for the children involved, the school system, the neighborhood, and the financial viability of the city. In the near future, school area No. 5 will be enjoying the use of the brandnew Hine Junior High. The expenditure of $3.6 million, including the purchase price of additional property beyond C Street, is resulting in a school consisting of three buildings, which together provide auditorium, cafeteria, gymnasium, administration, and classrooms for 837 children. I question the selection of this campus-like plan for a city school, but I am certainly glad to see the old Hine replaced, and have great admiration for the neighborhood people who worked so diligently to get the project underway.

The Capitol Hill Community Council was instrumental in directing interest toward this project.

FUTURE APPROPRIATION REQUEST

We now know that a future appropriation request of $1.1 million will be made to add a fourth building to the complex, for the accommodation of 693 more students. The present budget request of $1.3 million is intended to cover purchase of land for a 2.2-acre schoolyard. However, because of the extensive commercial property in the block, it is generally agreed now that the actual purchase price would be considerably more.

An aside on schoolyards in general—I believe that many urban architects consider these huge concrete or gravel expanses to be anachronisms for junior highs, where year-round, all-weather physical education is programed for the gymnasiums.

Several times this morning the terms "playground," "schoolyard," and "recreation area" were used interchangeably and they aren't truly interchangeable as they are administered separately by recreation authorities versus school authorities and the schoolyards serve a few

minutes a day, a few months a year, as a recess break area in the junior high school and it is not a place of supervised play as it is locked up in the evenings.

By intrinsic definition, city living is compact. Therefore school builders, as well as other urban builders, have an obligation to use the best in modern design and engineering to produce attractive, efficient, and compact plants to maintain the basic pedestrian nature of city living. Judging by the maps which block out current school property holdings in comparison to space for homes and commerce, and by this I am referring to the general Capitol Hill area, a lot more intensive use should be made of that land before many more totally new locations are sought. Whether people live in the city because they want to, or because they have to, they all share a common interest in reaching work, school, church, markets, and other service establishments with a minimum expenditure of time, energy, and money, of course without necessarily owning an automobile.

NEED FOR ACCESS TO BASIC FACILITIES

Keep in mind the important demographic fact that old people live in the city, not the suburbs, and to maintain their independence they must have easy access to basic facilities.

Additional acreage for Hine would, of course, involve condemnation of built-up property. The block at stake concerns a cross-section of the city's people and activities: small businessmen, both white and Negro, their employees, retired homeowners and renters, and younger residents as well. The effect of these dislocations would go well beyond the individuals immediately involved. The loss of the neighborhood Safeway alone would have far-reaching effects on the surrounding residents. I can't emphasize enough the fact that we are talking about a pedestrian population, including many elderly persons, who would have to make an 8½-block round trip to bring home groceries from another and smaller Safeway, or a 12-block round trip to the nearest A. & P.

Furthermore, it is quite possible that many of the people and businesses dislocated will not be able or willing to resettle in the city. In that event, the city stands to permanently lose not only real estate taxes, but also sales and income taxes, along with active working age population. An interim report (series P–25, No. 298; Feb. 12, 1965) by the Census Bureau shows that the District suffered 2,000 person net outmigration loss between January 1960 and July 1963. I knew a few of the 2,000 and they were people who wanted to live here, but who were tired of second-guessing where the demolition crews would show up next.

But the precious right of public domain must be exercised to make way for plans which truly improve the city. However, the expansion plan for Hine would not even serve well the children and school system in whose name it was proposed. Would this enlarged plan be the children's local, community school? No. Most of the children presently enrolled in Hine travel at least a mile from the east to attend. Shouldn't they have a school closer to their homes, especially since some are so young when they enter junior high?

The immediate community of which Hine is a part has a below-average incidence of children. If you consider the area devoted to businesses, churches, small apartments rented by the young and single,

older professionals who work in nearby Federal buildings plus the retirees, it is easy to see the reason. Therefore, why increase the new 837-capacity school to one for 1,530 students, and further aggravate the child-commutation problem?

PROMOTION OF INTEGRATED SCHOOL SYSTEM DOUBTED

Will an enlargement of Hine promote the development of a well-integrated public school system? Hardly. In October of last year, a mere 45 of the 998 pupils enrolled at the old Hine were white. It is not likely that white enrollment in the new Hine will run above 5 percent for a long time, because the four feeder elementary schools of Bryan, Buchanan, Payne, and Watkins have a total white enrollment of less than 4 percent of the whole. (The October 1963 figures were 126 white out of a total enrollment of 3,413.) To have an enlarged Hine with something like a 60-to-40 ratio of Negro to white pupils would require enrolling some 620 white junior high students from the area. That is an unreasonable expectation. It is a fact, and a very healthy one, that young families, disenchanted with the suburbs have been moving into this area of the city. However, since this movement has been going on since about 1955, and the school statistics show such a modest change, how could a dramatic upsurge in enrollment come about?

By the way, I would like to add, since I myself was born and brought up in a multination, multiracial city and school system, I speak not from ivory tower experience.

Education is undoubtedly one of the most worthy enterprises in which we can invest. But no cause or program is so perfect in plan or execution that it cannot benefit by honest and constructive criticism. At a time when all emphasis is on progress on making our cities more livable, on solving the traffic and air pollution problem, on providing communities suitable for the elderly or partially disabled, on building harmonious social institutions, at a time when even the suburban developers see the need for creating artificial walking communities—it would be most regrettable to invest and invest heavily in a building project which does disservice to the schoolchildren, the community, and the city at large.

Thank you.

Senator BYRD. Thank you very much.

Thank you, Dr. Barrows, Mr. Newburg, and Mrs. Marshall.

We appreciate your testimony.

Mr. NEWBURG. Thank you, Mr. Byrd.

Senator BYRD. The subcommittee will recess for about 5 minutes.

(A recess was taken.)

Senator BYRD. The subcommittee will resume its hearings.

Mr. James C. Bostain.

Mr. Bostain, you indicated this morning that Miss Chamberlain and Mrs. Samuel Lanahan, I believe, were both absent and, at that time, you had no statement.

Mr. BOSTAIN. That is right, sir.

Senator BYRD. I understand now you are prepared to present a statement.

Mr. BOSTAIN. Yes, Mr. Chairman.

Senator BYRD. All right, suppose you begin, please.

STATEMENT BY JAMES C. BOSTAIN ON BEHALF OF ELLIE CHAMBERLAIN

Inadequate Support of Cultural Activities

Mr. Bostain. Ellie Chamberlain is in New York today, recruiting actors for this summer's festival, which will be "The Merry Wives of Windsor," and I have been asked as a charter member of the acting company to read her statement for her.

We recently completed our fourth session, SSF, under the patronage of Mrs. Lyndon B. Johnson, of presenting free Shakespeare at the Sylvan Theater on the Mall. We have presented five plays to over 210,000 people. We are a living monument in a city of monuments to the greatest poet-playwright of the English-speaking world. But like all living things, we must grow to stay alive and growth for us means improvement.

Senator Byrd. Incidentally, was Falstaff the unfortunate hero of "Merry Wives of Windsor?"

Mr. Bostain. Yes. He gets taken up in a basket, is dressed up in women's clothes and ends up with horns on his head running around in the woods.

I believe she is trying to get a better one this year. I hope she will.

The reviews of last summer indicated that we are growing in small measure. We merited a lead photograph and favorable mention in Time magazine's July 31 review of leading Shakespeare Theaters in the Western Hemisphere. We have letters from ANTA, Actors' Equity and Joseph Pappy Producers of the New York Shakespeare Festival, which are all on file at the District of Columbia Commissioners' office, supporting and encouraging our work.

On January 13, 1960, according to the Congressional Record, the then Senator Hubert H. Humphrey said on the floor of the Senate that he deplored the lack of support of culture by the District of Columbia and he referred to the amounts given to cultural activities by other cities; New York gave $2,600,000, Philadelphia gave $824,000, and Baltimore gave $446,000.

A study by the University of California of public and private support of cultural activities in the San Francisco Bay area shows that the city of San Francisco in 1963 gave $500,000 to private cultural organizations and an additional $440,000 which was administered through the San Francisco Commission. By all standards the District of Columbia support is inadequate.

Objectives and Criteria Desired

The California study shows some of the objectives and criteria desired by municipalities supporting these activities:

(1) The activity should be nonprofit;

(2) There should be no racial or religious discrimination;

(3) It should be recreational;

(4) There should be participation by the public on both sides of the curtain;

(5) The work should be of high quality;

(6) The performance should be free, as ours is, or of very low cost;

(7) The whole activity should stimulate the cultural interest of the community.

Our work and its objectives fulfill all of the above requirements.

ATTENDANCE A STANDARD FOR SUPPORT

According to the above study, in the initial years, attendance is the most relevant standard for support. For example, the contribution in San Francisco, a city about the size of Washington, D.C., was based on 50 cents per person. After the activity is established, matching grants are the standard. For example, the city gives an amount equal to private contributions.

We are asking for $10,000 for fiscal 1966 which is less than 15 cents per person, based on last year's attendance. Since our attendance has grown every year, the likelihood is that it will come to less than 15 cents per person. In this connection I would like to refer to the New York Shakespeare Festival which gives only twice the number of performances as our company presents, but whose budget is 40 times ours.

VALUE OF FUNDS REQUESTED

This $10,000 will improve our quality in the following way:

(1) We will have more professional actors. The gap between the amateur and professional is a permanent handicap in improving quality; in scheduling rehearsals, alone, between a working amateur and a professional we run into myriads of insoluble problems.

(2) We will improve our sound equipment.

(3) We will add to the number of lights and their control instruments.

(4) We will improve the fabrication of costumes.

(5) We will provide adequate rehearsal facilities.

Support for us by the District of Columbia will show that the Government and the Recreation Department are concerned with the demonstrated intellectual needs of the citizens by providing a free recreational, educational, and cultural activity. The Capital of the United States and the free world will be assured of 1 pleasant month of Shakespears on the Mall and over 80,000 appetities for live Shakespeare will be satisfied.

I might interpolate from my own experience those 80,000 include a lot of school kids who will see Shakespeare live and it will take a resolutely incompetent teacher who could destroy their appetite for Shakespeare.

People tell me they bring the kids along thinking that when they get tired they will fall asleep, but at the end of the evening the child is still sitting there with big, round eyes watching everything, watching the costumes, looking at the color, and so forth.

NEED FOR WORK

Our experience shows there is a need for our work. Over 210,000 people have attended our performances, and over 6,000 people attending have contributed funds. And they have to do that the hard way, sending it in envelopes. We can't take up collections on Government property.

We are a responsible organization, but we need support to grow.

According to the experience of the New York Shakespeare festival, private money in substantial amounts is forthcoming when public support is established.

We have planted the seed and it has germinated; it must be nurtured, so that it will not shrivel and die but live and flourish, and so that our theater can become a truly integral part of the model city in the Great Society.

Thank you, sir.

Senator BYRD. Thank you Mr. Bostain. Yours is a very thoughtful statement, we are glad to have it.

Mrs. Wilson.

STATEMENT OF HAZEL WILSON, ACTION COMMITTEE FOR DISTRICT OF COLUMBIA SCHOOL LIBRARIES

LIBRARY SERVICES IN DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mrs. WILSON. Senator Byrd, I am Hazel Wilson, representing the Action Committee for the District of Columbia School Libraries, an organization formed 5 years ago with the purpose of improving library services in the District of Columbia public schools. I am asking, even pleading, that the items concerning school libraries requested by the school administration be restored in the 1966 budget.

The 55 school libraries in existing schools and the 2 in new schools is not an excessive but a modest demand. Book collections without librarians to guide their use is not unlike having a box of tools without the carpenter. Parent volunteers have been most generous with their time and money and have established book collections and kept small libraries open in a few of the schools. We need volunteers in the school libraries just as the hospitals need volunteer aides. But nobody expects a hospital to get along without trained nurses. A professional librarian is as important to a school library as a registered nurse is to a hospital. To have effective school libraries we must have professional librarians to staff them.

NEED FOR BOOKS

The request for additional book funds is also a modest one. More books are needed in the school libraries—books to supplement the curriculum, books to feed a child's intellect, books for enrichment and enjoyment, and to fill his emotional needs.

The school library is much more important to a child than most people realize. A bored child can so easily become a bad child. If his interest in reading can be stimulated, the child will no longer be bored and not nearly as likely to get into mischief. I have read biographies of men who have achieved success in spite of having been born and brought up in slum areas. Almost without exception the man mentions how books influenced his life. A hunger for books, in fact, was often the start of his ambition. But far too many children in the District are so malnourished in regard to the life of the mind that they have no hunger for books and do not know their need for them. That need must be stimulated and filled. To have made reading an integral part of a child's life is to have helped win the fight against ignorance.

Reading is for enjoyment, for enrichment, and for the stimulation of ambition, of imagination, and of the intellect.

Books are a weapon against crime. Few juvenile delinquents are found who are good readers. That is not just my belief but has been proved by statistics. The lack of an adequate school library is a missing step in the education of a child.

Even if the school administration's requests for additional librarians and books for 1966 are granted, the District will still be far behind Washington suburbs in providing school library services. As I once said here before, I shall repeat, that it does not seem fair to give less to those who have less.

As a former school library supervisor, I have long been concerned with school libraries and their usefulness. Years ago I composed a sort of librarians' creed. I'll read you a slight sample:

> Books are the light by which our children read
> Deep in the present and the dusty past.
> And those who hold the lamp which sheds the light,
> They, the librarians, are keepers of the light.
> To keep the lamp of learning burning bright
> Is their rare privilege and urgent task.

Not very good poetry, but the sentiments are sincere. I sincerely hope that the Congress will not deny more light to the children of the District schools. Thank you for letting me plead for what seems to me to be an important cause—more books and more librarians for the District public schools.

Senator BYRD. Thank you, Mrs. Wilson. This is a very well-written statement, beautifully delivered.

Now, the next witness is Mr. Wilcomb E. Washburn.

STATEMENT OF WILCOMB E. WASHBURN, OUTGOING PRESIDENT, BRENT ELEMENTARY SCHOOL PTA

RESTORATION OF FUNDS REQUESTED FOR NEW BRENT ELEMENTARY SCHOOL

Mr. WASHBURN. Mr. Chairman, I am Wilcomb E. Washburn, outgoing president of the Brent Elementary School PTA.

Most of us who reside in the District of Columbia are recent arrivals from the States that you gentlemen of the Senate represent. I, a New Hampshire man, would like to speak 2½ minutes to urge restoration of the item—cut by the House District Subcommittee—providing for a new Brent School. I will be followed by a Louisiana man, the incoming president, who will show that East or West, North or South, we new residents of the District expect the good schools that we grew up with in our home States.

One can patch up an old building or replace it with a new one. I might add that Brent School was built in 1883. We think the District of Columbia as modern and as efficient as our highways and Government buildings. Piecemeal relief is all right as a stop-gap; but if we have faith in our school system we must provide a capital investment for the future. The National Congress of Parent-Teacher Associations is currently conducting a drive to provide books for Appalachia. We see nothing wrong in this; but we imagine that more fundamental measures are necessary to solve the problems of Appalachia. Similarly we feel that more fundamental measures need to be taken to

solve the trends—observable in some inner city schools in this country—toward physical deterioration and educational decline. I believe there is hope for the District of Columbia public schools. The good faith of the Congress of the United States—who are the Governors of the District of Columbia—their belief in a meaningful future for the school system—can be demonstrated by their willingness to replace old plant with new. We request that the budget items for new school construction eliminated by the House of Representatives—particularly for the school which stands almost literally in the shadow of the Capitol and over which a flag from the Capitol was raised yesterday by a Member of the House—be restored by this committee.

Thank you.

Senator BYRD. Thank you, Mr. Washburn.

Mr. Claiborne.

STATEMENT OF LOUIS F. CLAIBORNE, PRESIDENT-ELECT, BRENT ELEMENTARY SCHOOL, PTA

RESTORATION OF FUNDS REQUESTED FOR NEW BRENT ELEMENTARY SCHOOL

Mr. CLAIBORNE. Mr. Chairman, I am Louis F. Claiborne, also speaking on behalf of the Brent Elementary School, PTA.

The budget, as originally submitted, did include an item for the replacement of the Brent School but that item was deleted by the other House.

We are in some respects, a favored school. Brent is one of the few racially and socially balanced schools of the District. We have, as perhaps all public schools should have, children of both races, of all economic and cultural backgrounds. The principal, the teachers and the parents have worked hard to improve the schools and by very unusual hard work, efforts on their part, they have had some measure of success. But, the Brent PTA, on its own, cannot replace an old cramped building. I think they have earned the right to ask the Congress for that much.

The school board and the District Commissioners have recognized the need. The President has now endorsed it. I am confident that you also will correct the error made in the other House by deleting the site.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Mr. Claiborne.

Mrs. Brown.

STATEMENT OF MRS. JANET BROWN, CHAIRMAN OF THE CITIZENS JOINT COMMITTEE TO BUILD A NEW SHAW JUNIOR HIGH SCHOOL AND SAVE THE KENNEDY PLAYGROUND

EDUCATIONAL AND RECREATIONAL BUDGET

Mrs. BROWN. My name is Mrs. Janet Brown. I live at 3512 21st Street SE., Washington, D.C. I am chairman of the Citizens' Joint Committee To Build a New Shaw Junior High School and Save the Kennedy Playground, and I am appearing today on their behalf. The citizens' joint committee is composed of civic, community, reli-

gious, and other groups. Some of the groups that have associated themselves with the objectives of the committee draw their membership exclusively from within the second precinct. The Second Precinct Citizens' Council, which represents a group of neighborhood block clubs, is an example. Other groups that have endorsed our efforts, such as the District of Columbia Democratic Central Committee, have citywide interests and membership. A list of these organizations is attached at the end of our statement.

Mr. Chairman, I was born, brought up in, and have lived most of my life in the heart of Washington's second precinct. My attachments are still to that area; the neighborhood and its problems are a part of me. When I became aware that the House of Representatives had deleted funds in the 1966 District budget for the Shaw Junior High School and the Kennedy playground—and when I realized what those losses would mean to the neighborhood—I felt I had to do something. But I thought to myself, what can I do? I am just one person. Then I discovered that there were many others—individuals like myself, as well as organizations from the neighborhood and throughout the city—who shared my feelings. We formed ourselves into the citizens' joint committee in the hope that our united effort would bring to the attention of Congress the deep concern of the community over the human loss that would be the inevitable effect of the cutting off of these two projects.

INADEQUACY OF PRESENT SCHOOL

I remember very well the overcrowded, inadequate conditions at Shaw when I was a student there in 1951, and I remember the promises we were given. "Don't worry," the teachers would say, "they are going to give us a new school." The inadequacy of the present Shaw School has been discussed and detailed on many occasions, before committees of Congress and in the press. My personal experience is not unique. Anyone who takes the time to visit Shaw will see for himself what those conditions are.

One of the basic deficiencies of Shaw, not necessarily seen on casual observation, is the totally inadequate shop facility. It would seem obvious that a school located in an area where many of the students do not expect to go on to college should provide adequate basic vocational training facilities and programs. At Shaw, facilities are so poor that many students don't even bother to go to shop classes. They feel that they are not learning anything. These students are, in effect, potential dropouts. It makes little sense for the Government to spend money for a Job Corps under the poverty program to give boys a trade by which they can earn a living after they have been on the streets for several years as unemployable dropouts and not try at the same time to head off the problem. Why not give the boy the training he needs when he is 13 or 14, and not just try to rehabilitate him when he is 19 or 20. Likewise, it is senseless for the District to have a summer program to encourage boys to stay in school if the District is not prepared to make the school experience worthwhile.

STRAYER REPORT

The Strayer report in 1949 characterized the schools as having educational adequacy "so low that no reasonable amount of rehabilitation could correct its deficiencies," and it called for a new school. Yet still the District continues to spend money to patch up the old building. Our committee feels that money spent to repair Shaw is wasted; the time is long overdue to replace it.

We also feel that Shaw should not be replaced with just another school, but with a school that makes good use of the potentials of the situation. The neighborhood and its people need good classrooms for the students. The neighborhood also needs an opportunity to develop a sense of community. People need a place to meet, where they can learn to deal with one another and with the problems of a downtown city slum, where many of the people are strangers, even to each other.

At the present time, the District is most fortunate to have already prepared for its use plans for an outstanding community-centered school to replace the present Shaw School. The proposed community-centered school would be a most valuable facility for the entire neighborhood. It would draw together into a single complex health, recreation, social, and cultural facilities, as well as providing a school. The community-centered school would be a vital element in a program to improve the face of the entire neighborhood. The committee feels that these plans merit serious consideration. The neighborhood would be enhanced by the fresh, creative approach offered by the community-centered school. It would help develop a basis for common concern for individual and neighborhood needs and problems. The plans have been enthusiastically received by everyone who has seen them or heard of them.

Construction of such a facility—and indeed of any adequate school facility—would require the purchase of additional land. The committee therefore urges that the funds for site acquisition, plans, and specifications for a new Shaw School be restored.

KENNEDY PLAYGROUND

Turning to the Kennedy Playground—the same things can be said about its value to the neighborhood. In less than a year, it has already changed the attitudes of the people in the area. About 1 million children, teenagers, and adults, have used the facilities since the playground opened last June. The existence of the playground is a source of tremendous motivation for the children. To them, it means that somebody cares. They are proud of this unique playground—and the children in that neighborhood have very little of which they can be. It keeps the kids off the streets—gives them a place to play and make friends. It has been operating in a similar fashion for some of their parents. Parents who bring their children to the playground have begun, often for the first time, to communicate with each other, and in this way we feel the playground is making a direct contribution to efforts to develop a sense of community and neighborhood responsibility.

The importance of the playground as an outlet for the restless energies of inner city youth is only too evident. The second precinct used to lead the District in crime; recent statistics in the newspapers in-

dicate that it has dropped to fourth place. The committee is convinced that the playground is a significant factor in reducing crime in this area.

One of the members of our committee has spent considerable time at the playground, talking to the children. Once he was able to make friends with them, for these children of the poverty-stricken inner city do not talk easily to strangers, they told him why they liked to come to the playground—and what they would probably be doing if they were not playing there. Many of them said they would be out stealing hubcaps, snatching purses, breaking windows, or worse things. They realize that they are responding differently today than they did a few months ago. We feel very strongly that if you expose children to something attractive, they will be more inclined to respond in a socially acceptable way. Take away the hope and the motivation, give them only inadequate facilities, show them that nobody cares, and they won't care—and they will express themselves accordingly.

OTHER RECREATIONAL AREAS IN AREA INADEQUATE

Other recreation facilities in the area are second rate and inadequate to the needs. None can compare with the Kennedy Playground in attractiveness to the children. Bundy, the nearest playground, is just an open field, with a small paved area for basketball. There is another, quite inadequate, playground at 17th and P Streets, 10 blocks away. A school playground area exists in back of the Daily News building, where the children have to play right where the newspaper trucks are loading. The John Young Playground at 10th and E is poorly equipped in comparison with the Kennedy Playground.

Let us not ask now how little we can provide—rather let us ask "What do we need to provide?" By no stretch of the imagination can any of the other playgrounds be considered a substitute for the Kennedy Playground. The Kennedy Playground is unique. The number of people who have used it proves that it is needed. We cannot plan for schools, playgrounds, and other social service facilities in the same way a businessman would decide upon an efficient investment. We are making an investment in the future of the children who use this playground, if not an investment in the entire neighborhood and the city as a whole.

OPERATING COST OF PLAYGROUND

The Kennedy Playground costs the city very little money for each person who uses it, compared with other recreation facilities. If you divide the 1 millon people who used the playgrouind last year into the $109,000 budget request, you find that it costs about 11 cents a person. Compare this with the total House appropriation of $4.5 million and the city's estimate of about 15 million attendances for all recreation facilities—this comes out to about 30 cents a person.

In any case, is it not worth 11 cents to give a person a chance? You cannot live six people to a room and stay out of trouble, if you do not have a place to go to get away from the noise and the overcrowding.

The Kennedy Playground and the community-centered school are both desperately needed in the area. The Strayer report of 1949 sug-

gested that the present Kennedy Playground site be used to build a school with a capacity of 1,600 students to replace the present Shaw. They also suggested, however, that this site "is far below the area to be desired for a new junior high school but no better solution seems practicable." We agree that the area is too small. Additional land would have to be purchased in any event to build an adequate school. The plans for the community-centered school, as proposed, will make use of the present Shaw site, air rights space over city streets, and a small amount of additional land. We feel that the use of air rights space is a new idea, which was not even in the picture in 1949. And thus, at this time, a new site, other than the Kennedy Playground, is practicable. It has been shown that the purchase of additional land next to the present school site and purchase of land next to the playground site would cost about the same.

PRESENT SITE AND ADDITIONAL LAND PROPOSED

The committee feels that the playground should be maintained at its present site, with additional land as proposed, and that we do not have to be bound by the circumstances of the past. Any misunderstanding that there might have been between District officials and the group of private citizens who raised the original funds for the Kennedy Playground, or any limitation of imagination in the past need not concern us today. The playground is an established fact; it is of great benefit to the area; it should be continued. A new Shaw School, along the lines proposed, is very much needed.

In his letter to the chairman of this committee, President Johnson suggested that funds could be found for both of these projects. We feel they must be found.

We have an opportunity to begin to build a Great Society in one neighborhood of Washington. We have an opportunity to show what can be done in this neighborhood. We have a chance to strike at the roots of poverty and the Shaw School have such a great potential for changing the face of the neighborhood. Not only the neighborhood, but the entire city would benefit. Other urban areas would benefit from the example of what we have been able to do. Let us not waste these opportunities.

Thank you.

Senator BYRD. Thank you, Mrs. Brown. A very fine statement, a very persuasive statement.

There has been a good deal of testimony taken, of course, on both of these items in hearings yesterday and the day before, but I think that your statement is an excellent summation of the justifications for restoring these two items. I can assure you that we will give the matter our very careful consideration, and I hope that we can be helpful.

All right. Now, the next witness is Mr. William Peer.

STATEMENT OF WILLIAM PEER, TAKOMA ELEMENTARY SCHOOL PARENT-TEACHER ASSOCIATION

REQUEST FOR FUNDS FOR NEW TAKOMA SCHOOL PLANS AND SPECIFICATIONS

Mr. PEER. Mr. Chairman, thank you very much. I represent the Takoma Elementary School Parent-Teacher Association. We appear here today to urge that funds for a site and plans and specifications for a new Takoma School should be included in the appropriation bill for fiscal 1966. There are two basic reasons for the Takoma request: (1) Our area suffers a classroom shortage which will grow worse with each passing year. At the present time we already have six part-time classrooms and seven substandard classrooms in our area. (2) Our children are going to school in a 66-year-old school which is detrimental to their health and safety and which does not afford them the benefits of a modern facility.

Last year this committee included money for a site for a new Takoma school. For this we are very grateful. Unfortunately, the site money was lost in conference. When we testified before the House committee this year we had high expectations of being included in the bill which is before you today. Needless to say we were discouraged and dismayed when we learned from studying the House hearings that the primary reason for our failure was the low priority assigned us by the Board of Education. In fact, we are two places lower than last year—24th as opposed to 22d last year.

Realizing that another "successful" year like this and we would be out of the budget altogether, we made a comprehensive study of the statistical and other materials supporting the justification of the various projects which were contained in your hearings last year and the House hearings this year. The result has raised doubts in our minds as to the validity of the priorities assigned by the Board of Education. We have reached the conclusion that of the 10 projects which were advanced ahead of us in this year's budget, 3 of them show no greater need than Takoma while 5 seem less needy on the basis of the evidence presented. We took our information to Superintendent Hansen almost 3 weeks ago. He appeared impressed with our data and stated that he would turn them over to an assistant for his evaluation. No reply has been forthcoming and we are forced to present this matter directly to you with the plea that you critically examine the basis for these priorities. Naturally, we hope this will result once again in your approval of money for a Takoma School. Attached to this testimony is a table showing the pertinent data as to classroom needs for Takoma School compared with the other 10 projects, which were advanced ahead of us.

The balance of my statement I would like to submit for your records.

(The statement referred to follows:)

My name is William Peer and I represent the Takoma Elementary School Parent-Teacher Association. We appear here today to urge that funds for a site and plans and specifications for a new Takoma school should be included in the appropriation bill for fiscal 1966. There are two basic reasons for the Takoma request: (1) our area suffers a classroom shortage which will grow worse with each passing year. At the present time we already have six part-time classrooms and seven substandard classrooms in our area. (2) Our children are going to school in a 66-year-old school which is detrimental to their health and safety and which does not afford them the benefits of a modern facility.

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The following is a brief explanation of why we consider it essential that a new Takoma school be built.

AREA CLASSROOM SHORTAGE WILL WORSEN WITH EACH PASSING YEAR

Takoma with two other schools—Whittier and Shepherd—make up area 21. Currently it is estimated by the Board of Education that over 8 additional classrooms are needed for area 21's current classroom population which is 2,286 children, in schools with a listed capacity of 1,978. Moreover, based on official projections, the situation will rapidly deteriorate.

Year	Number of children	Number of children over classroom capacity
1965	2,310	332
1966	2,370	392
1967	2,400	422
1968	2,430	542

Classes of over 40 are now commonplace in our area. I have a daughter in a class of 43. These classes will grow with each year that remedial action is not taken. Although a new Takoma School will add eight additional classrooms to area 21, we still will be faced with a substantial classroom shortage on the day the new school opens. Any further delay in its completion would, in our opinion, greatly endanger the quality of education available to our children. We have here today a Takoma teacher who will support this conclusion.

SUBSTANDARD SAFETY AND HEALTH CONDITIONS AT TAKOMA SCHOOL

All stairways in the east wing are wooden. Although a sprinkler system has been installed, there is a substantial area of stairway, railing, and other interior which would feed a fire. The lavatory facilities are inadequate and badly located. The girls toilets are in the east wing and the boys toilets are in the west wing. A continual crisscrossing results from one to the other end of this rather long building. The building can only be described as sort of an Edwardian split level. A first-grade teacher located in the west wing reports that some of her little girls are not quite making it to the lavatory on time. Moreover, some of the very young girls are disturbed—and in some cases afraid—to enter the toilet areas which are dismal and dank because of water seepage and are inhabited by spiders.

The antiquated coal furnaces supply uneven heat throughout the building. Lighting is poor due to the combination of high ceilings and ineffective fixtures, and other signs of decay abound. Mrs. Martha Rogers, our hard working principal, concurs in these observations as to the conditions at Takoma School and assisted in the preparation of this testimony.

In conclusion, our association hopes that we will soon have an elementary school plant which will be an asset to our community and will enable the principal and teachers of Takoma School to give our children a first-class education in pleasant, safe, and healthy surroundings. Mr. Chairman, we thank the subcommittee for its consideration.

INTRODUCTION OF WITNESS

Mr. PEER. I would like now to introduce to you one of our very fine young teachers, Mrs. Mary Jane Howell, who will discuss from a teacher point of view, the problems she faces on a day-to-day basis which results from the extreme classroom shortage our area suffers from and the excessive enrollment that our school, in particular, suffers from.

STATEMENT OF MRS. MARY JANE HOWELL, TEACHER, TAKOMA ELEMENTARY SCHOOL

NEED FOR NEW TAKOMA SCHOOL

Mrs. HOWELL. Thank you, Mr. Peer.

Mr. Chairman, I am a first-grade teacher at Takoma and I am speaking today on behalf of the teachers there because we realize that we are not doing the job we would like to do under normal conditions. We are attempting to meet all of the needs of each child in every class in the school. In this, I mean that we are attempting to meet the child on an intellectual basis, his physical needs, and emotional needs. But, when you stop to realize that no regular classroom in our school has less than 35 children, we have 2 second grades of 42 each, fourth grades of 40 each, most of the others have 38 and 39, it is difficult to even begin to imagine how 1 teacher can meet the children at the door in the morning, have 1 or 2 children upset because of something that happened at home, and have 38 others sitting there while she is attempting to calm down a child who isn't even ready to begin the day emotionally. In addition to our attempts to meet the individual needs of the children, we are faced by most inadequate facilities in our building. The lighting in the rooms where we are teaching is very inadequate and it is very difficult for the children to see the blackboards and at times to see what they are attempting to do in front of them. I am sure that all of you realize the energy and the physical activity which is needed by young children today. Our classrooms were so crowded with desks because of the overcrowded conditions, that we are unable to allow young children to have the activities which they need.

My first graders must stay in their chairs for all parts of the teaching day. If there is any activity at all, I can allow them to stand right beside their chair and attempt to have physical fitness in this way. You can well understand that it is practically impossible.

SCHOOL FACILITIES

Our heating conditions are such that when we enter the rooms on all first four classrooms in the morning, the teachers all have in the winter months, when heat is needed, 90° rooms. This is explained in such a way by the engineer, that if we do not have warm rooms, the rooms upstairs have no heat at all.

As a result, we must open the windows, the cold air comes pouring in. They are old, heavy windows, which we teachers cannot lower and we must then call custodians to do it for us.

The lavatory situations are next to impossible. The girls' lavatory is in a subbasement area which is spider infested and the young children refuse to go. They are afraid to go there at all by themselves because of this, the teachers there feel that we are most in need of a new school, of more rooms where we will not have the large number of children in a class, because we feel that we cannot meet their needs as we would really like to do.

Thank you very much.

Senator BYRD. Mr. Peer, the lady made a very excellent statement but she was not a scheduled witness.

Mr. PEER. That is right. I hope that I relinquished a sufficient amount of my time so that we didn't cut into——

STATEMENT OF THE CHAIRMAN ON COMMITTEE PROCEDURE

Senator BYRD. We can't proceed on this basis. We like to know who is going to appear, and I think it is only fair to the other people who have indicated their intentions to appear, and who have been listed on the list before me——

Mr. PEER. I understand.

Senator BYRD (continuing). That we stick to the list.

Mr. PEER. I understand, Mr. Chairman. I hope that I did not exceed the 5 minutes that I was scheduled. We did not know that Mrs. Howell would be available until this morning, to even testify here. I apologize.

Senator BYRD. It isn't the 5 minutes that may be available that I am calling attention to at this point. It does overrun the time, but even if the lady—even if her statement were well within the time limit, I think I must call this to your attention. If we allow you to do this, we can't very well disallow the next witnesses who come along to introduce associates, and I think it is only fair that we stick to the list. This is certainly no criticism of you, lady. You made a fine statement. We are glad to have your statement. We hope next year, Mr. Peer, if you intend to bring associates, that you will indicate to the subcommittee staff your desire to have them testify so that we can know just precisely how many witnesses that we are going to have and we can schedule our program accordingly.

Mr. PEER. Mr. Chairman, I apologize both to you and to the other witnesses who follow. Thank you.

Senator BYRD. All right, do you have anything further, Mr. Peer?

Mr. PEER. No, I do not.

Senator BYRD. All right. Thank you for your statement. And your statistical tables will be included in the record.

(The statistical tables referred to follow:)

Comparison of Schools Moved Ahead of Takoma in 1966 Fiscal Budget

Priority		Name	Enrollment in excess of capacity				Projected increased capacity 1968	Capacity versus enrollment 1968	
			1966		1971				
1965	1966		Number	Percent	Number	Percent		Number	Percent
None	5	New senior high, 55th and Eads, NE	1,066	27	1,576	40	1,800	[1] 654	
None	[2] 12	Blair, Ludlow, Taylor replacement, 6th and G NE	528	7	1,228	16	316	[3] 512	6
23	[2] 15	New elementary, Texas and Burns SE	[4]		1,500	10	836	[1] 800	5
None	[2] 16	Thomas addition, Anacostia and Grant NE	[4]		1,500	10	896	[1] 800	5
None	[2] 19	Benning replacement, Northeast	[4]		1,500	10	556	[1] 800	5
None	[1] 17	Watkins addition 12th and E SE (4th floor)	446	14	746	24	333		[3] 7
None	20	Emery-Eckington replacement, Northeast	452	17	802	30	316		[2] 10
None	[5] 21	Brent replacement 3d and D SE	620	21	950	32	268	[6]	
None	[5] 22	Dunbar High School addition and alterations	655	14	1,505	31	1,236	[1] 340	6
26	[2] 23	West addition, Northwest	618	14	1,000	22	596		[1] 5
22	24	Takoma replacement, Northwest	302	15	422	21	256		[2] 6

[1] Surplus.
[2] Appear less needy than Takoma.
[3] Short.
[4] Slightly over.
[5] Similar to Takoma.

Senator BYRD. Now, if I might take out of order, at this point, we would like to take Miss Virginia L. Hunt.

STATEMENT OF VIRGINIA L. HUNT

JUNIOR VILLAGE

Miss HUNT. Good afternoon, gentlemen, I am Miss Virginia Hunt of Washington. I was born here a good many years ago. I have lived here steadily since 1914 with the exception of the Second War.

I am here as a volunteer representing Junior Village. There has been a good deal of talk about dispensing with it, and about the running expenses. I think the very fact that yesterday morning in the Washington Post there was an article about a baby less than a week old that was found in the woods is, in itself, argument enough to keep Junior Village going.

I don't know how many illigitimate children we have at the moment. At the moment, there are 812 children there today. In February, we had over 900. We always have more in cold weather. That, in itself, speaks for the kind of homes that the children come from.

We cannot get enough foster homes. I called up the Child Welfare this morning. They could not tell me the exact number of people who had applied to take children from Junior Village but I know it is very small and nobody ever applies there to adopt a child.

HOUSE ACTION ON PRESIDENT'S REQUEST

The President asked for a school activities building which was turned down by the House for the second time. I am hoping perhaps the gentlemen in the Senate will realize the necessity of giving this building. We have no library; we have no gym; we have no hall where children can go in bad weather to see a movie or hear a concert or anything of that sort.

And when I spoke at the House on the 4th of March, I was not unaware that I was speaking on the day that Abraham Lincoln said right in the same building where I was speaking: "With malice toward none, with charity for all." And anybody who would be interested in Junior Village, I wrote the story this autumn, and I have some copies with me.

I think I have attacked every Senator on the committee, but if anybody here wants another copy of my story about Junior Village, it goes into the details.

Thank you.

Senator BYRD. Thank you very much, Miss Hunt.

Miss HUNT. I just hope you will give the President what he has asked for twice.

Senator BYRD. Miss Hunt, this subcommittee allowed the building last year.

Miss HUNT. It allowed the school?

Senator BYRD. It allowed the building but the House conferees would not go along with the Senate.

Miss HUNT. Well, what is the matter with those gentlemen?

Senator BYRD. Well, this is something you might——

Miss HUNT. They want to balance the budget but wouldn't it be much better to look after the children? As Dr. Hansen said, the older children will just be on the streets. Now, at 6 months we will take

that pitiful little kid found in the woods to Junior Village, unless somebody comes forward, but that is a home for children that, as I say, sometimes are found in a garbage can.

SENATE AND HOUSE ACTION

Senator BYRD. We understood your point and you made a good statement, but I want to emphasize the fact that the Senate did allow an extra cottage out there, I believe the year before last, and allowed moneys for the school building last year.

Miss HUNT. We have had——

Senator BYRD. The House conferees refused to accept these items. I was merely suggesting that you might bring to the House conferees and the members of the House committee your excellent statement.

Miss HUNT. Well, I wrote to Mr. McMillan and he wrote me back and said, "I have been partly responsible for your getting the three new buildings that you have."

Senator BYRD. All right.

(Miss Hunt's prepared statement follows:)

I am Virginia L. Hunt, of Washington, and I have lived here since 1914 with the exception of two short interludes.

I have asked for the privilege of appearing before you on behalf of Junior Village.

This institution for homeless children was founded as a voluntary organization under the inspiration of Abraham Lincoln in 1862 and in 1866 it was turned over to the Congress and you gentlemen have been responsible for its care and upkeep for 99 years. You may be surprised at this but the babies and the youngsters there in Blue Plains are your children.

Until human beings change their ways and their morals; until sickness and death do not overtake us; until the Negro has the opportunity to earn a decent living; until children have wholesome homes in which to grow up happily; until these children are given a proper education and satisfactory recreational and cultural facilities, we must at the moment maintain Junior Village. Very rarely is an orphan adopted and it is not possible to find sufficient foster homes of good standing and the setting up of 40 or 50 or more "group homes" throughout the District is not now feasible.

At Junior Village are gathered in increasing numbers the illegitimate, the unwanted, the retarded, the crippled, and many of the cruelly treated children of Washington. It is said to be the largest institution of its kind in our country; over 900 boys and girls, of whom 98 percent are Negro. But what would happen to these children if we do not have this refuge in our city is one of unimaginable horror. The older boys and girls would probably be on the streets as delinquents and perhaps the body of a tiny baby might be found in a garbage can.

The President has asked for $950,000 for a school activities building and has placed it second on his list of welfare musts. At present the 60-year-old school is entirely inadequate. There is no preschool setup. No gym. No library. No place to make music. No hall of any kind for entertainment so that in bad weather the children must remain, frustrated, in their overcrowded dormitories.

But I want more than this particular building, gentlemen. We need another residence so that the littler ones do not sleep, head to foot, two in one bunk. I want the hole in the ceiling of Wilson House repaired so there will be no danger of a boy's breaking his leg by stumbling over it. I demand washrooms properly equipped and adequate to meet the need of 30 or 40 boys. I want the residences cleaned up so that a boy will not be refused admittance to the public school because of the ringworm he has contracted at the place where he is living—such refusals are bad for self-respect. I want to make this place into as rich a home as possible and such as most of you have enjoyed in your youth. I beg you to go and see for yourselves if I have not made myself clear. It is not the fault of the children that they are there. Behind each life lies a tragedy and they cannot help it if they were born black.

I hope very much that the agony of Selma will have touched your hearts and that you will not refuse the help which you alone can give—to make the lives spent there not only better physically but also spiritually, brighter, and more hopeful because of your concern.

I am about to read a paper which I wrote over a month ago appealing to your generosity on behalf of Junior Village. I hope I may meet with more success than I did on March 4 when I spoke before the House committee. Incidentally that day was the hundredth anniversary of Lincoln's great second inaugural address when he begged for "charity for all."

Since I wrote this paper the unnecessary death of Mary Etheredge has occurred and I believe that our community has been both startled and aroused by this untimely event. Incidentally the four children were taken to Junior Village from the convent and remained there until the grandmother took them back to North Carolina. It is just such emergencies which Junior Village meets with care and loving thought.

There has been much discussion of late as to the cost of running the Village and a desire to dispense with it. In this connection I would like to remind you that it is not now possible to find foster homes for so many children as find shelter at this institution. In a private home it is a matter of no consequence for a woman to pop an extra potato into the oven or open a can of fruit but how many cooks does an institution require to prepare good, sustaining food for 900 hungry kids? And how about the laundry? Mother washes an extra sheet or two on Monday morning without giving it a thought but what if there are 1,800 sheets? Even with modern machinery it requires human hands to feed the machines. And all the paperwork? Every child has its own file and that of its parents and when one realizes that hundreds of children pass through its doors every year this in itself is a huge but a necessary job.

Thank you.

Senator BYRD. Ladies and gentlemen, we will recess temporarily until I can answer a rollcall.

(A short recess was taken.)

Senator BYRD. I regret, ladies and gentlemen, that I had to impose on your time and keep you waiting. I appreciate your patience and understanding in allowing me to put Miss Hunt ahead of her place on the list. I thought that in view of the fact that she has waited a considerable length of time, I thought perhaps she had to leave, but I see she is still here.

Miss HUNT. If you are not careful, I may say some more.

Senator BYRD. Now, Mrs. Mamie D. Lee. You will be the next witness, and while we are waiting to get started, would Mrs. Mayo R. DuBasky and Mrs. Robert T. Morse and Mr. Carroll B. Harvey—we only have two chairs. Mr. Carroll B. Harvey and Mrs. Libby B. Dunn will be the next two.

All right now, Mrs. Lee, would you begin your statement, please?

STATEMENT OF MAMIE LEE, CHAIRMAN, EXCEPTIONAL CHILD COMMITTEE, DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

EDUCATIONAL OPPORTUNITIES FOR EXCEPTIONAL CHILDREN

Mrs. LEE. Senator Byrd, members of the committee, I am Mamie D. Lee, chairman of the Exceptional Child Committee of the District of Columbia Congress of Parents and Teachers.

The Exceptional Child Committee is desirous of studying and promoting programs to improve and expand facilities for educating exceptional children. We are cognizant of the increasing need for financial resources adequate enough to meet the requests listed below.

Senator, may I have the privilege of talking instead of reading most of these? We have the information. We would like to file it in the record if it will be of any help to you. And I would like to take this time also to thank you and the members of your committee who enabled the 36 classes to be started in the public schools in September for the severely mentally retarded children. Without your committee's help, we would not have been able to have these classes started at this time in the public schools.

The committee would also like for the new school to replace the old Military Road School for severely mentally retarded children to be put back in the budget and also the addition to the Shaw High School be added back to the budget.

ADEQUATE SCHOOL FACILITIES NEEDED

It is of most importance that we have the proper schooling for these children. These children have been third-class citizens for too long and it has been proven since September, up until the present time, that once these children are exposed to the proper type of education, even the ones whom we call trainable, are able to learn something—we had a boy who started in September. At the time he started school, the child was crawling on the floor. I think he was 10 or 11 years old and he was eating from plates on the floor. He could not talk at all.

At this time the teacher has this child sitting at a desk, doing the little work that he is capable of doing, of which he could do nothing before. He is able to say a few words and, if you looked back and felt in September that this child would have never made it, to see him now you would be quite surprised at what can be done for these children.

These children are part of our society. We have had these children—it is felt that these children are put here for a purpose, if no more than to make us we aware of each other and each other's needs, and it is hoped, and we ask that you in conference will talk to the other members of the House committee to restore the money taken away from the budget concerning the plight of this school, and we are going to be a little selfish in this respect. We are not going to ask for the site only to be restored, we are going to ask for the school to be built, too, because there is a great need for this school.

Military Road only can hold 45 pupils and you know there are many retarded children and severely mentally retarded children out in the streets where we do not have any records of, which we hope to get a listing of later. These children will need to go to school. As for these children, all of their parents cannot afford to send them to a private school. We have had no other facilities in the city here up until September other than the Military Road School where the parents could send their child without paying for their education. And for the older child who after 16½ comes out of the Military Road School, if that child does not get a grant to the sheltered workshop, then that child stays home or roams the streets. And many times there are many things that happen due to these children not being able to be kept in school.

APPEALS TO BOARD OF EDUCATION

The papers before you and different items before you will show where we have gone to the Board of Education for help. I must say

that Dr. Hansen and the other members of the Board have been very wonderful and they are quite concerned with this situation.

It is up to us, the parents, to force the public—not force the public but to educate the public to giving these children a better chance in life.

The question comes up that it takes an awful lot of money. True, it does take an awful lot of money because these children need a special type of education. But once educated where they can take care of themselves, they are not only a help to themselves, but they will be a help to society. And it would cost far more to keep these children in an institution than it would for us now to prepare these children.

We have wasted too many years not preparing these children properly. I ask of the committee not to let this go undecided, that there are still other children who are retarded that will have to be reached. There are children coming along who have not been born yet. We do not know in what condition these children will end up. They need help. And let us not start off on such a small basis as they have asked for in the budget for this school.

SUMMARY OF REQUEST

We need to set this program up from primary to go through until the child is 21 years of age because these children need the help, and once they have gotten the help, in early life, it is surprising just what can be done and what has been done for them.

May I be allowed to read the list?

We are asking in addition to the Sharpe Health School to provide facilities for a well-defined secondary program.

2. A new school large enough to replace Military Road School and Richardson Center for the severely mentally retarded with accommodations for pupils age 5 through 21. Sufficient area is needed to provide a continuous educational program from primary grades through secondary with facilities for expansion as needed.

3. More recreational facilities for the exceptional children in our schools.

4. Full-time employment of registered nurse, speech therapists, and other required services.

The Military Road I must say at this time does not have a full-time nurse. The Richardson Center which is the next center set up with a large group of severely mentally retarded children, they do not have a nurse and that is needed very much.

5. Facilities for a complete diagnostic evaluation of pupils in the program for the SMR.

6. Establishment of a comprehensive special education program for the training of teachers of exceptional children at the District of Columbia Teachers College.

7. Adequately trained administrative and supervisory personnel for the program of special education.

8. Specifically prepared curriculum for the children in the program to provide for their peculiar needs.

9. More emphasis placed on recruitment of desirable personnel and in-service growth of personnel in the program for exceptional children.

Not only will the program of educating exceptional children require something very special from parents and teachers but money is essen-

tial. The objectives of preparing boys and girls for productive citizenship far surpass the dollars and cents invested in the effort.

THE WORLD IS MINE

Today upon a bus I saw
A girl with golden hair,
She seemed so gay I envied her,
And wished that I were half so fair,
I watched her as she rose to leave
And saw her hobble down the aisle.
She had one leg and wore a crutch,
But as she passed she had a smile,
Oh, God, forgive me when I whine.
I have two legs and the world is mine.

Later on I bought some sweets
The boy who sold them had such charm,
I thought I would stop and talk a while,
If I were late, it would do no harm.
And as we talked he said, Thank you, sir,
You have really been so kind.
It is nice to talk to folks like you,
Because, you see, I am blind.
Oh, God, forgive me when I whine.
I have two eyes and the world is mine.

Later walking down the street
I met a boy with eyes so blue
But he stood and watched the others play.
It seems he knew not what to do,
I paused and then I said,
Why don't you join the others, dear?
But he looked straight ahead without a word,
And then I knew he couldn't hear.
Oh, God, forgive me when I whine,
I have two ears and the world is mine.

Two legs to take me where I go,
Two eyes to see the sunset glow,
Two ears to hear all I should know,
Oh, God, forgive me when I whine,
I am blessed indeed,
For this world is mine.

—Author unknown.

Senator BYRD. Thank you, Mrs. Lee. That is a good statement and, as you know, I have been very interested in the severely mentally retarded children and I assure you I will do what I can. We will see how everything develops.

Mrs. LEE. Thank you.

Senator BYRD. Now, Mr. Mayo R. du Basky.

STATEMENT OF MAYO R. DU BASKY, KETCHAM SCHOOL PARENT-TEACHER ASSOCIATION

FUNDS REQUESTED FOR NEW KETCHAM ELEMENTARY SCHOOL

Mr. DU BASKY. Before I begin, I would like to thank you for this opportunity to present our testimony.

Since its construction in 1907, Ketcham Elementary School at 15th and Good Hope Road, SE., has served a small community of homeowners, many of them second- and third-generation residents. To accommodate the wartime "baby boom" 2 small wings were added in

1941–42, increasing the school capacity to 560 pupils. But Anacostia is no longer a stable community of older families and single homes. Apartment construction and the transition to younger families with school age children has increased school enrollment to 813—50 percent over capacity. Of Ketcham's 25 classes, 10 are on part-time basis.

A considerable amount of apartment construction is underway. If zoning is approved we can expect an estimated 100 pupils from the 10-acre German Orphan Home property develoment; the open land on the opposite side of Good Hope Road is scheduled for apartment buildings in the near future. Dwellings now under construction and due to be completed this year will increase enrollments by an estimated 161 pupils before the close of this term.

STUDENT ENROLLMENT

Official memberships have shown steady growth since 1963.

Enrollment in February 1960 was 560, first grades 87; February 1963 was 630, first grades 105; February 1964 was 700, first grades 114; February 1965 was 763, first grades 134.

These figures show a 12-percent growth per year, and all indications point to an even more considerable growth in the near future. Kindergarten enrollments in April of this year total 38, 50 percent over last year.

RESTRICTIONS ON SCHOOL PROGRAM

Ketcham School is nearly 60 years old and has a physical plant that restricts a modern school program:

1. The Ketcham School office has been improvised from two cloakrooms. The need for an adequate general office and a private office for the principal are imperative.

2. School doctor and nurse presently use a converted storeroom. Adequate health facilities are needed.

3. Conference rooms are needed for the use of school psychologist, speech therapist, remedial reading teacher, and the counselor. Present use of provisional, inadequate facilities seriously impairs the educational program.

4. Four classes are currently housed in substandard rooms; library, practical arts room, playroom, and a converted storeroom.

5. Lack of a playroom has handicapped our physical fitness program. Outside play space is limited.

6. Ten new classrooms are needed now as replacements for the four substandard rooms, five for the part-time classes, and one for the establishment of a new class for the emotionally disturbed children now in regular classes.

NEEDS OF ADJACENT SCHOOLS

Schools with adjacent school area boundaries are also overcrowded and faced with new construction projects.

Because of the continued growth of population in this area and the overwhelming effect on the public schools that are not equipped to accommodate the numerous additions to the already overcrowded classrooms, we urgently request the construction of a new elementary school near the school area boundaries of Ketcham, Stanton, and Orr. We refer to No. 10–132 of the 6-year public works plan for the District

of Columbia, 1966–71, which states: "New elementary school, Bolling Field or elsewhere"—and respectfully suggest this becomes a "new Ketcham Elementary School."

We recommend the construction of the new elementary school near the school area boundaries of Ketcham, Stanton, and Orr for two reasons: First, because there is a great area of undeveloped Federal property which may be less expensive than would be private property; secondly, because this area will undergo extensive development. We believe that a school at this location will relieve overcrowding not only at Ketcham, but at Stanton and Orr also.

Action taken now may prevent serious setbacks in the education of our youngsters. Delay can only lead to more half day classes and the grave consequences of large numbers of children turned loose on the city streets—an increase in vandalism and delinquency—the problem of more dropouts—and the ultimate loss of qualified citizens who will seek relief by migrating to the suburbs.

And I would like to add, if I may, before I leave, that if we are faced with inadequacies and insufficiencies now, if the population of this country is expected to double itself before the end of this century, we are going to face a great problem by that time.

Thank you very much.

Senator BYRD. Thank you. Unless there are questions we will proceed to the next witness.

Mrs. Robert Morse.

STATEMENT OF MRS. MORTIMER CAPLIN, ON BEHALF OF MRS. ROBERT MORSE, DISTRICT OF COLUMBIA CITIZENS FOR BETTER PUBLIC EDUCATION, INC.

SUPPORT OF BETTER PUBLIC SCHOOLS

Mrs. CAPLIN. I am substituting for Mrs. Morse. I am Mrs. Mortimer Caplin. I am substituting for the substitute for Mrs. Morse.

Senator BYRD. All right, Mrs. Caplin. I wondered why you answered to the name of Mrs. Morse.

We were glad to have you with us last year.

Mrs. CAPLIN. Yes.

Senator BYRD. We appreciate your presence today.

Mrs. CAPLIN. I appreciate your patience this long day and I will be very short because there are many others waiting after me.

Much of what I wanted to say has been said today very well and very completely.

I think this morning your discussion with Dr. Haworth and Mrs. Kahn and your answer to them, if you hadn't told us not to applaud, I think we all would have applauded because the three of you summed up what most of us were here to say.

I am speaking for the District of Columbia Citizens Committee for Better Public Schools. This is a newly formed organization. We have about 400 members now. It is not attached to any particular school. It is a broadly based organization including university presidents, professors, doctors, lawyers, interested citizens, business people throughout the community.

FUNDS RESTORATION REQUESTED

Our primary purpose today is to ask for restoration of the $16 million cut from the budget.

The memorandum that we have given you relates particularly to the administrative section of the school budget. This was President Johnson's request for $76,400 for improvement of teacher hiring, additional personnel for teacher recruitments, and testing and personnel services, counseling services.

I know you have all been worried in the past about the number of temporary teachers we have, and yet while we sit discussing this today, other schools are recruiting teachers. By the time we get around to it with whatever the budget allows, many of the best teachers will not be available to us. Many of them will not even have their applications gone through because we have such small administrative personnel. Eligible teachers are turned away not because we don't need them but because their applications never get through the long, long trail. So that this is really sorely needed.

URGENT NEEDS

The two things that we all want are space for the children and good teachers to teach them. Congressman Udall spoke this morning about the number of children who are on part-time sessions. Last year there were something over 1,000 who were not attending a full school day. This year it is almost 4,000. You hate to think what it will be in years to come.

That doesn't mean that they are missing lessons in the harpsichord or Sanskrit. It means they are missing reading, writing, and arithmetic.

These are the citizens of the District in the future. The school is the first place where we meet them, where we can help them get started on the right track, where they can either be self-respecting, self-sufficient contributing members of the community. Otherwise, we meet them later in the juvenile courts and on the welfare lists. And I think that we all want to see the money spent fully and well on these children so it won't have to be spent in greater sums and sadly in years to come.

It is hard to make statistics. You had so many of them fired at you today and I know you have gotten more on your desk there. It is hard to make them seem real. We talk about dilapidated school buildings. I left some pcitures that you might want to show the rest of the committee. One is of a school blackboard that was never a blackboard. It was a piece of cardboard painted with black paint and most of the paint is off now, and here you see a teacher trying to teach arithmetic on this board.

Or we talk about sanitary conditions and you have a school where more than the number of people in this room have one restroom and one washbasin.

Or you talk about inadequate play conditions, and I was multiplying while I sat there. There is a playground about the size of this hearing room with almost three times the number of people in this room trying to play on it. I mean, those are the number of children in the school trying to play on it. There is one swing, there is one jungle

gym, one slide. And twice the number of the people in this room in this space trying to play there.

Some of the figures as they go by quickly don't mean much. We asked for 90 counselors and the number was cut to 15 counselors. Well, nobody knows really what that means. If we had gotten the full 90, that would mean a counselor for every 750 children.

Now, that is nowhere near the standard that is requested by good educational standards. And anyone who has tried to guide 2 or 3 or 5 children through any sort of a controlled life realizes that 1 person for 750 children is just impossible. And this doesn't mean that they are there for every 750 children. Some schools have none.

So when you go over the figures, I know you will think of the individual instances. They are not just statistics. They are our future neighbors, citizens, taxpayers, and we hope they will be good ones.

Thank you.

Senator BYRD. Thank you, Mrs. Caplin.

The next witness is Mrs. Mazique.

Mrs. MAZIQUE. Will you permit Mrs. Moseley to introduce both of us? Then I will be glad to follow her.

Senator BYRD. Mr. Harvey is not here?

Mrs. MAZIQUE. He is on official duty over in the House.

Senator BYRD. All right.

STATEMENT OF MRS. MILDRED MOSELEY, ON BEHALF OF CARROLL B. HARVEY, CHAIRMAN, LEGISLATIVE SUBCOMMITTEE, COMMITTEE FOR FREEDOM TO LEARN

DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mrs. MOSELEY. Senator, I am very sorry that both Mr. Harvey and our president, Mr. Wood, had to leave. They were in attendance this morning, and they were forced to go over to another committee, and I am going to read the statement prepared by Mr. Harvey, and Mrs. Mazique will read the rest of her statement.

This is coming from a newly formed Committee for Freedom To Learn.

The Committee for Freedom To Learn is a recently formed coalition of civic, religious, community action civil rights and educational groups concerned with public school education within the District of Columbia. Our concern runs through the entire range of problems confronting our public schools today, starting with the system of predetermination called the track system and ending with the fact that our schools are staffed by a teaching body which is 40 percent unqualified to teach in this city. We are equally concerned with the fact that in spite of our school administration's utopian claims, our schools are graduating less people today than they did in 1941.

TRACK SYSTEM

We oppose the use of public funds for fostering predetermination.

The method of education employed in our schools is called the District of Columbia track system. This system provides for three or four separate curriculums (three in elementary and four in secondary grades), for so-called homogeneous groups. The basic tools for de-

termining school placement are IQ tests and the school counseling services. Children are tested in kindergarten and placed in tracks which teach different materials, with fixed ceilings at varying rates. The ceiling for each track becomes progressively lower from the highest track to the lowest and, the rate and quality of teaching becomes slower with less and less academic substance in the same fashion. Consequently, it becomes nearly impossible to move from one track to another except in a downward fashion.

RESULTS OF SYSTEM

The results of this system can be first evaluated by comparing the past graduation records with those of today.

1. In 1940, 4,887 students enrolled in the first grade. In 1952, 3,205 or 66 percent of that class graduated.

2. In 1952, 10,595 enrolled in the first grade, but in 1964 only 3,454 or 32.6 percent of that class graduated. This is a decline of 50 percent of our graduating classes.

At first it might appear that the exodus of the 1950's could account for the difference, but during that same period, the school enrollment increased at every level. The total enrollment rose from 93,000 to 139,000. The major decline must, therefore, be due to dropouts. This point is further verified by the fact that it is reported there were 18,000 dropouts over the past 3 years, and there were less than 12,000 high school graduates during the same period.

STUDY CONDUCTED BY LORTON YOUTH CENTER

The second major indication of school performance comes from the Department of Correction which last year released a study conducted at the Lorton Youth Center. In this study, the inmates at that institution (98 percent of whom received their formal education in the District of Columbia public schools) were asked to name the causes of their incarceration. In the minds of these youthful inmates, the greatest single cause of their delinquency was school placement associated with low track and social castigation arising therefrom.

A third indicator of the performance within our school system is the fact that only 41 percent of our graduates are eligible to compete for college entrance because the rest are effectively barred from taking the necessary prerequisite courses in our high schools.

In a capsule, our system of educational predetermination or programed retardation based on IQ testing (the contemporary form of infant damnation) when coupled with our current counseling and ceiling establishment methods, is preparing more young people for the Job Corps and the Lorton Youth Center than it is preparing for useful roles in our society.

RECOMMENDATIONS

In view of the above facts we recommend that the funds requested for counselors be restored in full measure, but that lower priority be given to the proposal by the school administration for IQ testing to

be used in placement in the track system. There are other items which require your more immediate budgetary attention. These include:

1. The provision of funds for inservice training particularly for that group of 40 percent of unqualified temporary teachers. We request that you further stipulate that teacher performance be evaluated annually and that the principal tool for this evaluation by the improvement and classroom performance of the students.

2. Provision of funds for a complete and independent study of the school system by a team of qualified outside persons to be selected by a group of representative citizens in conjunction with the Board of Education. We think that the condition of our schools today warrant an objective analysis of the magnitude of the 1949 Strayer report.

3. That prohibition of salary expenditures of the administration of the IQ test be put to a better use by an improvement in the quality and expenses of our teacher salaries.

We fear the current trend in our schools toward having counselors and psychologists determine educational policy and ultimately the course of the whole society in a fashion which is alien to our democratic ideas of life, and we believe that in using such measures for the increase of teachers' salaries that we will accomplish more than by the use of additional counselors and test designed schools. Thank you very much.

Senator BYRD. Thank you very much.

Mrs. Mazique.

STATEMENT OF JEWELL R. MAZIQUE, THE NATIONAL CAPITAL VOTERS ASSOCIATION

PUBLIC SCHOOL TRACK SYSTEM AND WELFARE SITUATION

Mrs. MAZIQUE. Thank you, Mr. Chairman. I am Mrs. Jewell R. Mazique.

Our organization, the League for Universal Justice and Goodwill, together with the National Capital Voters Association, present herewith for your consideration in legislating for the District, particularly on money matters the following two documents which we have prepared and circulated in response to community sentiment. We trust you will see fit to insert these into the record. One deals with "Contradictions and dilemmas about the track system in the schools" and the other a duplication of a letter originally directed to the committee on admissions and grievances complaining of handicaps mothers experience when suing for support and maintenance for minor children in the local courts. We submit these statements because we think they point up very clearly some basic issues which underlie poverty and which if unattended will create more and more poor and destitute families.

We especially wish to call your attention in the former to a growing community feeling that "as the budget has gone up, quality education has gone down" and "the more counselors employed, the greater the council of doom inflicted upon our children." We present a copy of the letter mentioned above for the detailed description it denotes of the strategic or tactical maneuvers which mothers must face in thousands of cases when suing for support and maintenance from the ma-

jority of husbands able to contribute to their deserted families. If the trend toward more and more mothers and children being thrown on "welfare" with their demands for greater and greater assistance from the public is to be reversed, then official action must be taken to guarantee that both the school and court are allowed or challenged to fulfill the role legislation dictates they must. Again we reiterate sentiments of many of us expressed on numberless occasions before the Congress that there is a disturbing relationship between the creation of poverty and school performance together with court enforcement of laws to protect mothers and children, protection of the consumer against unfair garnishment, guarantee of property rights in urban renewal, or even against confiscation of any kind.

Like many other abused, deserted, and abandoned mothers forced into the growing ranks of poverty with two minor children where emergency food and housing needs have to be referred to either private or public welfare agencies, I wish to note that it is a most distressing position to be in and besides is a serious factor militating against sound, emotional health of children involved. From a community standpoint is should be noted that many demands for help are artificially created such as my own through the administration of the courts and economic reprisals. On behalf of a vast number of cases of deserted homes and particularly that growing army of helpless mothers who in all probability if things continue as they are will in the ensuing year be forced to appeal for support and maintenance from this budget now under consideration, I protest that such growing demand would not be necessary if the local community and its legally constituted agencies acted to stabilize the lives of families before they reached the point of destitution. With fewer families in need of emergency and continuing public assistance, it logically follows that service to the deserving could improve accordingly.

CREATION OF POVERTY

(Some factors which warrant congressional investigation)

In some of the cases listed below we can submit data; in others we suggest that Congress launch an investigation into:

1. We are prepared to submit information showing that the courts took in an excess of $900,000 per year in 1958 through the juvenile court for support of minor children and that today in spite of the greatly increased number of cases, that amount has now dropped to $500,000 per year.

2. That because of tactical maneuvers, mothers have been unable to sue in the domestic relations branch for support and maintenance for minor children from fathers well able to support their deserted families and that, moreover, have been prevented from even getting their cases before the court through what appears to be cooperation between the husband and the court. One such mother will have no recourse but to turn to welfare to feed her son beginning next month.

3. We can show that under present rules or policy mothers awarded support and maintenance must appear monthly or engage counsel if possible to sue for that support and maintenance. Often counsel fees consume the returns from same before it can reach the mother and her hungry brood.

4. We can show that in divorce actions where there is clear evidence of a husband's abusive conduct, property rights (both joint and dower) of the wife as guaranteed in local statutes have been waived and all properties were awarded to the errant husband in total disregard of wife's ownership and needs of minor children leaving said family or families as candidates for public assistance.

5. We are informed that because of backlog in the juvenile court, and due to serious delays or deliberate continuances, mothers and children suffer needlessly while lawyers collect what is finally contributed.

6. We think Congress needs to look into the failure to provide low-rent housing to the poor to spare them the gouging which exists in high-rent slum housing. Moreover, we have been reminded that though Congress has appropriated more than $100 million in redevelopment with the stated purpose of eradicating slums, that thus far not a single low-rent housing unit nor public housing in urban renewal areas has been provided. We are told that the Commissioners have the authority to undertake this project.

7. We think that the Congress needs take a fresh look at the operation of the garnishment system and particularly the much abused promissory note regulation, for there are increasing complaints that families are being pauperized by it and that its enforcement contributes to job loss and the undermining of families with subsequent appeal to "welfare" as obtained in 1959 when citizens requested and won some reforms in the garnishment regulation.

It is our considered opinion that thousands of cases involving mothers and children—mothers and children in dire need—would benefit from an investigation of domestic relations litigation where husbands are well able to pay.

RECOMMENDATIONS

On behalf of the National Capital Voters Association and the League for Universal Justice and Goodwill, and in the interest of the vast army of poor and helpless, growing more so daily because of the community's failure to protect them, especially mothers and children, we appeal to you to consider launching a congressional investigation into the following conditions or the consideration of suggested measures such as:

1. The enactment of a law enforced in Wisconsin (Huber law) whereby the full responsibility for the collection of support and maintenance becomes the acknowledged responsibility of the courts.

2. Full investigation of the administration of the domestic relations branch of the general sessions court, its abuse of discretion in the confiscation of properties which by law belong to a wife, together with tactical maneuvers which deny due process. All in clear violation of the intent of Public Law 456 establishing the domestic relations branch in 1956.

3. The consideration of an independent public defender system which placing the interest of the children foremost, will act accordingly in litigation and as responsibly as the social worker in the welfare agency.

We believe that such action on part of Congress would not only result in a saving to the public budget, but would demonstrate genuine concern for human rights, a necessary preliminary to any other rights or to survival itself.

4. An investigation into the failure to provide low-rent housing for the poor in accordance with the Redevelopment Act.

5. A look into the reported alarming rate of rise in garnishment and its impact upon the poor and helpless.

6. That in the consideration of funds for public school education, priority be given to those items or programs which contribute directly toward lifting the academic horizons on a long-range basis which will unquestionably contribute toward earning a living and leading a useful life in the community.

CONCLUSION

While we heartily endorse and support expansion of emergency services for families in distress, we consider it equally important that greater effort be made on part of agencies (public and private, including the courts) to act in the interest of stabilizing families and in protecting in areas where their day-to-day problems are now being ignored. In social welfare as in public health "an ounce of prevention is worth a pound of cure."

(The attachments referred to follow:)

"THE TRACK SYSTEM"—HAS THE "TRACK SYSTEM" SERVED A GOOD OR HELPFUL PURPOSE OR HAS IT FAILED?

(John Fitzgerald Kennedy League for Universal Justice & Goodwill, Washington, D.C., Rev. Roderick R. Ross, Executive Secretary; Rev. Walter A. Gray, National Chairman)

Should the "track system" be retained or should it be abolished?

"Which?"

1. Question. What is the "track system"? Answer. The track system is a plan used in the public school system of the District of Columbia, designed to improve the process of educating the youth of the District.

2. Question. Has the track system worked to the advantage of the children? Answer. No; the track system has not worked so well.

3. Question. How is the track system supposed to work? Answer. The track system is supposed to track or classify children so as to give them advantages in the process of their education.

4. Question. Has the track system accomplished the purpose for which it was designed? Answer. No; the track system has not worked as it was thought it would work.

5. Question. How is a child tracked? Answer. The child is brought before an expert or counselor whose job it is to determine whether he is slow or quick of comprehension.

6. Question. When or what stage in life is a child tracked? Answer. A child is tracked at the beginning of its education.

7. Question. Could it be said to be fair to the child to attempt to classify him before he has had a chance to show actually what is in him? Answer. No; this is altogether unfair to him, because a child appears to be slow when he is presented to the expert or counselor, could hardly be true indication that he is really dull of understanding.

8. Question. Could it hardly be possible to determine whether a child is slow or apt at learning at the early age of 6? Answer. No; it would require God himself to perform such feat.

9. Question. Has it ever been found that the expert or counselor has made a mistake in tracking children? Answer. Yes; this has been discovered over and over again.

10. Question. When a child has been placed on a given track is it possible for him to change over to another track? Answer. When a child has been placed on a given track he must pursue the course of that track unless the parents are willing to have it go back and start all over again on some other track.

11. Question. Can a child who has been placed on a basic track or a track that leads to some type of trade, change and take a college course or a course that leads

to some type of profession? Answer. No; the child would not have to pursue such course.

12. Question. What is one bad feature about the track system? Answer. One bad feature about the track system is that it creates and promotes superiority and inferiority complexes.

13. Question. What may be truly said about the track system? Answer. The track system is really a plan for discrimination and segregation.

14. Question. Is it the purpose of the track system to segregate and discriminate? Answer. It would hardly be fair to the author of this track system to state that the intention was to segregate and to discriminate and yet this is just what the system is doing.

15. Question. In what way is the track system a segregating and discriminating system? Answer. The track system is discriminating and segregating in that it divides or separates children who are slow to learn and those who learn more readily into different classes or tracks and thereby deprives the child who learns readily and thereby robs the slow learner of the chance to be inspired by the child who is a ready learner and likewise deprives the ready learner of the chance to be of srevice to the slow learner. This mutually harms the ready learner as it does the slow learner.

16. Question. Is the expert or counselor who determines the track into which a child is to be placed required to consult with the parents of the child? Answer. No; the counselor is not required to consult with the parents of the child. The child is arbitrarily placed into the track chosen by the counselor without the consent of its parents.

17. Question. What may be said about the dropouts in our schools since the track system was instituted? Answer. It is reported that the dropouts have continued to increase since the track system was started.

18. Question. How long has the track system been in operation? Answer. The track system has been in operation for about 7 years.

19. Question. Should the Board of Education reconsider the merits and demerits of the track system? Answer. Yes; this should be done in the interest and for the good of the children of the District of Columbia.

20. Question. Is there a difference of opinion among the citizens of the District of Columbia regarding the track system? Answer. Yes; there is a very definite division among the citizens of the District of Columbia on the track system.

21. Question. About how is the opinion concerning the track system divided? Answer. Those who are opposing the track system seem to be in the majority.

22. Question. What should be done about the track system? Answer. Since the track system has unquestionably failed of its purpose and design and has really worked harm instead of good among the children, it should be abolished in favor of some other plan.

23. Question. What steps should be taken to have the track system abolished? Answer. The first step that should be taken to have the track system abolished is to petition the Board of Education to change the plan.

24. Question. Should the Board of Education or anyone else be condemned for trying out the track system? Answer. No. No one should be condemned for trying any plan or system to improve the educational process for educating the youth of the District of Columbia. But when the plan has not worked it should be abandoned and some other plan tried.

25. Question. What moral questions may be raised about the track system? Answer. The point may be raised about the track system is that it is at least conducive to discrimination and segregation, if it does not actually promote them.

THE NATIONAL CAPITAL VOTERS ASSOCIATION,
Washington, D.C., March 12, 1964.

COMMITTEE ON ADMISSIONS AND GRIEVANCES,
U.S. District Court for the District of Columbia,
U.S. Courthouse, Washington, D.C.

GENTLEMAN: Ours is a Negro based and led organization originally founded to promote citizenship responsibility and to arouse interest in registering and voting. We have concentrated on the Negro majority population of the District of Columbia because—

1. Traditional political inactivity in their States of origin;
2. The District's nonvoting status until recent years;
3. Inequality of economic opportunity;
4. The unquestionable need for "native" leadership for mass response.

In the course of urging residents to vote and assert greater citizenship responsibilities, we have been horrified at the number and complexity of problems which beset individuals and collectively determine the moral fiber of this community. Our findings indicate that the prime areas of greatest bitterness and frustration are anchored in the policies of the public school system and the operations of the domestic relations court, especially in the relationship of lawyers and mother-clients.

We respect the fact that the responsibility of your committee might be to expedite grievances registered against individual lawyers, but dissatisfaction with current practices in the domestic relations court cases involving numerous lawyers and thousands of children and their mothers leads our organization to the conclusion that abuse of clients is widespread and we urge that you undertake a collective approach to the countless complaints of unethical practice. Thus, we come now to you with a community problem which we consider properly deserves emergency attention from your committee.

At a recent meeting called to consider the complaints of several mothers, issues were advanced which we believe demand attention ranging from (1) collusion, (2) intimidation, (3) exploitation and extortion, (4) a suspected divorce racket to the implication of the clerk's office of the domestic relations court. These complaints border on serious charges of a suspected conspiracy, well organized and operating, and destined to destroy families and family life; a conspiracy among lawyers to deny support to women and children unfortunately caught up in the dissolving family unit. While we grant that many such cases were originally set in motion by interpersonal conflicts, there have been complaints that outside forces over which neither husband nor wife had full control or completely understood was the agent of family disorganization.

The results of reported collusion and extortion complained of on part of lawyers have rendered mothers with small savings completely destitute. Lawyers, they accuse, have taken their last penny and run out—lawyers representing mothers who enter into bargains or draw up papers depriving children of equitable support in collaboration with errant husband's counsel providing far less than the father is economically able to contribute.

Further there are reports of lawyers who encourage long-drawn-out and extensive litigation requiring so many appearances on the part of the mother-client in court in order to enforce existing orders that the mother eventually gives up the struggle for justice.

The following categories comprise the major complaints against lawyers of mother-clients:

I. ENGAGING A LAWYER

There are complaints that upon initial visit by a mother with prospective counsel incident to engaging him, her story is told with substantial documentation and counsel with glowing description of how she can be protected and her children supported agrees to represent the mother. Thereupon the mother consummates the contract by a retainer's fees. But the complaints of the mother-clients are that once the fee is received there is noted a gradual disinterest on the part of the lawyer, increased contempt for mother-client, more and more consultations with husband's counsel until it is noted that counsel for mother is also counsel by way or husband's attorney for husband as well, as if the counsel for mother-client is more eager to make a case for the husband and guarantee him a savings than he is the support of the children and protection of mother-client.

II. COLLUSION

We have recently learned of a case indicating that papers drawn up by husband's counsel on request of husband denying less than a pittance from a middle-class father served by the mother-client's lawyer who became almost abusive in the halls of the domestic relations court when the mother-client refused to settle for $15 per week. That in spite of the fact that she had drained her savings a year earlier to give him $500 retainer's fee. This $15 per week is less than the Government pays for the care of welfare children in foster homes. Mothers have complained bitterly of pressures from their counsels to settle such matters in the halls of the domestic relations court in preference to exposing the case to the anticipated fair decision of the judge.

III. UNPREPARED CASES

There are complaints which our observers visiting the courts have reported of lawyers who appear before the judge in both contempt and trial cases without having prepared for it, totally unfamiliar with the circumstances surrounding the separation or desertion so that counsel of errant husband may be able to roll up the case with the assistance of witnesses while the unprepared counsel of mother-client loses for her because he cannot cross-examine husband's witnesses nor invited witnesses in her behalf. So the mother-client loses by default and omission on the part of her lawyer. Most serious in this connection is the observation that numberless lawyers come before the judge in contempt cases so unprepared that they cannot even estimate the approximate amount owed a family by errant husband. On February 17, 1964, a sick mother of six children lost more than $1,000 because her counsel was totally unacquainted with the arrearages. His only contribution to the case was that the husband was "back" in his payments.

IV. SUBVERSION OF COURT ORDER

There has come to our attention a most distressing condition which necessitates countless appearances of mother-clients in court to sue for enforcements of support orders. Action on your part to curb the racket could relieve the already overburdened judges of the domestic relations court, represent a cost saving to the taxpayer, and stabilize the homes and lives of mothers and children. A mother whose order for maintenance and support became effective November 1962 has been forced for existence to go to court 29 times with current pending litigation. We attribute this terrible situation to the operations of lawyers who wilfully encourage husbands to wear down the already overburdened wife in such a manner. This "wearing down" technique which appears to be the fashion and without doubt is recommended to husbands by the suggested divorce racketeers drains money from him which should flow to the families and causes mother-clients to have to appropriate a part of her "support and maintenance" income to regular counsel service. It should be added, moreover, that such husbands as in this case have flaunted directions of judges to pay counsel fees. Thus, it makes it extremely difficult for mother-client to engage counsel, while he appears each and every time before the judge in contempt cases with counsel.

V. EXPLOITATION OF DEPOSITIONS AND INTERROGATORY

A most dastardly new wrinkle is the use of so-called interrogatories and depositions where as one of our members complained that she has been slandered and given a record on unproven charges contained in statements filed in her domestic relations case under the so-called right of court order which permits questions in such cases. She complains bitterly of apparent cooperation of her counsel with that of her husband with the obvious intent of making a case where there is none against her and of her being subjected to a torture chamber setting caught between husband's counsel who engages in extensive cross-examinations and her own counsel who seeks to bring to bear his influence in forcing her to incriminate, slander, and misrepresent herself for the clear advantage of the plaintiff husband desirous of a divorce and obtaining all rights to their joint properties. In both the interrogatories and deposition the mother-client reported the attacks were extended to persons unknown to her or to institutions with which she had no relations to an extent that smacked of a most serious communitywide intrigue.

VI. THE WEARING-DOWN TECHNIQUE CONSISTS OF THE FOLLOWING

Eviction notices, judgments, and settlements, arising out of obvious counsel-encouraged husband's contempt of court order, are the most commonly observed techniques for wearing the mother-client down and rendering court action for support of children "null and void." Soon the exhausted and unrepresented (without counsel) mother-client abandons hope for stabilizing the remnant family which is hers to hold together. Besides the pressures of it all often force her into an agreement such as highly unfair property settlements and divorce for temporary relief and emergency care of the children. This has been the tragic history accompanying the struggle of two mother-clients who have appealed to our organization for assistance. They complain bitterly of the fact that money or property which should become the assets of their growing children, instead is drained off finding its way to the sponsors or "agents" of family

destruction In the process they have reported unbelievable harassment and even their lives being threatened if they refuse to enter into bargains of property settlements and divorce. There is a reported case of intimidation of prospective witnesses in mother-client's behalf. They have, moreover, complained of being overcharged by counsel or of being unable to obtain counsel at all or of having counsel with adequate retainer's fee holding the fee for a long time and then dropping the case "at the altar" without having prepared for trial in the first place. Documentary evidence of these conditions, we are told, are a matter of record in the domestic relations court.

Trumped-up charges of insanity and history of insanity, without one shred of evidence in fact accompanied by names of physicians and psychiatrists who may or may not have heard of the mother-client or her domestic troubles are finding their way increasingly into the record to be read and reread to influence adversely and mislead the public in years to come to the end of isolating the mother-client from neighbors or friends and making it impossible for her to obtain gainful employment after being rendered destitute or cut off from continued support and maintenance. There have been charges of suspected loss of job resulting from operation of "agents" of the "divorce and property settlement racket." Nor does the conspiratorial racket end with slandering of mother-client herself as insane or mentally disturbed but one of our parents is now preparing to fight against charges of emotional disturbance of her child in which a pediatrician is reported to be collaborating although he is unfamiliar with the child's performance and achievement in school which demonstrates the contrary.

The net results of this nebulous legal operation instituted, encouraged, and practiced by husbands' counsels have ultimate effect of destroying any efforts of the mother-clients to stabilize or maintain a home; it robs her of personal dignity and respect both among her children and neighbors and leads ultimately to a future at Junior Village for these children and total destruction of mother-client's role as a citizen or to a life in institutions or prostitution.

VII. FAILURE TO GIVE SERVICE TO MOTHER-CLIENT WHEN RETAINED

It has been reported to our organization that mothers have been observed wandering aimlessly in the halls of the domestic relations court, because neither their counsels nor husbands and their counsels show up as ordered for the case. For the vast majority of such women, in the unfriendly atmosphere of a court setting, they do not know what to do next or where to turn. Such a case was reported to us in the last 2 weeks. This practice leads naturally to the conclusion that collusion must be operating when mother-client is the only party answering a summon to the court regarding the support of minor children.

Another serious dereliction of duty on the part of mother-clients' counsel brought to our organization by two recent cases is the failure of counsel to advise mother-clients that when support order is directed by the court through the clerk's office, she can be cited for contempt and sentenced to jail if she accepts any money directly from her husband regardless of his history or practice of violating the order in the manner defined.

VIII. COOPERATION BETWEEN THE CLERK'S OFFICE AND COUNSELS

We have it from several sources that there is suspected manipulation of the clerk's office causing needless delays with or without mother-clients being informed in time not to come down on the assigned day, or of mother-client being dropped "at the altar" without her knowledge by her lawyer retained to represent her and the matter becoming part of the record without her being advised. That, we are told, is entered into in a manner which may not result in mother-clients getting the retainer's fee returned, which works an especial hardship to an already almost destitute mother up against a husband financially able and sufficiently powerful to engage a battery of lawyers. Finally, in regard to the clerk's office, one lawyer observed laughingly that when a certain mother approaches that office, the assistants scamper, avoid her, or refuse help concluding with the statement: "That woman is crazy."

Our organization is of the opinion that any mother-client whose children are provided for under such hardships as is the lot of this particular woman, whose children are maintaining outstanding academ c records in the best schools of this city, whose children are obedient and law abiding and greatly admired by friends and neighbors alike deserves the fullest respect and service the court can offer any citizen. Any program or practices which may be designed for rail-

roading such mothers to mental institutions or for denying them existence or survival for themselves and children does the community and the taxpayer as great a disservice as the mother-client.

Therefore, our organization begs that the committee exercise its influence with counsels to end this suspected manipulation.

IX. RISING ABOVE THE COURT OR LAWYERS OVER JUDGES

In addition to a policy practices or pursued by husband-counsel of encouraging their clients to render "null and void" court orders for "support and maintenance' 'through endless litigation and thus exhaustion of mother-client. There has been brought to our attention a case of a husband's counsel struggling to make a laudable case for a divorce and property settlement who rises above the order of the judge of the pretrial and pursues an independent course of harassment, slander, and intimidation of the mother-client. The language used by said counsel for slandering mother-client and forcing her to make a case against herself where none exists is clearly in violation of the instructions of the pretrial judge and comes dangerously close to fraud. The artifice, the calculated misrepresentation of the clear order of the court to advance the end of divorce and property settlement, we consider, a dangerous threat to law and order. This miscarriage of instructions, the wilful misintepretations of judicial decisions on the part of lawyers who practice in the domestic relations court, it appears to us, should become the concern of your committee.

X. THE COMMITTEE ON ADMISSIONS AND GRIEVANCES

It is the candid opinion of our organization that this community is adversely affected by the limited representation of the majority community, of Negroes on the committee—a concern which is compounded by the knowledge that the lone Negro we are acquainted with is himself charged as contributing to the breakdown of a family or of playing a highly questionable role.

The extremely large proportion of Negro clients appearing daily in the courts with a larger proportion than that victimized by unscrupulous lawyers, warrants some direct unquestioned representation on your committee, if the above problems are to be coped with justly and adequately.

Lawyers or no lawyers: That is the issue for mother-clients

When you think of women forced to go to court as often as 30 times in a year and one-half in order to enforce a court order; when you consider the sacrifice of $500 by a semidestitute mother-client for retainer's fee held for almost a year without court order; when you think of these lawyers walking out with $500 leaving such mothers "at the altar;" when you feature a woman subjected to endless torture-chamber procedures with tacit cooperation of her engaged lawyer in interest of making a case for divorce and property settlement, where there is none, through exploitation of depositions and interrogatories, then it is logically understood that betrayed mother-clients are forced to think in terms of "lawyers or no lawyers."

"Lawyers or no lawyers" is the problem now before our organization as a result of the dismal picture presented of highhanded, almost conspiratorial practices reported by mother-clients in their search for justice and an existence for their brood. Without counsel we know the mother-client may complicable the judge's calendar and impede the operation of judges already overburdened with an insurmountable workload. Certainly a mother representing herself cannot prepare her case for expeditious handling as a lawyer should. What to do in such a dilemma becomes a real problem and one we think the court should be apprised of that some understanding may be brought to bear when this must be resorted to. As an alternative it is being recommended by some members of our group that mother-clients regardless of circumstances rely solely upon court-appointed counsel who may feel a greater responsibility for implementing the law and thus resist the overtures of the "operators." If unethical lawyers are screened and exposed then ethical lawyers might become totally free and unshackled to operate in the public's interest.

We trust the committee may give some serious thought to the dilemma in which several mother-clients report they now find themselves.

Call it what we may, if these charges are as reported, and we are convinced the record itself will bear out much of it, then there appears at work a subtle form of treason which is eroding and destroying our society and in which lawyers have no little part. For no society can rise higher than its family units. Where

there is no mother, there is no family. Even when chattel slavery was at its height, when segregation was the prevailing mood of the Nation, Negro women secured and maintained some semblance of a family when no father was present within that unit or when fathers refused to acknowledge their offspring. A classic in behavioral sciences which paints a clear picture of the Negro mother as a tower of strength who has brought the Negro through the storm of life has been compiled by the late E. Frazier in "The Negro Family."

In that classic work Frazier says that during the period of slavery the biological tie between the Negro mother and her offspring was the only human relationship among the slaves that could not be disregarded altogether. "After emancipation," he noted further, "when the social fabric of life crumbled and the very economic basis of Negro existence was destroyed, it was the Negro woman, often alone with her children but always aiding her husband when there was one, who made the survival of the Negro possible."

At the rate which the Negro women are contributing to the population, there can be little doubt that the Negro will survive or that he is here to stay. But the question becomes in what condition? Thus, the conditions of survival, the protection afforded her and children by the courts and in the community at large rests in the laps of leaders and established institutions and committees. It consequently follows that any system that leaves the Negro mother exposed to attacks, any system which acquiesces in the destruction of her place in the order of things, must eventually face the holocaust.

Those who subscribe to great Government outlays of money to substitute for Negro mothers in seeking to curb dropouts and juvenile delinquency, those who freely advocate larger and bigger Junior Villages for youths and mental institutions for distraught mothers, are fooling themselves if they think the Negro population can be coped with satisfactorily through incarceration in any of these institutions including planned "conservation" camps now on the legal drawing board. Life and living for the Negro masses will never be stabilized nor the total society playing its fullest national and international role unless and until the place of the Negro mother is secured and her traditional role respected.

For the Nation's Capital to ignore the humanity which historically burned deepest in the Negro mother, unleashing her helpless brood to wander freely through the streets, is to turn this, the Capital of the Western World, into an armed camp of rebels seizing and attacking residents and tourists alike.

We think the involvement of lawyers in this dastardly scheme rests with you first and foremost for correction. Or do you think Congress should be urged to investigate?

Sincerely yours,

JOHN M. THORNTON, *Chairman.*

THE NATIONAL CAPITOL VOTERS ASSOCIATION, 1502 MASSACHUSETTS AVENUE SE., WASHINGTON, D.C.

CONTRADICTIONS AND DILEMMAS ABOUT THE TRACK SYSTEM IN DISTRICT OF COLUMBIA SCHOOLS

It would seem that—

1. As the budget has gone up, "quality education" has gone down.
2. The more counselors employed, the greater the council of doom inflicted upon our children.
3. Schools were desegregated but good education has been taken out.
4. Testers, counselors, and psychiatrists, etc., tell us on what we have not been taught (or experienced) in order to measure how well they are depriving us, and our children of a good education.
5. They do not really believe our IQ's are low, but they fear that we will take the que and develop our IQ.
6. While they talk about "needs" (from a shower or baths for the unwashed at 7 a.m. to a library for the unwed mother who was never taught to read—a real reason for her troubles), the Negro a decade after the desegregation of schools is determined that education begin to show some results.
7. The proportion of Negro children in the "gifted track" is going down not up.
8. Members of the school board and top school officials who have children to educate are afraid to have their own children exposed to the schools they administer so they send them to nonpublic schools.
9. Parents are charged with being distinterested, but when they show concern, they are fired or intimidated and their children are put in the "basic" track or failed.

10. Students are not dropping out, but being forced out in confusion.

11. Our children are being used as "test tubes" for untried teaching systems or diverted in 100 or more nonteaching projects.

12. Since we are allegedly culturally deprived, what is the nature of the culture they impose? Sex, liquor, dope, false values, anything but a "buck" and first-class education.

13. The system implies that Negroes are too economically deprived to learn to read, write and spell. (How then has the Negro come so far in 100 years?)

OTHERS HAVE SPOKEN OUT AGAINST THE TRACK SYSTEM

(As carried in a Washington Post article by Jack Harrison Pollack, Jan. 3, 1965)

From the mouths of children

A 14-year-old, in a school that uses grouping: "Nobody cares about you around here unless you are brains."

An 11-year-old exhibiting the snob attitude produced by grouping: "People will think I'm dumb, if I play with dumbbells."

An average 11-year-old from the same school rationalized like this because his gifted friends would no longer play with him: "Bright kids are stuckup and don't play much anyway."

A 12-year-old girl who was ostracized: "If you play with smart kids, you become smart, don't you?"

From a Ph. D. father in Detriot

"It didn't help me and it is not helping my kids."

Too many schools are using a "tracking system" like racehorses. Top children are put in the fast track, average children in the middle track, and slowgoers the bottom track which is too often the "left at the post" track.

From noted educators against the track system

Professor Emertius Loretta Byers, University of California: "Children who are not in gifted classes often evidence feelings of worthlessness and rejection * * *. Many of them, especially in elementary schools where the hidden psychic scars are deepest, told me 'I'm dumb,' or 'I can't think good.'"

Dr. Francis P. Jennings, Philadelphia (relation of grouping to delinquency): "When constructive class leadership is removed from high school students they often turn to gang leaders. * * * No teacher moralizing can substitute for good examples by members of pupils' own age groups. When these are gone, the vacuum is filled with bad examples."

Dr. Miriam Goldberg, Teachers College, Columbia University, reporting on a 3-year study of 2,200 5th and 6th graders in 86 classes and 15 grouping patterns discovered that "Ability grouping even hurts many kids academically." That average pupils are the forgotten, robbed of ambition, limited in achievement and usually assigned the least experienced teachers—the porest teachers * * *.

President Colorado PTA: "C students are the salt of the earth. * * * They will be running the community when the A students are busy in their research labs."

Dr. John Gardner, president, Carnegie Foundation: "We must respect both our plumbers and our philosophers or neither our pipes nor our theories will hold water"

Dr. Leonard H. Clark, professor of education, Jersey State College: "The evidence does not show that ability grouping has been successful. I am disturbed at the number of teachers who look down their noses at good average or even better-than-average children just because they are not academic geniuses, and by teachers who act insulted when asked to teach any except the top group. In too many schools I have observed that many teachers have given up entirely on the slow learners, especially in high schools."

Dean Harold G. Shane, Indiana University School of Education: "Many schools lack information on intelligence, achievement, and social adjustments and hence have little reliable evidence upon which to base grouping."

Dr. Helen Heffernan, California Department of Education: "Despite grouping, individual differences persist. Even if two children achieve identical scores on a standardized reading test, they are not necessarily identical in reading ability."

John M. Stalnaker, president, National Merit Scholarship Corporation: "High IQ without motivation is useless, even the best steam locomotive gets nowhere unless there is fire under the boiler."

Dr. Essex: "Children aren't like milk. You can't homogenize them completely."

The National Education Association which represents America's teachers admit: "Recent research indicates that ability grouping has not necessarily met the claims of its advocates. A pupil with a high IQ but a low level of social or physical maturity can be harmed more than helped in a special class."

Dr. Frederick M. Raubinger, New Jersey commissioner of education: "We could produce a generation of whiz kids and still fail to completely meet the real needs of education."

Dr. Martin Essex, superintendent of schools, Akron, Ohio, and former president of American Association of School Administrators: "To deny children this type of laboratory experience (reference to children being exposed to contact with all backgrounds or different backgrounds), is to rob them of a most valuable part of their education."

Mrs. Jenelle Morehead, president, National PTA: "No child should be classified as poor, average, or good or be branded a failure because he happens to be academically, psychiologically, or socially behind others his age."

Dr. Julia Weber Gordon, New Jersey Department of Education, an expert on groupings, cites individual cases to prove the rigidity of grouping and its harmful effects.

Dr. Rodney Tillmon, assistant superintendent of schools, Minneapolis: "Pupils most damaged academically by ability groupings are those in the lower half of the high group."

National Education Association in a nationwide poll reported that though 58 percent of elementary teachers favor it, critics claim that because teachers expect too much of grouping, they tend to ignore differences between the groups and within each group.

JOHN M. THORNTON, *Chairman.*

COMMENTS ON PRESENTATION

Senator BYRD. Thank you, Mrs. Mazique, for a very fine statement. I think there is a great deal of food for thought in what you have said. There is much to substantiate what you have stated, and the subcommittee is very pleased to have your statement.

Senator PROXMIRE. I might say, Mr. Chairman, if you would yield for a moment, we have had experience in Wisconsin with the Huber law which has worked very well, and I think your first recommendation in accordance with that is logical, and with my own experience with it I certainly support that.

Mrs. MAZIQUE. Thank you, sir. I hope you will follow up on that.

Senator BYRD. Mrs. Libby Dunn.

Perhaps I should state at this point, ladies and gentlemen, that we have 36 more witnesses on the list, and I do hope you will attempt to observe the 5-minute rule.

This morning I stated that in view of the fact that we were confronted with a list of 76 witnesses we would hope that you would confine your remarks to 5 minutes. So would you please give this some consideration, and in thinking about your appearance you may wish to underline some of those parts of your prepared statement which should be highlighted, and thus save yourself some time, and the others who are still waiting to be heard.

STATEMENT OF MRS. LIBBY DUNN, DEMOCRATIC CENTRAL COMMITTEE FOR THE DISTRICT OF COLUMBIA

Public School System

Senator Byrd. Mrs. Dunn.

Mrs. Dunn. Mr. Chairman and distinguished members of the committee, I am Libby Dunn, a member of the Democratic Central Committee for the District of Columbia and serve as its chairman of the health, education, and welfare committee.

We are gratified that the budget recommendations which our President sent to the Congress are designed to rectify longstanding urgent needs in our city, especially in the public schools. We are fortunate in having a school board and Superintendent of Schools who have realistically arrested the needs of our schools, and since they have presented these needs to you, I will not take up your time to repeat them. We wish to stress that the needs of our schools should be given top priority.

We hate to be put in the position of choosing among needs for our children, many of whom come from culturally deprived homes. Programs which would enrich their lives through art, music, science, and libraries have been cut in the House budget. We are sad to see requests for counsellors, psychologists, and school social workers have been cut, just when we are making a supreme effort to cut the chain of poverty which exists in our city. There are also urgent capital improvements which cannot be put off. We ask that funds be restored for the new Shaw Junior High School, and that the Kennedy playground, the need for which has been so ably presented today by other speakers, which has filled a great need, be retained. Children cannot wait for needed schools. These schools should be built now, and we should use borrowing authority to pay for them while we use them.

People throughout the city have called and asked me to stress the need for additional recreational facilities in their areas, and so we ask that the capital requests for $1,818,600 in the President's budget be allowed.

Maternal and Child Health

We ask that the health and welfare budgets should also be granted as requested, and we wish to note a few programs in which we are especially interested. Of vital importance is the $66,400 request by maternal and child health to double the birth control program. In the capital outlay budget the $100,000 for a preliminary survey for the proposed community health center would start a program which District citizens have advocated for many, many years. We ask that it be reinstated.

Welfare Programs

Turning to welfare, the Democratic Central Committee joins with the Citizens Committee on the Public Welfare Crisis in endorsing the five critical needs in District of Columbia welfare. We urgently request that your committee include in the budget the necessary funds so that the District can be included in the Federal program for aid to children of unemployed parents. President Johnson has asked for

the inclusion of the District in this Federal program. Helping families stay together should be our goal, and this program and a program for day care for children would make this possible for many families. The Democratic Central Committee is especially interested in day care, and we are currently conducting a survey to get current facts on the extent of the need in our city. We ask that the $136,949 in the budget for day care be allowed without restrictions as to how the money can be used for day care needs.

CONSTRUCTION OF SCHOOLS

As practical people we are not blind to the problems you face in fitting the pattern of need to the cloth of available funds. Since $56 million of the proposed general fund budget is for capital outlay, we should be prepared to finance many of these long-range improvements by an increased borrowing authority. We realize that the proposed formula is not within your jurisdiction, but we believe it would be more prudent to use an additional amount of our present authority now, rather than put off building urgently needed schools which will be used for years to come. We ask that your committee appropriate the full Federal payment authorized by the District committee, no matter what size of form it takes, although it is our hope that in the very near future legislation will be passed basing the payment on the formula which would place the Federal fair share at $57 million this year.

The next part of our statement has been prepared by our committee on planning and housing.

While generally endorsing the District's budget, there are two budget items which the Democratic Central Committee opposes, and a third which we question as premature.

OPPOSITION TO NORTH CENTRAL FREEWAY

We have opposed the North Central Freeway (project No. 28–54) principally on the grounds that no compelling need for the project has been established and that adequate procedures are not available to rehouse in the District of Columbia the hundreds of thousands of residents who would lose their homes. The budget contains $500,000 for the purchase of right-of-way and $20,000 for construction plans and specifications. These amounts would be augmented by Federal highway funds in fiscal year 1966 to produce totals of $5 million and $200,000, respectively, for these purposes. If this project is approved the total estimated out-of-pocket cost to the District by the completion date of 1971 will be more than $7,500,000 and the overall cost $82,750,000. At the public hearing held in the District of Columbia the residents, including many groups representing citizens in parts of the city far removed from the proposed North Central Freeway, opposed the project. At a public meeting held in nearby Maryland by the Maryland highway director, the very residents this project is designed to serve, as a commuter facility, uniformally opposed it.

OPPOSITION TO THREE SISTERS BRIDGE

The Democratic Central Committee also opposes an additional Potomac River crossing at any of the three suggested locations in the

vicinity of the Three Sisters Islands. We do not believe that a genuine need for such a bridge has been shown and we feel that it would only move a traffic bottleneck from the Virginia to the District side of the river where highways, streets, and parking facilities are inadequate to handle the increased traffic which such a bridge would generate.

Although we find nothing in the budget specifically allocated to an additional river crossing at this location, the Potomac River Freeway (project No. 2807), contains a District request of $1.6 million for right-of-way acquisition between 25th and 37th Streets to be augmented with Federal highway funds to bring the total of $16 million in 1966 alone. If this large expenditure for right-of-way acquisition does not involve the cost of approaches for another river crossing, we believe that the justification for the amount requested should be explained in detail. On the other hand, if the budget request does include funds to pay in part for the cost of such approaches we oppose the request.

At a recent joint hearing held by the District and Virginia Highway Departments, the representatives of every citizens' association which appeared from both the District and Virginia sides of the river opposed the bridge project as unnecessary. The two elected bodies from the Virginia and District sides of the river, the Arlington County Board and the Democratic Central Committee have made their opposition clear as has the Arlington County Planning Commission.

INNER LOOP NORTH LEG

Finally, I wish to speak briefly about the north leg of the inner loop. Over a year ago this project raised such strenuous opposition that the District Highway Department agreed to restudy it to determine whether it could be placed in a tunnel in whole or in part. The results of that study have not yet been made public. Nevertheless, the budget requests—project Nos. 28–8 and 28–9—a total of $1,510,000 of District funds which would be augmented with Federal funds for a grand total of $15,100,000 in fiscal year 1966 alone. Of this amount $14 million is for the purchase of right-of-way and $1,100,000 is for construction plans and specifications. We do not believe it unreasonable to question the propriety of appropriating such large amounts for right-of-way acquisition before the public is informed and has an opportunity to express its views on the manner in which the project would be built and where it would be located.

I do not want to leave the committee with the impression that the Democratic Central Committee generally opposes highway and freeway projects. We do not. We strongly support them where they are shown to be in the public interest.

The three projects I have referred to involve a total budget request in 1966 of $3,630,000 of District funds. At a time when the residents of the District are being asked to pay higher taxes on their homes, their income, and essential services, they have every right to question these expenditures for projects which have been generally opposed or questioned by the District residents as well as the residents of nearby Maryland and Virginia who would be primarily served by the projects involved. It has been estimated that these projects and their associated access facilities would take the homes of more than 15,000 residents of the District. Until adequate procedures are available to rehouse these people within the District of

Columbia we believe that the price would be too high if the projects did not cost a single cent.

Thank you very much for hearing us today.

Senator BYRD. Thank you, Mrs. Dunn.

STATEMENT OF LEWIS S. ARONICA, GREATER WASHINGTON CHAPTER, AMERICANS FOR DEMOCRATIC ACTION

FISCAL YEAR 1966 BUDGET REQUESTS

Senator BYRD. Mr. Aronica.

Mr. ARONICA. Thank you, Mr. Chairman and distinguished members of the Appropriation Committee. The Greater Washington Chapter of Americans for Democratic Action is pleased to have the opportunity to make some remarks on our views on the budget.

My name is Lewis Aronica. I am the executive director of the local chapter. We have a 5-page statement.

Senator BYRD. Mr. Aronica, you do have a 5-page statement.

Mr. ARONICA. I would like to submit it for the record, if I may, and make a few comments on it.

Senator BYRD. It will be included in its entirety in the record. If you could brief it, please, we would appreciate it.

Mr. ARONICA. Fine, thank you very much.

ADA feels that the municipal budget is a plan for a city. We are concerned about many aspects of programs that go into this plan. We feel that Washington has many unfulfilled needs, health and welfare, housing, transportation, prevention of crime, delinquency, and other items.

The budget which the Congress of the United States will eventually pass will give us an indication of whether or not they are willing to deal satisfactorily with these problems.

The citizens of the District and the officials of the District are responsible for making up the original budget request, and we feel that these budget requests were not necessarily satisfactory at the lowest level.

The House has cut this budget, and we are very much appalled at the crisis that we face today.

EDUCATIONAL PROGRAM

We want, in essence, to outline what we consider a good educational program. We think that quality education is very important to the development of the child, the family, the city. We are very much concerned about the opporunity that faces the child if he does not have an adequate education, and the consequences which fall upon the community if the child is deprived of an adequate education.

We think, among other things, that the classes have to be kept to a teachable size. I comment on this later. Each child must be developed to the fullest of his potential no matter what his condition is when he arrives at the school, if he is a gifted child, a retarded child, and underprivileged child.

The schools of the District must be sufficiently flexible to meet the needs of a wide variety of students. Young people looking forward to higher education must be able to study those subjects which will prepare them for future work at the college and university. Young people

who do not expect to attend college must be able to learn vocational skills which are realistically related to the needs of modern society. All students should explore the meaning of citizenship in a democratic society, and they should have opportunities to experience and participate in the creative arts.

These are some of the educational conditions which every child has a right to expect. But let there be no mistake, the budget, as passed by the House, will not provide for all attainment of these educational goals. If every item which was deleted by the House were to be restored there would still not be enough money available to provide the kind of education we are describing, what we would consider to be an adequate program.

The budget presented by the District officials even before the House cuts did not request educational utopia. It only set forth the bare minimum. ADA, therefore, urges you to restore in its entirety the original educational budget. We would prefer at this time to suggest additions to the original requests, but, as a minimum, we plead for the restoration of all of the items in the education budget deleted by the House.

When I spoke about keeping classes to a teachable size, when you talk about the teacher-pupil ratio, we think the ratios in the District are too high. Our ratios here accepted by the Board of Education are 30 to 1 in the elementary schools, and 25 to 1 in the junior and senior high schools. Few educators would question that ratios of 25 to 1 and 20 to 1 are more realistic. Superintendent Benjamin Willis of the Chicago schools recently asked for a teaching ratio of 15 to 1 in kindergartens through third grade for schools in culturally disadvantaged areas. This goal of 15 to 1 is exactly half of the Board of Education's recommended staffing ratio for grades 1 through 6, and one-fourth of the ratio of 60 to 1 recommended for the kindergarten classrooms.

CULTURALLY DISADVANTAGED CHILDREN

Many children of the District of Columbia are culturally disadvantaged, therefore, and we feel especially for these children, a ratio of 30 to 1 will totally be inadequate to meet the need, and the situation is made more troublesome because we have not provided for the support in help to the teachers, the counselors, the special education teachers, the music, the art teachers, the physical education teachers.

So give this situation, the context of the situation, we think that the original ratio was a very poor substitute for what would be needed.

We look at what happened to the teachers. Teachers were cut, the teachers that were cut, the music teachers, the art teachers, the physical education teachers, these positions which have been cut are not educational frills.

For instance, the question of music and art, I think it can be said that for a number of children who come into the schools at the lowest levels, who are culturally deprived because they come from homes in which there are not books, the parents are undereducated or for some reason or other they do not have the advantages of everyone else, perhaps the first point at which they can begin to relate to their society, their contemporaries, is through participation in music or in an art program.

I think it is very important for this child to have the advantage of this. It is not an education frill.

CLERICAL EMPLOYEES

The same is true of the clerical help. Originally the Board of Education asked for some 74 clerical help positions. All that was approved in the House budget by the Commissioners of the District of Columbia in sending up their budget, cut this number to 10. The House passed eight. How can the teachers adequately do their job if the original request of 74 clerical help positions was cut? This would be one clerical person per school.

LIBRARIES

The question of librarians, the same sort of thing happened. Originally the Commissioners asked for 57 librarians. This would have provided—for the elementary schools—this would have provided a librarian for every other elementary school, because in many of the schools there are not the facilities to establish the libraries.

The House deleted 40 of the 57. They granted 17 of the elementary school librarians. This reduces the program to absurdity. A child cannot be encouraged to develop scholastic attitudes if, in effect, he has no librarian, and he has no library, and he has very few library books at his disposal in any case.

Likewise, in the junior high schools, the request was cut from 14 to 6. This means there are eight junior high schools in the District of Columbia that do not have a librarian. The same is true for the child guidance specialists.

The request was for 90, 15 were provided in the elementary schools. A request was made for 28 in the junior high schools, and 10 were allowed; 12 were requested in the senior high schools and 4 were allowed.

But you have heard the statistics; we all know the case. It cannot be done. We cannot teach a class of 30 children if we begin to cut all the supporting help that teachers would normally expect to have.

Senator BYRD. Mr. Aronica, you indicated you were going to brief your statement. You have already taken 9 minutes. If you are going to take as much time—if you insist on taking the entire time that your statement would require to be read, why don't you just do so and not tell the committee that you are going to brief your statement?

Mr. ARONICA. I am sorry.

Senator BYRD. And end up taking 12 or 15 minutes.

Mr. ARONICA. I am sorry. I thought I was doing it more quickly. I will go much more quickly over the rest of it.

Senator BYRD. For my part it is all right, but we have 30-odd witnesses waiting here to be heard.

Senator TYDINGS. I wonder, if you would not repeat the things that have been said over and over again. We are more interested—at least I am—in some new material, new facts. This is repeating over and over.

Mr. ARONICA. Right.

Research Council for Great Cities Program

One of the things we are very dismayed at is the cut of $5,000 for the District's participation in the research council for great cities program. I have not heard anyone suggest this; $5,000 will give us a great deal of information, and I think it would be very helpful to the District schools.

Capital Outlay Program

We have a comment about the capital outlay program. The budget was cut because it was suggested that sufficient funds were not available. The District pays for its schools out of current operating funds. We think this is financially an unsound method. We buy schools, or we use the schools over a long period of time, and we think we should pay for them over a long period of time. Most of the communities do this. We do this in our own private lives, with our homes and automobiles and other things.

If we would buy these schools through borrowing—and I understand much of the argument would sustain the increase in the borrowing authority—along the lines that we needed morem oney to have capital outlay for the District schools, we should be compelled to do this. The District schools have been starved for a long time, because we have not spent the money to build the schools.

ADA hopes that the Senate committee and the Senate will restore the full $13 million that was cut out of the capital outlay budget.

Shaw School and Kennedy Playground

There are one or two items which we particularly refer to, the Shaw School and the Kennedy Playground. We are very much in favor—we support the statement that was earlier made.

Welfare Assistance

On welfare assistance, we support the five critical needs and the sixth need, the emergency aid. I note that it was 1 year and 1 day ago that the District held its primary election, and the District residents voted overwhelmingly to support a program of the District of Columbia youth. We would hope that the Senate would find it in its wisdom to give us this program.

Senator Byrd. Mr. Aronica, I am going to give you 1 more minute. I consider the fact that I took a minute out to admonish you earlier, so I am going to give you that minute.

Mr. Aronica. The question arises: Where can we get the money to pay for this? We suggested earlier that we can borrow some of the money to build schools. We would hope that this committee would grant us the full authorized $15 million Federal payments, which would give us $9 million.

Opposition to Highway Programs

One additional place that we can get some of the money is from the highway programs. There are a number of highway programs which have been budgeted for which I do not feel have proper support in the community. I do not think these programs are needed today,

and if you add up these figures of about $500,000 for the North-Central Freeway, about $1.6 million for the Potomac River Freeway, and about $2.7 million for the north-central loop, we will find there is money to provide for those needs in the social welfare areas.

It has been often argued that when you speed up construction of a highway system, it means other pressing needs of the city have to be overlooked or postponed. Let it now be argued the time has come to speed up the programs to provide for the education and welfare needs of the District residents.

Senator BYRD. All right. Thank you, Mr. Aronica. I do not want to be disrespectful of witnesses, and I certainly do not mean to be discourteous.

Mr. ARONICA. I appreciate the situation.

Senator BYRD. But, ladies and gentelmen, you heard my statement this morning that we have this great number of witnesses, and you heard me express the desire that you cut your statements to 5 minutes if you possibly can, and I assured you that I would not shut you off if you went 6 minutes or 6½. But give some consideration to this fact, and I assure you that your entire statement will appear in the record, even though you may abridge it.

(The prepared statement of Mr. Aronica follows:)

Chairman Byrd and members of the Senate Appropriations Subcommittee for the District of Columbia, the Greater Washington Chapter, Americans for Democratic Action, is pleased to have the opportunity to present our views on the budget for the District of Columbia for the fiscal year 1965–66.

A municipal budget is a plan for a city. ADA is concerned with numerous programs and projects which are specifically part of this budget. ADA feels that our city has great unfulfilled needs in housing, health and welfare, transportation, and the prevention of crime and delinquency. The budget that is eventually adopted by the U.S. Congress will indicate whether Congress is willing to deal with these problems satisfactorily. The citizens and officials of the District have been responsible for some of the decisions by virtue of the budget items originally requested. The House of Representatives has acted on these requests and has forwarded to you a budget which in many respects falls drastically short in meeting those needs. As a count of last resort, we appeal to this body to restore selected items so that some progress can be made on meeting the needs of our city and its people.

ADA wishes to make comments on various items and programs in the budget. However, there is one particular program of such paramount importance that we wish to devote most of our attention to it, and that is the need for improving the public schools of the District of Columbia.

Unless we take decisive steps to insure a quality education for every child and young person in the District, we will inevitably reap a harvest of disaster in the years to come. The money that we save on the schools today will be spent many times over in the future for expenditures to provide welfare assistance, law enforcement and protection of citizens, and in general for other blights that are the inheritance of the inadequate education that we provide for the children of today.

If there is anything that we know about the employment opportunities of the future, it is that the educational demands upon the work force will be unprecedented. The ultimate destiny of the undereducated child of today is not a job, but the welfare roll. It is said in the Bible that hewers of wood and carriers of water we will always have with us. This is as true today as it was in Biblical times, but today the hewer of wood is called a structural engineer and the carriers of water is called a hydraulic engineer. The hewer of wood and the carrier of water today must have a quality education which would have been beyond the reach of Plato's philosopher-kings.

Every child in the District should be able to attend classes in good classrooms which are well lighted and ventilated, attractively painted, and safe from fire and other safety hazards. These classrooms should be equipped with adequate teaching materials, books, blackboards, and audiovisual aids.

The classes must be kept to teachable size. Each class should be taught by a professionally qualified teacher, skilled in the use of new methods of teaching, competently trained in the subject matter of his or her classes, and paid a salary that will afford a family standard of living comparable to that enjoyed by other professional people in the community.

Special attention must be given to developing, to the fullest, the potential of every child, particularly those who are educationally handicapped by the home life environmental conditions of poor housing, low family income, and under-educated parents. Every child should have the use of a school library and the guidance of a school librarian, but especially are these needed by children who come from homes where there are no books. Every child should have, in addition to opportunity for mental growth, the opportunity through physical and health education, to develop a healthy, vigorous body, but especially is this important for slum children who live in substandard housing and who eat an improperly balanced diet.

The schools of the District must be sufficiently flexible to meet the needs of a wide variety of students. Young people looking forward to higher education must be able to study those subjects which will prepare them for their future work in the colleges and universities. These young people who do not expect to attend college must be able to learn vocational skills which are realistically related to the needs of modern society. All students should explore the meaning of citizenship in a democratic society, and they should have opportunities to experience and participate in the creative arts.

These are some of the educational conditions that every child has every right to expect. But let there be no mistake. The House-passed budget will not provide for full attainment of these educational goals. If every item which was deleted by the House were to be restored there would still not be enough money available to provide the kind of education we are describing. We would only move a little closer to that goal. However, quality education costs a great deal more than has been requested. There are many school districts in the United States that are spending more than $1,000 per pupil and most of them could still make wise use of additional money. So let us not be deceived. This budget presented by the District officials even before the House cuts did not request an education utopia, it only set forth a bare minimum program upon which we can build. ADA therefore urges you to restore, in entirety, the original education budget. We would prefer, at this time, to suggest additions to the original requests but, as a minimum, plead for restoration of the items deleted by the House.

The teacher-pupil ratio which the District Board of Education has accepted as standard for District schools is 30 to 1 for the elementary schools and 25 to 1 for junior and senior high schools. These ratios are too high. Few educators would question that ratios of 25 to 1 and 20 to 1 are more realistic. Superintendent Benjamin Willis, of Chicago schools, recently asked for a teaching ratio of 15 to 1 in kindergartens through third grade for schools in culturally disadvantaged areas. This goal of 15 to 1 is exactly half of the Board of Education's recommended staffing ratio for grades one through six and one-fourth of the ratio of 60 to 1 recommended for the kindergarten classrooms.

Nearly one-fourth of the children in the District are culturally disadvantaged. Especially among such children, the Board of Education's ration of 30 to 1 and 25 to 1 can be educationally valid only if the classroom teacher is reinforced and assisted by a considerable staff of administrators; professional librarians; special teachers of art, music, and physical education; counselors; and clerical workers. This budget does not provide for assistants and counselors in sufficient numbers to possibly make feasible a pupil-teacher ratio of 30 to 1 and maintain quality education for these deprived children.

The House cuts in music, health, physical education, and foreign language teachers for the elementary schools are most disturbing. Music and art cannot be considered educational frills when viewed in the context of the need of many District children to overcome environmental problems and cultural disadvantages and be given an opportunity to creatively express themselves. For many of these children, participation in a music or art program is their sole socially acceptable creative outlet. These programs can be an important bridge, from the stultifying environment of the underprivileged home, to the creation of an attitude of self-confidence and acceptance by others in what, for the most part, they must view as an alien society.

Health and physical education instruction and guidance is needed by these very same students in order that they may develop a healthy and vigorous body.

Failure to view this as a vital part of the education of children, especially slum children, is very shortsighted.

Take the matter of librarians. Modern education places great emphasis upon independent study and group research projects. This makes a good library and a good librarian essential. Students need large resource centers where, guided by a professionally trained staff member, they can explore for themselves some of the vast body of knowledge that is available to them. New curriculums make the library the center, not the perimeter, of the school. Any school that professes to be using modern curriculums and modern teaching methods with an inadequate library and no librarian is simply deceiving itself. It cannot be done. The District Commissioners requested funds to hire 57 additional librarians for the elementary schools. The Board of Education has recommended that there be "1 librarian to every elementary school administrative unit (which would approximately average a ratio of 750 pupils to each librarian)." However, even if the request for 57 librarians would have been granted by the House, this number is only 50 percent of the total needed using the above standard. The reason given for not requesting additional librarians is that "physical facilities do not exist to house all librarians that would be needed if the above standard was applied." It must be made clear that the Commissioners requested librarians for approximately half of the elementary schools and that the other elementary schools would be left with neither a library nor a librarian. This example illustrates how far the original request falls short of educational utopia.

The action of the House in deleting 40 of the requested 57 elementary school librarians reduces this school program to the level of absurdity. How can children be encouraged to develop a scholarly attitude if they, in effect, have no librarians, no library, and few if any library books?

The cut in the number of junior high school librarians from 14 to 6 will leave 8 junior high schools in the District without a librarian. Must some children wait until they progress to the senior high school level before they are encouraged and assisted by a librarian? Does the Congress wish to suggest that the District should depend on volunteer librarians? ADA is at a loss to understand the reasoning which has fostered this economy drive. ADA urges full restoration of the 48 librarians deleted by the House.

Child guidance specialists should be working regularly in the schools to help supplement the efforts of the teachers. Apparently the House of Representatives does not agree. They have cut the requests from 90 to 15 for the elementary schools; 28 to 10 in the junior high schools; and 12 to 4 in the senior high schools. This means that the goal of having 1 elementary school counselor for 750 would be forsaken—instead the ratio, if the House action stands, will be 1 counselor for each 1,936 pupils. In the junior high schools, the ratio recommended by the Education Department of the District would have provided for 1 counselor per 400 pupils—the present budget provides for sufficient counselors to reduce the ratio from 643 to 528, about one-half of the change needed to attain the desired standard.

Typists and stenographers in elementary and secondary schools are not educational frills. Without them, teachers must take time away from teaching children to do clerical work which could be done better and cheaper by employees hired for this purpose. The Board of Education originally requested funds for 47 additional clerks for staffing the elementary schools as well as 14 additional clerks in the departmental offices to strengthen the work in the school's central administrative offices. The House budget includes a total of eight additional clerical and secretarial positions. Surely this is false economy and illustrates the inadequacy of the House budget. ADA calls for additional funds for secretarial staff in the District schools.

A request of $5,000 was presented to the House in order to fund the District participation in the research council of the great cities program. The House did not allow this request. The District can benefit greatly from the information exchanged in the great cities program. We strongly recommend that this item be restored.

The House budget contains drastic cuts in the capital outlay authorization for the District schools. Originally, about $29½ million was requested for 37 projects. This figure was cut to about $16½ million and 20 of the projects were eliminated. The District school plant is most inadequate and has been starved for many years. To argue that today we need to postpone, or eliminate, 20 school construction projects because operating funds are not available is most unrealistic.

The practice of paying for capital expenditures out of current income is financially unsound. A school building is used over a long period of time and it makes no sense to buy schools the way we buy groceries. Most of us, when we buy a house or an automobile amortize the payment over the years in which we will make use of the house or automobile. This is precisely the way in which we should buy schools, and it is, in fact, the way in which most communities buy schools. The practice of paying for new school construction out of current income is precisely the thing which has financially starved education in the District of Columbia for so long.

The District of Columbia, restrictive though its present debt limit may be, has still not used borrowing power which is available to it. We believe that the key to providing quality education and the other services needed for every child in the District of Columbia is to strike out on a bold new course of using the District's borrowing power to finance a major part of school construction. The current funds which would be freed by this policy should then be earmarked for current operating expenditures of our schools.

ADA hopes that the Senate will see fit to restore the $13 million cut from the District education capital outlay budget.

There is a particular school construction project which has been cut out of the requests the loss of which grieves us greatly. We refer to the $1.4 million requested for site acquisition and for plans and specifications for the new Shaw Junior High School. Plans for a community-centered school have been prepared by the architectural firm of Smith & Associates for the replacement of the Shaw Junior High School. These plans have attracted a great deal of attention and deserve the consideration by the members of this committee. These plans will provide not only for a modern urban school but for a community center as well. ADA strongly urges that these funds in particular be restored to the budget.

There is in particular a very compelling reason why the funds for the school site for Shaw need to be appropriated. Unless the funds are provided for site acquisition, for the new Shaw school, the District will be forced to reclaim the site on which the Kennedy Playground is now situated. Even in this case, additional land will be required to build an adequate junior high school. The disruptive shuffling of the Kennedy Playground, if the District is forced to reclaim this land, should not be tolerated. The Kennedy Playground is today a well established and very popular facility in the much deprived second precinct. It has done much to elevate the sights and to give hope to the pepole, particularly the children of the area. It makes no sense to tear down this playground facility and be forced to still spend money for additional land when, for the same amount of money, land could be purchased at the present Shaw School site. The residents of the District of Columbia, not only the residents of the neighborhood, would suffer if this unique and attractive playground were dismantled. ADA strongly recommends that this committee restore the $109,000 needed as the District's share of expense of keeping the playground open.

The Congress of the United States can illustrate to what extent it is committed to fighting poverty and crime by whether it is willing to provide the $1½ million needed to establish both the new Shaw School and maintain the Kennedy Playground.

WELFARE ASSISTANCE

More than most other cities, Washington is a city of extremes; great wealth and adject poverty exist side by side, separated by both social and physical barriers. Although the median family income in Washington is nearly $6,000, 10 percent of all families in the District have annual incomes of less than $2,000.

In the central core area of the District of Columbia, unemloyment averages 8–9.5 percent, nearly twice as high as the national average. In some neighborhoods unemployment is as high as 20 percent. The Negro bears the brunt of the problem; unemployment rates are twice as high among Negroes as among whites.

Unemployment compensation in the District is very short term, and even while it lasts is woefully inadequate, providing only a bare subsistence. Public assistance programs are too often regressive, and fall far short of actual needs.

ADA calls for a redirection of public welfare programs toward rehabilitation of aid recipients and elimination of dependency, while at the same time providing more comprehensive and meaningful assistance to those in need. As first steps in this direction, ADA urges—

(*a*) The support of this subcommittee for funds for the inclusion of the District in the program of aid to dependent children of unemployed parents. The man-in-the-house rule should be abolished. We hope that in this present budget, the District of Columbia will be allowed to provide for this much needed assistance. As recently as the spring of 1964, the District voters gave this program an overwhelming vote of support in an advisory referendum. District residents have indicated that they are willing to spend their tax dollars to provide support for these children and to hold together their families. We feel that Congress should take into consideration the support for ADCUP by local residents as well as by Members of both Houses of Congress when making its decision on this budget.

(*b*) Increases in welfare grants so that allowances for food, rent, and clothing can be brought into line with realistic present-day cost—not the cost of a decade ago when these allowance figures were established.

(*c*) An extension of day care programs so that all children in families which have inadequate incomes to meet day care costs will be able to participate.

(*d*) A reduction in the number of special investigative force personnel and an increase in the number of social workers.

(*e*) A substantial increase in payment to families who assume the responsibilities for foster home care. The District of Columbia today continues to pay about three times as much to "maintain" a child at Junior Village as it does to grant foster care funds for children taken from this inadequate and outdated institution. We suggest that programs be undertaken which will recruit foster homes for the children now at Junior Village and that Junior Village be abolished as we now know it. Surely our society can establish a better system for the care of children who have no homes or are taken away from their homes. If there is to be a Great Society, one of the first steps should be to provide care for those children who are currently being referred to Junior Village and to devise a system under which the causes that give rise to the breaking up of these homes would, in most cases, be eliminated.

The question inevitably arises as to where the money is coming from. We believe that if the residents of the District had to opportunity to vote on school matters, they would overwhelmingly support those measures necessary to insure a quality education for every child in the city. District residents have indicated their approval of expansion of welfare programs. If higher taxes are necessary, there is every reason to suppose that District residents would support them.

However, many of the education needs of the District of Columbia can be met without raising taxes, without cutting other municipal expenditures, and without departing from sound fiscal policies.

Part of the answer lies, as suggested above, in using the District's borrowing authority to pay for school capital construction projects. Additional revenue can be provided by increasing the payment made by the Federal Government to the District of Columbia. Currently, the House authorization is for $41 million out of the limit of $50 million. The additional $9 million should be made available to restore numerous urgent items which have been deleted.

However, if it is a question of the need to raise taxes in the District of Columbia, ADA favors higher taxes. Public needs should not suffer because we don't have moneys to spend in order to provide these services.

ADA previously has gone on record for a moratorium on all new highway starts pending final determination and approval of a comprehensive subway plan. We recommend building only those highway projects now under construction and those which are clearly essential and have some consensus of community support. The current budget includes $520,000 for the Northeast-North Central Freeway; $1,600,000 for the Potomac River Freeway; and various portions of the North and Central Interloop Freeways amounting to about $2.7 million. The budget items on many of these projects should clearly be postponed until the comprehensive mass transit plan has been approved. The funds which will be freed in the current budget should be assigned to provide the education and welfare needs of the city. It has often been argued that we must speed up the construction of our highway system, even if this means that other pressing needs of the city will have to be overlooked or postponed. Let it now be argued that the time has come to consider a speedup of our programs to provide for the education and welfare needs of District residents.

STATEMENT OF BEN NEUFELD, DISTRICT OF COLUMBIA CHAPTER NO. 1, AMERICAN VETERANS COMMITTEE

Proposed Payment to American Legion

Senator Byrd. Now, if we might proceed.

Mr. Neufeld. Mr. Chairman, I am Ben Neufeld. I am substituting for Mr. Wild who was called out of town on organization business.

My name is Ben Neufeld, and I am vice chairman of the District of Columbia Chapter No. 1 of the American Veterans Committee. I will try to go briefly through our testimony.

We want to discuss seven points in connection with the welfare program, and one point in connection with a proposed payment to the American Legion. I will start with the latter, because here is a case where we propose that money not be spent.

This is a matter of $25,000 proposed to be advanced to the American Legion, in connection wtih planning for its 1966 convention to be held here. We are opposed to this expenditure, first, because it is not necessary, and, second, because in keeping with the spirit and the letter of title VI of the Civil Rights Act of 1964, we feel that this expenditure would be inappropriate inasmuch as the American Legion does have segregated posts in a great many parts of the country.

Welfare Programs

I would like to turn now to welfare. Incidentally, I might say this is all spelled out in some more detail in my statement.

Senator Byrd. All right. Your statement will be included in its entirety.

Mr. Neufeld. Thank you.

Senator Byrd. You may highlight the points.

Mr. Neufeld. First, in connection with welfare, we support the five critical needs that have been highlighted by the Citizens Committee on Welfare Crisis. We agree with the District of Columbia Coalition of Conscience on the need for emergency payments. I will have a few brief comments on the seventh point, the administration of the Welfare Department itself.

In my statement, you will find the second item I have discussed of the five critical needs, the adequacy of the grant. We have a specific proposal to make at this point, in two parts.

First, for the immediate future. We would like to see an immediate increase in allowances proportionate to the increase in the cost of living, that is, the Labor Department city workers' family projects since 1953. This is only an interim measure. For the long run, we propose that there be created a Citizens Commission on the Adequacy of the Grant, with direct supporting services from and access to the Welfare Director, to make annual recommendations to the District Commissioners on this one subject, and to their successors when home rule is achieved here in the District.

It will be the job of the Citizens Commission to review the basis of all grant payments and propose a new cash amount wherever either the basis is inadequate or using a base that shows that the amount of money actually paid is inadequate to meet the needs of the welfare recipients.

My statement includes this comment: This Commission should be representative of all segments of the community, not of either the public misers or the bleeding hearts exclusively.

SOCIAL WORKERS AND INVESTIGATORS

A third point we discuss is the matter of the relationship between the social work force and the investigators. In this connection, we have determined, on the basis of some statistics which are to be found on page 4 of our statement, that the District has not twice as many, not four times as many, not six times as many, but eight times as many investigators as it needs. I cite the situation of the welfare department, with which I was associated until just about 2 years ago. We had 103 social workers, Mr. Chairman, and these were people who were actually doing social work, not supervisors, not clerks, but social workers in public assistance.

We had a staff of six investigators, five clerks, one supervisor-investigator, and the part-time assistance of two deputy district attorneys and their secretaries.

Our investigators, as I outlined here, handled the eligibility investigation work for the Welfare Department, the legal work for the Welfare Department, the investigation that was necessary to support legal work, the fraud investigation for the department, plus the entire child-support operation of the county, including a mandatory statutory requirement that every applicant for aid to dependent children be interviewed by a law-enforcement representative.

We had 103 social workers, social work positions. The District has 156 casework positions. If you have 77 field investigators, 4 additional positions are requested, for a total of 81. If you multiply out the 103 social workers by 50 percent, increased by 50 percent, and increase the investigative force by 50 percent, it is obvious that the District needs 9, possibly 10, investigators, not 77 or 81; possibly 3, rather than 1, supervisor. I call your attention to these statistics on page 4.

The fourth item I discuss is the need for a better relationship between the District and the foster homes, both financially and otherwise.

DAY-CARE PROGRAM

The fifth item is an expanded day-care program. In discussing the day-care program, Mr. Chairman—I am sorry. The next point is the emergency aid factor that was mentioned, or will be mentioned, again by the District of Columbia Coalition of Conscience. In discussing emergency aid, I mention housing. This is on page 6 of the statement. We propose that there be created within the Welfare Department or elsewhere in the District government structure a unit to deal with housing. Its functions would be, would include, not be limited to, the finding of housing for families who face eviction, enforcement of housing and building codes and regulations, and the establishment with the landlords of credit for welfare recipients whose checks are delayed.

It could also help hard-to-fit families, those with many children or with handicapped persons, to find housing. It could help social workers deal with problem tenants.

WELFARE DEPARTMENT ADMINISTRATION

Finally, Mr. Chairman, under the heading of "Administration," it is our opinion that there is a good deal of fat in the District Welfare Department's administration. The fact that it takes so long to get out a welfare check, an emergency check, 28 hours at the very minimum, indicates that the administrative apparatus is not as smoothly functioning as it could be.

I also call attention—and this is my last point, Mr. Chairman—to the fact that it is very difficult on occasion to get information about the Welfare Department. I tried to find out how many social work positions the Department had. I spent somewhere over a half hour on the phone. One of the people told me that she could not answer my question until my organization and I had been checked out.

Senator BYRD. Mr. Neufeld, I can tell you where you can get the information without any trouble.

Mr. NEUFELD. I eventually did get it.

SOCIAL WORKERS STRENGTH

Senator BYRD. You do not have to go to all of that trouble. You just simply look at the last year's hearings, and you will find how many positions the Department has. Mr. Brewer stated on page 977 that the number of social work positions in public assistance is 193.

Mr. NEUFELD. 193?

Senator BYRD. That is the statement made by the Welfare Director himself.

Mr. NEUFELD. The social workers, that is page 97?

Senator BYRD. 977.

Mr. NEUFELD. I will have to check that up. My information came from Mr. Gray, the head of the Public Assistance Division.

Senator BYRD. You read the record of the hearings, and you will find this testimony on that.

Mr. NEUFELD. OK, I will check that.

But what bothered me was the fact that I was told at the Department's personnel office by his secretary, that we would have to be checked out, before the person who had the information would be able to give it to me, and we think that is a bad state of affairs in any governmental operation.

Mr. Chairman, that concludes my statement, and I will be happy to answer any questions, if you have any.

Senator BYRD. Thank you, Mr. Neufeld. I have no questions.

Mr. NEUFELD. Thank you.

(The prepared statement of Mr. Neufeld follows:)

My name is Ben Neufeld. I am appearing today for District of Columbia Chapter No. 1 of the American Veterans Committee (AVC), of which I am vice chairman.

As a veterans organization, we should like to set a background for the testimony I am about to present. In the 22 years of our existence, AVC has followed the slogan "Citizens First, Veterans Second." We believe that any special treatment given by the Nation to veterans should be confined to those who have become seriously disabled as a result of their military service and to the survivors of those who gave their lives. We believe that all others who have done no more than their duty to their country should be assisted in regaining that place in civilian life they would have had but for their service. We believe that the portion of nondisabled veterans in the population is now so high that

the best way of assisting them is not through special legislation but by raising the standards of the Nation as a whole. In this context, I will proceed.

I should like to discuss two aspects of the proposed budget for the District: the welfare budget, and a proposed payment to the American Legion for advance planning for its 1966 convention.

Within the scope of the budget for the Department of Public Welfare, AVC wishes to comment on the six critical needs: the AFDC employable unemployed problem, adequacy of the public assistance grants the investigation staff, foster care, day care, and immediate payment of emergency aid. We will also comment on administration.

With respect to the case of Mary Etheredge, I will say only, with other groups concerned about the appalling breakdown of public agency functioning which brought this case to its shameful conclusion, that it illustrates almost every conceivable error. We are completely in accord with the program of the District of Columbia Coalition of Conscience.

1. *Aid to families with dependent children and unemployed parents.*—A family headed by a person for whom a job does not now exist, even though he has been ruled employable, should not be required to wait until that family head is debilitated by starvation in order to be declared eligible for financial assistance. We find it fantastic that the Congress, which recognizes that this is the case in other parts of the country, feels that the District of Columbia is somehow different, particularly when so much evidence has been amassed and presented over the years. Accordingly, we ask for authorization of this program and funds to implement it.

In passing, I should acknowledge that our references to starvation may have been a bit stark. We do not often hear about actual cases of starvation. But, we do hear about the alternatives: desertion, suicide and death from other causes.

2. *Adequacy of the grant.*—The level of public assistance is now based upon ancient history. Grants are based upon 1957 food costs and 1953 rents. I would ask you whether today our Public Works Department would be able to manage very well on the salary budget it was given in 1957 and the equipment allowance it had in 1953.

We should like to make two specific recommendations at this point. First, we ask that there be an immediate increase in allowances proportional to the increase in the city workers family budget of the bureau of labor statistics since 1953. This is an interim measure.

Second, we propose that Congress direct the Commissioners to establish, and be provided with funds for the purpose, a Citizens Commission on the Adequacy of the Grant, with direct supporting services from and access to the Welfare Director, to make annual recommendations to the District Commissioners on this one subject and to their successors when home rule is achieved. It will be the Citizens Commission's job to review the basis of all grant payments and propose new cash amount whenever either the bases change or the evidence shows that the uses of the bases provide inadequate support. This Commission should be representative of all segments of the community, not of either the public misers or the bleeding hearts exclusively.

3. *Allocation of functions and resources between social work and investigation.*—There is a place for investigators in a welfare operation; the problem is to see that they stay in their place. We consider that place to be the unusual investigations, such as at odd hours and odd places. Basic determination of eligibility is part of the social work function, and the investigative force is a tool in that function—or should be. Accordingly, we recommend that the number of investigators be drastically reduced and the jobs of the remainder be redefined.

As a guide to what might be done, let me cite the experience of the county welfare department with which I was associated until roughly 2 years ago. We had 103 social workers (not counting supervisors, administrators, child welfare workers and other classifications) and a staff of 6 investigators, 5 clerks, 1 supervising investigator, and the part-time services of 2 deputy district attorneys and their secretaries to handle eligibility investigation work, other investigative and legal work for the department, and our entire child support operation, including the statutory interview with each mother applying for aid to dependent children. I daresay our caseload was as "clean" as any in the country and our child support collection program as effective.

The District has 156 casework positions and 77 field investigator positions. On the same ratio of caseworkers to investigators—before the addition of 4

of the latter—the District needs only 10 investigators and possibly 3 supervisors plus appropriate clerical staff, with legal support from the corporation counsel's office. The District has almost eight times as many investigators as it needs.

4. *Foster home rates and supervision should be increased.*—Obviously, there are some families in which it is impossible for a child to develop and from which children should be removed for the well-being of all concerned. These occur in all economic levels, and there must be machinery for the taking of necessary steps so that each affected child can receive what we normally consider the concomitants of a good family.

However, for children to be removed from their families because of a breakdown in governmental operations is inexcusable at best. Yet, we read repeatedly of evictions and other emergencies caused by late payment of grants. You need to deal immediately with these problems. I will refer to this again later, when I deal with administration.

To deal directly with the matter of the care of children removed from or left alone in their homes, we suggest you increase the foster home allowances and the services provided by the Department to foster homemakers. By making the foster mother a partner in the care of the child, rather than a tool of a stingy government, the District will be able to increase its recruitment of such homes, to the well-being of the children and of the budget, for you are well aware of the cost of institutional care.

5. *Day care.*—We understand that legislation to extend the day care program is being prepared for the Congress, and we support the principle. A day-care program which will free mothers for work and thus keep them from becoming welfare clients represents a useful expenditure and probably a net saving. AVC believes in addition that this day care program should be open ended, for those who are able to pay as well as those who are not. In the spirit of Operation Headstart, it should provide much more than custodial care, and should be available to all who can benefit.

Furthermore, a mixed and open-ended program will avoid economic segregation of the children and may well result in a greatly reduced cost per child.

6. *Emergency aid.*—A means must be provided for making emergency payments right now. When an applicant appears at public assistance intake claiming—and appearing—to be without resources and in need now, it should be possible to grant the needed emergency aid now, not 1 or 2 days hence. Apparent eligibility must more often be accepted as actual eligibility pending full-scale determination, with the District of course retaining the right to recover amounts improperly received. The existing procedure make emergency aid available to too few people, and then it is available too late.

This is a good point in my testimony to enter our specific recommendation for dealing with housing crises. We see a clear need for you to create, in the Department or elsewhere, a housing unit, whose functions would include the finding of housing for families who face eviction, enforcement of housing and building codes and regulations, and establishing with landlords the credit of welfare recipients whose checks are delayed. It could also help hard-to-fit families, those with many children or handicapped persons. It could also help social workers deal with problem tenants.

7. *Administrative flaws.*—There are two particular aspects, out of many, that cry for our attention at this time; the rest have to do mainly with dollar efficiency, both direct and in terms of casework. With relation only to these, we recommend the following two steps.

First, streamline the administrative operations of the Department of Public Welfare—and of every other department of government which provides services to that Department—to expedite the doing of those things which the Department decides to do. End delays in mailing welfare payments, and thereby reduce evictions for nonpayment of rent as well as save recipients of such payments the humiliation of repeated inability to pay their bills.

Second, and finally, I presented a statistic about investigators and social workers. Getting the basic information took me two phone calls and talking to almost a dozen people. First, my orderly mind was stunned when I found that the information was not at the fingertips of the several people to whom I was referred. This alone indicates to me that improvement is easily possible.

Then, and this is what really hit me, I was told I could not have the information until my organization and I had been "checked out." The information I was seeking had nothing whatever to do with any departmental client or employee.

It is therefore not in any sense confidential. Quite the contrary, it is important to the public's understanding of its government—and while the District resident's influence on government must be applied in strange and devious ways, he is free to apply it.

Therefore, AVC directs your attention to the need to require all department employees to recognize—and behave accordingly—that noncase information belongs, not to any member of the District government or any Member or committee of the Congress, but to the people, and that the people possess the right to have it.

I should like to turn now to the other matter of concern to us. Page 1–2 of the Commissioners' proposed budget contains an item of $25,000 to be paid to the American Legion for advance planning for its 1966 convention, to be held here. AVC has been informed by Commissioner Tobriner that the item is intended only as a loan, but this is not clear from the budget document.

Whether the item be a grant or a loan, AVC opposes it most strongly. If it were proposed to create a revolving loan fund to enable worthy organizations to plan conventions here and the American Legion were proposed as the first beneficiary, our opposition would be less, but we cannot understand singling out the American Legion for this sort of favored treatment. Other veterans organizations, such as the Blinded Veterans Association or the Paralyzed Veterans Association, whose membership is small and whose members are severely disabled, might need such assistance. But the American Legion, which boasts a membership exceeding 2 million, can find an amount such as $25,000 in its petty cash fund. We point out that the American Veterans Committee held its 1963 convention in Washington and asked of the District government only a message of welcome and greetings.

In addition, it should be pointed out that the American Legion is, in many parts of the country, still a segregated organization. AVC believes, that, in keeping with title VI of the Civil Rights Act of 1964, the Federal and District Governments must refrain from assisting that organization, whether by loan or grant, to hold a convention many of whose participants will have been selected by those segregated units. They should also bar their officials from participating in their official capacities in any of the proceedings of that convention or any convention so constituted.

Thank you for your attention.

Senator BYRD. The next witness is Mr. Ladd Thurston.

STATEMENT OF LADD THURSTON, DISTRICT OF COLUMBIA HEALTH AND WELFARE COUNCIL

HEALTH AND WELFARE PROGRAMS

Mr. THURSTON. Mr. Chairman, I have a prepared statement I would like to submit for the record, and I will try to highlight that as briefly as possible.

Senator BYRD. Before you begin that, Mr. Thurston, let me call up the following persons.

(Discussion off the record.)

Senator BYRD. Excuse me for interrupting, Mr. Thurston.

Mr. THURSTON. Mr. Chairman and members of the committee, my name is Ladd Thurston. I appear on behalf of the District of Columbia Health & Welfare Council. The District of Columbia Health & Welfare Council (HWC) is a private organization which speaks for virtually all the volunteer health and welfare agencies in the Nation's Capital. Among other things, HWC is responsible for allocating funds collected in the UGF drive among some 183 participating agencies. This year approximately $5.5 to $6 million of the total of $9 million collected by UGF will be so allocated.

Although HWC has a small professional and administrative staff, the bulk of its work is carried on through the voluntary efforts of

private citizens. These citizens take the lead in raising funds for private charities. They form the committees which provide services for the poor. They work to establish a partnership between private and public agencies to develop a coordinated program aimed at the community's social problems. Year-round committes of HWC, made up of citizens with various callings and points of view, examine issues which touch deeply the day-to-day lives of District residents. The testimony HWC gives today is the result of that process.

WELFARE PROGRAMS

We are heartened, as we think all Washingtonians are, by the President's aspirations for the Capital and the potential of his budget proposals, for enhancing opportunities for a better life among the community's less favored members. We support these proposals. We believe they are essential if the Nation's Capital is to deal successfully with its welfare crisis.

The budget proposals with which HWC is concerned are many and varied. They include per diem rates at Children's and other contracting hospitals, standards for determining medical indigency, additional school nurses, recreation centers and services for mentally retarded, additional school counselors, swimming pools, and a coordinator of volunteers at Junior Village, and school communuity centers.

Although HWC is interested in a range of budget items, it has singled out each year a limited number of objectives on which to focus attention. Today, I would like to discuss five. All five are interrelated. Their common denominator is an overriding concern with children. They are grounded on the premise that children belong in homes and not in institutions. They aim at stemming family disintegration and the ever-increasing flow of children to Junior Village. They seek to break the cycle of disability, dependency, and delinquency. Our recommendations are pragmatic. What we recommend is a sound investment today in the city of tomorrow.

AID TO DEPENDENT CHILDREN OF UNEMPLOYED PARENTS (AFDC–UP)

Our first recommendation concerns children who are in need because a parent is unemployed. In 1961, Congress extended the aid to families with dependent children (AFDC) program to include children whose parents are unemployed. Thus, sitting as a national legislature, Congress made children of unemployed parents throughout the Nation eligible for Federal aid if complementary programs to provide such assistance were adopted at the local level. Paradoxically, Congress, sitting as a municipal legislature for the District, has repeatedly denied to District children that which it offers to children elsewhere in the Nation.

It has done so even though—

In successive years more than 50 citizens' organizations in the city have endorsed the program;

In a recent primary, 72,000 District voters voted in favor of the program and some 1,600 voted against it;

The District Commissioners have repeatedly included the program in their budget approvals; and

Both President Kennedy and President Johnson have explicitly urged adoption of the program.

This year's budget again includes $315,000 to extend the AFDC program to children of unemployed parents. The House, as it did last year, has endorsed the AFDC–UP program. We strongly urge this committee to make provision in this year's budget for this program.

INCREASED PUBLIC ASSISTANCE GRANTS

Our second recommendation has to do with the level of assistance payments. These payments currently are inadequate to meet even minimum living standards. Many welfare recipients, especially those in private housing, are forced to apply a major portion of their food allotment to rental payments—even though the food allotment is itself inadequate.

A recent study by the Washington Urban League of 105 welfare recipients living in private housing disclosed that 40 percent of such recipients paid one-half or more of their income for inadequate, overcrowded, slum housing.

The budget proposals before you are based on 1953 rental costs and 1957 food costs. The cost of living has risen at least 15 percent since 1953 and 11 percent since 1957. In 1953 rent allowances ranged from $47 to $76 per month. The latter figure is for a family of 10 and consists of $55 for basic rent plus $21 for heat and utilities. Bureau of Labor Statistics figures show that families with income below $3,000 spent about $87 a month for housing—approximately 25 percent of their total consumption expenditures.[1]

Food allowance at present averages approximately $4.20 per person per week. By contrast, the Department of Agriculture reports for June 1964 [2] that food costs per person per week were $6 or $25.98 monthly. The Department of Public Welfare under its AFDC program pays an average of $32.63 per month per individual [3] for total costs of food, rent, clothing, and miscellaneous items.

We urge that the rent and food allowances be raised to come more closely in line with actual costs.

REDUCTION IN SPECIAL INVESTIGATIVE FORCES

The 1966 budget makes provision for additional investigators to conduct sample investigations of cases under the proposed AFDC–UP program. The Welfare Department already has authority to employ 77 field investigators in its special investigative unit. As of early February, only 61 positions were filled. Not only does HWC question the need for additional investigators, it also questions the need for a continued force of special investigators of the magnitude presently authorized. We know of no other city in the United States which maintains a unit of comparable size. Baltimore and Cleveland each has less than 15.

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[1] "Consumer Expenditures and Income, Washington, D.C., 1960–61"; BLS Rept. No. 237–53, February 1964; U.S. Department of Labor, Bureau of Labor Statistics.

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We recommend that no additional investigators be authorized and that existing vacancies remain unfilled so the funds thus saved may be allocated to other needed programs.

STRENGTHENED FOSTER CARE PROGRAM

We strongly endorse the measures in the proposed budget designed to strengthen the Welfare Department's foster care program. The budget as submitted included a request for some $297,000 and 38 new positions for the Child Welfare Division in order to provide a foster home-finding unit, an additional intake service unit, a protective service unit, and more extensive foster home supervision.

The House Subcommittee on Appropriations rejected these proposals to strengthen the foster home program. At the same time it acknowledged that further building at Junior Village was an admission of failure and urged the District Commissioners to develop plans for alternatives to institutional care. We urge this committee to restore to the budget these funds for an adequate foster care program which could go far toward reducing the population of Junior Village.

The budget recommendations before you propose no increase in regular foster home board rates. We believe these rates should be increased to $75 monthly for children under 12 and $85 monthly for children over 12. In addition, we believe consideration should be given to providing an incentive service fee of $20 per month for foster parents. The maximum payable to a foster parent on this basis would be $105, far below the $297 monthly required to maintain a child at Junior Village. We also note that the Federal Government pays $5.50 or $165 monthly to foster parents of Cuban children. Our recommendation is one-third less even with the addition of the incentive service fee.

EXTENSION OF DAY CARE PROGRAM

For all practicable purposes, day-care fees are currently available only to AFDC mothers receiving occupational training. Last year the restrictions on day-care fees were relaxed to the extent of enabling the Welfare Department to provide day-care funds to AFDC mothers for a period of 3 months after they found employment.

We strongly urge that the day-care program be expanded to include all low-income mothers who cannot otherwise provide needed day care for their children. A liberalized day-care program could contribute greatly toward holding families together and reuniting children in Junior Village with their working mothers.

CONCLUSION

We believe a budget for fiscal year 1966 which makes provision for the matters we have discussed will contribute materially toward building the capacity of the economically and socially deprived among us to help themselves. We recommend these matters to your consideration and thank you for this opportunity to appear before you and make known our views.

Senator BYRD. Thank you, Mr. Thurston. That was a very good statement.

Senator Tydings, you will have no hesitancy, I know, in asking questions whenever you wish, or making any comment at any time;

otherwise, I shall just proceed as I have been doing, and call on the next witness.

(The prepared statement of Mr. Thurston follows:)

Mr. Chairman and members of the committee, my name is Ladd Thurston. I appear on behalf of the District of Columbia Health and Welfare Council. The District of Columbia Health and Welfare Council (HWC) is a private organization which speaks for virtually all the volunteer health and welfare agencies in the Nation's Capital. Among other things, HWC is responsible for allocating funds collected in the UGF drive among some 143 participating agencies. This year approximately $5½ to $6 million of the total of $9 million collected by UGF will be so allocated.

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Although HWC is interested in a range of budget items, it has singled out each year a limited number of objectives on which to focus attention. This year these objectives are six. All six are interrelated. Their common denominator is an overriding concern with children. They are grounded on the premise that children belong in homes and not in institutions. They aim at stemming family disintegration and the ever-increasing flow of children to Junior Village. They seek to break the cycle of disability, dependency, and delinquency. Our recommendations are pragmatic. What we recommend is a sound investment today in the city of tomorrow.

Aid to dependent children of unemployed parents (AFDC–UP)

Our first recommendation concerns children who are in need because a parent is unemployed. In 1961, Congress extended the aid to families with dependent children (AFDC) program to include children whose parents are unemployed. Thus, sitting as a national legislature, Congress made children of unemployed parents throughout the Nation eligible for Federal aid if complementary programs to provide such assistance were adopted at the local level. Paradoxically, Congress, sitting as a municipal legislature for the District, has repeatedly denied to District children that which it offers to children elsewhere in the Nation. It has done so even though—

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Increased public assistance grants

Our second recommendation has to do with the level of assistance payments. These payments currently are inadequate to meet even minimum living standards.

Many welfare recipients, especially those in private housing, are forced to apply a major portion of their food allotment to rental payments—even though the food allotment is itself inadequate.

A recent study by the Washington Urban League of 105 welfare recipients living in private housing disclosed that 40 percent of such recipients paid one-half or more of their income for inadequate, overcrowded, slum housing.

The budget proposals before you are based on 1953 rental costs and 1957 food costs. The cost of living has risen at least 15 percent since 1953 and 11 percent since 1957. In 1953 rent allowances ranged from $47 to $76 per month. The latter figure is for a family of 10 and consists of $55 for basic rent plus $21 for heat and utilities. Bureau of Labor Statistics' figures show that families with incomes below $3,000 spend about $87 a month for housing—approximately 35 percent of their total consumption expenditures.[1]

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We urge that the rent and food allowances be raised to come more closely in line with actual costs.

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We recommend that no additional investigators be authorized and that existing vacancies remain unfilled so the funds thus saved may be allocated to other needed programs.

A strengthened foster care program

We strongly endorse the measures in the proposed budget designed to strengthen the Welfare Department's foster care program. The budget as submitted included a request for some $297,000 and 38 new positions for the Child Welfare Division in order to provide a foster home-finding unit, an additional intake service unit, a protective service unit, and more extensive foster home supervision.

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Extension of day program

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to provide day care funds to AFDC mothers for a period of 3 months after they found employment.

We strongly urge that the day care program be expanded to include all low-income mothers who cannot otherwise provide needed day care for their children. A liberalized day care program could contribute greatly toward holding families together and reuniting children in Junior Village with their working mothers.

Conclusion

We believe a budget for fiscal year 1966 which makes provision for the matters we have discussed will contribute materially toward building the capacity of the economically and socially deprived among us to help themselves. We commend these matters to your consideration and thank you for this opportunity to appear before you and make known our views.

STATEMENT OF MRS. LYLE HOLVERSTOTT, BOARD MEMBER, SOUTHEAST NEIGHBORHOOD HOUSE, HEALTH AND WELFARE COUNCIL OF THE DISTRICT OF COLUMBIA

Aid to Dependent Children of Unemployed Parents (AFDC–UP)

Senator Byrd. I have on my list Mr. Ralph Fertig.

Mrs. Holverstott. You saw him last year. I am Mrs. Holverstott from the Southeast Neigbhorhood House.

Senator Byrd. So you are his substitute. What is your full name, please?

Mrs. Holverstott. Mrs. Lyle Holverstott. I think it is at the top of the statement there.

I am getting just as tired listening to people as you are, and I am going to make this just as brief as possible.

I am a member of the board of the Southeast Neighborhood House, and as a member of the board I am in frequent contact with these low-income families, so we are here to ask you—we are one citizens committee on the public welfare crisis.

It is our goal, as a settlement house, to assist the people of our community to become self-supporting and self-respecting.

I would like to speak, first, to aid to families with dependent children of unemployed parents. I think the gentleman preceding me covered this very well, but the District of Columbia, as you know, makes no provision for these children, and we feel that is one of the most important things that we should have. The so-called man-in-the-house has been used to cloud the issue. We feel in lots of cases where there are unemployed parents, the head of the household is the woman, not the man.

Emergency Assistance

The request for funds to cover temporary emergencies is essential to deal with this, such as the father with a wife and five children who came to us for help last week, and could not—he had been paid by a check which bounced, and they needed emergency assistance right away. Then, the settlement house has to find funds to help these people who cannot qualify for public assistance, and we never have enough.

Foster and Day Care Programs

We also feel that funds to strengthen the foster care program should be included in the budget.

I am skipping just as fast as I can, because I know you have heard all this, but I think there is strength in repetition.

We feel that the day care program should be increased, as is presented in the Welfare budget. I know out at Southeast House, our day care program, we have a waiting list of 200 or 300.

PUBLIC ASSISTANCE GRANTS

We also urge the subcommittee to consider an immediate increase in public assistance grants for food and rent. We believe that the present force of investigators should be reduced and duties be delineated as stated by the man preceding me.

The proposed welfare program makes a start in the design to enable families to achieve dignity, maintains self-sufficiency, strength in family life and seeks to help all citizens to become effective and participating citizens of the community. In the long run, this could be our soundest investment for the future.

We respectfully urge you to approve these items in the 1966 Welfare budget. I thank you for allowing us to testify.

Senator BYRD. Thank you, Mrs. Holverstott. You did an excellent job in reading your statement.

Mrs. HOLVERSTOTT. I figured you could read it.

Senator BYRD. We will include your statement in the record as it is written.

Mrs. HOLVERSTOTT. Thank you.

(The statement of Mrs. Holverstott follows:)

My name is Mrs. Lyle Holverstott. I am a board member of the Southeast Neighborhood House, a member of the Health and Welfare Council of the District of Columbia and one of the many organizations which has endorsed the recommendations of the Citizens Committee on the Public Welfare Crisis. As a member of the board of Southeast Neighborhood House, I am in frequent contact with those low-income families who are most affected by the Welfare budget, and it is my purpose to present concrete reasons for the subcommittee's approval of the proposed Welfare budget.

It is our goal to assist the people of our community to become self-supporting and self-respecting; thus enabling them to participate positively in our democratic society. If our welfare program is to have any long-range significance, if it is to be something other than a dole—it is imperative that the subcommittee approve the following welfare budget requests. It is true that the program outlined will require more than is now being spent. However, these increases will permit a positive, preventive program which will eventually eliminate many present expenditures which we are now required to make just to counteract the effects of poverty—family disintegration.

I speak first to the aid to families with dependent children of unemployed parents. The District of Columbia makes no provision for children of unemployed parents either through aid to dependent children of unemployed parents or general assistance. The House of Representatives in March 1965 approved $315,000 for an aid to families of dependent children of unemployed parents program to serve 490 families beginning January 1966 for 6 months. These funds will mostly be used up in the hiring of staff—12 social workers, 1 training officer, and 13 clerical workers. A substantial improvement in service could be realized by approval of the welfare budget request as this would enable the District to participate in a Federal matching program which provides funds to the families of the children with unemployed parents. Although, Congress, in 1961, instituted this program for the Nation, and President Johnson requested that it be included in the District of Columbia budget, Congress has refused to permit the District to adopt this program.

The so-called man-in-the-house rule has been used to cloud the issue of whether we should have this program in the District. The fact is the head of the household is a woman in most families that would be ineligible for AFDC–UP. Of

the 490 families or cases who would be covered under the 6-month program, a great many are now headed by women. The most important fact is, however, that this amendment is offered to aid the needy and hungry children of the District of Columbia. It involves a total sum of approximately $620,518 for a 6-month period.

Emergency assistance

The request for funds to cover temporary emergencies are essential to deal with incidents such as the father with a wife and five children who came to us for help only last week. After being employed for a month, his employer paid him his monthly wages with a check. The check bounced. He went to the Legal Aid, and was told that he had a legal claim and could sue his employer in the Court of Special Claims. However, the law does not always move swiftly. The man and his family face immediate eviction from their home. They have no funds to rent another place, the bills are piling up, the children are hungry, and although he is desperately looking for another job, the father has been unable to find another one. Does it make sense to deny help to hungry children simply because their parents are victimized by dishonest employers or caught in this or any of many such crises, they cannot find work in time?

Another incident that occurred only a few weeks ago concerns a mother and four children. She called us for help as she and the children faced eviction from their apartment in a public housing project, the children were starving and she was still too ill to work. This woman had been employed before she became ill, and had expected to return to work in a few weeks. She did not file for public assistance as she knew there was a 1- to 2-month waiting list for welfare.

Now to her dismay, she is still too ill to work—she has applied for aid. In the meantime this woman cannot provide food or shelter for her four children, and the waiting period stretches mercilessly ahead. And still another woman whose husband is in jail awaiting trial and who also waited 2½ months before qualifying for public assistance came to us for help last week. The checks had started to come, then administrative breakdowns delayed the issue of her payment for February. She was told she would have to wait until March and we had to help feed her until then. Upon investigation, we were assured that she would receive two checks in March but that would hardly feed the children in February. Her caseworkers had been changed, a factor which is altogether too common in a program which is dominated by scarcity in the society of plenty.

Our Settlement House has to find funds to help the people who do not qualify for public assistance and we can never secure enough. How much more defenseless for us to help those who qualify for aid but must wait because the Welfare Department does not have enough staff or emergency funds to do its job.

We also strongly urge this subcommittee to approve the other welfare budget requests which are so urgently needed to prevent further increases in the population of Junior Village, and, hopefully to reduce the present Junior Village population.

Funds to strengthen the foster-care program

These funds provide for an increase in boarding rates to $75 monthly for children under 12, to $85 monthly for children over 12, plus an incentive service fee of $20 per month.

This request is less than half of the $251 spent per month per child at Junior Village during the fiscal 1964, and would result in an immediate saving.

In the meantime, to relieve the rising Junior Village population, more staff is required to—

1. Recruit and screen foster-home applicants.
2. Supervise children in established foster homes.
3. Help parents to take children back to their homes.

Another welfare budget request that the board of Southeast Neighborhood House enthusiastically supports in the extension of the day-care program to include children in families in which incomes are inadequate to meet day-care costs. At present, the Department of Public Welfare has limited the payment of day-care funds to mothers in training at the Public Welfare Training Center who are on the grants program of aid to families with dependent children. The Department of Public Welfare is allowed to offer care to the children of such mothers for periods of up to 6 months while they seek work after completion of their training, but only 3 months after the mother is employed.

In our own day-care program at Southeast House, we come into contact with many low-income mothers who cannot afford to pay even our low, privately subsidized fees, and who must utilize unsatisfactory, makeshift arrangements

(when they can find them) to provide care for their children while they are looking for work. Presently in our day-care program, we have a waiting list of children three times larger than the available places, and we stopped taking names long ago or the list would stretch longer still. All of these children are from homes in need but we cannot help them.

We also urge the subcommittee to consider an immediate increase in public assistance grants for food and rent. Present Department of Public Welfare budget allowances are based on 1957 costs for food which average approximately $4.20 per person per week, and 1953 costs for rent ranging from $47 to $76 for the largest families. Compare these figures to those published in a report by the Department of Agriculture which stated that for June 1964, the food costs were $6 per person per week or $25.98 per month. The Bureau of Labor Statistics reports that in Washington, D.C., among families with incomes below $3,000, housing costs account for 35 percent of total consumption expenditures or about $87 per month.

Thus far, I have asked the subcommittee to consider requests that would serve only to increase the welfare budget. Although we recognize the need for an investigative staff to minimize the abuses of any welfare system funds for these investigative positions are taken from a welfare budget whose social worker caseload remains too high to qualify for the 75-percent Federal reimbursement program.

We believe, therefore, that the present force of investigators should be reduced and its duties delineated. The funds saved should be used to hire more social workers to reduce the caseload, and thus eventually qualify for the Federal reimbursement program, which in turn, would result in further savings.

All of these budget items are part of a positive approach to the ever-increasing problems of dependency and delinquency in the District of Columbia.

When this country is prepared to spend more than $4 billion to put a man on the moon before 1970, and more than a million dollars per day to store surplus commodities; can we in good conscience deny food and shelter to dependent children, let families separate and disintegrate, encourage fathers to desert so that their families can eat and barely survive on $148 per month? Are we to raise a new generation of fatherless boys and to teach them that manhood consists of avoiding responsibilities as their fathers had to—and our society chooses to?

The proposed welfare program, makes a start in the design to enable families to achieve dignity, maintain self-sufficiency, strengthen family life, and seeks to help all citizens to become effective and participating citizens of the community. In the long run, this could be our soundest investment for the future.

We respectfully urge you to approve these items in the 1966 budget.

STATEMENT OF MRS. CARROLL PERRY, JR., CHAIRMAN, DAY CARE COMMITTEE, DISTRICT OF COLUMBIA HEALTH AND WELFARE COUNCIL

Day Care Program

Senator Byrd. Mrs. Carroll Perry.

Mrs. Perry. I am chairman of the Day Care Committee of the District of Columbia Health and Welfare Council, and I will not repeat everything that has been stated about day care, but I do want to urge that the program be—that restrictions be removed, and that we be allowed to have in the District of Columbia a day care program of the same broadness that was provided in the Federal legislation for the rest of the country.

Under the present restrictions in the day care program, the Department will have probably about $75,000 which it cannot spend to help alleviate this large unmet need for day care.

I will skip then to the bottom of page 2, to give you some figures on our experience at the Georgetown Children's House which is a day care center under the Health and Welfare Council. One-third of our 60 children come from families with an income of $3,000 a year

or less. These families are sustained in independence and responsibility by the following community subsidies: For a mother earning $40 a week or $2,080 a year, the community subsidy is $975. For a mother earning $3,000 a year, the community subsidy is $825 compared with the cost of Junior Village of over $3,000.

The contrast in these costs is great, but the contrast in human terms is even greater. The center has been a very stabilizing factor in the lives of the children and their mothers. Many of the children have stayed with the center for the full 6 years of the program, from the ages of 3 to 9, and a third of the enrollment last year was there for 3 years or more. Of this latter group, nine mothers earned $3,000 a years or less. So with just this small subsidy, these mothers were able to keep working, to maintain the essential responsibility for their children, and the cycle of dependency was broken for them.

At the same time, the day care center, in providing a daytime home, is able to fill in many gaps in these children's lives, making them better prepared intellectually, emotionally, and physically. All that is now being attempted in the head start program is part of the regular programs of the day care centers. Preschoolers, through nursery school and kindergarten programs, are much better prepared to enter school, and the school age children are given tutoring when necessary and other enriching programs.

DAY CARE ALTERNATIVES

The main alternatives to day care for this income group of mothers who must work are institutional care or inadequate child care plans. We are becoming more and more aware of the costs resulting from these alternatives through retardation, juvenile delinquency, and physical danger to life, requiring a much larger expenditure of public money later on. We urge you to make it possible for the Department of Public Welfare to spend this day care money preventively on a broad program to help the child and family to develop their potentials for becoming stronger and more contributing members of society.

Senator BYRD. Thank you, Mrs. Perry.

(The prepared statement of Mrs. Perry follows:)

I am Mrs. Carroll Perry, Jr., chairman of the Day Care Committee of the District of Columbia Health and Welfare Council. This committee was formed by the Council to provide for improved day care services in the District of Columbia.

The District of Columbia Day Care Committee supports the five critical needs of the Citizens Committee on the Public Welfare Crisis and would like to speak briefly to the fifth critical need—expanded day care services.

We urge that the Department of Public Welfare's request for $136,949 for a broadened day care program be granted, and that the restrictions included in last year's appropriations, limiting day care only to AFDC recipients who are in training or for a short period thereafter, be eliminated. Because of these restrictions, the Department may have about $75,000 left which it cannot spend to help alleviate the large unmet need for day care.

We are grateful for the training program and the day care provisions under it, but we would like to see the Department authorized to adopt the same eligibility requirements for day care that Congress has already enacted for the rest of the country in the Public Welfare Amendments of 1962.

Under the broadened program, the Department wants, of course, to continue to provide day care for mothers in training and thereafter, but for as long a period as the circumstances would require it. Under the present restricted program, there might very well be cases where the whole value of the training would be negated if, because of illness or other unforeseen emergency or inade-

quate pay, the mother would not be able to assume the full payment for day care within the 6-month period now allowed.

Under the Federal definition, the Department also could use day care as a valuable tool in helping to prevent family breakdown which necessitates placement of children in Junior Village. We support them wholeheartedly in these requests. Furthermore, our support is based on the many years of experience which our 4 HWC agencies have had in operating subsidized day care programs for 185 children. We have seen how a relatively small subsidy can result in stability and independence for our mothers. Under our programs, the mother pays according to her ability and community funds make up the difference.

I think you will find the following figures of interest. I am citing the experience of one center, the Georgetown Children House, where one-third of their 60 children come from families with an income of $3,000 a year, or less. These families are sustained in independence and responsibility by the following community subsidies:

	Annually	Annual community subsidy for day care	Annual cost at Junior Village
A mother with 1 child earning	$2,080	$975	$3,012
Do	3,000	825	

The contrast in these costs is great, but the contrast in human terms is even greater. The center has been a very stabilizing factor in the lives of the children and their mothers. Many of the children have stayed with the center for the full 6 years of the program, from the ages of 3 to 9, and a third of the enrollment last year was there for 3 years or more. Of this latter group, nine mothers earned $3,000 a year or less. So with just this small subsidy, these mothers were able to keep working, to maintain the essential responsibility for their children, and the cycle of dependency was broken for them.

At the same time, the day care center, in providing a daytime home, is able to fill in many gaps in these children's lives, making them better prepared intellectually, emotionally, and physically. All that is now being attempted in the headstart program is part of the regular programs of the day care centers. Preschoolers, through nursery school and kindergarten programs, are much better prepared to enter school, and the school-age children are given tutoring when necessary and other enriching programs.

The main alternatives to day care for this income group of mothers who must work are institutional care or inadequate child care plans. We are becoming more and more aware of the costs resulting from these alternatives through retardation, juvenile delinquency, and physical danger to life, requiring a much larger expenditure of public money later on. We urge you to make it possible for the Department of Public Welfare to spend this day care money preventively on a broad program to help the child and family to develop their potentials for becoming stronger and more contributing members of society.

Thank you very much for this opportunity to testify before you.

STATEMENT OF MRS. EDNA MORSE, PUBLIC AFFAIRS CHAIRMAN OF THE DISTRICT OF COLUMBIA BRANCH, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, AS PRESENTED BY MRS. ROBERT BROOKS

DAY CARE PROGRAM

Senator BYRD. Mrs. Morse.

Mrs. BROOKS. I am Mrs. Robert Brooks substituting for Mrs. Wilbur Morse.

Senator BYRD. All right, Mrs. Brooks.

Mrs. BROOKS. Mrs. Morse is the public affairs chairman of the District of Columbia YWCA. I am here on behalf of the board of the YWCA to express staunch support for the five critical welfare needs

endorsed by the citizens' committee of the health and welfare council. This testimony will concentrate on the fifth need—the extension of day care centers.

The Young Women's Christian Association, District of Columbia branch, carries on a decentralized program in the far Southwest section of Washington in the Stoddert-Benning housing development. Firsthand acquaintance with low-income families in that area point to the crying need for the establishment of day care centers.

It is estimated that 40 percent of the families in this area are headed by the mother. She is the breadwinner and must work. And it is estimated that another 20 percent work because of the need to supplement family income. This may become acute due to the burden of doctor bills or other unplanned expenses.

There is no public day care centers where these women may leave their children. So they are left in inadequate surroundings with neighbors and relatives where there is sometimes illness and oftentimes confusion and even hunger.

We believe a good day care center offers to children:

(1) A safe, homelike atmosphere;

(2) An opportunity to extend their social horizons by playing and sharing with other children; and

(3) An opportunity for preschool children to develop skills in simple handwork and games, which certainly must aid in adjustment to school later on.

In closing, we believe the advantages of day care centers are twofold:

(1) Putting their children there during working hours (possibly from 7 a.m. to 6 p.m.) may mean mothers are free to work and to remain independent of welfare; and

(2) We believe day care centers aim at preventing neglect and deprivation which certainly must lessen the maladjustment of the elementary school years.

Thank you for allowing us to testify.

Senator Byrd. Thank you, Mrs. Brooks.

Mrs. Alfred Osgood.

STATEMENT OF ELIZABETH P. OSGOOD, PRESIDENT, TRAVELERS AID SOCIETY OF WASHINGTON, D.C.

Health and Welfare Programs

Mrs. Osgood. Thank you. I am Elizabeth Osgood, president of the Travelers Aid Society of Washington.

As you can read in our full written testimony which we have filed with you, Travelers Aid supports all of the five critical needs identified by the Citizens Committee on Public Welfare and gives particular support to two of these needs; namely, aid to dependent children of unemployed parents, and an expanded day care program, because these areas of need have a direct relationship to the work of our agency.

We have also pointed out two other areas of need in our written testimony, not among the five listed, which, in our experience are equally urgent.

Since our time is limited, it is to these last two needs I wish to speak verbally.

To make clear our relationship to these issues, may we remind you that Travelers Aid is the primary social agency in Washington serving travelers, transients and new arrivals in this community.

Forty percent of those who turned to Travelers Aid in Washington last year came from Appalachia; another 30 percent were from the Deep South; a few came because it was the Nation's Capital—not many. The majority came, and others will continue to come, because Washington is the first major city east of the mountains that is outside of the areas of deprivation, and because it is a major change point for public transportation, and a crossroads for thoroughfares along the Atlantic coastline.

The problems of those we see run the gamut of human need and human experience. Two-thirds of those seen last year by us, two-thirds, were in need of financial assistance, and of the two-thirds, we helped one-half because we had limited funds, and we could do no more.

It is from this direct experience with destitution and extremity of need that we wish to speak to.

EMERGENCY ASSISTANCE NEEDS

First, Travelers Aid Society would like to bring to the attention of this committee the fact that there is no provision in the public welfare program or the District for meeting emergency assistance needs. Despite the best efforts of the Department of Welfare's staff to process applications as quickly as they can, even for persons whose eligibility for assistance has already been established, it takes from 36 to 48 hours or more for persons to receive any kind of help through our public agency. This is far too long to go without food and shelter, specially for infants, children, old people, sick people, and so forth. Their health and their lives may be at stake.

Travelers Aid alone has some 300 such applications from District residents last year. That is because we are open from 5 in the evening until 11, when all the other agencies are closed, or many of them are closed, to say nothing about nonresident caseload. For too long, the voluntary agencies have been left to shoulder the burden of providing emergency assistance in this city. We urge you to make it possible for this responsibility to be transferred to the public agency where it belongs.

We welcome the recent proposals, I guess they were last week, of the Department Director for Emergency Funds and Emergency Shelter. We have filed supplemental testimony with you in a letter which we wrote yesterday in support of these proposals, including Travelers Aid's pledge to full cooperation, and to us it just makes good sense, this whole business of emergency assistance, because it is a necessary tool to do the job. If you do not have funds at your disposal to use in an emergency, you cannot even get started to solve the problem.

RESIDENCE REQUIREMENTS FOR PUBLIC HEALTH AND WELFARE SERVICE

Second, Travelers Aid Society would urge certain revisions in present residence requirements for public health and welfare service in Washington. Present restrictions are causing serious hardships and are also out of line with those of the rest of the country. For example,

recently a tragically gaunt 70-year-old man sat slumped in our waiting room for several hours—this was just last week—while one of our workers tried frantically to locate a relative who would assume responsibility for his care. Earlier in the day he was in a local hospital being readied for immediate surgery when it was discovered that he was indigent and not a resident of the District. So, they put his clothes back on him, and sent him over to us, bleeding ulcer, and all.

Finally, we located a sister in Florida—because we have this chain of service, we located a sister who was barely able to maintain herself on a very small pension, but who agreed to have him sent to her, so we packed him on a nonstop plane to Florida, and paid his expenses, and so forth, and had an ambulance meet him.

Or take the case of a man and his wife who have lived in Washington since 1940. Until recently, the man had been steadily employed but earning barely enough to keep his family going, not enough to have any savings. In 1962, because of lack of adequate housing at a rent they could afford, they sent their five minor children to live with the children's grandmother in North Carolina, forwarding money from time to time to take care of the children. Within the past year, the grandmother died, and the children were returned to their parents. The man is now permanently crippled because he was in an accident, and he and his wife are receiving aid to the disabled—which is all right—but the children are declared ineligible for assistance from the District of Columbia public welfare, because, by District of Columbia regulations, they lost their residence here by being out of the District for more than a year.

North Carolina refuses to accept responsibility because of their regulations. As in most other States, minor children take the residence of their parents. Meanwhile, these five youngsters now with ages 5 to 13 are stateless, and ineligible for maintenance assistance anywhere until next September 1965.

CHILDREN BORN IN DISTRICT PRIOR TO RESIDENCE QUALIFICATION OF PARENTS

A third type of situation also involves minor children. In this instance stateless infants are involved. Recently, we talked with a young mother who had been in the District of Columbia for 11 months when her child was born. The mother became a resident 1 month later; however, although because of complications at the time of delivery, she is unable to work, she can receive no help for her child until November 1965, when the child will be a year old and will, himself, have established residence. Had the mother been a legal resident here when the child was born, the child would have taken her residence at birth.

It seems to us incredible to make children suffer in these kinds of situations. Fortunately, there are not many of these stateless children in Washington, at least they do not come to our attention, but 12 or so a year—or 12 or so too many, all the more reason to undo the added restrictions imposed in December 1962, at the very least to permit minor children in Washington to have the legal residences of their parents.

OVERBURDENING OF PRIVATE AGENCIES

To summarize: Travelers Aid Society, through serving the newcomer and the legal nonresidents in Washington, is in daily contact

with extremes of human need, much of it caused by the complexities of our society, much of it dating back two or even three generations.

If we are to break the chain of continuing deprivation and recurrent dependancy, if we are to prevent the perpetuation of poverty, we, all of us, must act now. The voluntary agencies cannot do it alone. Educational and training opportunities will not do it alone. Basic public welfare services in Washington must be expanded to fill clearly identifiable gaps in meeting most of the elemental needs for the preservation of life in this city.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Mrs. Osgood. The subcommittee has not heard the Department of Welfare.

Mrs. OSGOOD. You mean what Mr. Brewer was saying in the paper——

Senator BYRD. And we intend, of course, to go into these matters.

Mrs. OSGOOD. Yes. I thought it was a matter of the cart before the horse.

Senator BYRD. It is not necessarily the cart before the horse, but I am just stating we had not yet gotten before us the Department of Welfare, and we intend to go into these matters at that time.

We appreciate your testimony, because you have touched on some real problems.

Mrs. OSGOOD. Thank you.

Senator BYRD. Senator Tydings.

Senator TYDINGS. I would like to say, Mrs. Osgood, that your testimony, when you point areas which have not been covered before, is most helpful.

Does the Travelers Aid Society have a legal counsel?

Mrs. OSGOOD. More or less; we have one of our board members who acts in that capacity.

Senator TYDINGS. Who is your lawyer?

Mrs. OSGOOD. Ben Dorsey. He helps us out if we have little problems.

Senator TYDINGS. Fine. Thank you.

Mrs. OSGOOD. All right.

Senator BYRD. Thank you, Mrs. Osgood.

Mrs. OSGOOD. Thank you.

(The prepared statement of Mrs. Osgood follows:)

The attached statement is being submitted as originally prepared in order to make clear this agency's deep concern for the availability of emergency assistance according to need.

At this time we would like to add our support for recent proposals made by Welfare Director, Donald D. Brewer, to amplify the Department program to provide 24-hour emergency welfare services including temporary shelter and emergency funds for destitute and homeless families. Such an extension of the Department's program would indeed go far toward meeting the most urgent and overriding needs of people in this community, through the public agency where they properly belong.

Travelers Aid urgently trusts that such assistance can be made available without regard to any consideration other than immediacy of need. Obviously such assistance would have to be, and should properly be, time limited.

In a number of cities, emergency assistance can be given up to 1 week. The intervening period is used to determine eligibility including residence, as well as need for continuing assistance. If such a program could be established in Washington, Travelers Aid would pledge itself to the fullest cooperation with the Department in clarifying out-of-town residence and in helping those not eligible

for further care under District residence provisions to make other plans and arrangements according to their individual circumstances.

Collaboration between Travelers Aid and the Department of Welfare in matters of residence verification and returns to residence is of long standing. Frequently such returns can be effected in 1 to 2 days, only infrequently does it take more than a week and then only when there is some technical complication or other solid reason for delay. As an ongoing partner with the Department, Travelers Aid would continue its established pattern of maximum speed and efficiency consistent with sound planning.

Travelers Aid can certainly attest to the fact that as a part of the Department's proposal, additional emergency shelter facilities, especially for women and children are critically needed. Although Salvation Army has done yeoman service in providing a shelter, their facilities are usually overtaxed, and Travelers Aid is regularly faced with the problem of trying to find shelter elsewhere, for destitute new arrivals at all hours of the day and night; for District residents after 5 p.m. and over weekends. Salvation Army's 12 beds and 3 cribs (accommodating a maximum of 20 persons by doubling up children) are generally oversubscribed by noon. Travelers Aid's only alternative is to utilize commercial facilities, often very expensive—up to $20 a night for a large family, even for substandard accommodations; or to let people fend for themselves, in the park, at a bus terminal, or at Union Station—or in a doorway, as Mrs. Etheridge.

For persons who are returned to place of residence and are unable to pay their own way, the Department of Welfare already reimburses Travelers Aid for maintenance as well as travel costs. For the 3 months, January–March 1965, 82 cases, including 109 individuals, were returned by TAS at public welfare expense. Maintenance costs for this group totaled $1,467. This does not represent total cost per case because not all bus or railroad bills have yet been received. An additional 99 cases were returned during this same period with the expense borne by the individual, his family, another agency, or TAS. During the 6 months, July 1 through December 31, 1964, 96 cases, representing 193 people were returned through the cooperation of the Department and TAS at a total cost for maintenance and travel of $5,366. If emergency assistance and additional shelter were available through the Department and open to nonresidents of the District, maintenance costs would be absorbed by that program, thus reducing the new outlay of funds by the Department, at the same time offering to the community much needed additional facilities and savings.

A final note, the proposed plan of the Department underscores once more the importance of increasing the social work staff not only to provide essential service as was not possible for Mrs. Etheridge, but also to expedite eligibility determination in conjunction with necessarily and appropriately time-limited emergency assistance provisions.

Critical Needs in District of Columbia Public Welfare Program

As a member of the District of Columbia Health and Welfare Council and of the local Citizens Committee on Public Welfare the Travelers Aid Society of Washington, D.C., wishes to give particular support to two of the "five critical needs," identified by the Citizens' Committee. These areas of need have a direct relationship to the work of this agency. In addition, this agency wishes to speak to two areas of need that are not among the five listed by the Citizens' Committee, but that also pertain to the Distric of Columbia Department of Public Welfare program and budget and in our mind are equally urgent.

To make clear our relationship to these issues, may we remind you that Travelers Aid is the primary social agency in Washington serving travelers, transients, and new arrivals in this community, those who come to Washington for whatever reason and find themselves in need of counseling, direction, or emergency financial help. They come from literally everywhere. In the past year 48 of the 50 States and 38 different countries were represented among the over 3,000 families that we served. At the same time we in company with other Travelers Aid Societies across the country served almost as many Washingtonians we found themselves in trouble elsewhere.

A note of particular interest to us is the fact that 40 percent of those who turned to Travelers Aid in Washington last year came from Appalachia. Most of these were seeking a job and the way to independence which they could not achieve at home. Another 30 percent were from the Deep South, excluding the mountain areas. They too were searching for a better life than they had known. As an aside I should add that few came because this is the Nation's

Capital. The majority came and others will continue to come because Washington is the first major city east of the mountains that is outside of the areas of deprivation and because it is a major change point for public transportation and a crossroad for thoroughfares along the Atlantic coastline.

The problems of those we see run the gamut of human need and human experience. Most pertinent to this committee is the fact that two-thirds of those seen last year along with whatever other problems they had were in need of financial assistance. We could assist only one-half of this number because our funds are so limited. For many, the help we could give was much less than really met their need. Only occasionally could we help families or individuals achieve their goal of breaking away from dependency.

It is from this direct experience with destitution and extremity of need that we speak in support of the citizens committee and in behalf of two other urgent concerns.

We would like to begin by identifying the subjects which may not have been highlighted in other testimony:

First: Travelers Aid Society would like to bring to the attention of this committee the fact that there is no provision in the public welfare program of the District for meeting emergency assistance needs. Despite the best efforts of the Department of Welfare stay to process applications as quickly as they can, even for persons whose eligibility for assistance has already been established, it takes 36 to 48 or more hours for persons to receive any kind of help through our public agency. This is far too long to go without food or shelter, especially for infants, children, oldsters, and many others such as the epileptic, the diabetic, the cardiac, and others with special medical problems. Their health and even their life may be at stake.

Travelers Aid Society and other voluntary agencies are constantly being called upon to provide food for 24 hours and overnight shelter for evicted residents as well as for new arrivals, including returned District residents. Travelers Aid alone had some 300 such applications from District residents last year. Some of these were actually current public assistance recipients who had run into a snag or whose money had run out. In almost every other major city where dire suffering would result from delay, immediate public emergency assistance is given first and determination of eligibility for continuing assistance follows. In other words, first things are taken first.

Private agencies using voluntarily contributed funds, do not, cannot, have enough money to meet these broad, basic, emergency needs, and still provide the services for which we were established, nor is it the intent of our contributors that we do so. The floor of basic maintenance is a public responsibility. Until this responsibility can be accepted completely for both emergency and continuing care by the Department of Public Welfare in Washington the faces of near starvation will continue to stalk the streets of this community. Travelers Aid Society, and all other agencies, meet them in our offices every day, and Travelers Aid Society alone meets them at Union Station at all hours of the night. Many, having applied for emergency help today are just sitting, waiting until they can go back to public welfare for needed assistance tomorrow. Weekends and holidays at the station can be even worse.

In short, for too long the voluntary agencies have been left to shoulder the burden of providing emergency assistance in this city. We urge you to make it possible for this responsibility to be transferred to the public agency where it belongs.

Second: Travelers Aid Society would urge certain revisions in present residence requirements for public health and welfare service in Washington. Present restrictions are causing serious hardships.

For example: A few weeks ago a tragically gaunt 70-year-old man sat slumped in our waiting room for several hours, while one of our workers tried frantically to locate a relative who would assume responsibility for his care. Earlier in the day he was in a local hospital being readied for immediate surgery when it was discovered that he was indigent and not a resident of the District. His clothes were put back on him and he was sent to us, bleeding ulcer and all. Finally we located a sister in Florida who is barely able to maintain herself on a very small pension, but who agreed to have him sent to her. Within the hour this hazardously sick old man was on a nonstop plane to Florida at our expense with arrangements made for an ambulance to meet him on arrival.

Or take the case of the man and his wife who have lived in Washington since 1940. Until recently, the man has been steadily employed but earning barely enough to keep his family going; not enough to have any savings. Nonetheless,

in 1962, because of lack of adequate housing at a rent they could afford, they sent their five minor children to live with the children's grandmother in North Carolina, forwarding money regularly for the children's care. Within the past year the grandmother died and the children were returned to their parents. Shortly after their return the father was in an auto accident. He is probably permanently crippled and may never again be able to work. The parents are now receiving aid to the disabled, but the children are declared ineligible for assistance from the District of Columbia public welfare because by District of Columbia regulations they lost their residence here by being out of the State for more than a year, and will have to have again lived here for 12 consecutive months before they can regain it. North Carolina refuses to accept responsibility because by their regulations, as in most other States, minor children take the residence of their parents. Meanwhile, these five youngsters now ages 5 to 13 years are stateless and ineligible for maintenance assistance anywhere until September 1965.

The first of these two case illustrations reflects the need for emergency care regardless of residence. The second, the anomaly of requiring young children to establish residence independently of their parents.

A third type of situation also involves minor children, in this instance stateless infants. Recently, we talked with a young mother who had been in the District of Columbia 11 months when her child was born. The mother became a resident 1 month later. However, although because of complications at the time of delivery, she is unable to work, she can receive no help for her child until November 1965, when the child will be a year old and will himself have established residence. Had the mother been a legal resident here when the child was born, the child would have taken her residence at birth.

It seems to us incredible and brutally cruel to make children suffer in these kinds of situations. They have no power to control what is happening to them, nor have their parents sought to exploit anything or anybody.

Fortunately there are not many of these stateless children in Washington, at least they do not come to our attention. But 12 or so a year is 12 or so too many. All the more reason to undo the added restrictions imposed in December 1962 and at the very least to permit minor children in Washington to have the legal residence of their parents.

Ultimately, Travelers Aid Society looks forward to major revisions and hopefully elimination of "residence" as a prerequisite for necessary assistance not only in Washington, but throughout the United States. We are a mobile people. Mobility is essential to our economy. It is inherent in our culture. The factors that once made legal residence a logical basis for assisting the needy members of our communities are either no longer present or no longer logical.

But that day lies ahead. For immediate action, we urge revision of two specific aspects of the District of Columbia residence regulations:

1. To make available emergency assistance for public welfare without regard to residence.

2. To provide that minor children shall have the legal residence of their parents.

These two areas of need which we have identified are companion areas to those identified by the Citizens Committee on Public Welfare. Among the areas that they have identified we wish to place particular emphasis on the following:

First: We wish to support with all of the vigor at our command, immediate acceptance and implementation of the Federal provision for aid to families with dependent children of unemployed parents in the District of Columbia.

Travelers Aid's stake in AFDC–UP is that daily we see the devastating evidence of what happens when men have left their families even, or especially, when they have left because they thought it was good for the family. Of the 3,000 cases known to us last year over one-half—55 percent—were men traveling alone. One-half of these were jobseekers. Many had recently left their families for the first time. At first they would try for a job to help support their families in absentia, and hoping to become sufficiently established to have their families join them later. If they do not succeed, they soon stop trying. A few will return home, but more will remain away and join the masses of drifting, transient, ultimately homeless men, whom we also see in disturbing numbers. The families become or remain public dependents without end, and the men become lost. In the final analysis both are drains on the community. Nothing—neither money nor human well-being has been saved in the process.

Exactly the same sequence can occur and is now happening more often than we have any guess to whole families who pull up stakes and begin to move.

Thirty percent of the cases known to us last year were families on the move. One out of eight of these were already rootless, "The Grapes of Wrath" of our modern generation. Stopping them from aimless moving would be one of the greatest social and economic achievements, one of the real counteractants against poverty in our time. AFDC–UP would contribute materially to this objective.

Travelers Aid Society sees more of the tragic results of fruitless wandering than any other agency. We see it in the District. We receive inquiries and information about such people from the District of Columbia now transiently in other communities across the country.

We urge you to pass AFDC–UP for the District of Columbia. In our opinion and experience this would be a major step in the fight against perpetual poverty in this city, and would contribute materially to the decrease in dependency stemming from this community as well.

Finally: We earnestly hope that proposed enabling legislation for the extension of day care in the District as recommended by the District of Columbia Health and Welfare Council Day Care Committee will be enacted and that provision for financing an adequate and inclusive day care program will be included in the District of Columbia Department of Welfare budget. The program should be broadened to include not only AFDC mothers who are currently in job training, but also families where both parents are present, and including those currently employed, where the income of both parents is needed to provide minimum subsistence for the family. Families who can contribute to the cost of such care, should be expected to do so.

Travelers Aid Society knows families where such a program could literally make the difference between economic independence and continuing destitution or family breakup. Seven out of eight of the families known to us last year were serious jobseekers. These families came largely from the hills of Appalachia. These were young families—all but 2 were under 45 and almost all had children. This was why they were seeking a new start. Thirteen percent had to be returned to their place of residence for even though they deeply wished independence their education and their skills were too limited to be able to compete in the city market. Those who had more potential needed time and the adults needed freedom to get started in a new community. One-half did find a job, but often their toehold was precarious. In a number of instances both parents wanted to work, needed to work, if they were to have enough really to maintain their families, but only when they had a landlady or neighbor willing to look after the children or themselves found jobs at different hours could they do so.

Expanded day care in Washington would not, should not, be geared, primarily, to nonresident families, of course, though we earnestly trust they would be included. Their situation, however, fully exemplifies the value of day care for any marginal income family in the city. It seems to us a sound, and an economical, investment in the present. It is also an investment in the future, for perhaps even more important than the role of day care in freeing parents to keep their families going, is its significance in the development of the children.

Up to now, as is recognized by Mrs. Lyndon Johnson and Project Head Start, economic deprivation has quite consistently been coupled with social and educational deprivation. Low-income parents too often have little but love and commonsense to give their children. These parents were shortchanged educationally and developmentally in their childhood and as a result, their capacities have been stunted. Their children need not be. And yet, Travelers Aid Society could introduce you to children whose lives have been so barren that at 5 and 6 years old they barely talk. Children at 9 who have forgotten or who have never learned how to laugh, some of varying ages who have never owned or even held a doll, a book, a toy of any kind. For some of these children it is already late to learn the meaning of learning. Of such are school dropouts made. Day care alone would not have been the answer but it would have helped.

We welcome Project Head Start as seeking the same developmental objectives for children. However, because of the dual components of all-day protective care as well as training which characterize a good day care program, we see the two as complementary, not duplicating services.

In summary, we believe day care can be an investment in the future as well as in the present. It should be available to families with both parents, to working parents, and also to children according to their needs.

To summarize: Travelers Aid Society, through serving the newcomer and the legal nonresidents in Washington, is in daily contact with destitution and

extremes of human need, much of it caused by the complexities of our society, much of it dating back two or even three generations. If we are to break the chain of continuing deprivation and recurrent dependency, if we are to prevent the perpetuation of poverty, we—all of us—must act now. The voluntary agencies cannot do it alone. Educational and training opportunities will not do it alone. Basic public welfare services in Washington must be expanded to fill clearly identifiable gaps in meeting most elemental needs for preservation of life in this city. This is the basic charge to the public agency. It is not the business of the voluntary services. Nor is it within our capacity. Up to this time, we in the voluntary field have done our best to cover for the public agency in service to both residents and nonresidents in the District. We can no longer do so. Witness the fact that Travelers Aid had to revise its financial assistance policy in March 1964, eliminating assistance to children of resident parents and certain other groups because the agency would have been totally without funds by September 1964 had we continued to meet these needs. To our knowledge no other agency has been able to accept this responsibility. We fear to think what has happened to families we formerly tried to serve.

Provision of emergency assistance, elimination of specific restrictions in residence regulations and the availability of AFDCUP, in the District of Columbia public welfare program would go a long way toward meeting these needs. Expansion of day care services would be a landmark in prevention of future dependency. We urge your favorable and immediate action in these areas of needed service.

STATEMENT OF MRS. FRED Z. HETZEL, IONIA R. WHIPPER HOME, INC., WASHINGTON, D.C.

FOSTER HOME CARE PROGRAM

Senator BYRD. Mrs. James Scott.

Mrs. HETZEL. I am not Mrs. Scott. I am Mrs. Fred Hetzel, and I am speaking for her. She is vice president of the board of directors of the Ionia R. Whipper Home, Inc.

The Ionia R. Whipper Home, Inc., a UFG agency, provides temporary shelter and care for pregnant unwed girls. A vital part of our program is cooperation with community agencies interested in developing programs and services which tend to eliminate the causes of unwed motherhood. It is in this role that we are appearing before the committee today.

Many of the girls who come to us are from families on public welfare and are referred to us by the Board of Public Welfare which pays the cost of maintenance. I would say, usually, the majority of them are. We are therefore greatly concerned with the social factors which are related to public welfare and which may have contributed to the young woman's finding herself in need of our services. Also, we are intensely interested in finding or helping to find ways of decreasing the problems of unwed motherhood. It is our sincere belief, that to a certain degree, alleviation of this problem lies within the scope of your committee.

Our agency supports and agrees with more than 50 other organizations that the District is faced with certain critical needs which can be greatly reduced through budgetary measures. We believe that, through increased expenditures in certain areas, the eventual result will be tremendous savings in human values and also in actual dollars and cents.

We urge the strengthening of the foster care program by increasing the boarding home rates and providing adequate staff to recruit and supervise the foster homes. In our opinion, an increase in boarding rates to approximately $100 per child per month will make more and

better homes available, and if our girls had foster homes to which their babies could go, they might eventually be in a position to take care of those babies later.

This will certainly lead to a reduction in the population of Junior Village where the 1964 cost per child per month was $251—more than twice the amount we suggest. If a precedent is needed for this increase, it can be found in the fact that the Federal Government pays $5.50 per day or $165 per month to foster parents to care for Cuban children. Shall we assume that children of the District of Columbia require or deserve less? Although money is the primary concern of your committee it would be tremendously unfair to you to assume that human values are not more important in your thinking. Foster homes, properly selected and adequately supervised, give children warmth and security which are lacking in most institutional care. On the cold basis of dollars and cents, 300 children removed from Junior Village through the establishment of the type of foster home care suggested could easily result in approximately $50,000 savings per year. We strongly urge, therefore, a strengthening of the foster home care program.

Aid to Dependent Children of Unemployed Parents

Second, we request the committee to support the inclusion in the District budget of "Aid to families with dependent children of unemployed parents." In view of the fact that this is a Federal matching program and is available to the States, we feel that the District of Columbia should not be considered less worthy of help and protection. In addition, and perhaps even more important, is the fact that such aid will hold families together and increase social stability.

They might be from a family where there is not a father or where their mother is unemployed, and they might possibly, if they are young, be able to take this child back into the family and have their own mother rear the child. If there were anough money, the family could help, so the child would not have to go through Junior Village.

The thing that we see so much in the paper now is delinquency seems to flourish in broken homes, so if we could have both parents in the homes, it would help these children very much.

Day Care Program

Third, we support an extension of the day care program in order to give to the mothers who truly wish to keep their children and who want to become self-supporting an opportunity to achieve this end.

Many of our babies must be placed for adoption, and if we had an adequate day care program, these mothers might be able to—or a nursery care program—these mothers might be able to make out, and to go and take training and become self-supporting. We try very hard to give them this sort of training in the home.

We feel that serious considerations should be given to the matter of bringing the Department of Welfare budget allowances more in agreement with present-day cost of food, shelter, and clothing. I believe the food is at a 1957 figure, and the shelter and clothing are 1953 figures. We urge that appropriate increases be granted.

SPECIAL INVESTIGATIVE FORCE

Finally, we suggest a reduction in the special investigative force. Please be assured that we oppose fraud and do not wish to encourage laxity in law enforcement, but we strongly recommend the diversion of some funds from this particular area to the hiring of competent social workers with the hope that more positive results will be the outcome of a more positive program. We see in the home how much good the caseworkers do working with the girls. We have a full-time caseworker, and we think that these well-trained social workers are more helpful in working with these people than the special investigative force.

Thank you very much.

Senator BYRD. Thank you for your statement.

Senator Tydings, do you have any questions?

Senator TYDINGS. No.

STATEMENT OF FATHER GENO BARONI, VICE CHAIRMAN, UNIVERSITY-NEIGHBORHOODS COUNCIL

WELFARE PROGRAM

Senator BYRD. Father Baroni.

Father BARONI. Thank you, Mr. Chairman and members of the subcommittee for this privilege of being present. My name is Father Geno Baroni. I am vice chairman of the University-Neighborhoods Council, an organization of churches and civic groups in the Cardoza area of Northwest Washington, which is the major District of Columbia target area for the delinquency and poverty program now being sponsored by the United Planning Organization.

I am going to depart from my statement and just try to highlight some things.

Our community organization supports very strongly the five critical needs as enunciated by other witnesses here today, and I would like to talk a little bit about the past relationship of the Department of Welfare to voluntary agencies, and especially to church groups in areas such as ours.

As a churchman, a clergyman, who lives and works in the Cardozo area, it has been very difficult for us to establish what are the clear definitions of emergency aid or emergency assistance that is available from the Department of Welfare.

EMERGENCY ASSISTANCE REQUIREMENT

We would hope that there would be an emergency assistance extension, this program which has been recommended, I believe, by the Director, and we feel that the churches must do their part, and the Department of Public Welfare will never be able to care for every single emergency. We know that. But we believe that a strong dependable emergency assistance plan could be initiated, and there should be cooperation with private voluntary civic church groups.

At the present time, for example, or just to cite one example, on Good Friday morning, and many times, social workers send people to churches, sometimes off the record and sometimes officially for temporary emergency assistance—for example, on this Good Friday, the

Chief of Intake called to ask if we would be able to help out with two mothers, four children each, through evictions had lost their shelter, lost their clothing, their furniture was on the streets. They had been sent to the Woman's Bureau, and now they were sent to the Public Assistance Department. There was no emergency assistance for these two families, and, therefore, from Friday, through Saturday, Sunday, Monday, Tuesday at 4 o'clock could the Chief of Intake promise any kind of assistance. So, here again, the church was asked, because of our contact with these two families, to provide emergency assistance, and we believed it was the church—our assistance is sort of a band-aid type, the ambulance type we call it—there is not enough, and many churches, established churches, are spending thousands of dollars providing emergency food orders, emergency rent, good decent second-hand clothing to supplement assistance to families which they have received; so, we would hope there would be an emergency assistance program extended and developed in the District of Columbia under the Department of Welfare, and that this program should cooperate very much with other private groups.

Another thing we are very sensitive about, and that is the civil rights or human rights of the people on public assistance, especially those who are emotionally and mentally disturbed who may be still under psychiatric care. We believe that sometimes these rights have been violated by investigators who disturb and upset people who are under mental health care. We believe that there has to be provision made for emergency housing and shelter.

Here again churches and private groups have to try to provide emergency assistance in providing temporary shelter. We believe also, and no one has mentioned—that a good strengthened public assistance program is vital if our war on poverty is going to get anywhere. We believe many children's lives are being dehumanized, and personalities are being destroyed because of the lack of proper food and shelter care.

Children's Hospital Program

We also recommend increased support for the Children's Hospital program in our neighborhood, especially for the marginal and the poor families.

We would also suggest that the Public Welfare Department subsidy for social workers be increased, and we believe especially in working together with families to save families.

It is indeed incredulous that in our society we provide money for those who raise crops, for those who build machines, but not adequate subsidies for those who try to rear families and our future citizens.

I want to thank you very much, Mr. Chairman, for this opportunity of appearing.

Senator Byrd. Thank you, Father Baroni. That was a good statement, and we are glad to have had you.

Senator Tydings.

Work in the District of Columbia

Senator Tydings. I have some question of Father Baroni.

Father Baroni, how long have you worked here in the District of Columbia?

Father BARONI. Well, I am a coal miner from Appalachia, western Pennsylvania, a coal miner's son, and have gone through many of the problems of poverty, and I came to the District of Columbia in 1959 and have lived and worked directly in the Northwest, Cardozo area.

I was a member of the President's Committee for the Juvenile Delinquency Planning Board in our area, the old WAY program and have been very much interested in the role of the church in the community, as well as the other agencies.

EMERGENCY RELIEF ADMINISTRATION

Senator TYDINGS. My questioning is going to be concerned, first of all, with the amount of emergency relief which is available and the way it is administered presently in the District of Columbia. I would be interested in any suggestions you might have. We have had a number of suggestions just to support the program, but how would you go about strengthening the operation and the effect of the emergency relief program in the District of Columbia Department of Welfare?

Suppose you had carte blanche and you could do something, what would you do?

Father BARONI. Well, I am not a professional, Senator Tydings, but I think in a few ways, let me give you examples.

For example, these two families on Good Friday, I knew both of them for 4 years, so I knew they were residents of the District for 4 years. I knew that they were legitimately dispossessed. I knew many of these things which the Welfare Department has to investigate, and I think a bona fide clergyman's word sometimes could save some time in this kind of a situation, save time from Friday until Tuesday afternoon, in an emergency as it was in this instant case.

I think that is one example.

The bona fide clergyman or bona fide people might verify—and we do verify often—statements of persons we see under normal channels. We think this could be hurried in just a phone call, because just to ask us to put the family up for the weekend without any remuneration, we could just as well say that this was a valid family and vouch for their need, and emergency assistance could be forthcoming immediately.

PROBLEMS IN EMERGENCY ASSISTANCE DEFINED

One of the problems we have: We have difficulty in trying to define what are the definitions of the "emergency assistance." I think the bona fide groups, vountary, churches, civic groups who work with families—I think they should know what these definitions are. They are sometimes very difficult and, I think, very rigid, and I think a clearer definition and, perhaps, the professional social workers ought to explain to us definitions so we do not send people on a wild goose chase to the Public Assistance Department.

TIME REQUIRED FOR EMERGENCY RELIEF

Senator TYDINGS. How long does it generally take to get emergency relief?

Father BARONI. Well, that word "emergency" is a word——

Senator TYDINGS. How long in the two Good Friday cases?

Father BARONI. Unfortunately it did take until Tuesday afternoon at 4 o'clock as happened in these cases; whereas, the Welfare Department could not coax the Salvation Army to take a family, because they were overcrowded, and we finally coaxed the Salvation Army to take one, and we provided the rent in a cheap roominghouse for the other woman and her four children from Friday afternoon until Wednesday morning.

Senator TYDINGS. And the explanation, the reason given, or the reason Welfare could not do it was because they had to check out and determine whether or not——

Father BARONI. They were eligible.

Senator TYDINGS (continuing). They were eligible and met the requirements set forth.

INADEQUATE ASSISTANCE LEVEL

Let me ask: Several persons have commented about the level of assistance provided, being based on 1957—I think 1953 basis. I would appreciate your comments on the level of assistance provided by the District of Columbia to persons who fit, come within, their definitions who actually receive welfare.

Father BARONI. What happens, as some have mentioned already, many families must pay the rent, and the rents have increased substantially. In fact, I have so much difficulty in referring people to landlords who might provide housing for welfare recipients that many of the landlords now are becoming more and more reluctant to rent even poor housing to welfare recipients, because they know that there is going to be a hard time even in meeting the rent, and in three cases in the last month or two, I have had to rent houses or apartments in houses for families because they would not rent to the family because they were welfare recipients, because they knew the check was small.

So much of the food money, which is already minimal and already an old standard, is spent for rent, and many of the families run out of food, and there are various estimates, depending on the size of the family, sometimes 12 cents——

Senator TYDINGS. How much do they allow for a child per day in food?

Father BARONI. I have seen some estimates of 37 cents a day for a child, another estimate of 12 cents per person per meal, but these are—these statistics do not tell the whole story.

Another example that we have that might clear up things that must be cleared up—this is with older people. For example, a man who became blind, his welfare check was cut back and where he received $87 before he was blind, the man after he was blind received $80, and this was explained because he went into a home and the home's room and board was $80 a month. So, this did not leave this many any money for transportation, any money for haircuts, any money for cigarettes, any money for shoes, any money for clothing. All this had to be supplemented by churches and private groups, and this was explained, that he came into a new category now as a blind person—and we do not think this is very realistic in this situation.

Senator TYDINGS. You are in constant contact with the Department of Welfare now?

INVESTIGATOR ACTIVITIES

Father BARONI. No. We find a tremendous amount of dedication on the part of so many of the workers, but we find there are, some of them feel, too many regulations. Some of them fear the investigator.

For example, an investigator called us one day to ask if it was true that we gave secondhand clothing to a family, because there was very nice looking clothing, and the investigator implied to me that if I did not tell the truth that we did help this family that he would make it difficult for this family, that he would presume that this family had other outside assistance and was not telling the truth, and he threatened to terminate their assistance.

Senator TYDINGS. We had a witness here who testified, from the American Veterans' Committee, that the ratio of investigators to social workers in the District of Columbia was extremely high. I think he was a little harsher in his statement. Would you care to comment on that, or what is your judgment?

Father BARONI. We find that the attitude—what bothers us is not the investigator; we do believe there are too many, but we believe the attitude—for example, a woman who is an outpatient at the District of Columbia General Hospital, psychiatric patient, she is very disturbed, a very disturbed individual, and she was visited many times, and she did not understand the language, and she was practically intimidated that she would not be bothered if she signed a statement—and once eviction came up I called the worker, and the worker said that she had voluntarily terminated her assistance grant.

Another example, the welfare investigator sometimes visits families at unreasonable hours. I think one example I had the other day was at 9 o'clock Sunday morning, which was an unreasonable hour, for a woman who had young girls, for an investigator to come around suspecting that the person was guilty.

I think this idea of you are guilty until you are proven innocent seems to be the attitude of the investigative department, and this works against the morale of the social workers trying to build stability in the family.

Senator BYRD. Senator Tydings, might I interrupt to say that we had better attend the rollcall, and you will have an ample opportunity to inquire of the Director of the Department of Welfare when we hold hearings on the subject, and I am sure he can give you the answer.

Senator TYDINGS. Are we going to continue this hearing this afternoon?

Senator BYRD. Yes.

REGULATIONS FOR INVESTIGATORS

Senator TYDINGS. I still might have a few more questions.

Senator BYRD. Let me say to the Senator, if he wishes to know something about the regulations under which the investigators operate, I have copies of those, I have copies of memorandums which have been issued to the supervisors by the Chief of the Office of Investigations and Collections. I have also a special report to the Subcommittee of the District of Columbia which was issued by the Comptroller General of the United States and in this report, if anyone cares to take the time to read it, one will find the basis for the investigations that

have been conducted, and one will find the basis for the action by the Congress in appropriating moneys to provide the 77 investigators or investigative positions.

1965 HEARINGS

Also in the record of the hearings on page—I will cite the page—1253, one will find the average monthly grant per person.

There is also in the hearings the average ADC grant per family in the District of Columbia, the average in Montgomery County, Md., the average in Prince Georges, Md., the average in Arlington County, Va., the average in Alexandria, Va. This will be found on page 1337. The average payments per person, and the average payments per family throughout the States of the country can be found in the records of the hearings, and I will ask the clerk to find those page numbers so that they can be given to Senator Tydings so that he might see precisely what the rate is here in the District of Columbia as compared with the rate in other States throughout the country.

CORRELATION OF WELFARE AND CRIME

Senator TYDINGS. I would be happy to see those, Mr. Chairman.

I am tremendously concerned with this area, because at the same time these hearings are being carried on, we are also having hearings on the problems of crime in the District of Columbia, and the testimony has been consistently the same from the Chief of Police and everyone who has appeared before our committee. We could materially decrease the problems of crime, of juvenile delinquency, in the District of Columbia, if we could properly attack the causes of broken homes, of one-parent children who are brought up in an environment without love, without proper discipline, without the assurance that the community is concerned about them; and we have been discussing there almost the same thing that we have been discussing here. I am not only concerned with what the rules and regulations are, but I am concerned with the spirit in which they are carried out, the way the program is carried out, and whether or not the program is administered with a concern for human dignity——

[There was applause from the audience.]

Senator BYRD. We will not have any outbursts of applause.

I can say to you, Senator Tydings, that I share the same interest. I have been spending hours over a period of several years, in studying the welfare budget, and I think I have attempted to stand on the facts that have been developed in the course of the hearings from year to year.

I am just as concerned as anyone about broken homes.

I am as concerned as anyone about poverty, and I am as concerned as anyone about crime. I suggest that those committees which are looking into the crime problem might consider conducting a study of the dispositions that have been made by the courts over the years in their handling of cases, and this information might be quite revealing.

LENIENCY OF COURTS

It is my judgment and the judgment of a lot of people that the courts are entirely too lenient with the criminals, and if courts would

administer the laws and enforce them, and not be so lenient with the criminals, I daresay that a lot of the people are of the opinion that we would have some decrease in the rate of crime.

I am interested in these things. We shall go into them at the proper time, and I would suggest to Senator Tydings and all those Senators who are interested in the Welfare Department of the District of Columbia that the records are replete with testimony that has been submitted by experts in the field and by the people who have the responsibility of operating and administering the program in the District of Columbia, and I would suggest that they dig into the hearings and attempt to establish the facts there, and then, of course, be prepared to ask whatever questions they desire at the time the agencies appear.

The subcommittee will recess temporarily until we can answer a rollcall.

(Short recess.)

Senator BYRD. The subcommittee will be in order.

Father Baroni, do you care to finish? I did not intend to cut you off. We did have to answer to our names on the roll call.

POVERTY A SPIRITUAL PROGRAM

Father BARONI. Only one final word.

I hope you will go along with this. We believe that poverty is a spiritual problem and unless man does have the proper material goods, food, clothing, shelter, the man can't really participate in that function for which he was created, that highest function; that is, to work or to be part of the creative process that God has meant man to be. That's why we, as clergymen, are so anxious and we talk about families praying together and staying together. We believe that you can't save a man's soul, as my father so many times has said, that has wrinkles on his belly.

We are trying to provide a decent life so we as clergymen can give those values which we need for good citizenship.

Senator BYRD. I want to say, Father, your services are recognized and I certainly would want to express my appreciation as a public servant for the services that are rendered by you and other ministers of the various faiths and the many churches and fine groups of women and men who attempt to sacrifice to bring succor and comfort to people who are in need.

You spoke of being from Appalachia. I am from Appalachia, too. I grew up in a coal miner's home. I was an orphan at the age of 10 months so I know something about hard times, too.

Now, your testimony is helpful and if you feel that you would like to submit a further statement in supplementation to the questions that were asked by Senator Tydings, please do so. I asked Senator Tydings to come back and proceed with asking you further questions if he wished to do so. He suggested that he would not at this time and asked that you not wait.

SUBCOMMITTEE RESPONSIBILITIES

But I think we have to recognize, or I hope you will join me in recognizing, the fact that as a chairman of the Appropriations Sub-

committee I have certain difficult responsibilities and duties to perform. Now, there are many things that I would like to do and often I would like to support programs which I cannot support because there are two sides to the question. I have to weigh the need against the finances that are available and I have to be mindful of the fact that people expect me to appropriate or recommend appropriations in a responsible way.

I know that the sentiments of the people in the room are very much for the AFDCUP program which I have opposed in the past. I have opposed the program because, on the basis of the facts which I have elicited in this matter—in very thorough hearings—I did not feel that I could be justified in supporting the program. I think I have been right and as long as I think I have been right I make no apology and this will be my continuing position, to develop testimony thoroughly in the hearings and if, after it is all in and weighed, it is my conclusion that the program is necessary and deserving, then I shall support it. If, in my judgment it is not, it will be my duty and responsibility to the taxpayers to oppose it.

I do not like to ask people not to applaud a statement of which they warmly approve. But this is a public hearing. It is conducted by a Senate subcommittee. It is not a public theater, it is not a public park, it is not a public highway and we must have decorum and we are going to have decorum.

Now, you might insist on applauding and I cannot keep you from it, and I have asked you not to because it serves no purpose. We are not here to hear pep speeches. This is not a pep rally. We are here to develop testimony and we welcome the statements of the witnesses and we know that a lot of preparation has gone into these statements. But this is no place for applause and I have asked you three or four times—and you insist on doing it. Now, I trust that you will observe the requests that I have made. I do not think these are unreasonable at all. After all, it is in the interest of saving time and it is in the interest of preserving decorum and in the interest of expediting the hearings.

I cannot help but be a little irritated when people in the audience snicker and whisper and make snide remarks while I am attempting to explain the basis for my actions and attempting to bring out here certain evidence which has been presented by the agency involved, attempting to point out in the hearings the pages where information will be found in answer to a Senator's question in the interest of saving his time, in the interest of saving the people's time here and in the interest of saving the time of the subcommittee. This is my only purpose to point out these things. When we get into the area of talking about crime and delinquency, a lot of us have ideas as to the roots, and I join in feeling that there are many causes of crime, and I do not think that a question at all is impertinent if it attempts to develop information concerning poverty and attempts to show that there is a tie-in with later crime. That question is certainly not an impertinent one and I did not want to appear to be impertinent with Senator Tydings. We did have a rollcall on. I attempted to point out where the information could be gotten and I trust that I have not injured any feelings here. I certainly do not want to appear to be, as I said, disrespectful of anyone, but at the same time I trust that the audience would also be respectful to the subcommittee which is holding the hearings.

I do not think there has been anyone who has attempted to be more fair with the people of the District of Columbia in hearing testimony. I do not think anyone has supported more assiduously the education programs of the District of Columbia. I feel if we provide adequate moneys now for education we will circumvent some of the welfare programs, some of the welfare problems, some of the crime problems, some of the juvenile problems 20 years hence, so I have attempted to do the best I could to put the money where I thought it could be best spent.

INVESTIGATOR REQUIREMENT

As to the investigators, this matter has been raised time and time again. If people take the time to read the hearings—if people take the time to read the reports that have been submitted to the Congress by the General Accounting Office—if they would simply read the hearings and read the reports that have been submitted by the Comptroller General of the United States, I think they would readily understand why the Congress appropriated moneys to provide such a huge staff of investigators.

The purpose was to clean up the ineligibles. To rid the rolls of the ineligibles. This was recommended by the Comptroller General of the United States and I have the reports right here. I have inserted them in the Congressional Record more than once after they were first made available to the Congress and yet the people continue to wonder why we have so many investigators, why we do not take off the investigators and why we do not put on more social workers.

ADDITION OF SOCIAL WORKERS ABOVE BUDGET REQUESTS

Well, I have added social workers. I have added social workers over and above the budget estimates, and if you want proof of this I can show you quickly.

I added, in connection with the fiscal year 1964 appropriation bill for the District of Columbia—I added social workers and I increased the rates for foster homes here over and above the budget estimate. I sought to give the Welfare Department more social workers and more money for foster home payments than the President requested in his budget estimate. So I have sought to give additional social workers.

Now, it has been my premise that if we rid the rolls of ineligibles—I did not make the regulations, but they should be enforced—if we rid the rolls of the ineligibles, naturally the caseload is going to drop and as it drops the average load per social worker is going to drop accordingly and we have proceeded to the point where I think we have gotten the average per caseworker, according to last year's hearings down to about 120 with respect to social worker positions filled, and down to perhaps 90 or 95 with regard to social worker positions allowed.

So the picture is not as bad as it has been depicted to be and if you would simply read the hearings and read these reports to which I have referred you, you would get at least a balanced picture and then you could make your own objective judgment.

TESTIMONY WEIGHED

I will continue to listen sympathetically to those expressions of need from citizens and from the agency officials, but I cannot be entirely guided by those who are not absolutely conversant with the facts.

While I like to listen to them I have to be guided largely by the people who administer the program.

I trust, ladies and gentlemen, that you will have some better appreciation now of the reasons why I have had to take the positions that I have taken.

I realize that many of you will not agree with me and some of you, of course, will continue to have impressions that I grow horns, but I have a heart just as you have a heart. I have done the best I could with the moneys that I have had to do with, and we only have so much money to spread around, you know, and I have tried to do what I could for the severely mentally retarded children. I have tried to do what I could in providing additional social workers, as I say, over and above the budget estimates. And I have done what I could in adding personnel positions at Junior Village. I have added cottages out there in replacement of the cottages that have grown old. I have added clerical positions in the Department of Welfare, I have added moneys for the purpose of increasing the foster home payments.

As I say, over and above the budget estimate.

But I have insisted that the rules be enforced. I have insisted that the ineligibles be removed from the caseloads because, after all, every dollar that is consumed by an ineligible is a dollar taken away from an eligible. It is a dollar taken away from a school building or a dollar taken away from a library or recreation facility. It is a dollar taken away from some other very needed program, so I trust that you will at least bear with me.

Ladies and gentlemen, forgive me for this long discourse, but I just felt it was necessary to say a little something, sensing as I did, the audience was not wholly appreciative of the circumstances which I have had to work under and not wholly appreciative of the reasons for my asking that there be decorum and quiet in the room.

Father, if you care to say anything else, you may do so. As I indicated earlier, you may submit any further written statement if you would like to answer Senator Tydings questions.

Father BARONI. Thank you, sir.

(The prepared statement of Father Baroni follows:)

Mr. Chairman, my name is Father Geno Baroni, vice chairman of the University-Neighborhoods Council, an organization of churches and civic groups in the Cardozo area of Northwest Washington. The UNC has provided leadership and support for many community programs—including youth leadership training, housing, credit unions, preschool and summer educational and cultural programs, and many projects in the area of community relations.

"I eat my one meal a day at night so I don't go to bed hungry." These are not the words of an Asian child on a CARE poster; these are the words of an 11-year-old boy in this Nation's Capital. An 11-year veteran of inner city life, William has in the past few years suffered through a deteriorating home situation that includes a physically disabled father, several roominghouse experiences, and the shame of many evictions. Even though William always looks hungry (he is as thin as the proverbial "rail"), his appearance does not betray the depth and insight that is reflected in his ingenious ways of finding extra food for himself and his twin brother. William spent the last year in a TB sana-

torium and has now returned to live with his many brothers and sisters in a home that never has enough of the proper food and nourishment for good health. The welfare food budget is meager and becomes even less than adequate when food money is spent for rent, in this poor family's struggle for survival.

For anyone concerned with the children of our city, the constant struggle we share with the poor brings home the painful truth of Lewis Mumford's words in "The City in History": "The violence, prejudice, overcrowding, loneliness, poverty, political estrangement (especially true in Washington) are forces that have long been at work stifling the full development of human life and spawning misery in that marvelous achievement of man that is the city." The contemporary city is in a fight for survival. In many ways it is failing to meet the challenge of change, failing to develop as a good place for human life. We know that the task of creating the model city in our time is a frightening one. And we know too, it is worth doing. We welcome this committee's efforts as partners who will not turn away from the challenge.

Modern urban poverty is essentially and almost universally degrading. This must be said as plainly as possible because this statement governs everything else that can be said. And also because it pulls from under our feet the thicknapped illusions which help us to identify modern urban poverty with the kinds of poverty blessed in the beatitudes, or sought after by the saints, or lauded in church sermons.

The current "war on poverty" program is brave talk. We favor the many fine programs being planned and for a program aimed at the young and unemployed youth, all this is not bad. But the "war on poverty" will not be won in this city unless immediate and meaningful assistance is given to children of unemployed parents and realistic budgets based upon today's prices are provided for our welfare families. All the Job Corps and youth training programs of the future will not be able to pick up the pieces of broken lives now being ruined by lack of proper food, housing, and family life.

In our city the poor are the depressed in terms of what society could provide, if it had the will. The poor among us live on the fringe, the margin of life. It seems incredible when in a wealthy and prosperous nation, diligent and willing parents are forced to live in grinding poverty; when the aid of government is extended to those who raise crops or build machines but not to those who rear children, there exists a condition of inequity and grave injustice. Out of desperation social workers send ineligible families to the churches for help but our "band aid" type of assistance by way of emergency food orders or secondhand clothing is helpful but never adequate to provide for a sound family life. It is not enough to allow the churches to continue to provide an "ambulance service" to those families unable to be assisted by a weakened and limited welfare program. We beg your wholehearted support of the "five critical" needs as listed by the Citizens Committee of HWC.

STATEMENT OF ROBERT P. JOHNSON, D.D.

POVERTY ERADICATION

Senator BYRD. The next witness is the Reverend Robert P. Johnson.

Reverend Johnson, will you take a seat, please?

Mr. JOHNSON. Mr. Chairman, I want to express firstly my thanks for the privilege of appearing on behalf of the Council of Churches of Greater Washington, which is representative of 400 churches in the Washington area whose leadership is provided by local pastors, denominational executives, and dedicated laymen and women.

I am not going to read the statement, but I respectfully request that it be included in the record in its entirety.

But I would like to underscore firstly, the basis upon which we in the church are engaged in this concern and involved in it.

In the Book of Deuteronomy, it is written:

> You shall not harden your heart or shut your hand against your poor brothers, but you shall open your hand to him, and lend him sufficient for his needs, whatever it may be.

In the Gospel according to Matthew, Jesus challenges his disciples to feed the hungry, give drink to the thirsty, clothe the naked, visit the sick and imprisoned, and to show friendliness to the stranger.

Our primary purpose is to encourage the eradication of poverty and social and economic and political conditions out of which it arises.

Welfare Programs

We have so many of the other witnesses who have appeared who have expressed our wholehearted support of the social agencies that have delineated five critical needs, and we are in complete agreement with their findings and support their efforts in aid to families with dependent children of unemployed parents, increased public assistance grants, reduction of special investigative force, the strengthening of foster care programs, the extension of the day-care program.

Inadequate Food and Shelter Allowances

I would like to indicate that we are particularly distressed by the inadequate food benefits based on 1957 Department of Agriculture estimates of food costs and insufficient shelter allowances, based on rental costs in 1953, which make both individual and family survival on public assistance in 1965 most difficult.

Our statement, which is here, we fashion several recommendations but I would like as an aside to indicate what we mean by this statement of the inadequacy of 1957 standards for food and the inadequacy of 1953 standards for shelter as they are presently provided through welfare assistance.

For instance, a family, one person cooking his or her own meals, receives $47 per month as a total for shelter. This includes rent, health, fuel, utilities, refrigeration. Two persons $54. Three or four, $61. Seven, $64 and the family of nine or more, the rental allowance, according to these standards which were probably adequate in 1953 receive $76, and we know from our own living expenses in the District that it is utterly impossible to house a family adequately for $76 a month which is composed of nine or more persons.

So we want to say very emphatically that we support larger grants for rent.

Secondly, there has been a question, and we have had reason to raise questions pertaining to food and clothing and personal and household needs and household need allowances I should say, which we think and feel are most inadequate. A child, for instance, from 13 to 17 years of age, the total allowance for food and clothing and personal and household needs is $30, if there is one such child in the family; $35 if there are three and $32 if there are four or more. Because this is in descending order according to children of younger years.

Aid to Dependent Children of Unemployed Parents

We therefore want to recommend and challenge the U.S. Senate and its appropriate subcommittees which is here assembled to take action that will make available to residents of the District who have need thereof of the provisions of the federally supported program of aid to dependent children of unemployed parents, and this aid is avail-

able under title IV of the Federal Social Security Act and the District can participate, and we note that there are 18 States that do participate, including your own State, Mr. Chairman, and the State of Maryland and others represented on this subcommittee.

But our District does not participate in this program.

FOSTER HOME AND DAY CARE PROGRAMS

We also urge an increase in living allowances so as to reflect the 1965 costs rather than the 1953 and 1957 costs. An increase in foster care allotment so as to increase the number of foster homes and the establishment of a foster home care unit to assist the foster child and his parents and the foster parents and in their relationships with each other so that the child may return as soon as possible to the home of his parents.

We urge comprehensive and adequate day care programs for public assistance and other low-income families.

ADDITIONAL PERSONNEL AND EMERGENCY ASSISTANCE PROGRAM

We recommend additional counselors at the Receiving Home, Cedar Knoll and Maple Glen; additional special staff and administrative staff for the mentally retarded at the Children's Center and emergency aid to provide assistance for persons who require special needs during their certification periods.

In conclusion, we of the Council of Churches and of the Urban Institute in particular feel that there is an emergency about this welfare crisis that, if not attended to will provide for the very grave hazard of a takeover by more radical and violent groups who will feed on the weakness of this policy, the welfare policy and exploit the victims of it and provide possibly for the kind of outbreaks in our community that have been in other communities when the people who are most disadvantaged do not feel that their needs are being attended by those who have the power and the responsibility to provide for them.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Mr. Johnson. I think you made a good statement.

I am particularly interested in the testimony that has been given concerning the need for emergency assistance programs. I talked with Mr. Brewer some days ago when I saw some mention made of this in the newspaper, at which time I indicated to him that I was interested and would like to go into the matter at the hearings before I recognized that there might be real justifications for such a program.

I recognize that undoubtedly there has been an increase in rent, increase in other necessities and I would like to develop this in the hearings and see just what the situation is and try to ascertain whether or not there is real justification for making some upward change in the allowances.

So I do not have a closed mind at all on these two questions. I am interested in developing them. I want those families who are deserving to have whatever is appropriate and adequate in line with their needs and at the same time in line with whatever we have in the way of revenues with which to provide them.

So I can assure you that these two programs—these two items will be gone into when we have the Department before the subcommittee.

Thank you very much for your appearance and for your statement, Mr. Johnson.

NECESSITY FOR CHEATING ASSERTED

Mr. JOHNSON. I would like to say one additional word.

I have pastored in this community for 12 years, and I am quite familiar with many of these situations. The problem that we find, that the investigative facility and the number of investigators grows out of the fact that we feel that with the present provision for housing and food and other necessities, there is scarcely the opportunity for families that need assistance to avoid some kind of cheating. So if the investigators are solely there to discover whether there is cheating, they are quite overpaid, because there is this—if they are going to meet their rental and food and clothing necessities, they simply cannot do it on the basis of the present provision.

Senator BYRD. Well, I am not so sure you can document that, Mr. Johnson. I do not intend to argue the question at all with you. I cannot see any justification for cheating. But as I have already indicated to you, I intend to go into the matter of payments and adequacy of payments when Mr. Brewer and his people are before us. I think we do not need to confuse that with the matter of cheating.

Mr. JOHNSON. Thank you.

Senator BYRD. Thank you for your statement.

(The prepared statement of Mr. Johnson follows:)

Mr. Chairman, I am grateful for this opportunity to appear before you and the other members of this committee. I am Robert P. Johnson, pastor of the 15th Street Presbyterian Church in Washington, D.C.. I also serve on the board of directors of the Council of Churches of Greater Washington and on the governing council of its urban institute. In speaking before you today, I do so as a representative of the Council of Churches of Greater Washington, whose membership consists of nearly 400 churches in the Washington area, and whose leadership comes from local pastors, various denominational executives, and dedicated laymen and women.

1. In the Book of Deuteronomy, it is written "you shall not harden your heart or shut your hand against your poor brother, but you shall open your hand to him, and lend him sufficient for his need, whatever it may be." In the Gospel according to Matthew, Jesus challenged his disciples to feed the hungry, give drink to the thirsty, clothe the naked, visit the sick and imprisoned, and to show friendliness to the stranger. On the foundation of these teachings, we express concern for those in need of public assistance in Washington, D.C.

2. Our primary purpose is to encourage the eradication of poverty and the social, economic, and political conditions out of which it arises. At the same time, however, we are concerned about those in our community who are now caught up in poverty. It is our contention that our public welfare programs should enhance a sense of dignity and self-respect among the needy, thereby motivating and assisting them in their efforts to achieve independent status.

3. Our investigation of factual data concerning public assistance in the District of Columbia suggests that, in many cases, the opposite result is being obtained. For example, the failure to make available to our people the benefits of the Federal program of aid to dependent children of unemployed parents is resulting in the breakup of many families and in the placement of the children involved in institutions, with a resultant increase in costs to the community.

Furthermore, inadequate food benefits, based on 1957 Department of Agriculture estimates of food costs, and insufficient shelter allowances, based on rental costs in 1953, make both individual and family survival on public assistance in 1965 most difficult. The high cost of housing compels many clients to use for rent some of the money allowed for food. Thus, instead of opening the door of opportunity and hope for the needy, the impact of our present public assistance pro-

gram in many cases is to decrease their capacity to care for themselves at a time when they need help the most.

In addition, inadequate board rates to foster parents have resulted in an undersupply of foster homes at the very time we have an oversupply of children eligible for foster care.

4. As religiously committed people we are concerned with the false economy which tends to govern our public welfare program in the District of Columbia. For example, the cost of keeping a child in Junior Village is more than $250 per month. On the other hand, the average expenditure for foster care per child approximates $70. For the care of a child in his own home, the monthly allotment approximates $33.

We are also distressed by the fact that our present allowances, instead of increasing self-sufficiency, tend to increase dependency among the needy. In the midst of a national war on poverty, our public assistance program tends to create poverty.

Furthermore, we question the validity of adding personnel to the investigations and collections unit in view of the greater need for additional social workers to assist in the rehabilitation of the clients.

5. With these facts and situations before us, we reaffirm our desire that our public welfare program be redesigned so as to provide more adequately for the food, shelter, and other basic requirements of the needy. We challenge all those involved in the establishment and maintenance of our public welfare program to provide those resources required to restore the needy, the handicapped, and the sick to dignified, healthy, and independent living.

To this end, we call upon the Senate of the United States and its appropriate committees and subcommittees to take action that will make available to residents of the District of Columbia who have need thereof—

1. The provisions of the federally supported program of aid to dependent children of unemployed parents;

2. An increase in living allowances (food, shelter, etc.) so as to reflect the 1965 costs thereof;

3. An increase in foster care allotments so as to increase the number of foster homes, and the establishment of a foster home care unit to assist the foster child, his parents, and the foster parents in their relationships with each other to the end that the child might return as soon as possible to the home of his parents;

4. A comprehensive and adequate day-care program for public assistance and other low-income families.

5. An additional intake service unit to provide immediate assistance in locating housing, medical care, and other resources;

6. Additional counselors at the Receiving Home, Cedar Knoll, and Maple Glen;

7. Additional special staff and administrative staff for the mentally retarded at the Children's Center; and

8. Emergency aid to provide assistance for persons who have special needs during their certification period.

In conclusion, we call attention to the fact that the highest form of assistance is that which makes it possible for the needy to achieve independence. A welfare program which handicaps or thwarts such efforts is not adequate. We find this to be the case with the present public assistance program of the District of Columbia. We urge you and your associates on this committee, and in the Senate of the United States to give favorable consideration to the development of a welfare system which does not rob a client of his dignity, but which assures him of our continuing concern for his well-being in time of need.

STATEMENT OF MRS. HARRY LERNER, CHAIRMAN OF THE FAMILY SERVICES COMMITTEE, JEWISH SOCIAL SERVICE AGENCY

PUBLIC WELFARE PROGRAM

Mrs. Harry Lerner. I am sorry you have keen kept waiting so long, Mrs. Lerner.

Mrs. LERNER. It is more difficult for you, I think, Senator.

Senator BYRD. You may proceed.

Mrs. LERNER. My name is Mrs. Harry Lerner, and I am a member of the board of directors of the Jewish Social Service Agency, a Washington charitable organization, and chairman of the Family Services Committee. The board of directors has asked me to testify here to urge a better public welfare program than the one which is now in effect in the District of Columbia. I have been designated by the board because my committee is responsible for those portions of the program of the Jewish Social Service Agency most closely related to the public welfare program.

We are members of the Health and Welfare Council of the United Givers Fund, Family Service Association of America, Child Welfare League of America, and the American Association of Psychiatric Clinics for Children. In addition to our family service program we have a child welfare program, child guidance clinic, a refugee resettlement department, and a department of service to the aging. We have been in existence continuously for more than 75 years.

Our family service department has an active program for the provision of financial assistance to needy families in the metropolitan area, and a program of casework counseling to help such families and others, to achieve rehabilitation.

In addition our agency has a program of foster home placement under the supervision of the child welfare committee with whose chairman I have consulted in the preparation of this testimony.

For some years a representative from my agency has been making an annual trip up to the Hill to give testimony similar to what will follow, and then have marched down again and have been preceded and followed by dozens of other citizens all pleading, cajoling, arguing, and reasoning for a minimum adequate public welfare program. For all the effect we seem to have had on the appropriation which was finally enacted, we might just as well have saved ourselves the time and effort. Today in 1965 in the Capital of the wealthiest and most powerful nation in the world, the plight of the poor is unspeakably miserable. However, there is a difference this year, a difference which I hope will eventually be felt for the better by the people who need help so badly—the clients of the Department of Public Welfare.

WAR AGAINST POVERTY

This is the year of the war against poverty. Whatever else may be and must be done to eliminate poverty from our midst in future generations, we must alleviate the plight of the poor today, otherwise we are indulging in empty fanfares and false battlecries. We are making the noise of an embattled army but we refuse to engage the enemy. He is here, now, today, as well as in the future. We must train our youth, we must educate our unskilled, we must eliminate those social conditions which breed crime and poverty, but we must at the same time feed the poor today and house them decently. They must not feel that they are the disinherited for whom nothing is in store.

UNEMPLOYMENT COMPENSATION

We spend, for us, a considerable amount of money each year for families ineligible for financial assistance in the District of Columbia because her father, though employable, is unemployed. During such

periods if there is no unemployment compensation available, the family would suffer great hardship and probably disintegrate, as has happened to so many families in the same situation for which there is no private agency to provide assistance. We know that it is possible for an eager, willing, head of a household to be unemployed through no fault of his own and we feel that one of the most significant of our achievements is keeping such families together with adequate assistance. We think it is esential that such help be available to all families in Washington, D.C. that not to provide such assistance violates the religious, the moral, and the political principles for which we stand. There would be no more effective way of reducing the incidence of crime, of family breakdown, and of the abandonment of children than by making it financially possible for the family to stay together and maintain dignity and health during periods of unemployment.

I would like to call to the attention of the committee that in many cases unemployment compensation is not available and even sometimes when it is available it is not enough to keep a family going for more than a few brief weeks. Many of the families affected live marginally even when the wage earner is employed and several weeks of significantly reduced income can make it impossible for them to manage, and can break a family's spirit.

AID TO DEPENDENT CHILDREN OF UNEMPLOYED PARENTS

It is highly probable that a program of assistance to children of unemployed parents would slow the increase in Junior Village population. I mention earlier that we have a foster care program. For an agency of our size we have relatively few children in foster homes; no more than 20. The reason for this is that we have found that the judicious use of money given to a family in the right way and at the right time can often make foster home care unnecessary, even when there is the absence or the illness of one or the other of the parents. Since I am talking of foster homes, I would also like to urge the committee that enough money be provided to increase foster home rates to $75 per month per child. We had been paying this sum for 10 years but this year raised the amount to $100 because we found it increasingly difficult to find foster parents with this payment. Our foster parents have shown us conclusively that the amount we are paying is still grossly insufficient to pay for the costs, for the time, the trouble and the difficulty of raising a child which is not your own.

Increased Foster Care Rates

We hope that the committee will increase foster care rates and make it possible for the District to develop a model foster home program for those homeless children who need such care, but we also realize that for some time to come Junior Village will be a necessity and that it will crowded. The least we can do, the very least, is for the District of Columbia to take adequate care of these children. Some of you have, as I have, visited Junior Village and I am sure you were ashamed of what we are doing. I know that your hearts wept at the plight of these homeless, friendless, unloved children receiving no attention from anyone of significance to them because of a shortage

of staff. The most cheerful thing I noticed was the love and attention provided by the many, many volunteers who give their time. We at the Jewish Social Service Agency use many volunteers and we have long ago learned that love is not enough, that the volunteers must be helping to do the right thing at the right time in the right way, and that disciplined supervision and safeguards must be provided by training professional staff.

Junior Village Personnel

This year there has been a coordinator of volunteers on the staff at Junior Village whose services were paid for from a grant from the National Institute of Mental Health. This grant comes to an end at the time that the fiscal year under consideration begins and a request for funds to transfer this function to the Department of Public Welfare is included in the budget before you. We urge you in the strongest terms to include this item. It is a social bargain and an economic bargain. For the price of one staff member you can purchase hundreds of willing hands, hundreds of loving hearts.

Increased Public Assistance Federal Matching Funds

One last word. I call to the committee's attention that the present caseloads in the Public Assistance Division are excessive. I urge that enough money be appropriated to take advantage of Federal matching funds of 3 to 1. This would require eventually reducing all caseloads to 60 families per caseworker. We urge this on you in the interest both of humanity and economy.

It is obviously impossible for a caseworker with an excessive caseload to know what is happening with his families, and to make the scrupulous investigation of eligibility which should be maintained in all assistance programs. With so large caseloads, rehabilitation is out of the question. It is impossible for even the best social worker to individualize her families and to try help those who need it toward economical independence or toward proper child raising practices.

We have found in our child guidance clinic that many poor families are eager and anxious for help with the problems of child rearing. Advice and guidance on how to help children grow into decent responsible citizens would pay great dividends both immediately and far in the future.

We urge that the committee realize that to reduce caseloads would be implementation of the most hardheaded economy and good sense and in no way starry eyed and impractical idealism. The situation which now exists represents such bad business practice that any businessman who worked this way would soon be out of business. If we want a good program, and I know we do, a program that will help those who need help, and really help them, a program which will weed out those who are ineligible, we must provide a staff equal in size and training to do the job.

Mr. Chairman, I thank you and the members of your committee for your attention.

Senator Byrd. Thank you, Mrs. Lerner. The subcommittee has attempted to help the Department to reach its goal of acquiring Federal matching moneys on a 75-25 basis for 71 percent of the caseload.

We have been moving in this direction and we have done everything that we could do to help the Department reach that objective.

I note that you referred to the need for our taking advantage of these Federal matching moneys as much as possible and this elicited my comments in this regard.

Mrs. LERNER. Thank you very much.

STATEMENT OF MRS. DeFOREST VAN SLYCK, FAMILY AND CHILD SERVICES OF WASHINGTON, D.C.

PUBLIC WELFARE ASSISTANCE

Senator BYRD. If you will state your name. I understand that you are substituting for Mr. William Mitchell, of Family and Child Services.

Mrs. VAN SLYCK. My name is Mrs. DeForest Van Slyck. I am a vice president of Family and Child Services, a nonsectarian family service agency under voluntary auspices. It has its counterparts in every major city and most smaller cities in the United States. Its principal functions are the counseling of persons with family or personal problems, the placement of children in adoption and in a variety of kinds of foster care, and the provision of camping for a large number of children each summer.

We deal with many people who are not prospective recipients for any form of public welfare assistance. But we also deal with many who are, or should be, eligible. Our extremely limited budget item for all relief needs shrinks even more when it has to be spread thinner because of attempting to meet financial needs which are the public welfare province. Often we are forced, out of deep concern for people, to go far beyond meeting emergency needs into continuing support we cannot afford.

Almost alone among agencies of this kind, Family and Child Services found it necessary to spend $50,000 of its funds in 1964 for rent, food, and clothing for people of this community who, if they lived in most other cities, could look to tax-supported agencies for help. The recent development of neighborhood centers for services to be provided with Federal funds is revealing numbers of persons in need who previously were not known to the agency and who are beyond the reach of public welfare services as presently limited.

EXAMPLES OF PUBLIC RESPONSIBILITIES ASSUMED BY AGENCY

Following are a few examples of kinds of human needs of children and adults we have met, in as many instances as our budget permitted, which are clearly public responsibilities and are so met in other communities:

(1) Helpless families and individuals with no resources who are "pending" in the application process of the Department of Public Welfare for whom there is no presumptive eligibility.

(2) Helping a family "get an address"—for example, by paying a month's rent—so the Department of Public Welfare can begin considering the application.

(3) Poverty-stricken families with no legal residence anywhere in the United States.

(4) Cases of temporary injury or illness with no wages coming in and no resources.

(5) Families in which the breadwinner is doing the best he can and is bringing in wages at his top capacity, but inadequate to meet or cover the basic family needs—for instance, maybe he has to pay $100 rent but he can afford, at best, $60.

(6) Families in which the head of the family is an unemployed but employable person, who may have exhausted unemployment insurance benefits to which he is eligible, and where the U.S. Employment Service is unable to find work for him.

(7) Families in which, for example, the man of the house is receiving a Veterans' Administration pension for disability, who is emotionally and physically so unstable he deserts or absents himself for periods of time, leaving the family totally without resources. Even in the face of no resources for rent, food for the children, illness of the wife, et cetera, presently the Department of Public Welfare must take the attitude that it cannot consider assisting unless the wife and children take legal steps to separate themselves from the father.

(8) Families totally without resources for necessities when a Department of Public Welfare check has been stolen out of a mailbox. This, I might say, happens more often than you might think. The Department of Public Welfare cannot meet the immediate needs but must start a sometimes long process of searching for the original check.

(9) Families whose relief checks are stopped automatically when, because of the overload of work, Department of Public Welfare workers are unable to complete the periodic statutory review of eligibility.

SUPPORT OF ADEQUATE WELFARE RESOURCES AND PROGRAMS

It is the view of our agency that the District of Columbia Public Welfare Department should be fully supported with the resources and programs which Congress allows to welfare departments the country over. Specifically, our agency urges consideration of the "most critical needs" identified by the Health and Welfare Council—not as final solutions to the District's ills but as positive steps in the right direction.

Senator Byrd, that is the end of my statement, and I appreciate very much being here. I appreciate your interest and your patience.

Senator BYRD. Thank you, Mrs. Van Slyck, and we are grateful for your fine statement. I am sorry that you have been kept so long.

Mrs. VAN SLYCK. It has been a long day for you, too, Senator—a longer day for you than it has for me and we thank you.

Senator BYRD. Thank you.

STATEMENT OF ROBERT G. McGUIRE, REPRESENTING THE WASHINGTON URBAN LEAGUE

AID TO DEPENDENT CHILDREN OF UNEMPLOYED PARENTS (AFDC-UP)

Senator BYRD. The next witness, I believe, is substituting for Mrs. Secundy of the Washington Urban League.

Mr. McGUIRE. Mr. Chairman, members of the Senate Appropriations Subcommittee, I am appearing on behalf of the Washington Urban League to call attention to the critical need for broadened wel-

fare programs and the extension of the Federal AFDC–UP program to the District of Columbia.

Over the past several years the argument has been raised in this subcommittee that the District of Columbia is too affluent to merit the benefits of AFDC–UP program. Attention has been called repeatedly to the high-median family and individual incomes reported for the District of Columbia as a whole. The 1960 census reveals that median annual family income in the District of Columbia was $5,993, a figure which ranks Washington, D.C., high among the various States of the Union. Thus, amid such affluence, there is no need for AFDC–UP in the District of Columbia.

This assertion the Washington Urban League vigorously rejects. Overall median (or average) income figures in America hide the severity of poverty in our midst. The general well-being of the middle-class majority statistically overwhelms the misery and want of the poor. This is especially true in Washington, D.C.

Distribution of income among different groups yields the true picture of the affluence and want. What does the distribution of income in Washington reveal? How does Washington compare, for instance, with the 18 States who presently participate in the Federal AFDC–UP program?

Table I on the next page, is a comparison of the percentage of poor families found in each State participating in AFDC–UP with the percentage of poor families found in the District of Columbia. To define poverty we have adopted the standard the President originally suggested in launching the war on poverty: $3,000 a year or less per family.

This table shows that, for instance, in column (A) versus (B) West Virginia, with all families, the percent of income less than $3,000 a year is 32(6), but in urban families the percent with income less than $3,000 per year is 21.2. Oklahoma, 30.9 versus 23.3. Kansas, 22.3 versus 16.4.

I needn't list the others, the remainder of the 18 except to state that Washington has 17.3 percent families with incomes less than $3,000 a year.

POVERTY IN DISTRICT OF COLUMBIA

Is the District of Columbia too rich? Quite the contrary. In 1959, 17.3 percent of our families lived in poverty (column A)—almost one out of every five. Of the 18 AFDC–UP States only 3—Kansas, Oklahoma, and West Virginia—had a higher proportion of poor families.

Moreover, the District of Columbia is a totally urbanized area, whereas in the States the poverty of rural families can be overstated in monetary terms. Rural families have many nonmonetary sources of income difficult to compute for census purposes. What is the effect of comparing just the urbanized areas of AFDC–UP States with Washington (column B)? The District now becomes the third poorest "State."

Let us move from examination of the District of Columbia as an affluent State to consideration of Washington as an affluent community. It is a requirement of the Federal AFDC–UP program that when a State participates, assistance must be available to the residents of every community in that State. Let us look at some of the poor

communities in sample AFDC–UP States as compared with affluent Washington.

Senator BYRD. Mr. McGuire, what is the population of Washington as compared with the population of Charleston, W. Va.?

Mr. MCGUIRE. The population of Washington is considerably greater than Charleston. I don't have the exact figures.

Senator BYRD. The population of Charleston is about one-eleventh of the population of Washington, D.C.—one-eleventh or one-twelfth. This is a consideration when we use statistics such as you are using here.

Mr. MCGUIRE. I understand. This is purely for comparison. Say, for instance, we had in mind the fact that we just wanted to indicate that this not necessarily be the great disparity in figures but the disparity between the median family income and the number of families or the relative number of families, although we didn't quite—we didn't state the relationship of those that were making less than $3,000.

Senator BYRD. Your figures are very helpful and they are interesting. This is the kind of statement that renders real assistance to the subcommittee, because you give us some facts and you give us these figures and I compliment you on this.

STATISTICS VERSATILITY

I merely made this point because if you are going to talk about the number of families with less than $3,000 per year income, and you list Washington, D.C., as having 30,000 and you list Charleston, W. Va., which is the capital of my State as having 4,400, well, if we consider the fact that Washington, D.C., is just 11 times larger populationwise, this would mean that if Charleston were the same size that city would have 45,000 to 50,000, you see. So we can do a lot of things with statistics and we all like to play with them. But I think it is well to just follow them out to the end result. You have made a good statement and I am listening with rapt attention and I want you to continue.

Mr. MCGUIRE. Thank you very much.

In 1959, median-family income in Washington was $5,993. Yet Charleston, W. Va., by this measure $153 per family more "affluent" is deemed meritorious of aid for dependent children of unemployed parents. Moving up the American economic ladder, past neighboring Bethesda, Md., and San Marino, Calif., we come to the pinnacle of American affluence, Scarsdale, N.Y. In Scarsdale, median-family income in 1959 reached $22,177—almost four times that of "too rich" Washington. Yet, the needy unemployed father in Scarsdale could seek aid for dependent children of unemployed parents assistance.

West Virginia is admittedly economically depressed. What if Washington, D.C., were a city in West Virginia?

Senator BYRD. You have Bethesda, Md., but you skipped over it. [Laughter.]

We would like very much to have the Federal payroll in Charleston, W. Va.

Mr. McGuire. Five West Virginia communities, including the State capital, report median-family income levels higher than that of Washington. All partcipate in aid for dependent children. Within the context of West Virginia, Washington, D.C., could not be deemed too affluent.

What course should the Senate Appropriations Subcommittee pursue in the face of these facts? Can the subcommittee continue to argue that Washington, D.C., is too wealthy? If so, then present extension of aid for dependent children of unemployed parents to 15 States is totally inconsistent with this philosophy and standard.

HUMAN NEED VIS-A-VIS DESERVING AND UNDESERVING POOR

The element of human need wherever it is found must be the guide for our welfare program. We must have a program which is shorn of the ferreting out of "deserving" and "undeserving" poor and free of the web of restrictions and bureaucratic techniques which have created tragedy in our city. Not as a continuing thing as far as the individual recipients, but a way to move these recipients up and out of the predicament and off the welfare rolls.

I want to thank you so much for your attention and, Senator may I make one more statement? I am stepping out of this role at this time and I do want to state that as Chairman of the Health and Welfare Council's Committee on Immediate Financial Assistance, whether the people are on relief rolls or not, we certainly will welcome anything you may do as stated previously—you said you were interested in this. We certainly would welcome anything you may do to forward this necessary project for us and I want to thank you very much for that statement.

NEED FOR AN ASSOCIATED WORK PROGRAM

Senator Byrd. Thank you, Mr. McGuire, and I enjoyed listening to your statement. This has given us some very good information and I assure you that the aid for dependent children of unemployed parents program has not been denied the District solely on the argument that this is an affluent society.

I feel that you will appreciate the facts that in a State like West Virginia many of these people can be loaned out to the county courts of various counties to work. They can be loaned out to the municipalities to work. They can be loaned to the highway department. They can be used to fight forest fires. They can be used to clean up the debris after floods and so on.

Now, this is a part of the aid for dependent children of unemployed parents program. There is a necessary work program that goes along with it and one of the difficulties that I have had in bringing myself around to the support of this program has been the seeming inability on the part of anyone to convince me that there can be an associated work program which can go along with this program, you see, such as we have in the States. You don't have any county courts here. You don't have any municipalities. You don't have forest fires—you don't have floods—you don't have many of the things that we do in

the various States to which we can apply this kind of labor. So there are many reasons upon which I have based my opposition to this program and it has not all been the one reason to which you have addressed yourself today. You made a very fine presentation.

Mr. McGuire. Thank you.

Senator Byrd. I assure you, I do not think that I approach this with a closed mind. I think that my facts are right and I think I have reached the right conclusion based on all of the information that I have received. I appreciate the opportunity to take this time to inform you and the other ladies and gentlemen who are present as to some of the reasons why I take this viewpoint, you see. You do not read about this everywhere you pick up a newspaper. You do not have an opportunity to hear me on television. I very seldom accept an invitation to appear on television. So you do not hear my side of this thing. Not many of you, I am sure, want to go through the 2,490 pages of hearings to ferret out the reasons that I have for opposing this program. So I can appreciate the fact that you have this image of my opposition, and I am glad to have the opportunity to explain to you some of the reasons why I have opposed this. I think they are good reasons and I intend to go into the matter when we hear from Mr. Brewer again, and give some consideration to it. But I do not think that the facts really have changed from what they have been over the past 3 or 4 years. This is the fourth year that this matter has come before the Congress and I have gone over it very laboriously and I have been vigorously attacked, harpooned, lampooned, castigated, and ridiculed, but I have steadily maintained that the reasons which I have laid down are substantial ones and good ones.

I certainly thank you for listening. I have not wanted to impose my viewpoints on yours. You have a right to your viewpoint and you have expressed it very well.

Mr. McGuire. Thank you very much, Senator Byrd, and we will see if we can bring some work projects along if we can. Thank you very much.

Senator Byrd. Thank you.

STATEMENT OF GENEVIEVE GABOWER MEHUS, NATIONAL ASSOCIATION OF SOCIAL WORKERS

Public Welfare Program

Senator Byrd. Will you state your name, please?

Mrs. Mehus. I am Mrs. Genevieve Gabower Mehus, representing the National Association of Social Workers.

May I ask that the statement be put in the record and I will summarize and make some additional facts?

Senator Byrd. The statement will be included in the record as you have requested.

Mrs. Mehus. We are opposed to our inquiry into the matter of the size of welfare grants for food and for rent because one of our recommendations is the upward revision on the public assistance items to bring them immediately into accord with the current cost of living and we recommend that provisions be built in for future adjustments of such grants to accommodate to changes in costs of food, rent, utilities, and clothing.

Our entire testimony is based on the emphasis of keeping families together by helping them at home with grants sufficient to care for them and with staff to administer those grants.

Foster Care Rates

We also appreciate your past efforts to improve the condition of children away from their own homes by somewhat increasing the board rates to foster parents, and by improving the condition at Junior Village. We do believe such efforts are one step removed from the basic ideal of American family life and sound welfare planning, which is to keep children at home with their parents and to keep families together.

Aid for Dependent Children of Unemployed Parents (AFDC–UP)

Toward that end, we again for the third year, repeat our support of the request of the Welfare Department for funds in aid to dependent children of unemployed parents. I would add to the arguments the figures of the U.S. Employment Service for January 1965. They tell us there is a 5-percent unemployment rate in the area—in the District—in the city itself and for the area it is less. That there are 27,000 unemployed in the metropolitan area and more than two-thirds of those in the city.

Placement of Children in Junior Village

An unemployed father knows that his wife and children become eligible for aid to dependent children if he is out of the home and we believe that failure to provide this aid openly encourages families breaking up and placing of children in Junior Village, and here is where I have some additional facts.

Early in 1965 the population there reached a high of 900. Analysis of admissions between November 1964 and March 1965, a period of 3 to 4 months, showed 180 admissions of 117 children—63 were readmissions. More than half of these children gave as the first reason for admission, eviction. The next most frequently recorded reasons were father deserted mother; mother destitute; mother destitute and homeless; and they filed a list of other reasons.

Analysis made—analysis of admissions for a period of a year, November 1963 to November 1964, showed 343 children from 91 families. And the reasons for the largest number of admissions for that period were father unemployed, eviction, nonpayment of rent. Other reasons were father deserted mother, mother unemployed; mother cut off from public assistance. A thorough review of each case would be required to determine the extent to which restrictive policies entered into the reason for these children being institutionalized. However, certain factors are clear; namely, that unemployment, destitution, and eviction rank high among the causes listed for admissions to Junior Village and also that many interrelated problems were present in the families. These situations dramatize the need for increased welfare grants and the need is further highlighted by the fact that 75 percent of these children are returned to their own families.

EMERGENCY ASSISTANCE PROGRAM

We should much like to avoid this vicious circle of upsetting children by taking them out and returning them back, and in that connection there is a very good illustration of the need for the emergency grants which are also—which we are also pleased to know that you are inquiring into instituting.

CHILD WELFARE DIVISION PERSONNEL

The other emphasis we would wish to make in addition to grants to the family is the adequate staff to take care of keeping families from breaking up and returning children home as quickly as possible.

In this connection we urge restoration of the original budget request for staff in the Child Welfare Division. That was in "Intake service unit," to locate housing, medical care, and similar needs. Sufficient service can make the difference between service given one time only and the beginning of a long road of dependence on public support.

Senator BYRD. These needs are certainly very worthy of mention. The subcommittee has attempted to provide not only the positions that have been requested, but also positions in addition to the number requested for the Child Welfare Division, and I believe that you will find there are some vacancies—there has been some problem in recruitment to fill these positions.

I would like to see these positions filled and I would like to see additional positions given.

SPECIAL INSTITUTIONS PERSONNEL

Mrs. MEHUS. The other groups of positions are those in the special institutions—the Receiving Home and the Children's Center—mentally retarded institutions, Cedar Knoll and Maple Glen where the delinquent children are placed. In these institutions there is particular need for staff for activities for constructive development and the present ratio of 50 boys to 1 supervisory counselor at night is entirely inadequate.

And, day care has been repeated many times.

SCHOOL SOCIAL WORKERS AND COUNSELORS

The other staff that we should like to call your attention to is the need for social workers and counselors in the public schools. We asked for that for several years—the need has been demonstrated by private firms. It is in the budget and out. We hope that this year again it will be retained as originally requested.

In summary, we strongly support the request for adequate funds for those persons in need and sufficient staff in all parts of the welfare program to administer those funds judiciously and to provide rehabilitation services, for first emphasis on helping the family at home.

Senator BYRD. Thank you.

Mrs. MEHUS. Thank you for permitting us to appear.

Senator BYRD. That was a good statement. Thank you.

(The prepared statement of Mrs. Mehus follows:)

I am Genevieve Gabower Mehus speaking for the Metropolitan Washington Chapter of the National Association of Social Workers. About two-thirds of our 1,400 members reside and work in the District of Columbia. Our daily work provides first-hand knowledge of people in need, the resources available to help them, and the shortage or total absence of resources.

We welcome this opportunity to present for your consideration certain of our views on the proposed 1966 budget for the Department of Public Welfare. We are gratified to see that the budget request before us today reflects certain steps in the direction of our previous recommendations. One such item is the new positions to provide public assistance services to clients for which the Federal Government allows 75 percent reimbursement. It is anticipated that they will provide needed case work services to 50 percent of the estimated cases in the adult categories and general public assistance in 1966. We look forward to provision of such services to 100 percent of the caseload.

We should like to restate our firmly-held view that the District of Columbia needs and should have a Department of Public Welfare that helps more of the people in need and helps them more adequately in their homes before it expands its programs for care of dependent children outside the home.

With this aim of keeping children at home we regret that the budget estimate for food for public assistance clients is based on 1957 food costs. The current food allowance ($4.20 per week; $18.20 per month) allows 20 cents per person per meal. Result: thousands of continuously hungry people in the Nation's Capital. U.S. Department of Agriculture figures in 1964 show cost of food per person about $8 higher per month than that allowed in the local budget.

Rents allowed by the Department are based on 1953 estimates. They range from about $47 to $76 per month for the largest families. Result: several families share a single kitchen; numbers of adults and children sleep in one room; hundreds are evicted. It is common knowledge that adequate housing cannot be obtained for these amounts and that for such accommodations that can be had, clients use for rent part of the money allowed for food.

We recommend revision upward of the public assistance budget items for food and for rent to bring them immediately in accord with the current cost of living, and we recommend that provisions be built in for future adjustments of such grants to accommodate to changes in costs of food, rent, utilities, and clothing.

We are gratified by your support of past efforts to improve the condition of children away from their own homes by somewhat increasing the board rates to foster parents and by improving the condition at Junior Village. However, we believe such efforts are one step removed from the basic ideal of American family life and sound welfare planning, which is to keep children at home with their parents and to keep families together. Toward that end we again, for the third year, repeat our support of the request of the Welfare Department for funds in aid to dependent children of unemployed parents. The positions requested for this program are also subject to 75 percent Federal reimbursement. Until there is full employment in the District of Columbia this program is an essential aid to keep families together. An unemployed father knows that his wife and children become eligible for aid to dependent children if he is out of the home. Failure to provide aid to the unemployed openly encourages family breakup and placement of children in institutions. For care at home the Department spends approximately $33 per month per child; it pays foster parents about $70; per capita in Junior Village, about $250. The long-time cost in depriving a child of parental care is delinquency and crime. The human costs, beyond measurement.

We recommend no increased provisions for Junior Village. Instead, we recommend provision of staff to help prevent children from being placed in institutions and to hasten return to their parents of those now placed.

To that end we urge restoration of the original budget request for staff in the Child Welfare Division:

(1) The additional intake service unit to provide immediate help in locating housing, medical care, and similar needs can make the difference between service given one time only, and the beginning of a long road of dependence on public support.

(2) The additional unit of employees for recruiting and studying foster homes to implement the demonstration that homes can be found if staff is provided and thus reduce the growth of child population in institutions.

(3. Protective services to work with the increasing load of parents of dependent and neglected children to avoid family breakup.

(4) The foster home care unit requested is essential to encourage and assist the foster mother in dealing with the foster child and his parents, to keep the natural parents and children in close touch with each other and to help establish a home so that children may return to their own parents at the earliest possible time.

Children at the receiving home awaiting court action are in a situation of crucial need for attention by adults, and for a constructive activities program. Overcrowded conditions at the home sharpen this need for the additional positions requested.

The special problem of the mentally retarded at the Children's Center magnify the need for the additional administrative and special staff services requested.

At Cedar Knoll and Maple Glen, charged with responsibility for delinquent children, the need for additional counselors is a crying one. It is common knowledge that an institution without a constructive activities program and supervision, particularly at night, nurtures delinquent acts, including vicious sex practices. The result is a far worse state on discharge from the institution than on admission to it. The present night ratio of 50 boys to 1 counselor is entirely inadequate.

We strongly urge allowance of the sum originally requested for this group of institutions—the Children's Center.

As another measure to keep children at home instead of in institutions or in foster homes, our association for the past 3 years has recommended a citywide comprehensive program of public day care, not only for children of ADC parents but also for children of all low-income mothers who need such care. This means lifting the present restrictions on funds appropriated for day care. We believe that it is the responsibility of the mother to pay the amount she is able for such care and of the Department to pay the difference between what the parent can pay and the actual charge.

With regard to the investigations and collections unit, we question the request for additional positions. We strongly recommend that further study be made of the division of work between the investigation staff and the welfare staff with a view to determining the most appropriate division and allocation of staff.

Another service that we have been indentified with for years is that of special attention in the public schools to children in need of special attention. The value of social services has been amply demonstrated there in a program supported by private funds. Such services have been previously requested and deleted from the budget. Again this year social worker and counselor positions are requested at the various school levels. We urge provisions for the full number of such positions requested.

In summary, we strongly support the requests for adequate funds for those persons in need and sufficient staff in all parts of the welfare program to administer those funds judiciously and to provide rehabilitation services, with first emphasis on helping the family at home.

STATEMENT OF JOHN R. IMMER, PRESIDENT OF THE FEDERATION OF CITIZENS ASSOCIATIONS OF THE DISTRICT OF COLUMBIA

FISCAL YEAR 1966 BUDGET REQUESTS

Mr. IMMER. Mr. Chairman, I am John R. Immer, president of the Federation of Citizens Associations of the District of Columbia. Our federation is well known to this committee as we have appeared here many times before. Through our committee structure and by action of the federation we have established priorities and developed policy on the various items we are emphasizing in our testimony.

We are asking this committee to restore most of the cuts to the President's budget relating to schools. If you find that some cuts must be retained we ask you to cut first the items for highways and sewers—these programs can be stretched out—next, the administrative items and finally the health and welfare items.

Schools

Much is said these days about breaking the poverty cycle. That cycle starts in the schools. It is senseless to spend millions on anti-poverty programs and then cut back the operating budget of the schools in the Nation's Capital. It is the schools that either do or do not train and condition a child to take a productive place in adult society. A large part of the reason for the $89 million in this budget for health and welfare is due to failure of schools in the past to provide this training.

We have less than 5,000 pupils in any kind of vocational training and even these do not have modern up-to-date facilities and curriculums. If our Government is going to take seriously this responsibility of training our children to learn a trade and enable them to contribute to society this is going to have to be increased to a figure closer to 50,000. It is a waste of money and manpower to pay $35 million a year for welfare and withhold a few million which will make these people self-sufficient.

Last fall we supported the full agency requests of the Superintendent of Schools. We still regard that level of program as being minimal to our immediate needs. The full operating budget should be restored. Within the construction program some changes should be made. Funds for additions to Tyler and Watkins Elementary Schools and Hine Junior High School should be deleted in favor of the greater needs of the far Northeast part of the city where schools are needed immediately. Funds are also needed this year to permit the reopening of Ross Elementary School. The construction program of our schools is way behind any acceptable standard for a city of this size and most of the items in the original construction budget are urgently needed.

Foster Home Program

We urge that the foster home program be expanded and that payments be increased to $75 monthly per child under 12 and $85 monthly per child over 12 in order to accomplish this. The foster home program, if expanded, can relieve some of the pressure on Junior Village, which we believe should not be expanded. Foster parents receive no compensation for the loving care they bestow. Our principal concern is for the foster home program to be expanded to take care of the children who need that care. The best institution cannot take the place of a homelike environment of a foster home.

Roving Leader Program

The request for three roving leaders should be doubled. This program is one of the most effective ways of getting to the young people who need help most and it should be strengthened.

Performing Arts Program

The Washington Civic Opera Association, which has been sponsored for 10 years by the Recreation Department, is asking for a budget increase from the present $6,000 to $25,000. This is a small amount of money to discharge the mandate given it by the basic act of 1952. This program stimulates the performing arts in those sections of the community which need it most.

THE POLICE DEPARTMENT

The increases in manpower and equipment this year are very modest and should be supported completely.

JUDGES

Consideration should be given to increasing the number of judges. The number of cases held each year has not increased with the number of crimes; the conclusion is that many crimes go unpunished because of the inability of the present judicial system to even consider the cases.

WELFARE

Our support for many items in the welfare budget (in addition to humane considerations) is motivated by the hope that direct welfare payments will eventually be reduced. We would emphasize those things which will restore a man's self-respect and make him or her a productive member of the society. There is something drastically wrong when our direct welfare payments increase during a time of increasing prosperity. The federation again this year urges greater effort to providing additional sources of income so that a decrease of at least 10 percent in the AFDC can be effected. All public assistance grants should be carefully examined. More investigators are needed not only to pare the relief rolls of the undeserving but also to help restore these people to productive employment.

SUPPORT FOR FAR NORTHEAST COUNCIL

For several years we have urged higher priorities for the schools, recreational facilities, and other community needs of the far Northeast area. We think they need them more than any other part of the city and it is time that this program be stepped up.

ITEMS IN THE GENERAL FUND WHICH SHOULD BE CHARGED ELSEWHERE

There are four large items which are charged to the general fund which should be charged to other accounts. The National Zoo and the National Capital Parks Services should be charged to the Department of the Interior. New school construction should be charged to the capital account. Excesses of special funds such as highways, sewers, and water should be charged to capital outlay and not to the general fund.

FUNDS FOR PLANNING

There are insufficient funds available for proper continuous planning for the day-to-day development of our changing city patterns. Large amounts of planning funds are available for planning of urban renewal projects but not for development of other sections of the city. If this budget could provide $50,000 for a contribution to downtown progress it should also include a like amount for a study of ways of keeping alive our small businesses through the ordeals of urban renewal and other Government action. A thousand businesses can be expected to disappear as a direct result of present planned downtown

urban renewal. Shouldn't we at least make an effort to save some of them?

We will be pleased to have the opportunity to elaborate on any of the above positions we have taken. Thank you.

Senator BYRD. Thank you, Mr. Immer.

STATEMENT OF MRS. WILLIAM SHARON FARR, PRESIDENT OF THE BOARD OF MANAGERS, WASHINGTON HOME FOR INCURABLES

FISCAL YEAR 1966 BUDGET REQUESTS

Senator BYRD. The next witness is Mrs. Farr.

Mrs. FARR. For the sake of brevity I will read only part of my statement, but I hope it will be all included.

Senator BYRD. It will be included.

Mrs. FARR. I am Mrs. William Sharon Farr, president of the board of managers of the Washington Home for Incurables, at 3720 Upton Street NW., in Washington. I am here to present to you the home's request for your approval of the appropriation contained in the "medical charities" section of the Department of Public Health in the District of Columbia budget for fiscal 1966.

The amount of this appropriation is $153,300, which will care for 40 Medical Assistance Division patients assigned to the home, at the rate of $10.50 per patient-day. The appropriation is slightly higher than that of 1964 and 1965, which was based on a rate of $10 per patient-day. The rising cost of living and especially the rising wage scale for qualified nurses has, we regret, necessitated this increase.

BREAKDOWN OF PATIENT COST

The following is a breakdown of the present cost per patient-day:

Nursing care, including medications	$4.11
Food, including preparation	2.44
Maintenance, including laundry	2.91
Administration	1.04
Total	10.50

BED OCCUPANCY

The Washington Home for Incurables has 181 beds, which are filled at all times by patients who were on our waiting list for a year or more. Patients are accepted without regard to age, sex, race, creed, or color, but a 5-year residence in the District is required before they can be considered for admission, with the exception of terminal cancer cases. Of these patients, 34 pay full cost of care; 40 are provided for under the Medical Assistance Division program—which the appropriation supports—5 pay nothing; and the remaining 102 pay what they can, some as little as $10 a month. To meet the deficit incurred by patients who are unable to pay full cost of care members of the board of managers of the home must raise each year about $100,000 in addition to our income to meet expenses.

I know that cure rather than care is the goal to which all aspire who deal with social or physical ills, but until medical science has conquered cancer, heart disease, arthritis, multiple sclerosis, and other debilitating

conditions, the care which the Home for Incurables can provide for such patients renders a vital service to the community. This care costs far less than that provided by other institutions and yet it includes 24-hour-a-day nursing service, usual medications, the service of our staff doctor, and of a physiotherapist, as well as laundry and well-prepared meals. Our patients can enjoy the privacy of their rooms or they may participate in the many activities provided by volunteers—such as group singing, movies, church services for all denominations, and parties and outings. Member of the board of managers and volunteers from the Red Cross Gray Ladies and the arts and skills units devote many hours a week to these and other programs.

We are very proud of our work. I wonder how many members of this committee have ever visited the Washington Home for Incurables. I believe that each and every one of you should take a few minutes at some time to inspect and come to know what we regard as an essential community service.

Thank you for the opportunity to present our annual request, which I know will receive your usual earnest consideration. We are very grateful for the interest your committee has taken in our institution since Congress first granted us an appropriation in 1886.

Senator BYRD. Thank you.

(The prepared statement of Mrs. Farr follows:)

STATEMENT BY MRS. WILLIAM SHARON FARR, PRESIDENT OF THE BOARD OF MANAGERS, WASHINGTON HOME FOR INCURABLES

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Total	10.50

The Washington Home for Incurables has 181 beds, which are filled at all times by patients who were on our waiting list for a year or more. Patients are accepted without regard to age, sex, race, creed, or color, but a 5-year residence in the District is required before they can be considered for admission, with the exception of terminal cancer cases. Of these patients, 34 pay full cost of care; 40 are provided for under the medical assistance division program (which the appropriation supports); 5 pay nothing; and the remaining 102 pay what they can, some as little as $10 a month. To meet the deficit incurred by patients who are unable to pay full cost of care, members of the board of managers of the home must raise each year about $100,000 in addition to our income to meet expenses.

I know that cure rather than care is the goal to which all aspire who deal with social or physical ills, but until medical science has conquered cancer, heart disease, arthritis, multiple sclerosis, and other debilitating conditions, the care which the Home for Incurables can provide for such patients renders a vital service to the community. This care costs less than that provided by

other institutions and yet it includes 24-hour-a-day nursing service, usual medications, the service of our staff doctor, and of a physiotherapist, as well as laundry and well-prepared meals. Our patients can enjoy the privacy of their rooms or they may participate in the many activities provided by volunteers—such as group singing, movies, church services for all denominations, and parties and outings. Members of the board of managers and volunteers from the Red Cross Gray Ladies and the arts and skills units devote many hours a week to these and other programs.

We are very proud of our work. I wonder how many members of this committee have ever visited the Washington Home for Incurables. I believe that each and every one of you should take a few minutes at some time to inspect and come to know what we regard as an essential community service.

Thank you for the opportunity to present our annual request, which I know will receive your usual earnest consideration. We are very grateful for the interest your committee has taken in our institution since Congress first granted us an appropriation in 1886.

STATEMENT OF GERHARD A. GESELL, FIRST VICE PRESIDENT AND DIRECTOR OF CHILDREN'S HOSPITAL, WASHINGTON, D.C.

Support for Children's Hospital

Senator Byrd. Mr. Bucher?

(No response.)

Senator Byrd. Mr. Gesell, Children's Hospital of the District of Columbia.

Mr. Gesell. Senator Byrd, if I may, I would like simply to have my statement filed in its entirety.

Senator Byrd. Your statement will be placed in the record.

Mr. Gesell. Thank you. I am appearing here on behalf of Children's Hospital. I am the first vice president and a director in charge of its planning committee. I will only take a few minutes to speak to you informally of our very pressing problems.

The community confronts, I think, a very serious crisis and there is need of action by the Congress. We are an institution that is raising $944,000 a year from our operations.

Hospital Payments

Forty percent of the people who have bed care in our hospital are medically indigent children. Ninety-seven percent of the children who come to our outpatient clinics are medically indigent. We have 81,000 visits of medically indigent children through our clinic every year. Over half of them we get no public support at all—not a cent from anybody—from Congress, from Blue Cross, Red Cross, or anything else. They are treated absolutely free. And the other half we are paid less than our audited costs for taking care of them.

Now, the House proposes to cut that even further. We run this clinic, which is the second largest clinic in the United States around the clock, 365 days a year, and we are losing $500,000 a year in its operation. It is a service that the city should recognize and it is a service that the city should do something about.

Hospital Survey, 1964

Now, last year questions of cost and questions of care came before this committee and the House. The outstanding experts in the country were employed to make a survey of our hospital. They made a

detailed survey with our cooperation and they concluded we were a unique institution providing extraordinarily excellent medical care and that our costs were in line with other hospital costs.

Now, the question then, comes down very simply to this: We simply haven't the money to keep in business taking care of indigent—medically indigent children who, under the eligibility rules we don't get any payment for at all. Particularly when we have to carry eligibles with the benefits of gifts from the public, because under the program you don't pay us the cost of taking care of the indigents. We are going to have to shut down part of our clinic unless Congress does something about it.

There is no place these sick children can go. The report makes that perfectly clear, the statements by Dr. Grant make it perfectly clear. There is no hospital that can take care of them, there is no facility that can take of them. The District of Columbia has absolutely no plan or program for taking care of them.

Now, if these children are to be put out onto the street, in the middle of this area where the need is the greatest, what is going to happen to them? We have two choices. You have the choice of making it possible for us to provide the care or you have the choice of building new facilities with tax money. That is up to you.

If you want to put $15 million or $20 million into a hospital, and this says that you get poorer care, more expensive care, and it will take a lot of time. The cheapest way to do it is to pay the cost, not a subsidy, but the actual out-of-pocket expense for taking care of these medically indigent children.

NONPROFIT HOSPITAL AND OPEN DOOR POLICY

I have no right to come before you here except on this premise: This hospital is a nonprofit hospital; it has been in existence almost a hundred years in this community. After these audits and reports we are told that our open door policy is for the good of the community and should be continued. We are the only hospital in this town that has an open door policy. All the rest of them avoid your rules of eligibility and payment by just providing a few beds and turning the rest of the people away. We take care of everybody. We are told that we should continue to take care of everybody. We must get paid sometime if we are going to take care of everybody.

COMMUNITY GENEROSITY

Now, the people in this community have come forward and given very generously. We have had thousands of gifts from individuals, from businesses, from civic organizations. But we must have some relief from the Congress and since you are the only member of the subcommittee here, and since you are the chairman of the subcommittee, we must have relief from you or we are going to, before the end of this year, begin to have to change the policy that has been in existence for almost 100 years and begin to tell parents and people who are in charge of children that they can't come here.

Now, the hospital council says that is wrong. The hospital council says we are entitled to preferential treatment because of our special

circumstance. I think we are entitled to it and I think that this is the time.

Thank you for hearing me.

Senator BYRD. Thank you, Mr. Gesell. This matter will be gone into on Monday when we have the Health Department before us and the information you have given us will be useful to the subcommittee.

I assure you that it will be given careful consideration. I think you have a real problem and I hope that we can do something about it.

Mr. GESELL. Thank you, sir.

(The prepared statement of Mr. Gesell follows:)

WASHINGTON, D.C., *May 19, 1965.*

Mr. EVERARD H. SMITH,
Clerk, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR MR. SMITH: On examining the statement I submitted before Senator Byrd's subcommittee on behalf of Children's Hospital I noted that a few editorial changes were necessary. I am enclosing a retyped copy of the statement which I will appreciate your using when printing the transcript of the proceedings.

Many thanks.

Sincerely yours,

G. H. GESELL.

STATEMENT ON BEHALF OF CHILDREN'S HOSPITAL

My name is Gerhard A. Gesell. I am first vice president and a director of Children's Hospital and chairman of its planning committee.

No sick child in the Capital of the United States should fail to receive necessary medical care. Unless Congress authorizes adequate appropriations this year, many sick children in the District of Columbia may not get essential care. This is a major and immediate community problem which cries out for understanding and correction by the Congress.

As the medical center dedicated to the care of all sick children in the Metropolitan Washington area, Children's Hospital strives to provide the best possible medical care for all its patients—for children whose parents are indigent as well as for its private patients whose parents pay the costs of hospitalization, or maintain Blue Cross or insurance coverage.

Over three-fifths of the patients hospitalized at Children's are in the private category. This means that the problem of caring for the medically indigent is not only a matter of concern for Congress, the District of Columbia government, and the entire community, but is also of vital interest to the parents, grandparents, and relatives of all sick children. It would not be fair or reasonable to expect the parents of private patients to pay more than their share of the necessary costs of caring for their children.

The current problem at Children's is magnified by the fact that most of the medical service supplied by its outpatient clinics is for the children of indigent parents.

In all, Children's Hospital currently provides a very substantial portion of the care—inpatient and outpatient—given children of the medically indigent. The hospital has been in existence for almost 100 years. It has always kept its doors open at all times to all sick children, without regard to their race, creed, color, or financial resources.

The financial burden of caring for all medically indigent children is now too great. The hospital must receive proper reimbursement for expenses incurred in serving these children. Cost of medical care is rising, the requirements of the medically indigent continue to be heavy, and operating losses resulting from the hospital's welfare activities are large. Warmhearted and generous gifts from the community and income from a modest endowment are not adequate to carry the load.

Something must be done—promptly. It will not be possible for the hosiptal to continue its full range of services to the indigent unless it receives adequate payment from public authorities. The future direction of the hospital's efforts

to provide care for the medically indigent in this community depends on your action on the appropriations made this year.

The survey of Children's Hospital made by outside consultants for the District of Columbia Health Department at the suggestion of this committee, answers the basic questions. It shows that Children's costs are in line with other hospitals, that the quality of its medical care is outstanding, that its services are in many respects unique, and that this valuable voluntary, private, nonprofit institution is in serious financial difficulty primarily because it is not being properly compensated for treatment given to the medical indigent.

No other private hospital in the District confronts the special problems encountered by Children's. Of all the hospitals in this community, only Children's has an open door policy. This fact, plus its location in the center of the city close to underprivileged areas, makes its problems as well as its services unique.

The survey report strongly commended the hospital for its open-door policy and urged that it be maintained. The report stated that "the government of the District of Columbia should recognize that Children's Hospital is a major necessary resource of unusual excellence in the District." The hospital asks that funds be made available so that the District of Columbia government can implement this recommendation.

In the 10-year period from June 30, 1955, to June 30, 1964, Children's had a total operating defict of $2,617,205. The hopsital presently has an operating loss of around $944,000 per year, without allowing for building depreciation. Even after drawing on available endowment income and applying contributions from the community against operating losses, the hospital was $342,000 in the hole for the 10-year period.

The basic reasons for the hopsital's plight are clear. Because indadequate public funds are available, care of medically indigent children must always be provided below cost and very often free. The more care the hospital gives these children, the more money it loses.

This situation, it was emphasized in the survey report, is due to two causes: (1) Although it is not their fault, medically indigent children are often ineligible for any public medical assistance payments because of their "family" background; and (2) even where children are eligible for public assistance, the hospital is reimbursed substantially below its proper and audited cost.

The survey report stated that these two forces "represent a highway to fiscal insolvency that must be blocked."

The complex eligibility rules, developed primarily to regulate welfare aid for adults, can penalize children by depriving them for medical care. Over half of the thousands of medically indigent children receiving care at Children's Hospital each year are deemed ineligible. Yet it costs at least $47 a day for their bed care, and $10.50 for a clinic visit.

Without appropriated funds for adequate reimbursement for its expenses, the burden on the hospital is extremely heavy and it is not surprising that losses occur. To make matters worse, even if the case of children whose medical care is covered by the District of Columbia reimbursement, the rates are set at substantially less than audited cost. The House bill proposes to cut the present rates of reimbursement even further so that the hospital's losses will increase at a greater rate.

The hospital, under the House bill, would lose over $10 per day on bed care and over $4 on each clinic visit for medically indigent children eligible for assistance. With this heavy free-care load and this wholly indefensible underpayment for the care of eligible children, it is not surprising that the hospital is in serious financial difficulties.

No private, nonprofit hospital, no matter how well managed, can stay afloat when it must operate under these conditions. Unless there is a change in the attitude of the Congress toward the indigent work the hospital is doing, Children's will have to retrench from its open-door policy and leave some sick children on the streets.

The full nature of the problem is illustrated by an analysis of the hospital's outpatient clinics whose losses are particularly heavy. The hospital lies in the center of an impoverished area where human needs are great. Official concern for problems of poverty and opportunity in this sector of our Capital has been strongly voiced. The children in the clinics often come from broken homes and impoverished backgrounds where existence is marginal under almost destitute conditions.

When children are sick, someone must care for them. There is no other place in the city where many of these indigent can go. The hospital handles over 81,000 clinic visits in a year. It runs one of the largest children's clinics in the country. Ninety-seven percent or more of the children treated in the clinic are indigent or medically indigent.

The hospital collects what it can, but there is no Blue Cross or other "third party" insurance coverage for these clinic visits; over half of the children coming to the clinics are ineligible for any public assistance.

The hospital needs about $770,000 to cover the cost of this care. It now receives from the District of Columbia Health Department and other public sources about $250,000. The operation of these clinics and emergency services results in a loss of about a half million dollars.

These essential clinic services cannot be continued unless a more responsible policy is adopted to reimburse the hospital for costs whenever outpatient care is given to medically indigent children, regardless of the eligibility standards affecting the adults with whom these children may live.

Instead of taking this necessary step, the House bill not only keeps eligibility standards intact, but also lowers the clinic reimbursement rate for eligible children by $1 a visit.

The care given in the clinics of Children's Hospital is essential to the well-being of the whole community. There are some 30,000 emergency cases a year. Treatment is given children for birth defects, skin diseases, heart ailments, psychiatric troubles, dental and hearing and speech problems, and many other illnesses.

Much of this care is corrective and remedial. If the children are not treated, illness will increase and the ultimate burden on the community will be greater. Undoubtedly, it was just this type of care to which President Johnson referred when he stated in his message to Congress that a proper welfare program "must insure that those in actual need will be provided for in a manner and at a level consistent with decency and humanity."

No other hospital is equipped to provide even a fraction of these clinic services. What is going to happen to these children if Children's clinics are shut down, in part or in whole, because of lack of funds?

The District government has no plan or facilities for supplying this care. Children's Hospital does not want to see its clinics closed. Its role as a specialty center for all the children of the metropolitan area would suffer. Its service as a teaching and research institution, and as a pediatric training center, would be damaged.

Health conditions for mothers and newborn infants in the District have been deteriorating due to the operation of the eligibility rules and low reimbursement policies. The same can happen to care of infants and children, if Children's Hospital is forced to abandon child care by the same destructive policies that have damaged prenatal and obstetric care in past years. This trend must be stopped.

The cheapest way to stop the trend is to pay Children's its cost. If you should ultimately decide to build a new public hospital, the survey report shows that the cost would be greater and the quality difficult to duplicate. This can be done only by appropriating millions of tax dollars for capital construction. In the meantime, the sick children will not go away; they will continue to need care and they must be treated. If Children's is forced to curtail services the city will suffer.

Children's Hospital seeks no subsidy. It asks only to be reimbursed for the audited cost of the care that it gives all indigent children. It asks also that the eligibility rules be modified to make an exception for medical assistance to sick children.

You must provide specifically for Children's Hospital, and not simply lump it into a general hospital category. The hospital council recognizes that Children's presents a special problem and is entitled to "preferential treatment."

If the House bill becomes law, there will have to be immediate drastic changes in Children's open-door policy.

The private sector of Washington and the metropolitan area has recognized that Children's Hospital deserves support. Doctors and laymen in every walk of life have contributed to its work by serving as volunteers and also by making substantial gifts of money. The people of the area, as individuals, businesses, civic clubs, and many other charity-minded organizations are raising and giving money to the hospital.

There is a limit, however, to the use of private funds for what is essentially a public purpose. Contributions from the community should be used for capital improvements, research and development, and other purposes—they should not be used to offset the ever-mounting operating deficits caused by the failure of the

District of Columbia government to pay its share. The hospital is crowded and needs capital funds to improve its facilities and carry out certain of the recommendations contained in the survey.

The problem confronting Children's Hospital requires immediate attention. The decision as to the nature and extent of the services it can render this community is yours. You can meet this problem by increasing reimbursement rates, and by making all sick, indigent children eligible for medical care assistance.

The community asks your help so that its children may grow up whole, and its Children's Hospital can continue to provide the best possible medical care for all sick children.

STATEMENT OF MRS. LLOYD SYMINGTON, PRESIDENT OF THE D.C. ASSOCIATION FOR MENTAL HEALTH

FISCAL YEAR 1966 BUDGET REQUESTS

Senator BYRD. Mrs. Symington.

Mrs. SYMINGTON. Mr. Chairman, the D.C. Association for Mental Health appreciates the opportunity to appear before this subcommittee which, under your leadership, Senator Byrd, has in the past helped to solve many District problems. We hope you well help us now with certain mental health needs, which we believe to be critical.

President Johnson's budget for the District included four small but immensely significant items which our association endorsed whole heartedly. Unfortunately, the House of Representatives deleted all four items. We earnestly hope that you will restore them.

First and most important is the request for $100,000 in capital outlay for preliminary plans for the city's second comprehensive community health facility. This money comes close to being the key to meeting our mental health problems realistically.

As you know, the Health Department has divided the city into four health areas, each of which is to have a comprehensive health facility, including a mental health center. The first has already been started at District of Columbia General Hospital, where all the components of a comprehensive mental health center will be available within the near future.

These local developments result from a long history of farsighted congressional action to improve mental health throughout the country. The purpose is, briefly, to treat the mentally ill near their own homes and to prevent costly hospitalization.

The program has special import for the District because in 1963, 10 days after President Kennedy sent his mental health message to Congress, se sent separate letters to the Secretary of Health, Education, and Welfare, and to the District Commissioners, calling on the District to lead the Nation. President Johnson also called on us to be in the forefront. It is, of course, not possible to say we are leading the Nation, but the Health Department has produced our overall mental health plans on time and has gone forward with the first center in accordance with priority of need established by demographic and other studies.

The $100,000 is required now to allow us to take the next step forward, that is, to begin planning the second center to be located in the second area of priority need in conjunction with Howard University's proposed new medical facility.

What does it mean if Congress does not, for the second year in a row, allow these funds? It means that the facility at District of Columbia General Hospital will have to continue much longer than

necessary to serve thousands more people than it is supposed to. The goal of treating people quickly near their homes, with all the attendant benefits to the community, will be thwarted and postponed. It also means a longer time before we can begin to reduce the $50,000 per day it costs to maintain District of Columbia patients at St. Elizabeths.

Congress it self gave the impetus to this humane and, from the financial viewpoint, eminently sensible, national program. This city is ready, willing and anxious to push ahead in accordance with the program. We hope you will allow us to do so by restoring these planning funds.

MENTAL HEALTH PLANNING

Another small item we strongly endorse is $15,800 for staff to continue mental health planning. The Health Department has to be in a position to foresee and meet changing situations as the programs develop over the years.

LEGAL PSYCHIATRIC SERVICES CLINIC PERSONNEL

We also urge the restoration of funds requested for increased staff for the Legal Psychiatric Services Clinic which serve the jails, probation officers, the parole officers and the judges of the U.S. district court. Strengthening this clinic should get first priority in the new attempts to combat the causes of crime in Washington. The work of the clinic is escalating as they try to do a better job. For instance, as they have educated the probation officers with regard to mental and emotional problems of offenders, they get more demand for service. They manage to do an adequate job of diagnosis, but they are sorely handicapped when it comes to providing treatment. And treatment is essential to prevent further offenses.

LAUREL CHILDREN'S CENTER PERSONNEL

We should like to call special attention to another small but highly significant mental health item. This was in the Welfare Department budget—a request for one nurse and one occupational therapist for Children's Center at Laurel. This is a reduction from the original request for two psychiatric nurses and five additional professionals in the field of recreation, art and occupational therapy.

Most people know nothing about the Children's Center. Living there (in addition to 1,200 retarded) are 800 so-called delinquents, some of whom are actual delinquents, and some of whom are not. The latter are youngsters whom the city is not able to care for in other ways; for example, transfers from Junior Village.

Another point concerning the crime problem. So many children living in the District start off at an early age at Junior Village and from there they go to Children's Center and from there to the National Training School and eventually to Lorton and if these children early in their lives could get the help they so desperately need for their emotional problems, much of the crime here in the District would be prevented.

The No. 1 problem at the Center is subculture psuedoretardation. These children have never had any stimulation which would result in intellectual curiosity or foster academic ability. They seem retarded

when they are not. They are often emotionally damaged or mentally ill. Most are completely unable to take advantage of educational or recreational opportunities available to them. As teenagers, they become restless and get into trouble with the law, often out of sheer boredom. Whenever there is a riot at Lorton, many of the leaders are Children's Center alumni.

The present staff is gallantly fighting a losing battle. Meeting daily crises and giving treatment to the most acute cases, they cannot, for example, provide guidance to the nonpsychiatric staff (such as cottage parents) so that everyone concerned with the children is equipped to foster the rehabilitation efforts and create a therapeutic atmosphere. The original staff requested would have enabled them to start doing this, among other things, but one nurse and one occupational therapist will be better than nothing. We urge restoration of these positions.

Thank you for the opportunity to be heard.

Senator BYRD. Thank you, Mrs. Symington.

We will go into these matters next week.

STATEMENT OF EDWARD LEE ROGERS, PARENT AND CHILD, INC., WASHINGTON, D.C.

CHILDREN'S HOSPITAL

Senator BYRD. Mr. Edward L. Rogers.

Mr. ROGERS. Mr. Chairman and members of the subcommittee, my name is Edward Lee Rogers. I respectfully ask permission to make before this subcommittee the following statement concerning the financial crisis faced by the Children's Hospital of the District of Columbia. I speak on my own behalf as a resident of the District and as a parent of two small children, but also on behalf of the Parent and Child, Inc., a nonprofit educational organization incorporated in the District which provides parents and prospective parents with class instruction in the prenatal and postnatal care of the mother, the nature of the childbirth process, and related subjects, to help make childbirth a pleasant and meaningful experience and to help assure that the mother and child will be properly cared for thereafter.

The efforts of parents to care for their infants and children may be entirely frustrated if the community has failed to provide adequate medical and hospital facilities for their children when they are stricken by disease or suffer injury. Fortunately for the welfare of the children of the Washington metropolitan area, the Children's Hospital of the District of Columbia, a nonprofit institution, has provided the specialized and expert medical care that is imparative for the well-being of infants and children and which, it should be noted, is not otherwise generally available in the area for all children, regardless of their parents' means to pay therefor. My personal experience and that of many friends corroborates the statement of the medical report prepared by Dr. Cecil G. Sheps and associates from the Graduate School of Public Health at the University of Pittsburgh that "very few of the special services for children now available at Children's Hospital are to be found elsewhere in the Washington metropolitan area". What is of deep concern to many of us today is that this good work is in danger of being seriously curtailed, in terms of both its

quality and quantity, unless the Congress appropriates sufficient money to meet the hospital's serious current operating deficits, so that the hospital may continue in operation and resume its long-pursued plan of expanding and improving both its plant and its medical program.

ART OF PEDIATRIC CARE

The art of pediatric care is not static. It requires constant research and medical education of the type which the Children's Hospital—despite its financially precarious position—has constantly strived to provide. But it cannot progress along these lines or, for that matter, long continue even to provide routine medical care for our children unless the District government reimburses it for the costs it incurs in discharging the community's responsibility of providing medical care for indigent children.

HOSPITAL OPEN-DOOR POLICY

Since it was established in 1870, it has been the firm policy of the Children's Hospital to accommodate all children solely on the basis of their need for medical care. This policy—out of fundamental consideration of decency and humanity—must continue. However, it is clear that the hospital is annually incurring large operating deficits primarily because it is not being adequately reimbursed for the costs it incurs in providing essential medical care to indigent infants and children.

REIMBURSEMENT BY DISTRICT GOVERNMENT URGED

To rectify this situation, the hospital ought to be reimbursed in full by the District government for the costs it incurs in caring for indigent children under the District medical assistance program. In the face of rising hospital costs, however, the House bill presently under consideration reduces the reimbursement rate per-patient-day by $6, from $40 to $34. But, according to the MacNicol, Johnson financial report, that cost for the fiscal year ending June 30, 1964, came to $42.87. I urge this subcommittee to provide that the hospital be reimbursed for its full costs at the rate of $42.87 per-patient-day.

CHILD HEALTH CARE ELIGIBILITY RULES

Further, and equally serious, because of the District's present eligibility rules for child-health care, the hospital is caring for many indigent children without any reimbursement of its costs. Where helpless infants and children in need of medical care are concerned, if the parents (or guardian) lack the ability—for whatever reason—to pay the costs of their children's medical care, that care has become the responsibility of the community. There are two distinct obligations involved in this situation, the obligation of the parent to the child and the obligation of the community to the child. No matter what the cause of the parent's inability to fulfill his obligation to the child, it is the community's responsibility to provide the child with the requisite medical care and pay for it. The inquiry as to precisely why the parent fails to fulfill his obligation to his child is relevant only in determining whether any sanction should be imposed on the

parent, not on the child, and thus has no relevance here. A sick or injured child must have medical care no matter what the welfare status of his parent is generally. In short, the eligibility rules for medical assistance (regardless of what is done with respect to definitions of indigency for purposes of the general welfare program, another matter that others have testified on) ought to be modified so that Children's Hospital is reimbursed by the District for all of the costs it incurs in providing medical care to indigent children.

COMPARABLE COST ANALYSES

Viewing the problem of providing medical care to children in terms of comparative cost analysis, it is evident from the recent audit report that services of comparable quality would not be provided elsewhere at comparable cost. Also, the Sheps report states that it is to the District's advantage to purchase these services from Children's Hospital. Moreover, how do we assess the value, even from a pecuniary standpoint, of the medical care provided by Children's Hospital—including that of its large well-child preventive medicine department—which often solves medical problems when they are at an incipient stage and thus avoids the greater costs of more complex and prolonged medical care in future years, not to mention the prospect that unless such care is provided for all of the community's children, certain types of serious illnesses will spread among them. Because these services are not generally available elsewhere, the Children's Hospital must be allowed to continue to provide them for all of Washington's children, rich and poor.

We are concerned here with the plight of all children, whether rich or poor, of this area. Our point is that under present urban conditions, the health of all of our children will be adequately protected only if Children's Hospital continues to provide essential medical services for all of them.

REQUIREMENT PRIORITY

Certainly, if we can spend $10 million for an aquarium at Haines Point or what often seems to be countless millions for urban freeways, bridges, and interchanges, often unneeded and wasteful, we cannot tell despairing parents and sick helpless children in the future that we could not afford to help them by appropriating the much lesser sums now necessary for the survival of the Children's Hospital as an outstanding and respected pediatric care center for all of our children. No one would dispute that by any civilized sense of values, the lives and health of helpless children take absolute precedence over the tourist's view of fish in glass cages or the commuter's questionable luxury of driving his private automobile to and from work. Only by acting now to insure the survival of Children's Hospital can we demonstrate our belief in these values.

I would suppose it beyond dispute that the happiness that parents experience upon the birth and during the early development of their children is one of the deepest and most meaningful joys known to man—at least, certainly, for men who have hope for their children's future. That hope must not be frustrated by the absence of proper medical care facilities for their children. Here, in the Washington

area, parents have looked primarily to the Children's Hospital of the District of Columbia for adequate medical care for their children. I earnestly urge this subcommittee to report out a bill appropriating funds for the Children's Hospital which will allow it to continue to provide these services which are so essential to the health of our youth and so important to the future of our community.

I thank you for this opportunity to make this statement and for your continued interest in the problems and needs of the District.

Senator BYRD. Thank you, Mr. Rogers.

STATEMENT OF ROBERT H. BRUTON ON BEHALF OF METROPOLITAN CITIZENS COUNCIL FOR RAPID TRANSIT, APPEARING IN PLACE OF DR. J. NUESSE

MASS TRANSPORTATION FACILITIES FOR WASHINGTON METROPOLITAN AREA

Senator BYRD. Dr. Neusse?

Mr. BRUTON. My name is Robert Bruton. I am sitting for Dr. Nuesse. I am here representing the Metropolitan Citizens Council for Rapid Transit. This is an organization representing citizen groups in the north-central corridor of the District of Columbia and Maryland.

The MCCRT is devoted to examining and promoting the proper and adequate mass transportation facilities for the Washington metropolitan area.

THE 1966 HIGHWAYS BUDGET REQUEST

I am here concerning a proposition regarding the appropriations for highways in the District of Columbia.

Our organization has during its examination of transportation facilities become aware of some very great dangers involved in the freeway system proposed for the District of Columbia.

It is the feeling of our organization that the proposed freeways will interfere with the success of the proposed rail transit, that the need for these freeways has never adequately been demonstrated, and that if the proposed freeways are constructed they will create such excessive traffic volumes to worsen rather than solve transportation problems in the area.

I have this short statement that I have submitted that I would like entered in the record and I will just briefly summarize it. It is technical and statistical.

Senator BYRD. All right.

HIGHWAY DEPARTMENT TRAFFIC INFORMATION FORECASTS

Mr. BRUTON. The statement that I have submitted is a brief examination of two aspects of highway planning in the area, the first aspect being the so-called traffic information forecasts made by the area highway departments. They are made by the area highway departments rather than by a single highway department.

Secondly, on the theory that is now gaining a great deal of support, that highways, highway construction tends to create traffic, in many

cases in excess of what the constructed highway accommodates, this was developed.

The traffic forecasting technique used in the District of Columbia includes the theory that highways create traffic. This is a part of the mathematics of the highway forecasting technique.

It is important, therefore, when examining traffic forecasts to note that what highways are seen to exist in the forecast. If one assumes a large freeway system at a future date, at the date of the forecast one will get a proportionately large volume of forecasted traffic.

I have made an attempt to discover what highway system was assumed in the 1980 projections which are presently being used in the District and have been unsuccessful.

I have gone both to Washington area metropolitan studies and the District Highway Department. However, in the publication of the Washington metropolitan area study they state that the assumed system, the system that is assumed to exist before 1980 is essentially that proposed by the mass transit survey in 1959.

I have on figure 2 of my report a brief sketch of that mass transportation survey system.

FORECAST INACCURACY

In figure 1 I have a drawing of the present system for comparison. The implication that I would like to draw from this is that a great deal of the forecasted traffic is inaccurate because of the system that is being assumed and forecast and probably would not occur if the system you see in figure 1, the present system were allowed to continue.

I would also like to point out that this danger of created traffic is one which should be very carefully considered because appropriating money for highway construction may lead one to future appropriations of even more highways and it may be an endless circle.

I have also in the report in figures 5 through the end of the report of several graphs showing peak inbound traffic entering the District and you can see the corridor marks on the highway maps.

On these graphs I have included—the small dots on the graphs are countertraffic volumes, peak inbound traffic at the District of Columbia line.

The two small X's on each graph represent the traffic forecasted in 1959 by the MTS, mass transportation survey. They made one forecast for 1965 and one forecast for 1980. I have shown this here to show a comparison by corridor of the differences between the traffic indicated by the historical counts in traffic and the traffic predicted by the MTS. In most corridors there is a great discrepancy between the existing countertraffic and the predicted traffic.

This can be directly attributable to the system that the mass transit survey assumed in their traffic forecasts. In the only two corridors of the city where the freeways proposed by the mass transportation survey presently exists, their forecast in traffic has come true. As a matter of fact, they are slightly low. You will notice in figure 5 there is a very sharp increase in traffic and this is the corridor of the city where the greatest freeway construction is taking place.

We therefore feel that consideration of appropriations for highways in the District of Columbia should be critically examined in re-

lation to their demonstrated lack of need—into the facts that the need has not been demonstrated and the fact that there is very great danger in creating excessive traffic volumes.

Thank you very much.

Senator BYRD. Thank you very much.

The maps will not be included in the record because of difficulty in reproducing them, but they will be incorporated by reference. You have referred to them of course in your statement.

(The prepared statement of Mr. Bruton follows:)

STATEMENT ON PROPOSED DISTRICT OF COLUMBIA HIGHWAY APPROPRIATION FOR FISCAL 1966

I. HIGHWAY NEED NOT DEMONSTRATED

The Metropolitan Citizens Council for Rapid Transit believes that the proposed fiscal 1966 District of Columbia highway appropriations are excessive because the need for the present highly expanded highway construction program has never been demonstrated and further that if the proposed highways are constructed they will lead to a rapidly accelerated growth in automobile traffic creating ever more insoluble traffic problems.

The Department of Highways and Traffic of the District of Columbia bases the need for its presently proposed highways on complicated and often rather mysterious traffic forecasts which indicate that future traffic volumes will greatly exceed the capacity of the present road system. The reliability of the traffic forecasting technique, as used in the District of Columbia, has had little or no statistical substantiation. This is, in itself, sufficient reason to reject the use of these forecasts. Within the very logic of the forecasting technique, however, is a far better reason for rejecting the use of these forecasts as a criterion for highway needs.

The presently used traffic forecasting technique assumes that the future need for highways is directly proportional to the size of the future highway system. This assumption is contained within the very mathematics of the forecasting technique. Thus if one assumes the future existence of a large highway system, the forecasting technique will predict the need for a large highway system.

The heart of the forecasting technique is the so-called gravity model. The gravity model is based on the theory that future demand for travel between two zones[1] will, to a great extent, be proportional to the future speed of travel between the two zones. Moreover, the prediction of future travel demand is extremely sensitive to speed of travel. Thus if a large freeway is assumed to exist between two zones (allowing high speed of travel between the two zones) the gravity model will predict a large demand for travel between the two zones.

After predicting travel demand between zones, the forecasting technique then predicts the so-called modal split: the ratio of trips made by transit to trips made by auto. Again demand for a particular mode of transportation is assumed to be proportional to the availability of that mode. It is assumed that travelers choose a mode of transportation largely on the basis of the relative speeds offered by the different modes. To a great extent, however, the speed offered by highways or transit is proportional to the size of the highway or transit system. Thus if one assumes the future existence of a large freeway system and only minimal transit, it is obvious that travel between most places will be faster by auto than by transit. The forecasting technique will then predict large future demand for highways in comparison to transit.

When using the traffic forecasting technique to demonstrate the need for highway construction, only existing facilities should be assumed. The traffic forecasts, if they are reliable, will then predict traffic potential to the present highway system. If the forecasts, using this assumption, predict traffic in excess of the capacity of the present highway system, then and only then should highway expansion be considered. If an expanded highway system is assumed initially, the results of the traffic forecasts are completely meaningless.

In making its 1980 traffic forecasts, the Washington metropolitan area transportation study (WMATS), the traffic analysis facility of the three area highway

[1] For the purpose of traffic analysis the metropolitan area is divided into several hundred zones.

departments, far from assuming the existence of present highways, assumed the future existence of what might be considered the maximum possible highway system. The essence of this assumed system is shown in figure 2. For comparison, figure 1 shows the presently existing system. The assumption of the existence of this fantastic highway system in the 1980 traffic forecasts serves only one purpose—to fantastically exaggerate the need for highways by 1980.

II. HIGHWAYS CREATE TRAFFIC

It should be pointed out that the relationship between future demand for highways and the future availability of highways, which is assumed in the traffic forecasts, is a reflection of a process that actually occurs in reality. In fact, it is very probable that the traffic forecasts underestimate this relationship. The traffic forecasting technique, however inaccurate it may be, is not, therefore, incorrect in itself. It is simply that it is very easily subject to misuse and has consistently been misused by the area highway departments.

The reality of highways creating demand for themselves (i.e., highways creating traffic) indicates one very profound danger involved in incautious highway planning. Building a highway or a highway system that is supposed to solve traffic problems may, by creating such excessive auto traffic, actually compound traffic problems; condemning the city to an ever-increasing highway system and an ever-increasing highway budget.

III. A COMPARISON OF TRAFFIC STATISTICS

The 1959 Mass Transportation Survey (MTS), which made traffic forecasts for 1965 and 1980, using a technique basically the same as that presently used by WMATS, provides some very illuminating examples of highway need demonstrated by traffic forecasts and of traffic created by highway improvements. The 1965 and 1980 traffic forecasts of the MTS were made assuming the existence of the highway system shown in figure 3. These traffic forecasts for peak-hour inbound traffic at the District of Columbia line are shown graphically in figures 5–13 for the major corridors[2] entering the city from Maryland (MTS forecasts for Potomac River Bridge crossing are apparently not available). Counts of the same traffic for the years 1955 through 1963 are shown in the same graphs.

As the MTS forecasts assumed a highway system (fig. 3) considerably larger than presently exists (fig. 1), the 1965 forecasts are vastly greater than traffic indicated by the historic trends. The only exceptions are corridors 5 and 8 where the MTS assumed highways and the presently existing highways are essentially equivalent.[3] If one assumes that the difference between the 1965 MTS forecasts and the traffic indicated by the historical trends is due entirely to traffic created by the MTS assumed highway system, then one arrives at the following figures for highway created traffic.

Percent of 1965 traffic created by highway improvements

Corridor:		Corridor—Continued	
1 and 2	55	6	75
3	60	7	(1)
4	85	8	(1)
5	(1)		

[1] Highways equivalent.

It seems reasonable to expect that similar percentages of the 1980 forecasted traffic are due to traffic created by highway improvements. Further, as the highway system assumed in the WMATS 1980 forecasts (fig. 2) is vastly larger than the system assumed by the MTS (fig. 3), it seems reasonable to expect that even a greater percentage of the WMATS 1980 forecasts is due to highway created traffic.

A further important fact to note from the graphs is the startling upsurge in traffic in corridors 5 and 8 where the most active highway construction has occurred in recent years.

[2] Corridors 1 and 2 are combined in the graphs due to improvements in River Road which have made traffic counts in the two corridors inseparable.

[3] Corridor 7 where the MTS and present highways are similar but where MTS traffic forecasts are excessive probably indicates a gross error in the MTS population forecasts for that area.

IV. RECOMMENDATIONS OF THE MCCRT

The MCCRT feels that traffic forecasting in the Washington area has been very grossly misused and that to date none of the forecasts can be used as a basis for justifying highway construction. If the traffic forecasting is to be used as a criterion for future highway needs then the following conditions must be met:

1. The traffic forecasting procedure must be thoroughly tested by continuous comparisons between forecasted traffic volumes and actually counted traffic volumes.
2. When computing future traffic, the forecasting procedure must assume only presently existing highways.

The MCCRT strongly urges that the District of Columbia freeway expansion program be postponed until the above conditions have been satisfied and the need for the proposed freeway construction program properly established.

STATEMENT OF MRS. MARGERY T. WARE, EXECUTIVE DIRECTOR OF NEIGHBORS, INC.

FISCAL YEAR 1966 BUDGET REQUESTS

RESTORATIONS REQUESTED

Senator BYRD. Mr. Craig?

Mr. CRAIG. I believe you skipped Mrs. Rodgers who has been waiting here patiently to my right.

Mrs. WARE. Again, we have a substitution here, Senator Byrd. Mrs. Rodgers is a volunteer and chairman of Neighbors, Inc., Education Committee. She is unable to be here, so I am present. I am Mrs. Margery T. Ware. The name appears on the statement rather than on the list of persons.

On behalf of Neighbors, Inc., whose statement I am about to present, may I express our appreciation for this opportunity to state our views. My name is Margery T. Ware, executive director of Neighbors, Inc.

Our organization particularly urges the subcommittee to accept the Commissioners' recommendations in respect to four agencies and to restore the cuts made by the House: the Metropolitan Police Department to enable it to hire additional patrolmen and more school-crossing guards, the Public Library, and the Recreational Department for additional personnel in order to provide more adequate services, and the Department of Licenses and Inspection, in the hope that the additional help will enable the agency to maintain its surveillance of the Neighbors, Inc., area.

We urge the subcommittee to authorize the full request of the Human Relations Commission for $15,200 and to restore the two positions disallowed by the House. The Commission is presently able to do very little in the way of general information and education in respect to the fair housing order. Much is needed.

SPECIAL EDUCATION TEACHERS AND OTHER SCHOOL PERSONNEL

You are aware, of course, of the keen interest Neighbors, Inc., has in the neighborhood schools. Certainly, superior schools are a prime asset in maintaining a stable community. We, therefore, urge your full support of the Superintendent of Schools, the Board of Education, and the District Comissioners. To be specific, we support the requests of the Board for regular classroom teachers in the elementary and secondary schools. We were deeply gratified that many of the teachers of special education—foreign language, speech, physical edu-

cation, music, and art—have been retained in Commissioners' submission and we urge their restoration by this committee. These specialists make a well-rounded education for our children. We also urge you to restore 119 pupil personnel services positions so desperately needed by our schools and cut by the House. The 57 elementary and 14 junior high school librarians requested would answer a crying need in many of the city's schools. The House allowed only 17 elementary and 6 junior high librarians. We urge that you restore the 48 positions.

BOOKS, SUPPLIES, AND SCHOOL CONSTRUCTION

We endorse the requests for textbooks, supplies, and library books, and ask that you restore the cuts made by the House.

In respect to the school construction and maintenance program, we strongly urge the committee to restore the $13 million cut made by the House. Our schools have long suffered from accumulated starvation-level appropriations. Now that we know the real extent of need, the Congress must appropriate funds to remedy the inadequacies. The uncertainty and the belated adoption of the District budget argues for including moneys for plans, specifications, and construction along with site funds, so that delays in completion of several schools can be avoided. Therefore, we urge restoration of the full amounts for the new junior high school at 13th and Van Buren Streets, NW., 10–137; the West Elementary School addition, 10–139; and the Takoma Elementary School replacement, 10–135.

We support the request for $3,440,000 for the proposed junior high at 13th and Van Buren Streets. You are perhaps aware that this proposed school is of particular interest to Neighbors, Inc., in its efforts to maintain quality education in our area. We are gratified that the Board of Education has seen fit to advance this project and we hope you will restore it to the budget.

The projected enrollments in the West area indicate a 25-classroom shortage by this fall and without the 18 classrooms at West, the 16 rooms at Truesdell now under construction will only begin to relieve the southern section of our community.

The replacement of the Takoma is imparative. The present building is nearly "three score and ten" and in a constant state of disrepair. The open, wooden stairways in a portion of the building are a concern to parents as an obvious fire hazard. The class size is large with many classes over 40 and growing, as young people with families move into our community.

RECREATION, WELFARE, AND HEALTH

We strongly urge restoration of funds to maintain the John F. Kennedy Playground and to provide for the purchase of a new site for the Shaw Junior High School replacement. The playground has proved itself as an outstanding contribution both to the neighborhood in which it is located as well as to thousands of children from all over the Nation who have visited it. It is unconscionable to plan for its destruction. We ask you to restore the cuts in the public welfare budget and to support reforms to strengthen the foster care program, extend the day care program, and to provide aid to families with dependent children of unemployed parents.

We ask for full restoration of the $338,900 cut from the Recreation Department budget requests. We urgently request that funds be provided so as to insure the continued operation of Children's Hospital at its high level of excellent medical care.

The proposals for capital outlay of three departments are of particular concern to Neighbors, Inc. We support the House action in approving the request of the Public Library for funds chiefly to replace the present inadequate central library and the Highway and Traffic Department's request for funds for street lighting and street improvements and extensions.

HIGHWAYS AND TRAFFIC

We continue to be alarmed by the magnitude of the highway fund budget and the persistent efforts of the Highway Department to force people from their homes by constructing more and more freeways and expressways. The Highway Department, professing interest in achieving a "balanced" transportation system, seems determined to construct a virtual web of concrete around and through our city which will be competively destructive of the NCTA's rail rapid transit system.

The Highway Department's proposals threaten the District of Columbia Highway fund with bankruptcy. At this moment, the Department is asking a House Appropriations Committee to saddle the District with an increased gasoline tax and an additional $35 million borrowing authority in order to finance its overambitious program. This is being done at a time when more and harder questions are being asked about the accuracy of the traffic projections upon which the alleged greater highway needs are premised, and at a time when Comptroller General of the United States has ruled that several of the proposed projects do not even comply with existing congressional authorizations.

The Highway Department's proposal to build the controversial 10-lane north-central freeway is illustrative. We have opposed this freeway project for, among other reasons, we do not believe any need has been demonstrated for it. The District of Columbia Commissioners apparently agree. On April 21, 1965, the Commissioners refused to accept this proposal and directed that an independent traffic engineering firm reexamine the traffic projections to determine the accuracy of the Highway Department's figures and the need for this freeway. Clearly, under these circumstances, any appropriations for this freeway would be premature and unwarranted.

We also ask for the deletion of the following items: The extension of the Potomac Freeway west of Key Bridge; the third 14th Street Bridge, a proposal stricken by the House Appropriations Committee; the east leg of the inner loop; and the north leg of the inner loop. Each of these proposals appears beyond current congressional authorization and must await appropriate legislative judgments. By letter dated April 26, 1965, to Congressman McMillan, the Comptroller General ruled:

> The Congress, by including the District within the framework of the Federal-aid highway laws, may not be said to have abdicated its role in the conduct of the local aspects of the District's highway problems.
>
> * * * A perusal of title 7 [of the District of Columbia Code] shows that the Congress exercises relatively strict control over the authorizing of highway

construction activities in the District * * *. It does not seem reasonable to construe the authority granted to the Secretary of Commerce to participate with the District as an abandonment to the Secretary and the Commissioners by the Congress of its control and concern over District highway matters * * *.

Despite this unambiguous statement of the law, in several specific instances, the Highway Department has chosen to ignore the "strict" congressional controls. For example, the rights-of-way for freeway proposals exceed the 160-foot-width limitation found in the District of Columbia Code. Also, existing legislation permits replacement of the old 14th Street Bridge with only two four-lane bridges, not three. Deletion of these proposals, plus elimination of the Missouri Avenue Expressway, would save $25 million in District of Columbia funds.

Missouri Avenue Expressway

The Missouri Avenue Expressway proposal is of particular importance to us. The present proposal, one which failed to gain the approval of the House Appropriations Committee, would thrust an 8- to 10-lane expressway through the heart of our community and effectively split us in half. Our problems are immense without severing our neighborhood in two.

We also urge the deletion of the proposal to widen South Dakota Avenue. This proposal is totally wanting in community support and would ruin a fine residential street. The House Appropriations Committee struck out this proposal last year and again this year. No good reason has been presented why this committee should not do the same.

In all other respects relating to the highway outlay, we would like to associate Neighbors, Inc., with the views of Mr. Peter S. Craig on behalf of the Committee of One Hundred and the Northwest Committee for Transportation Planning, and join him in his remarks.

The charge has been made that the District Commissioners have been responsible for the largest budget cuts rather than you gentlemen and those of the House subcommittee. This year the Commissioners have kept faith with the citizens of the District. The House of Representatives has not. May we ask that you give the District of Columbia the funds it sorely needs to meet its responsibilities as the Capital of the United States.

Senator Byrd. Thank you very much.

STATEMENT OF MRS. NANCY HARMON, PRESIDENT OF THE CIRCLE-ON-THE-HILL, READ BY MRS. IRIS LITTIG

Recreational Facilities

Senator Byrd. Now, Mr. Craig, if you will indulge me, I am going to run one witness in ahead of you, Mrs. Nancy Harmon.

Mrs. Littig. I am actually Mrs. Iris Littig. Mrs. Harmon is home with her children who have the mumps.

Mrs. Nancy Harmon is president of the Circle-on-the-Hill, an integrated group of over 100 women associated with Friendship House and working to improve the near southeast area of Washington and all of the Capitol East community of which it is a part.

In the field of recreation our organization would like to express its full support for the statement made earlier for the Emergency Recreation Council for Capitol East. Despite the attractions of the Capitol Hill community which have brought and continues to bring new families to the Hill, there are several serious deficiencies. One of the gravest of these is the lack of recreation facilities. This lack strikes not just one age group, it hits all of them, preschoolers, elementary school groups, teenagers, young men and women, middle-aged people, and finally our senior citizens. The Recreation Department's own statistics show how bad the situation is. According to these, Capitol Hill has—

Less than one-half the District average of supervised recreation space;

Less than one-half the District average of open space;

Less than half the District average of sports fields; and

Less than two-thirds the District average number of hard top areas.

Moreover, the larger Capitol East area has only one-quarter of the supervised play space it should have.

RESTORATION OF HOUSE REDUCTION REQUESTED

Against this background the circle sees a clear call for action by the concerned departments of the District and Federal Governments to improve our community. We therefore think it a grave error for the House to have cut out in its entirety $115,000 to enable the Recreation Department to expand and add several new supervised programs and the necessary personnel to staff these programs. As this was the only request from this department for Capitol East, one of the most deficient in recreation space in the city, we feel this is a very important part of their budget and should be restored.

Looking at the problems which the 101,000 citizens and 40,000 children of Capitol East face and the difficulty in gaining solution to them, we are quite frankly surprised by the District's request for $500,000 for a swimming pool and recreation center near Randall School in the well-endowed new Southwest, which has already cost the taxpayers $72 million. It is true, no doubt, as pointed out recently in an article in the Washington Post Potomac magazine, that such a pool will add greatly to lives of the 5,000 people who live in public housing in Southwest. Their 15,000 neighbors are already taken care of by the pools and facilities provided in the luxury development in the urban renewal projects. We believe that there should be a swimming pool easily available to all the people of Washington. But in all honesty, is it a wise move to favor already well-endowed areas and ignore so densely a populated and poorly endowed area like Capitol East.

SCHOOL SYSTEM

On education, we would like to state our support for the policy of the Superintendent of Schools in requesting all the money he feels necessary for the improvement of the Washington school system. We urge the Senate to reinstate all of the items cut from the School Department's 1966 budget by the House. One of the items which effects our community—the funds for acquisition of land for an addition to

Hine Junior High School—needs special mention. Suggestions have been made that instead of adding to Hine, another junior high school should be built further east and south. We feel this would be a great mistake, as it would establish a school which would start and probably remain completely segregated. A larger, improved, and centrally located Hine, on the other hand, could serve an area which would include restored, unrestored, and public housing and thus have a good chance to become an integrated school.

The subcommittee should take a hard look at the 28 schools in Capitol east—the area between the Capitol and the Anacostia River up to Benning Road and Florida Avenue.

By and large, these schools are sadly inadequate. Two-thirds of the buildings are more than half a century old. Peabody School, with its top floor condemned, has only 15 years to go until its centennial celebration. And the insides of the schools are often as bad as their age would lead one to expect. Lenox Avenue is considered the worst school building in the entire District. In the winter the children have had to wear their coats inside to keep warm. Happily, a start has been made in replacing these inadequate buildings and we ask you gentlemen for our children's sake and the sake of all the 40,000 children in Capitol east that the pace be accelerated.

Thank you for your attention.

Senator BYRD. Thank you.

STATEMENT OF PETER S. CRAIG, CHAIRMAN, ROADS SUBCOMMITTEE

CAPITAL OUTLAY BUDGET REQUESTS

Senator BYRD. Mr. Craig.

Mr. CRAIG. Senator Byrd, thank you very much.

With your permission, I would just like to read the top two pages and have the balance of the materials put in the record.

Senator BYRD. Very well.

Mr. CRAIG. The Committee of 100 on the Federal City respectfully requests that appropriations for capital outlay, payable by the highway fund, be reduced from $9,130,000 to $5,400,000.

This recommendation contemplates restoration of two projects, deleted by the House, and the elimination of five projects which, as has just been confirmed by the Comptroller General, have no legal authorization.

The two projects we urge be restored are the Ninth Street Expressway ($550,000 in the District of Columbia funds) and the extension of Southern Avenue ($50,000 in the District of Columbia funds).

HIGHWAY PROJECTS REQUESTED DELETED FROM BILL

The five projects we urge be deleted are the Potomac River Freeway extension, the north leg (both west and center sections), the center leg and the North Central-Northeast Freeway.

According to the hearings before Congressman Natcher's committee, these five projects contemplate the allocation of $43,300,000 (10 percent in the District of Columbia appropriations and 90 percent in

Federal aid), of which $42 million would be for condemnation of property.

This $42 million to be spent for the destruction of homes, churches, businesses and industry, would be more than the total amount of all capital outlay by the general fund and sanitary fund for schools, recreation, health, welfare, sewers, and so forth. In other words, the capital outlay budget before you proposes to spend more for destruction of the city than for all public construction projects combined.

In 5 minutes, I will be able to touch upon only one of the many reasons why these five projects should be deleted; and that is their illegality. I would, however, appreciate the opportunity to supplement this statement with a statement dated March 26 which does review several other objections to these projects, including their total lack of public support, their lack of planning justification, and the inability of the District to finance them.

TOTAL ANARCHY IN DISTRICT HIGHWAY PLANNING

Over the past several years, District highway planning has descended to a state of total anarchy. The two agencies assigned this planning task by Congress—the National Capitol Planning Commission and the National Capital Transportation Agency—have virtually abdicated their authority to the District of Columbia Highway Department. Lacking any home rule, our District Commissioners act as if they don't care what their own citizens want—they have not bothered to even attend their own "public hearings" on proposed freeways for over a year and a half. Neither does it perturb the District Commissioners that the freeways being planning by top District of Columbia Highway Department officials (none of whom even live in the District) are totally beyond the limited authority given by the District Commissioners by Congress. The official position has been that if the Bureau of Public Roads approves a freeway proposed by the District Highway Department, this is "tantamount" to congressional approval and the law as enacted by Congress may be ignored.

COMPTROLLER GENERAL OPINION

This legal assumption has now been knocked into a cocked hat. On April 26, 1965, the Comptroller General of the United States issued an opinion (B–156541) holding that approval of District highway plans by the Secretary of Commerce (Bureau of Public Roads) cannot properly be construed as an approval on behalf of the Congress.

His opinion states:

> Congress by including the District within the framework of the Federal-aid highway laws, may not be said to have abdicated its role in the conduct of the local aspects of the District's highway problems. Authority of the Commissioners of the District of Columbia concerning highways, streets, and bridges is contained in title 7 of the District of Columbia Code. * * * It does not seem reasonable to construe the authority granted to the Secretary of Commerce to participate with the District as an abandonment to the Secretary and the Commissioners by the Congress of its control and concern over the District highway matters.

It is therefore clear, beyond any doubt, that the authority of the District Commissioners to build these freeways cannot arise from such "deals" as may be arranged between the District Highway Department and the Bureau of Public Roads. Instead, such authority, if it exists, must be found in title 7 of the District of Columbia Code.

DISTRICT OF COLUMBIA CODE REQUIREMENTS

District highway law, as enacted by Congress, authorizes the Commissioners to add new highways to the permanent system of highways only after prescribed notice, only after a public hearing, only with the approval of the National Capital Planning Commission, and only if such new highways do not exceed 160 feet in width.

The five freeway projects to which we take exception violate each of these limitations. The Commisisoners have not held the prescribed hearing with the prescribed notice; none of the projects has been duly approved by the National Capital Planning Commisison. And all five projects involve rights-of-way far in excess of that which District officials may lawfully adopt. In short, they are totally lacking in legal authorization.

If the District Commissioners are of the opinion that any of these five projects have theoretical justification, it is incumbent upon them to submit their proposed legislation to the Senate and House District Committees and obtain the necessary legislative authority before they come to this committee asking for appropriations. Accordingly, their present requests should be denied.

Thank you, very much.

Senator BYRD. Thank you, Mr. Craig.

(The prepared statement of Mr. Craig follows:)

District of Columbia Highway Department estimates of destructive effect of 5 freeway projects in fiscal year 1966 budget

Project	Lanes	Prevailing width of rights-of-way (see note)	Acres taken	Park and public land (acres)	Persons displaced	
					Residence	Employees
		Feet				
Potomac River freeway extension	12	175–300	50	36	46	400
North leg, west section	8	225–270	34	1	3,546	?
North leg, center section	10	300–550	55	1	4,000	?
Center leg freeway	8	200–350	20	2	1,690	?
North central-northeast freeway	10	250–500	146	27	2,194	2,500
Total			305	67	11,464	?

NOTE.—Under the laws applicable to District highways, the permanent system of highways may be changed by the District Commissioners only after public hearing and with the approval of the National Capital Planning Commission (which has not approved any of the 5 above projects). Furthermore, the rights-of-way of such highways "shall not in any case be less than 90 feet nor more than 160 feet wide." District of Columbia Code, title 7, secs. 108–122.

Source: District of Columbia Highway Department.

District of Columbia—Capital outlay, fiscal year 1966 (as proposed in appropriations bill passed by House of Representatives)

	Total appropriation	Site acquisition
Repayment Federal obligations	$986,800	
Public schools	16,487,000	$5,772,000
Public Library	1,427,500	
Recreation Department	1,065,000	
Police Department	230,700	197,700
Fire Department	321,000	
Department of Public Health	1,240,000	
Department of Corrections	1,135,000	
Department of Public Welfare	4,547,400	
Department of Buildings and Grounds	683,000	
Department of Highways (electrical)	602,000	
General fund	28,725,400	5,969,700
Department of Sanitary Engineering	12,546,500	
Rapid Transit	0	
Motor Vehicle Parking Agency	120,000	
Highway Construction [1]	57,425,000	42,100,000
Highway Fund	57,545,000	42,100,000
Total, all funds	98,816,900	48,069,700

[1]Detail reflected below.

Highway Fund—Fiscal year 1966 capital outlay (as proposed in appropriations bill passed by House of Representatives)

[In thousands of dollars]

Project number	Project	Plans	Site	Construction	Total	Federal	District of Columbia
28-1	Street improvements	325	100	3,275	3,700		3,700
28-3	Highway planning, surveys	1,105			1,105	705	400
28-7	Potomac Freeway (31st St. to Three Sisters Bridge)		16,000		16,000	14,400	1,600
28-8	North leg, west section	1,100			1,100	990	110
28-9	North leg, center section		12,000		12,000	10,800	1,200
28-21	Interchange "C"			5,000	5,000	4,500	500
28-22	Center leg		9,000		9,000	8,100	900
28-27	H St. viaduct			20	20		20
28-54	North central-northeast freeway	200	5,000		5,200	4,680	520
28-55	South leg			4,000	4,000	3,970	30
28-73	14th Street Tunnel under Mall	300			300	150	150
	Total	3,030	42,100	12,295	57,425	48,295	9,130

Source: House report, p. 24. (6th col.); House hearings, pp. 49–50 (cols. 1–3); p. 907 (col. 5).

STATEMENT OF COMMITTEE OF ONE HUNDRED ON THE FEDERAL CITY ON 6-YEAR PUBLIC WORKS PLAN—TRANSPORTATION

My name is Peter Craig. I am chairman of the roads subcommittee of the Committee of One Hundred on the Federal City and a member of the transportation subcommittee. Adm. Neill Phillips chairman of the Committee of One Hundred, has asked me to present this group's position to the Board of District Commissioners on the transportation aspects of long-range planning for public works.

There perhaps is no other phase of planning on which the Committee of One Hundred has devoted more thorough study and evaluation than transportation—both from the standpoint of indicated needs for the user and from he standpoint of preserving and developing a Federal City that the whole Nation, including particularly Washington's own citizens, can be proud.

Forty years ago, in the infancy of the Committee of One Hundred, those transportation needs were principally highways. Memorial Bridge, Rock Creek Parkway, the development of Independence and Constitution Avenues and 16th Street

were notable examples of projects that the Committee of One Hundred worked to promote.

Today, however, Washington's needs have vastly changed. We may have reached—perhaps even surpassed—the amount of space that safely can be devoted to the movement and storage of motor vehicles, without endangering the health, beauty, economic vitality and livability of our Nation's Capital.

Few, if any, major American cities have such an unbalanced transportation system as Washington today. Despite our large central city employment, a situation favorable to high transit usage, only 35 percent of the rush-hour commuters to downtown Washington use public transit; two out of three drive all the way by private automobile, usually one person to a car. This 35 percent transit usage compares with over 70 percent in both Boston and Philadelphia, 85 percent in Chicago, 90 percent in New York, and 95 percent in London.

Through the historical accident of L'Enfant's original wide avenues and the spendthrift highway building policy that has prevailed from the days of Boss Shepherd to the present time, 30 percent of Washington's land area of only 40,000 acres is now devoted to highways. No other city can match this questionable record. Because another 35 percent of our land is devoted to government, park, and other tax-exempt uses, only 14,000 acres or 35 percent of our land is in taxable residential, commercial or industrial use—and this tax base, smaller than any other large American city, is being nibbled away at the rate of 100 acres each year—mostly for more highways.

Although the District's citywide employment is only one-seventh of the employment of Manhattan, more autos stream into our city at the rush hour than into Manhattan. For only a fraction of New York's commuters, we have today more bridge and highway capacity leading to the central city and twice as many parking spaces per acre in the central city. Within the central business district, fully 60 percent of the land area is devoted to the movement and storage of motor vehicles. Census figures show us that between 1940 and 1960, one-third of our Federal City population (100,000) was displaced, in the same period our population of parked cars in central Washington tripled. Our traffic accident record is now one of the worst in the country; our smog is reported to be second only to that of Los Angeles.

In fact of such facts, the citizens of Washington—in a rare illustration of unanimity—have voiced their feelings time and time again for two propositions: First, let us build a rapid transit system; second, let us stop—or at least harness—this senseless, unexplained, unjustified, and uneconomic expansion of our highway inventory. They see, as the nonresident "experts" who run the Highway Department refuse to see, that the problem of too many cars is not solved by providing more space for cars.

This is not, as some highway advocates would believe, a quixotic, emotional, negativistic antihighway approach. We have a highway system—one of the best in the Nation. It is, however, a candid recognition of the city's limited land and financial resources and its inability to meet critical rush-hour needs by private transportation.

Washington desperately needs to balance its transportation system, and such balancing is not to be achieved by the District's present expanded highway program which proposes new radial highway capacity sufficient, in addition to existing arterials, to accommodate all increased rush-hour commuters from the suburbs to Washington by automobiles alone.

To illustrate: From the Montgomery County line into Washington, there are today 22 arterial highways having at least 86 total lanes, at least 33 of which are available for through inbound traffic at the morning rush hours. By current projections, the population of Montgomery County is expected to grow by 300,000 in the next 20 years with a corresponding growth in peak hour commuters of about 13,000 person-trips—both figures comparable to the growth during the past two decades.

With 2 rapid transit lines planned to the mostly densely populated areas of Montgomery County, capable of handling at least 40,000 peak-hour commuters, is there any reason why we need more highway capacity than our present 33 inbound lanes? If so, none of the District's highway planners who seek to spend District revenue to destroy District homes has bothered to try to explain why. We have asked them to do so and they have refused.

The 6-year plan before you proposes to add 11 more inbound highway lanes from Montgomery County capable of accommodating 16,400 more inbound motor vehicles at the peak hour: 6 inbound lanes on the proposed North Central Free-

way, 2 inbound lanes on the Palisades Parkway being built by the Park Service, and at least 1 more inbound lane on 3 streets that would be widened—Blair Road, 16th Street, and Oregon Avenue. Please note: capacity for 16,400 more cars within the next 6 years, although a reasonable expectation of increased person-trips in the next 20 years is only 13,000.

And where would 16,400 more vehicles per hour be put, except on more freeways, more widened streets, and more offstreet parking within the city?

The aspirations of the highway planners seem to know no bounds.

On the eve of World War II, the total long-range plan for major highway improvements contemplated by the District of Columbia Highway Department totaled less than $50 million, using fiscal 1939 as a base year. By 10 years ago, this price tag had jumped to $184 million. Five years ago, on the eve of the creation of the NCTA, it had already reached $558 million. Since that time, the program has continued to grow at the rate of over $80 million per year so that today it is $961 million. Including projects built or planned by the Park Service, it would exceed $1 billion.

Five years ago, without any plans for rapid transit, the District of Columbia Highway Department deemed the expenditure of $558 million, including $355 million for "interstate" freeways, an adequate program to meet foreseeable future needs. Why, now that we are committed to a balanced transportation system with subways, is it necessary to virtually double major capital outlay for highways?

Five years ago, it had been decided—not once, but several times—the Route 70–S would terminate at the beltway and that the only expressway link from Montgomery County to central Washington would be via the Palisades Parkway. Since then the highway planners have added a 10-lane North Central Freeway.

Five years ago, Commissioner Welling stated at the groundbreaking for Theodore Roosevelt Bridge that future engineer commissioners would not have to worry about building more Potomac River bridges; this was the "last one." Since then the highway planners have added plans for 2 new bridges with 10 more lanes.

Five years ago, the freeway system from northern Prince Georges County to Washington was virtually "finished"—the six-lane Kenilworth Freeway was completed; the Baltimore-Washington Expressway was completed and was soon to be widened to six lanes as it entered Washington. Since then, the highway planners have added 2 new "interstate" freeway proposals from northern Prince Georges with another 12 lanes.

This clearly, is not "planning," balanced or otherwise.

What, then, should be done?

First, of course, is rapid transit at the earliest possible time. We are already 25 years late starting—25 years which have witnessed a steady deterioration in both transit service and transit patronage; the program now being submitted to Congress by the NCTA is only one-half of what is needed. But it is at least a start. The Committee of 100 heartily endorses it.

Second, we need a complete reappraisal of the highway program—a reappraisal such as President Kennedy directed in May of 1963 and which still has to be started. Just as war is too important to leave to the generals, so, too, highways are too important to leave to the highway builders. Competent, objective appraisal is required by persons sensitive to Washington's overall problems. The necessary skills and the necessary objectivity are not to be found in the highway departments.

The Committee of One Hundred's own affirmative recommendations are contained in the resolution and report adopted at its February meeting. This resolution, approved unanimously by the membership of the Committee of One Hundred after extensive subcommittee study and open discussion, had four parts:

I

First, the Committee of One Hundred approved a report of the roads subcommittee entitled, "A Proposal for Balancing Washington's Highway Fund Budget," a copy of which is appended to this statement.

The specific recommendations of this report are to delete each of the freeways not recommended by the NCTA. Experience since the NCTA's 1962 report demonstrates that, instead of underestimating future vehicular traffic as its

critics claimed, the NCTA substantially overestimated traffic growth. Its findings therefore appear to be conclusive on the total lack of need for the following:

Proposed Three Sisters Bridge and approaches (I–266);
Proposed third 14th Street Bridge (I–95);
Proposed East Leg Freeway (I–295);
Proposed North Leg-East Section (I–295);
Proposed North Leg-West Section (I–663;
Proposed Missouri Avenue Expressway.

Other new freeway proposals recommended by NCTA require careful restudy in the light of current indications of far lesser future need and the urgent necessity to preserve Washington's limited land resources. These projects include—

Center Leg; instead of the 8-lane open trench being proposed, study should be given to a 6-lane tunnel freeway beneath existing north-south streets;

North Leg-Center section; instead of the 10-lane open trench being planned today, a more moderate tunneled freeway should be studied;

North Central-Northeast Freeway; present plans are clearly unacceptable; a 4- and 6-lane alternative should be studied, designed for maximum conservation of urban values. If this is found justified, a 4-lane freeway connector should be built to Kenilworth freeway with interstate financing to bypass as much traffic as possible from the central city area.

Another freeway, already completed, should be restored to the Interstate System; namely, the Kenilworth-Anacostia Freeway from the 11th Street Bridge to the Maryland-District of Columbia line.

A number of destructive and totally unjustified street widenings must also be deleted. Aside from the Missouri Avenue expressway, these include the proposed widening of Massachusetts Avenue, 16th Street, Oregon Avenue and Blair Road, Northwest; Michigan Avenue, South Dakota Avenue, 12th Street and 13th Street, Northeast; and South Capitol Street.

The Committee of One Hundred considers these the minimum surgical steps necessary to place the District's highway program in proper balance. Various other proposed projects should proceed—completion of the Southeast Freeway to the 11th Street Bridge and construction of the south leg so as to provide a continuous freeway belt from the central Potomac River bridges on the west to the Anacostia-Kenilworth Freeway on the east. The proposed 14th Street and 9th Street Expressways beneath the Mall should also be completed and 15th Street removed across the Mall, as now planned. Renovation of the H Street and K Street viaducts should not be further postponed.

It should also be pointed out that all of the so-called freeway projects which are proposed for deletion have not been authorized by Congress. Under existing law, the authority of the District of Columbia Commissioners to build highways within the District is limited to highways with a right-of-way of 160 feet, the width of our major avenues. According to the most recent cost estimates of "interstate" freeways submitted to Congress, the "prevailing" right-of-way for the north leg-west section is 270 feet, for the north leg-center section 300–350 feet for the North Central-Northeast Freeway, over 300; for the east leg, 250 feet.

In addition, there is no legislative authority to build either Three Sisters Bridge or a third 14th Street Bridge. Public Law 79–516 (60 Stat. 566, July 16, 1946), as amended by Public Law 85–501 (72 Stat. 320, July 3, 1958), authorizes but two bridges at 14th Street, costing no more than $16 million. Both of these have been constructed; further legislation would be required for a third bridge. Similarly, although bills previously have been introduced in Congress to construct another bridge near Key Bridge, they have not been approved by either the House or Senate.

With the minimum modifications suggested, it is believed that the highway program could be completed without the necessity of any new highway legislation.

II

In the second part of its resolution, the Committee of One Hundred—

"Opposes any increase in Federal aid apportionments for interstate freeways in the District of Columbia and urges that the total amount spent on interstate freeways in the Nation's Capital be limited to $400 million."

Acting unilaterally and without even prior consultation with the responsible planning agencies, the District of Columbia Highway Department has more than

doubled the lane-miles and cost of so-called interstate freeways in Washington in the past 5 years.

This action is indefensible. No rational excuse exists for the proliferation of freeway mileage on the Interstate System that we have witnessed in the past 5 years. Why should three times as much be spent per capita in Washington for "interstate" freeways than elsewhere in the country—particularly when the citizens do not in the country—particularly when the citizens do not want them?

Our recommendations on this are contained in a letter that has been sent to Congress and which will also be submitted to the Commissioners at an early date.

It will be noted, however, that with the minimum modifications suggested here, Washington would come within this proposed $400 million ceiling for interstate freeways in Washington—saving many millions of dollars of Federal aid for use where it may be wanted and needed.

III

The third part of the Committee of One Hundred resolution—"reaffirms its opposition to any increase in the borrowing authority of the District of Columbia highway fund."

Last year you sought legislation that would increase the borrowing authority of the highway fund from $50 to $85 million. The citizens opposed that request; it died in committee. We are committed to oppose it again if it is introduced.

We ask that you recognize the sentiment of your own citizens and your own taxpayers. You may not be elected, but you owe the same duty to be responsive to the people's views. They oppose any increased borrowing authority for several, very cogent reasons:

First, it is not necessary. The poverty claims of the District Highway Department are the product of its own unrestrained spending. By recasting the highway construction program, as suggested today, ample funds would be available to complete the program without any increased borrowing. All that would be needed is a penny per gallon increase in gasoline taxes.

Second, it would be self-defeating. It is axiomatic that money should not be borrowed unless there is prospective income to repay the loan. In the case of the District's highway fund, it is admitted, by your own budget projections, that the principal and interest could not be repaid without leaving the highway fund insolvent.

This point has been analyzed in detail in studies we submitted to the House District Committee last year. We commend them to your analysis—indeed, we would recommend that you study the entire hearing record on H.R. 11022, if you have not already done so.

Third, and finally, the added borrowing is not wanted. The city has pressing needs for schools, recreation facilities, rapid transit—items to make the city more attractive and livable. The citizens simply do not want to borrow money for the dubious function of destroying their own homes, their own parks, their own schools for no purpose other than to make room for more cars coming from outside Washington. Why should our credit be pledged to help destroy our own city?

IV

In the fourth and last part of its resolution, the Committee of 100:

"Reaffirms its opposition to diversion of any park land to nonpark uses unless in each case replacement is made (at no cost to the Park Service) with new park land of suitable quality and equal extent; and further requests that the District Commissioners keep the Congress and the public continuously informed regarding the exact locations and acreages of park lands that have been lost due to highway construction."

One of the most appalling aspects of the highway construction we have witnessed to date has been the high toll to our limited park and recreation resources. One of the most illuminating pieces of testimony on highways in the recent budget hearings before the Natcher committee was the statement of Milo Christiansen. He pointed out that in the last decade, we in the District lost 293 acres of park and recreation space:

In East Potomac Park, we lost 20 acres for the 14th Street Bridge and Southwest Freeway approaches, with a net loss of 20 tennis courts;

In West Potomac Park, the approaches to Theodore Roosevelt Bridge took 21 acres, including two softball diamonds, one baseball diamond, and one soccer field.

The Stadium and the East Capital Street Bridge took 110 acres, including five softball and baseball diamonds, and other planned recreation sites.

In Anacostia Park, on the east side of the river, the Anacostia Freeway took 140 acres, including the loss of four softball diamonds, two baseball diamonds, two handball courts, one football field, one volleyball court, one miniature golf course, and a nine-hole golf course.

Last year, the Highway Department solemnly informed the House District Committee that this would be different in the future—that hereafter, park and recreation space would be replaced.

We find, once more, that these are but empty promises. Mr. Christiansen's testimony points out that 2 acres have also been lost in Garfield Park by construction of the Southeast Freeway, including the loss of a children's wading pool, tennis courts, sports fields, etc., with no replacement. We further find that the most recent cost estimates for interstate freeways show that the Highway Department expects to take hundreds of more acres of parkland along the west side of the Anacostia River, from Lamond playground, from Glover Archbold Park, from the C. & O. Canal Reservation without the payment of a single cent for either the right-of-way or the replacement of the parkland destroyed.

Primarily, we believe these parklands should not be destroyed. They are vital to a livable city; they are our heritage and one our children should likewise enjoy. By the recommendations we make today, most, if not all, of these park losses would be avoided.

But, where there is a highway or expressway that is clearly essential, that has a consensus of community support, we insist that it is just as important to find new park and recreation facilities to replace those destroyed as it is to find new homes for those destroyed. A city with one, and without the other, is no city.

CONCLUSION

Our plea is that you look beyond the next 6 years. Washington will be here far longer than that. We must also think of 60 years hence; even 600 years hence.

If you do, the most obvious fact is that we can no longer afford the reckless waste of horizontal separation of traffic. We must insist on vertical separation of traffic.

We have traffic problems today; we will always have traffic problems as long as Washington is a city. But the traffic arteries must be submerged below the sphere of living just as we long ago submerged our sewers and other utilities. Our present extravagance of devoting as much of Washington's surface to transportation as we do for living must end. That is what all of the world's leading architects counsel—Mumford, Doxiadis, and Gruen, just to name three of the most prominent. They recognize that cities must be planned for the ages—not for next years' profits at General Motors.

A century ago, Washington was being recklessly torn asunder by railroads crisscrossing the Mall, our parks, and residential areas. Thanks to the McMillan Commission, we woke up to this threat and did something about it. The present rapid transit plan recognizes the need for vertical separation, and proposes a subway.

Con you imagine building a G Street subway in an open trench through downtown? Is the proposed center leg freeway any less ridiculous?

There is a school of engineering, headed by Robert Moses and including most of the itinerant engineers who have run planning at the District Building, that clings tenaciously to the theory that this is an "age of auto-mobility" and that cities must be reshaped around the movement and storage of hordes of private cars—isolated ghettos for living or working surrounded by asphalt parking lots and concrete cloverleafs.

This is, we believe, neither desirable nor necessary. Transportation is a utility which must serve a city, not destroy it. Lewis Mumford was being more than just whimsical when he advised, "Foreget the damn cars—plan your city for friends and lovers."

We now find that we can do just that. As Victor Gruen has so ably pointed out in his recent book, "The Heart of Our Cities," the health and vitality of a central city is dependent upon finding better, more efficient means for travel than the private automobile—subways, minibuses, and, indeed, our own two feet.

The technology exists today to improve our transportation and, at the same time, to reduce, not increase, the surface space wasted for the movement and storage of cars. That is the direction in which Washington must now move. We must plan our city for people, not machines.

PROPOSAL FOR BALANCING WASHINGTON'S HIGHWAY FUND BUDGET

Prompt remedial action is required if the District's highway construction program is to be completed without both bankrupting the District's highway fund and destroying the city.

Since fiscal year 1939 $509 million has been appropriated for major highway improvements to be constructed by the District of Columbia Highway Department to help complete a program that, as recently as 10 years ago, was estimated to cost $184 million. The total price tag has now climbed to $961 million—over 5 times as much as a decade ago when, unlike today, there were no plans for a subway system. New projects have been added faster than old ones have been completed with the result that the District is now $542 million short of the appropriations needed to complete its program:

Major highway improvement program

[In millions of dollars]

	Appropriated	Proposed	Total
Jan. 1, 1947	24.9	48.8	73.7
Jan. 1, 1955	88.9	95.0	183.9
Jan. 1, 1960	258.4	300.0	558.4
Jan. 1, 1961	298.4	362.3	660.7
Jan. 1, 1964	434.3	400.2	834.5
Jan. 1, 1965	509.0	452.3	961.3

District of Columbia highway fund cannot pay for its share of costs of such an ambitious program. District's share of proposed program ($82.8 million) plus street maintenance requirements for the next 6 fiscal years ($22.2 million) means that $105 million must be raised to complete the current program. Only $12.6 million is available to pay for it:

Estimated District of Columbia highway fund revenue fiscal year 1966–71 less operating expenses	$8,000,000
District of Columbia highway fund surplus	743,000
Unused borrowing authority	3,912,000
Total	12,655,000

Proposed gasoline tax increase of 1 cent per gallon would add $2 million annual revenue—$12 million over next 6 years—but still leave an $80,340,000 deficit.

Proposal to increase borrowing authority (now $50,250,000) by another $35 million would be no solution, as there would be no prospect that the District of Columbia highway fund could repay it. It would add $2,060,000 annual debt service requirements to the year 2000, involving a total repayment of $61.8 million, including interest.

Logical way out of current dilemma is to reduce long-range highway program by one-third (to about $640 million), building only those projects that are clearly essential and have some consensus of community support. This can be done without more borrowing, without jeopardizing completion of an interstate freeway system, and without destroying the city in the process. Furthermore, it would be more consistent with the requirements of a balanced transportation system.

Excessive freeway proposals must be deleted, including—

1. Three Sisters Bridge and Potomac Freeway west of Key Bridge.
2. Third 14th Street Bridge.
3. East leg freeway.
4. North leg—east section freeway.
5. North leg—west section freeway.
6. Missouri Avenue Expressway.

This would save $25 million in District of Columbia funds. None of foregoing freeways were found required by National Capital Transportation Agency's 1962 study, which presupposed substantially greater growth in motor vehicle travel than in fact is materializing.

Other freeways recommended by National Capital Transportation Agency require careful restudy, in the light of current indications of lesser need and urgent necessity to preserve Washington's limited land resources:

7. Center leg and north leg—center section: Study 6 or 8 lane tunneling beneath existing streets in lieu of current plans for 8 or 10 lane open trenches.
8. North Central-Northeast Freeway: Study 4 and 6 lane alternative, designated for maximum conservation of urban values, instead of current proposal for 10 lane swath.
9. Fort Drive Expressway: If scaled down North Central Freeway found justified, build four-lane connector to Kenilworth Freeway with interstatae financing; otherwise, drop entirely.

These further steps would save $32 million or more in District of Columbia funds.

Kenilworth-Anacosta Freeway, originally planned as part of Interstate System, should be restored to 90 percent Federal aid financing, a step which is made possible if east leg is deleted. Saving: $12 million in District of Columbia funds.

Destructive and unjustified street widenings must also be deleted: Massachusetts Avenue, 16th Street, Oregon Avenue, and Blair Road NW.; Michigan Avenue, South Dakota Avenue, 12th Street and 13th Street NE.; South Capitol Street. Saving: $8 million in District of Columbia funds.

Total highway fund savings: At least $77 million. With necessary increase in gasoline tax, this would leave only $3 million more that needs to be pared to balance the highway fund budget.

Other savings: Homes of at least 15,000 District residents; private property valued at $180 million; the Potomac River gorge above Key Bridge; numerous parks, schools, historical monuments; millions of dollars of annual property, sales, and income taxes for the general fund that would otherwise be lost.

(Approved by unanimous vote at February 1 meeting, Committee of 100 on the Federal City.)

Major highway improvement program, fiscal years 1966–71, District of Columbia Highway Department proposal

	Planning and engineering	Rights-of-way	Contracted	Total	District of Columbia	Appropriated	Requested
Interstate:							
Potomac River Freeway	1,293	25,442	30,286	57,021	7,398	4,498	2,900
North leg—west section	2,070	41,000	41,000	84,070	8,407	597	7,810
North leg—central section	2,000	26,800	25,000	53,800	5,380	980	4,400
East leg	1,765	16,000	35,000	52,765	5,276	1,476	3,800
Interchange "C"	763	6,166	14,730	21,659	2,460	1,490	970
Center leg	1,840	25,150	46,500	73,490	7,349	2,849	4,500
3 Sisters Bridge	300	0	6,100	6,400	640	580	60
North Central Freeway	1,700	36,530	37,000	75,230	7,523	1,203	6,320
South leg	442	0	32,000	32,442	30	0	30
North leg—east section	1,270	22,960	10,000	34,230	3,423	423	3,000
3d 14th Street Bridge	300	0	9,100	9,400	940	30	910
Subtotal	13,743	200,048	286,716	500,507	48,826	14,126	34,700
Already funded:							
Roosevelt Bridge	1,526	3,856	20,464	25,846	2,166	2,166	0
Southwest Freeway	1,548	6,326	30,913	38,787	3,282	3,282	0
2d 14th Street Bridge	818	0	5,182	6,000	600	600	0
Southeast Freeway	601	2,164	8,428	11,193	1,119	1,119	0
11th Street Anacostia Bridge [1]	1,285	1,137	9,803	12,225	3,548	3,548	0
Anacostia Freeway [1]	1,078	3,083	34,992	39,153	11,412	11,412	0
Kenilworth Freeway [1]	0	1,254	5,487	6,741	3,936	3,936	0
Subtotal	6,856	17,820	115,269	139,945	26,063	26,063	0
A–B–C and other:							
Street improvements	0	600	21,600	22,200	22,200	0	22,200
Highway planning surveys	6,810	0	0	6,810	2,400	0	2,400
Missouri Avenue Freeway	200	1,000	3,200	4,400	2,200	1,800	400
9th Street Expressway	100	0	8,000	8,100	3,800	3,250	550
12th and 13th Sts. NE	35	300	785	1,120	578	0	578
12th and 13th Sts. (Rhode Island to Michigan)	10	0	911	921	481	481	0
Fort Drive Freeway	1,000	11,000	50,000	62,000	31,000	0	31,000
Michigan Ave. NE	80	0	1,600	1,680	570	0	570
H St. viaduct	300	0	5,020	5,322	20	0	20
11th St. NW	40	0	630	670	350	0	350
Massachusetts Ave. NW	100	0	1,740	1,840	960	0	960
Portland St. SE	20	0	570	590	310	0	310
Massachusetts Ave. NE	30	0	800	830	415	0	415
16th St. NW	230	0	4,650	4,880	2,655	0	2,655
Lanham Tree Nursery Bldg	20	0	260	280	280	0	280
Minnesota Ave. NE	35	220	850	1,105	577	57	520
South Dakota Ave. NE	20	0	370	390	205	0	205
South Capitol St	90	0	1,950	2,040	1,065	0	1,065
14th St. NW	60	0	1,170	1,230	635	290	345
K St. viaduct	75	0	1,500	1,575	50	0	50
Randle Circle SE	10	0	130	140	75	0	75
Southern Ave. SE	200	90	4,310	4,600	2,395	0	2,395
Arizona Ave. NW	10	0	230	140	125	0	125
14th Street Mall Tunnel	300	0	5,700	6,000	1,150	0	1,150
Blair Road NW	30	540	660	1,230	630	0	630
Oregon Ave. NW	50	120	1,255	1,425	1,047	0	1,047
Grand total	9,857	13,870	117,891	141,618	76,173	5,878	70,295

[1] Originally a part of the Interstate System; now A–B–C, from 11th Street Bridge to Eastern Ave.

Summary of expansion of District of Columbia highway program (major projects only, 1955–65

[In thousands of dollars]

Year added		Jan. 1, 1955	Jan. 1, 1960	Jan. 1, 1965
	Total estimated cost	$183,900	$558,400	$961,300
	Right-of-way condemnation	5,326	82,219	238,434
	By project (completion date):			
1941	South Capitol Street Bridge (1950)	[1] 44	[1] 44	[1] 44
1941	Northbound 14th Street Bridge (1950)	[1] 166	[1] 166	[1] 166
1950	East Capitol Street Bridge (1955)	[1] 1,692	[1] 1,692	[1] 1,692
1952	Kenilworth Freeway (1958)	750	[1] 1,254	[1] 1,254
1952	Irving St. crosstown route (1960)	0	[1] 646	[1] 646
1952	Southwest Freeway (1963)	800	8,250	[1] 6,908
1952	Sherman-New Hampshire Aves., widening (1959)	0	[1] 165	[1] 165
1952	Roosevelt Bridge (1964)	0	3,600	[1] 3,856
1952	Rhode Island Ave., widening (1961)	0	170	[1] 136
1952	Michigan Ave., widening	0	200	0
1952	Florida Ave., widening (note A)	1,524	----------	----------
1952	Pennsylvania and Minnesota Aves. SE. (note B)	350	----------	----------
1955	Anacostia Freeway (1964)	----------	4,710	[1] 3,083
1956	11th Street Bridge SE	----------	1,200	1,287
1956	Interchange C	----------	5,100	6,166
1956	Southeast Freeway	----------	2,183	2,164
1956	East leg, 11th St. (note C)	----------	5,096	----------
1956	South Capitol St. under M St. (1961)	----------	458	[1] 458
1957	Southeast Freeway extension (note C)	----------	2,250	----------
1958	E Street Expressway	----------	400	3,237
1958	Potomac Freeway (note D)	----------	6,270	25,442
1958	Center leg freeway	----------	14,945	25,150
1958	North leg, center section	----------	----------	26,800
1958	Bladensburg Rd., widening (1960)	----------	[1] 20	[1] 20
1958	Missouri Ave. under Georgia (note E)	----------	300	----------
1959	North leg, west section	----------	11,800	41,000
1959	Benning Road Freeway (note C)	----------	11,000	----------
1959	12th and 13th Sts. NE., widening	----------	100	300
1960	Missouri Avenue Expressway	----------	----------	1,000
1960	Fort Drive Expressway	----------	----------	11,000
1960	Minnesota Ave. NE., extension	----------	----------	220
1961	North-Central-Northeast Freeway	----------	----------	36,530
1962	East leg freeway (note C)	----------	----------	16,000
1963	North leg-east section	----------	----------	22,960
1963	Southern Ave., extension	----------	----------	90
1964	Blair Rd. widening	----------	----------	540
1964	Oregon Ave. widening	----------	----------	120

[1] Denotes project completed.

NOTES.—
A. Abandoned in favor of north leg, 1958.
B. Abandoned in favor of Anacostia Freeway, 1955.
C. Earlier projects abandoned with relocation of east leg to west bank of Anacostia River, 1962.
D. Terminated at Key Bridge under 1960 plan; current proposal includes Three Sisters Bridge approach and 12-lane highway west of Key Bridge in place of present Canal Rd.
E. Abandoned in favor of Missouri Avenue Expressway.

LETTER FROM GENERAL DUKE CONCERNING HIGHWAY PROGRAM

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
EXECUTIVE OFFICE,
Washington, D.C., May 10, 1965.

Hon. ROBERT C. BYRD,
Chairman, Senate Subcommittee on District of Columbia Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: Pursuant to the request of the Senate Subcommittee on District of Columbia Appropriations, the following paragraphs set forth my evaluation of the statement of the Committee of One Hundred on the Federal City on the highway fund appropriations for the District of Columbia for fiscal year 1966.

The subject document urges the deletion of funds for the Potomac River Freeway extension, the north leg, west and center sections, the center leg, and the North-Central Freeway; and the reinstatement of $550,000 in District funds for the Ninth Street Expressway and $50,000 in District funds for Southern Avenue.

In effect, such a change would serve to seriously delay high priority projects for which plans and specifications are either being prepared or for which plans and specifications will be initiated in the near future. In brief, the proposal would use up limited District funds on two projects with considerably lower priority.

In the fifth and sixth paragraphs of the statement, the inference is drawn that the $42 million to be spent for right-of-way acquisition on the five projects could somehow be transferred to the general fund for other purposes. Such is not the case. Ninety percent of this money is in the form of Federal aid, and if not used for the highway purpose stated, will not even be made available to the District. In this connection, I do not wish to depreciate in the slightest the great need for schools, playgrounds, or additional low-cost housing, but the matter at hand concerns highway funds. In good conscience, I could never subscribe to the Committee of One Hundred proposal to emasculate key projects in the basic interstate freeway network so essential to the growth and prosperity of the District of Columbia.

The Board of Commissioners recognizes the need to minimize the impact of displacement of individuals, churches, and businesses, and I think we have taken effective steps to face this responsibility. We are definitely increasing our efforts to reduce such displacements to a bare minimum by skillful highway design and by providing relocation assistance to those who are displaced, as is provided for in Public Law 88-629 (District of Columbia Relocation Act).

Insofar as the authority of the District government to proceed with highway projects is concerned, this matter was the subject of a letter to the Honorable John L. McMillan, chairman, Committee on the District of Columbia, U.S. House of Representatives, dated January 5, 1965, and is dealt with in that latter in an exhaustive manner. Enclosed is a copy for inclusion in the record (enclosure No. 1).

A subsequent Comptroller General's opinion dated April 26, 1965 (B-156541), which considered this matter, has been quoted in part by the Committee of One Hundred to develop its conclusion. Were I to select a quote from that same opinion, it would be as follows:

"Of course, as a practical matter, the Congress retains its control over the District's highway program through the appropriation process. And if moneys are appropriated for the District's share of a Federal-aid highway project there would not be any question as to the authority for executing the project. But as we understand your inquiry, it is directed toward the rather technical question of whether sufficient authority exists to support an appropriation request in the first instance. While for the reasons stated above, we believe it would be more appropriate for the Congress to enact legislation specifically authorizing appropriations to the District for such purpose, we express no opinion as to whether a proposed appropriation therefor in the absence of specific authorizing legislation would be proper under the rules of the House of Representatives which is a matter not within our jurisdiction."

For a full appreciation of the entire opinion, I have enclosed a copy (enclosure No. 2) for your evaluation.

If it is the desire of the Congress that the District change the present procedure, we of course will be most happy to do so. I would like to make it quite clear at this point that freeways and highways in the District of Columbia are far too important to be arranged by "deals" between the Highway Department and the Bureau of Public Roads. The Board of Commissioners has presented all major highway projects to the National Capital Planning Commission for review and recommendation, as well as to the public through the forum of a properly advertised public hearing conducted by the Board of Commissioners or by its duly appointed hearing officer.

The last point raised by the Committee of One Hundred concerns the right-of-way limitation of 160 feet width contained in the District Code, section 7-108, wherein certain widths are prescribed for the permanent District highway plan. This was a matter of concern a number of years ago, and it was reviewed in detail by District officials, including members of our corporation counsel's staff. A letter from the President, Board of Commissioners to the counsel of the Committee on the District of Columbia, U.S. House of Representatives, dated February 1, 1963, contains the conclusion that the 160-foot limitation established by the act of March 2, 1893, has, by later acts of Congress, been modified (enclosure 3).

The supplementary statement of the Committee of One Hundred, dated March 26, 1965, presents the basic point of view that Washington has an unbalanced transportation system. Since the Committee of One Hundred now opposes all

remaining elements of the Interstate System in the District of Columbia still in the planning stage, it would appear that the Committee of One Hundred's concept of balanced transportation would consist of a rail rapid transit system and existing streets, with no continuous interstate freeway network to serve the Nation's Capital.

In this connection, it should be pointed out that the Committee of One Hundred has also opposed a number of important arterial street improvements. For example, the Committee of One Hundred recently recommended against the improvement of South Dakota Avenue, Rhode Island Avenue to Bladensburg Road, even though this street is one of the worst bottlenecks in the city and has an excessively high record of accidents and deaths. Incidentally, that project was supported fully by our Planning Commission.

I must point out that the Committee of One Hundred, by resolution dated January 9, 1959 (enclosure 4), supported the west leg of the inner loop (now known as th north leg-west section of the inner loop), the Potomac River Freeway and the principle of the inner loop freeway system.

A generally accepted definition of balanced transportation is a system which matches transportation facilities to the demonstrated transportation needs of an urban area and provides an adequate level of service for all of the various differing transportation requirements. The District Commissioners have demonstrated their support of these principles by assuming that the complete transit program contained in the 1962 NCTA report would be in place and that the full transit ridership predicted by the NCTA would develop. The current highway system planned by the District represents the minimum essential freeway network required to handle that vehicular traffic remaining after all of the predicted transit riders have been subtracted from the total traffic demand. It is a highway system with minimum additional flexibility and capacity that needs a transit system of the magnitude proposed by the NCTA in its 1962 report. The Congress is now moving toward a start on the essential rail system.

In November 1963, a Policy Advisory Committee (PAC) established by the Board of Commissioners in cooperation with the White House, transmitted a written statement to the Board of Commissioners implicitly recognizing the need for an additional central Potomac River bridge by recommending a specific location for such a bridge. PAC also implicitly recognized the need for and validity of the inner loop by stating that "in the construction of the north leg as a part of the Interstate System, maximum consideration should be given to the concept of tunneling within the bounds of engineering feasibility to assure minimum disturbance during construction and to displacement and esthetic impact." This outstanding Committee, composed of the Regional Director, National Park Service; the Assistant Administrator, Transportation, Housing and Home Finance Agency; the Chairman of the National Capital Planning Commission; the Administrator of the National Capital Transportation Agency; the Chairman of the Commission of Fine Arts; the Federal Highway Administrator, and the Engineer Commissioner of the District of Columbia, represents the top policy officials of the public agencies concerned with transportation planning in the District of Columbia. Its recommendations have lent stature and support to the principle of balanced transportation planning that recognizes the importance of both highways and mass transit in meeting all of the transportation demands of the community.

The President, in his fiscal year 1966 budget message to the Congress on the District of Columbia, stated that, "The highway program has been coordinated with the proposed rapid transit program in order to achieve a balanced transportation system for the District and the Washington metropolitan area." There is general agreement among agencies responsible for transportation planning in the area on the need for a comprehensive coordinated transportation system that includes a comprehensive rail rapid transit system, greatly improved bus service utilizing freeways, and an efficient freeway network that will serve the essential vehicular needs of the community in terms of the movement of goods and the transportation of people who require the use of motor vehicles.

This comprehensive coordinated approach toward urban transportation problems is being used in many of the Nation's largest cities and has the support of the President, the Congress, and responsible experienced urban transportation planning organizations throughout the country.

The District of Columbia interstate estimate reflects the cost of freeway construction in an extensively developed central city. The two main elements in this cost are (1) the high cost of right-of-way, which averages about 40 percent of the total cost, and (2) the monumental character of the city which requires extensive use of tunnels and special esthetic consideration.

Interstate estimates from other States generally reflect data for the urbanized area which include lesser developed suburban areas. In order to make a valid comparison, we have developed data for the Washington urban area, which includes the urbanized areas of Maryland and Virginia, in comparison to other urban areas. The attached tabulation of data for 20 urban areas (enclosure No. 5) shows this comparison. You will note from the table that 9 of the 20 urban areas have more interstate mileage per capita than does Washington, and 5 have as much or more interstate mileage on an area basis. While we have not included in this table noninterstate mileage, a comparison of total freeway mileage, interstate and noninterstate, for the same cities, shows that 15 of the 20 cities would have more freeway mileage on a per capita basis, and 13 of the 20, more mileage on a per-square-mile basis.

With the rapidly increasing transportation demands being generated in the National Capital region, the fastest-growing urban area in the Nation, we can ill afford the time for continuing public controversy on the need for each element of the basic coordinated transportation plan of highways and mass transit facilities that has been developed. Rather, we believe we must address ourselves jointly to solving the problems of relocation and aesthetic design that are common to all forms of transportation. Community participation must now be directed toward constructive recommendations for implementing the total transportation system now planned in a manner that will provide maximum community benefit and service with a minimum of impact.

In conclusion, I appreciate the opportunity you have afforded us to comment on the Committee of One Hundred's statements, and if further clarification is desired, I will be happy to supply additional information.

With kindest regards,

Sincerely yours,

C. M. DUKE,
Brigadier General, U.S. Army, Engineer Commissioner.

ENCLOSURE NO. 1

JANUARY 5, 1965.

HON. JOHN L. MCMILLAN,
Chairman, Committee on the District of Columbia,
U.S. House of Representatives, Washington, D.C.

MY DEAR MR. MCMILLAN: You asked the Commissioners to submit individual bills and separate recommendations justifying items covering activities in the District government which at present are authorized only by appropriation acts. Subsequently, members of the staff of the committee and representatives of the Commissioners agreed that when the Commissioners determine that an item can be eliminated, a letter will be sent to the committee stating that separate authorizing legislation is not needed with respect to such item. This letter, relating to two items, is submitted in accordance with the agreement.

These two items are those which authorize the Commissioners to enter into contracts for Federal-aid projects, and to construct various kinds of highway projects. In draft legislation submitted to the 87th and 88th Congresses by the Commissioners, and introduced as S. 3638 and S. 1002, respectively, these items appeared in both bills as follows:

"SEC. 26. In connection with projects to be undertaken as Federal-aid projects under the provisions of the Federal Aid Highway Act of December 20, 1944, as amended, the Commissioners are authorized to enter into contract or contracts for those projects in such amounts as shall be approved by the Bureau of Public Roads, Department of Commerce.

"SEC. 27. The Commissioners are hereby authorized to construct grade-crossing elimination and other wholly District construction projects or those authorized under section 8 of the Act of June 16, 1936 (49 Stat. 1521), and section 1(b) of the Federal Aid Highway Act of 1938, as amended, in accordance with the provisions of said Acts, and capital outlay appropriations of the District may be used for payment to contractors and other expenses in connection with the expenses of surveys, design, construction, and inspection pending reimbursement to the District by the Bureau of Public Roads, Department of Commerce, or other parties participating in such projects, reimbursement to be credited to the appropriation from which payment was made."

The history of the first of the foregoing provisions (sec. 26) indicates that it was inserted in the 1947 Appropriation Act and subsequent appropriation acts to eliminate any doubt as to whether the District of Columbia was authorized

to enter into contracts for the construction of Federal-aid highway projects until after appropriations for such purpose had become available to the District. It appears that at the time the item was first inserted in an appropriation act, there was some belief that unless the District possessed authority to enter into contracts for the construction of highway projects, and to construct highway projects requiring the expenditure of funds in excess of the appropriated funds available to the District at the time such construction was undertaken, the District would be unable to utilize for highway construction the Federal-aid funds available to it. It further appears, however, that the insertion of this item was intended as a precaution to overcome possible doubt concerning the authority of the District of Columbia to enter into such contracts and engage in such construction, instead of being designed to overcome the effect of a statutory provision limiting the authority of the District in this respect.

The second of the above items (sec. 27) seems, according to its history, to have been inserted in the 1951 and subsequent appropriation acts for the purpose of supplementing section 26, and perhaps clarifying it. In explanation of the item, a representative of the District of Columbia made the following statement (appearing on p. 480 of the 1951 District of Columbia appropriation hearings, Senate):

"When [the District of Columbia] became eligible for Federal aid, which I think was in the appropriation of 1940, it became necessary to insert in our appropriation acts each year authority to undertake such work in connection with grade-crossings and their elimination at railroads. The intent of that authority as written at that time was to permit the District of Columbia, when the Commissioners deemed it advisable, to accept grants from the Federal Government under Federal Aid statute, for grade-crossing elimination, to construct a project, and to make payments to contractors pending reimbursement by the Bureau of Public Roads.

"I say that the language used at that time was intended to accomplish that purpose. It apparently was not altogether clear because during the past year there has been some doubt thrown upon it. This new language [section 27] which was developed in consultation with our budget office is intended to make the original purpose clear." [Bracketed language added.]

Accordingly, both section 26 and section 27 appear to have been inserted primarily as a precaution to insure that the District of Columbia possessed authority to enter into agreements with the Bureau of Public Roads, and to enter into contracts for the construction of Federal-aid highway projects. The Commissioners, however, question that there was ever any real need for these items of precautionary legislation, in view of the fact that the time each was first inserted in the appropriation acts, section 1(b) of the Federal Aid Highway Act of 1938 (Public, No. 584, 75th Congress) provided that—

"Beginning with the fiscal year ending June 30, 1940, the District of Columbia shall be entitled to share in all sums herein or hereafter authorized and apportioned to the States, upon the same terms and conditions as any of the several States, and the District of Columbia shall be included in the calculations to determine the basis of apportionment of such funds: * * *."

The foregoing language of the 1938 Federal Aid Highway Act appears to authorize the District of Columbia to do all things necessary for it to participate in the Federal aid highway program.

Further, while the 1938 Federal Aid Highway Act was (except for sec. 4) superseded by the enactment into positive law of title 23 of the United States Code, "Highways," codifying the laws relating to highways, the Commissioners believe it of interest to note that in such codification the Congress restated the principle first expressed by it in the 1938 act; i.e., that the District of Columbia was to have authority to participate in the Federal-aid highway programs in like manner as the States. Senate Report 1928, accompanying S. 3953 of the 85th Congress (the language of which was substituted for that of H.R. 12776, enacted as title 23) states—

"The purpose of this bill is to revise, modify, clarify and enact into law title 23 of the United States Code.

"Revision, as distinguished from codification, means the substitution of plain language for awkward terms, reconciliation of conflicting laws, omission of superseded sections, and consolidation of similar provisions. *The purpose of this revision is not to change substantive law*, but to put that law in a form which will be more useful and understandable." [Emphasis supplied.]

According to the table showing distribution and placement in title 23 of sections of prior law, section 1(b) of the 1938 Federal Aid Highway Act was carried over into such title, partly in section 101(a) and partly in section 101(b).

Subsection (a) of section 101 of title 23, as amended, defines the term "State" as meaning "the 50 States, the District of Columbia, or Puerto Rico." Subsection (b) of such section in part provides that—

"It is hereby declared to be in the national interest to accelerate the construction of the Federal-aid highway systems, including the National System of Interstate and Defense Highways, * * *.

"It is hereby declared that the prompt and early completion of the National System of Interstate and Defense Highways * * * is essential to the national interest and is one of the most important objectives of this Act. It is the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the thirteen years' appropriations authorized for the purpose of expediting its construction, reconstruction or improvement * * * and that the entire System in all States be brought to simultaneous completion * * *."

Other sections of title 23 provide for the apportionment to the States (within which term the District of Columbia is included) of sums authorized to be appropriated for expenditure upon the Federal-aid systems; the approval of State programs of proposed projects for the utilization of the funds apportioned to such States; the submission of State surveys, plans, specifications, and estimates for each proposed project included in an approved program; and other provisions designed to carry forward the overall program established by the Congress.

Further, the Commissioners note that in section 105 of title 23, Congress has delegated to the Secretary of Commerce the function of approving State programs for proposed projects on the Federal aid highway systems. This, accordingly, means that the approval by the Secretary of Commerce of the District's program for projects on the Federal-aid systems is tantamount to the approval by the Congress of the District's program, and, in the view of the Commissioners, constitutes authority for the appropriation of funds to defray the District's share of the cost of Federal-aid system projects.

The Commissioners are of the view that by defining the term "State" in title 23 of the United States Code to include the District of Columbia, Congress intended to authorize the Commissioners to continue to do all things necessary to carry forward the construction of so much of the Federal-aid highway systems as are within the boundaries of the District. This authority, in the view of the Commissioners, embraces all actions authorized by or under the authority of title 23, including, without limitation, entering into agreements with the Bureau of Public Roads, Department of Commerce, and entering into contracts for the construction of Federal-aid highway projects the cost of which is to be paid in part from funds appropriated for the District of Columbia and in part from funds appropriated for the Bureau of Public Roads and apportioned to the District of Columbia in accordance with an agreement entered into between representatives of the Bureau of Public Roads and the District.

In the light of the foregoing, the Commissioners have concluded that present statutory language, as contained in title 23 of the United States Code, provides adequate authority for the District to enter into agreements with the Bureau of Public Roads, Department of Commerce, and to undertake the construction of Federal-aid highway projects to be paid for partly from funds appropriated for the District of Columbia and partly from funds apportioned to the District of Columbia under the authority of such title. Accordingly, the Commissioners believe it is not necessary to enact into permanent law any additional provision authorizing the District of Columbia to enter into such agreements or to undertake such construction.

Sincerely yours,

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

ENCLOSURE NO. 2

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., April 26, 1965.

B–156541.
Hon. JOHN L. MCMILLAN,
Chairman, Committee on the District of Columbia,
House of Representatives.

DEAR MR. CHAIRMAN: By letter of April 13, 1965, you requested our opinion as to the correctness of certain conclusions reached by the Board of Commissioners of the District of Columbia concerning the District's authority to participate in the Federal-aid highway program.

The Commissioner's opinion, as set forth in the Board President's letter of January 5, 1965, copies of which you enclosed with your letter, is that by virtue of the provisions of 23 U.S.C. 101 defining the District of Columbia as a "State within the compass of the Federal-aid highway laws, authority exists for the District to enter into agreements with the Bureau of Public Roads and to undertake the construction of Federal-aid highway projects to be paid for partly from District appropriated funds and partly from funds apportioned to the District under the Federal-aid highway laws. And as further support for its position, the Commissioners point out that in section 105 of title 23, United States Code, Congress has delegated to the Secretary of Commerce the function of approving State programs—including those of the District—for proposed projects on Federal-aid highway systems. Approval by the Secretary of the District's programs for projects on the Federal-aid systems is therefore suggested as being tantamount to approval by the Congress of the District's program thereby constituting authority for the appropriation of funds to defray the District's share of the costs involved.

We agree with the Commissioners that inclusion of the District of Columbia within the term "State" as used in Federal-aid highway legislation imports a clear congressional intention to authorize District participation in the program. However, we do not agree that such manifestation of general intent is necessarily sufficient in a technical sense to support appropriations for the District's share of the expenses involved in its participation. Nor do we believe that approval of a District highway plan by the Secretary of Commerce can properly be construed as an approval in behalf of the Congress for District highway purposes.

The District of Columbia is a municipal corporation whose authorities derive from the Congress of the United States. In acting in District matters, the Congress does not necessarily act in a "Federal" capacity. It is not anomalous to require specific authority on the one hand for an agency of the Federal Government to engage in program activities with the District and on the other hand to require equally specific authority for the District government to enter into its half of the program activities. The authority granted to the Secretary of Commerce merely constitutes authority for him to include the District in the overall scheme of the Federal-aid highway legislation. The Secretary's role is completely detached from the authorities of the District in submitting highway plans for the Secretary's approval. The special needs of the District are not within the purview of the Secretary's authority, and his approval of a District highway plan serves only to establish that it meets the requirements of the legislation under which such approval is given. The Congress, by including the District within the framework of the Federal-aid highway laws, may not be said to have abdicated its role in the conduct of the local aspects of the District's highway problems.

Authority of the Commissioners of the District of Columbia concerning highways, streets, and bridges is contained in title 7 of the District of Columbia Code. A perusal of title 7 shows that the Congress exercises relatively strict control over the authorizing of highway construction activities in the District. See for example 7–133, 134. It does not seem reasonable to construe the authority granted to the Secretary of Commerce to participate with the District as an abandonment to the Secretary and the Commissioners by the Congress of its control and concern over District highway matters.

Of course, as a practical matter, the Congress retains its control over the District's highway program through the appropriation process. And if moneys are appropriated for the District's share of a Federal-aid highway project there would not be any question as to the authority for executing the project. But as we understand your inquiry, it is directed toward the rather technical question of whether sufficient authority exists to support an appropriation request in the

first instance. While for the reasons stated above, we believe it would be more appropriate for the Congress to enact legislation specifically authorizing appropriations to the District for such purpose, we express no opinion as to whether a proposed appropriation therefor in the absence of specific authorizing legislation would be proper under the rules of the House of Representatives which is a matter not within our jurisdiction.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

ENCLOSURE NO. 3

OFFICE OF PLANNING AND PROGRAMING,
DEPARTMENT OF HIGHWAYS AND TRAFFIC,
February 1, 1963.

H. S. GARBER, Esq.,
Counsel, Committee on the District of Columbia,
U.S. House of Representatives, Washington, D.C.

DEAR MR. GARBER: Rerefence is made to your letter of November 15, 1962, relative to the Board of Commissioners' authority for establishing street and highway right-of-way maximum widths.

The basic authorization governing District highway matters was established by the first section of the act of Congress approved March 2, 1893 (sec. 7-108, D.C. Code, 1961 ed.).

This act provides for the preparation of a plan "for extension of a permanent system of highways over all that portion of the District not included within the limits of the cities of Washington and Georgetown" and it provides for certain maximum and minimum dimensions for this plan.

Within the old cities of Washington and Georgetown, the number of lanes or other general project, characteristics which fix widths are approved by the Congress, either in the form of specific legislative authority, or in the form of an appropriation act item appropriating funds to carry out a project described in full in the budget justification for such project. Similarly, outside the old cities, in those cases in which it is necessary to vary from the dimension limitations imposed by the act of March 2, 1893, congressional authorization is secured in a like manner as within the old cities of Washington and Georgetown. The acquisition of needed right-of-way is accomplished by purchase, or by condemnation under authority of section 483 of the act approved March 3, 1901, as amended (sec. 16-601, D.C. Code, 1961 ed.). This act provides for right-of-way condemnation "whenever land in the District is needed by the Commissioners of the District for sites of schoolhouses, fire or police stations, or for a right-of-way for sewers, or for any other municipal use authorized by Congress."

The above is considered to be modified by the following general legislation:

A. MAJOR THOROUGHFARES

Congress specifically gave the National Capital Planning Commission broad powers, including the authority to recommend and propose the size and character of major thoroughfares. (See sec. 4 of the act approved June 6, 1924, as amended (sec. 1-1004, D.C. Code, 1961 ed.); see also, the act approved Mar. 4, 1913, as amended (sec. 7-122, D.C. Code, 1961 ed.).)

B. INTERSTATE SYSTEMS

Congress specifically included the District of Columbia in the program for the construction of interstate highways, and directed that interstate design standards be applied, including minimum right-of-way design standards. In this connection, please see title 33, United States Code, "Highways," sections 101(a), 103(b), 103(c), etc. Code of Federal Regulations, title 23, "Highways," part I, effective May 11, 1960, Regulation 1.2(b); and geometric design standards for the National System of Interstate and Defense Highways, approved July 17, 1956, by U.S. Department of Commerce, Bureau of Public Roads.

I trust that the foregoing supplies you with the information you requested in your letter of November 15, 1962.

If I can be of further assistance please call on me.

Sincerely yours,

/s/ WALTER N. TOBRINER,
President, Board of Commissioners, District of Columbia,

ENCLOSURE No. 4

Resolved by the Committee of One Hundred on the Federal City, That it endorses Route C–1 as the west leg of the inner loop and the Potomac River Freeway; and be it further

Resolved, That the principle of the inner loop freeway project be endorsed by the Committee of One Hundred on the Federal City as an indispensable means of (1) handling the traffic entering the central business district of Washington by providing a bypass for 40 percent of the traffic which is not destined for this central area, and (2) providing a means of distributing traffic to the point nearest its destination in the central area before said traffic is required to make use of existing city streets; and be it further

Resolved, That the Committee of One Hundred on the Federal City recommends to the Commissioners of the District of Columbia that some agency be established in the nature of a central relocation service to handle displaced persons including those who are displaced as the result of purchase of rights-of-way for highway construction as well as those displaced through redevelopment projects.

JANUARY 9, 1959.

ENCLOSURE No. 5

Interstate data for 20 urbanized areas

Urbanized area	Interstate miles	Population	Interstate miles per 100,000 population	Area in square miles	Interstate miles per square miles
New York	393	14,114,927	2.78	1,891	0.21
Los Angeles	241	6,488,791	3.71	1,370	.17
Chicago	305	5,959,213	5.12	960	.32
Philadelphia	205	3,635,228	5.64	597	.34
Detroit	194	3,537,709	5.48	732	.26
San Francisco	176	2,430,663	7.24	571	.31
Boston	208	2,413,236	8.62	516	.40
Washington, D.C.	136	1,808,423	7.52	340	.40
Pittsburgh	92	1,804,400	5.09	525	.17
Cleveland	152	1,784,991	8.52	587	.26
St. Louis	153	1,667,693	9.18	323	.47
Baltimore	86	1,418,948	6.06	220	.39
Houston	101	1,139,678	8.86	430	.23
Buffalo	54	1,054,370	5.12	160	.34
Cincinnati	148	993,568	14.90	242	.61
Dallas	120	932,349	12.87	647	.18
Seattle	73	864,109	8.49	238	.31
Miami	20	852,705	2.34	183	.11
Atlanta	118	768,125	15.36	246	.48
Jacksonville	68	372,569	18.27	111	.61

STATEMENT OF REV. JOHN S. SPENCE, ROMAN CATHOLIC AUXILIARY BISHOP OF WASHINGTON

HEALTH AND WELFARE PROGRAM

PUBLIC ASSISTANCE INADEQUACY

Senator BYRD. Bishop Spence. We are sorry that you have been inconvenienced by being detained as you have.

Bishop SPENCE. I should like to say to you, Senator, along those lines, that I have heard and known of your tenacity of purpose for a

long time and today your stock goes up very much in my estimation because I see, first hand, the problems that you have to deal with and I can see the heroic patience with which you are determined to give everybody a fair hearing.

So having said that may I proceed with my statement?

Senator BYRD. Bishop Spence, you are very kind.

Bishop SPENCE. You certainly have made a public manifestation of conscience and were you a Catholic, I would be glad to give you public absolution.

[Laughter.]

Senator BYRD. Thank you very much, Bishop.

Bishop SPENCE. My name is John S. Spence. I am a Roman Catholic Auxiliary Bishop of Washington. I am also chairman of the steering committee of the Interreligious Committee on Race Relations, and it is in that capacity that I appear before you today.

About 925,000 people die in the United States every year; 9,000 die in the District of Columbia. Only a small handful ever make the obituary pages. The rest are just statistics.

MARY ETHEREDGE CASE

A young woman died in Washington a few weeks ago. She was poor, a charity case, along with her five children. By all rights, she, too, could have been just another statistic. Instead the story of Mary Etheredge is known, to our shame and embarrassment, from one end of the country to the other and—we may be sure—abroad.

We might ask ourselves "Why?"

The easiest answer lies in a simple fact of human psychology. Our minds and emotions are numbed by the statistics of death in the mass. But we can weep when the little girl next door is run down by a car. She might have been one of ours.

So it was with Mary Etheredge. We can live with her through her weary tramping from one agency to another, dragging her five children with her. We can share her frustration, understand her mounting panic as she lost her family, her health, her reason, her will to survive, and finally, her life.

Public indignation is a cleansing thing. It is compounded of many conflicting emotions—disbelief, anger, shame—but strongest of all, a burning resolve that this thing must never happen here again.

Yes, it would be easy to oversimplify the case of Mary Etheredge. It is quite possible that, even had she not become enmeshed in the complex gears of the city's welfare machinery, this tragic young woman would have died anyway.

It took the tragedy of a Mary Etheredge to spotlight the shameful conditions under which the District's overworked welfare staff is obliged to operate, and to strengthen the grim resolve of the community that these things must be corrected—and now.

As cruel as was her death, her passing only symbolizes the critical nature of the problems we face. I invite your attention to a quick glimpse of poverty in this area:

WASHINGTON POVERTY STATISTICS

There are 30,000 families living in poverty in the Nation's Capital. One out of every four Negro families earns less than $3,000 a year, the poverty threshold.

Poverty is strikingly evident in the unemployment among young men—ages 16 to 21—who are not in school—47 percent Negro and 10 percent white are unemployed.

Of all families headed by women, 36 percent have annual incomes below $3,000. One-fifth of all white families headed by women live in poverty. One-half of all Negro families headed by women are poverty stricken.

One-third of elderly whites have annual incomes of less than $1,500. Two-thirds of elderly Negroes have annual incomes of less than $1,500.

CITIZENS COMMITTEE RECOMMENDATIONS

Specifically there are six steps we feel are in need of immediate attention. They are not new. The recommendations were first developed by the Citizens Committee on the Public Welfare Crisis. They were endorsed by the Interreligious Committee on Race Relations, by the District of Columbia Coalition of Conscience, and by other civic and religious groups. They have been thoroughly analyzed. All they need is action. Here they are:

(1) When it becomes necessary for families to splinter and separate in order to meet basic food and shelter needs, a weakening blow is struck the very cornerstone of our culture—the family. We deplore this gross threat to the family unit and endorse aid to families of unemployed parents.

(2) The obsolete scale of food and housing benefits based on 8- and 12-year-old costs is both unrealistic and cruel. We recommend that this committee give serious consideration to providing funds that would permit increasing public assistance grants to a realistic level in keeping with today's cost of living.

(3) We deplore the disproportionate use of special welfare investigators. The implications of this overzealousness are as crippling to the human spirit as is inadequate food to the body. We urge an immediate reduction in the size of the force of welfare investigators and transferral of funds saved to the employment of social workers.

(4) It has been said that how a society cares for its children may be the truest measure of its civilization. Believing that a child's natural habitat is a loving home and family and that, by definition, no overcrowded and inadequate institutional care can be an acceptable substitute for that home, we pledge our commitment to this city's children and their right to a home. So that as many as possible may grow up in the sunlight of family oriented love and care, we urge increased foster care allowances for families wishing to welcome a homeless child.

(5) We further urge an expansion of the day-care program to include children of families unable to meet present day care costs.

(6) We applaud the announcement made this week by the Director of Public Welfare that plans are being made to establish round-the-clock emergency aid. If this service functions as it should, that is,

giving aid expeditiously to everyone who needs it, then the amount of money available for such a program would need to be increased.

WASHINGTON AS MODEL CITY

As Capitol of the Nation, Washington owes an obligation to the country and to the world. We believe that every Senator of every State in the Union is expected by his constituents to concern and involve himself by his positive vote to make the Capital of the Nation a model of dignity and justice for all.

(1) Aid to families of unemployed parents.

(2) Increased public assistance grants in keeping with today's cost of living.

(3) Reduction in size of force of welfare investigators and transferral of funds saved to employment of more social workers.

(4) Increased foster care allowances for families wishing to welcome a homeless child.

(5) Expansion of day-care program to children of families unable to meet present day care costs.

(6) We applaud the announcement by the Director of Public Welfare that plans are afoot to establish around-the-clock emergency aid.

Thank your, Mr. Chairman.

Senator BYRD. Thank you, Bishop Spence.

Certainly this is a thought-provoking statement. We hope that you will come back when we have public hearings again.

Bishop SPENCE. I hope next time I will bring a little supper or lunch with me.

Senator BYRD. Does not the Good Book say that man shall not live by bread alone?

Bishop SPENCE. That's what I have been trying to prove all afternoon sitting here making sacrifices. [Laughter.]

STATEMENT OF HERBERT YOUNG, NEIGHBORHOOD DEVELOPMENT PROGRAM OF FRIENDSHIP HOUSE

RESTORATION OF HOUSE REDUCTIONS IN EDUCATIONAL BUDGET

Senator BYRD. Next, I believe, according to my list is Mr. Herbert Young.

Mr. YOUNG. I am Herbert Young, a neighborhood worker of the neighborhood development program of Friendship House, a settlement house which has worked near the Capitol for 62 years.

Speaking for my agency, I would like to go on record as supporting President Johnson in his efforts to have the District of Columbia Subcommittee on the Senate Appropriations Committee restore all of the drastic District of Columbia House Committee cuts in the 1966 education budget.

Because of inadequate space and buildings and outdated schools in Capitol South East community, the area between the Capitol, Anacostia River, East and South Capitol Streets, I think there is an urgent need for the Senate to restore the cuts of the District of Columbia House Committee. One of the items which affects our community is the need for acquiring funds for the addition to Hine Junior High

School. This is of great concern to us. With the cuts in the District of Columbia Board of Education budget for 1966 our children will have to attend overcrowded and outdated classrooms with very limited recreational areas. We want for our children a decent and proper education.

I would also like to state that we have great concern for our children of unemployed parents and we look for the public welfare program to include increased public assistance grants, a reduced investigative force, increase in the number of social workers, more day-care programs and a better foster care program with higher rates of pay so that the population at Junior Village will be cut down. In my day-to-day work meeting poverty stricken and distressed unemployed parents, I see a great need of some kind of aid for the children in these families. Emergency funds are greatly needed.

I hope and pray the good Senator of this committee hear our plea for restoring the cuts.

Senator BYRD. Thank you very much for your kind statement.

STATEMENT BY MRS. ANTHONY SCHWARTZ, PRESIDENT, LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA

HEALTH AND WELFARE PROGRAMS

Senator BYRD. Mrs. Anthony Schwartz.

Mrs. SCHWARTZ. The League of Women Voters of the District of Columbia thanks you for this opportunity to express its views on the fiscal 1966 budgetary requirements of the District of Columbia. This year, as never before, we are inspired by the knowledge that almost all of the program expenditures which the league has urged in previous years, and now supports again, have been endorsed in the recent recommendations of the President of the United States in his special messages to Congress on District of Columbia needs. In truth, these are crying needs, apparent to all who study objectively the vital issues of District government.

We are aware that many of the necessary increased expenditures will depend upon availability of increased revenue. The league has spoken in the past, and expects to testify again this year before the appropriate congressional committees, in favor of legislation for new tax measures in the District of Columbia, for the formula computation of the Federal Government's fair share of District operating expenses, and for the formula which will fix the District's borrowing authority in accordance with its ability to repay. We are heartened by President Johnson's strong support for Federal fiscal responsibility in this city, and we want the Congress and the Executive Office to know that the league members similarly believe in local fiscal responsibility. When we urge increased expenditures, we also urge that District residents assume an equitable share of the cost of the program involved.

If this committee must report out a District appropriations bill before new revenue measures are adopted, we urge you, at the very least, to appropriate this year the full amount of the authorized Federal payment and to allow use of borrowing authority for requested capital outlay especially on school construction. This will go a long way toward meeting any of the urgent needs contained in this budget.

PUBLIC SCHOOLS

The requests concerning the District schools presented to Congress by President Johnson please us. He has recognized the need of the schools to catch up to their constantly increasing population by requesting a capital outlay of $29 million for classroom construction which would provide some 5,000 pupils space. When one considers that in September 3,693 children were attending school part time, and 787 children were on kindergarten waiting lists, this request seems reasonable. For this desperately needed classroom space we recommend borrowing up to the hilt.

As well as being concerned about space for the children, we care about the quality of education they receive. As you know, the District schools have for the first time been able to receive impact area aid under Public Law 88–665. It was the intent of Congress that this money should be used in schools to provide enrichment above the level provided in the regular budget. In consideration of this fact, and the fact that 20 percent of the school population (30,000 children) are handicapped by the conditions under which they live (low-income and substandard, crowded housing), we are convinced that the school budget requests before you must be met to provide all District children with the additional educational resources they need.

We are very distressed about the cuts in the school budget voted by the House of Representatives, in particular the $13 million cut in the capital outlay budget, and the $3 million cut in the operating budget as well. We have long been interested in the Department of Pupil Personnel Services. There were 152 positions requested in this area and only 33 allowed. Every school, new or old, should have a counselor next year. This kind of personnel is essential for an urban school system. There were 25 supervisory positions requested by the school system and only 6 allowed. We are desperately in need of more supervisory teachers who may help train the new teachers entering the system, whether temporary or probationary, and also to improve the quality of teaching of the employees already in the system. We urge you to restore these positions. The challenge to teach requires dedication and much ancillary aid.

As Secretary of Labor Willard Wirtz has said:

> More and more it is becoming clear that poverty and unemployment and ignorance are inherited characteristics in this country, and if there is one place we can do anything about them it is in connection with the public school system.

PUBLIC HEALTH

Some $300,000 or so of the increases asked by the Health Department (out of a total of around $3.4 million) are to expand and improve the city's basic preventive health services. While recognizing the necessity of providing an adequate level of remedial care for the sick who must depend on public medical care programs, the league is convinced that it is both humane and prudent to make every effort possible to reduce the amount of preventable illness and disability. Especially now, when national attention is focused on efforts to combat poverty, it seems more than ever appropriate for the Health Department to attack strongly the conditions that cut down our chances for a healthy and productive population.

We therefore support the Department's request for funds to add a clinic team to the maternal and child health program for the family planning service which has been initiated with such great success. We hope that this committee will restore the full amount requested, so that a physician will be included on the team.

We also urge you to restore funds deleted by the House for five additional public health nurses in the school nurse program. To meet the national standard, 67 nurses would be required for our school population. This modest request for 5 nurses would bring our total number only to 41.

We endorse the Department's request to add a dental team to the school dental health program, in which only one out of four children eligible for dental care can now receive it.

In addition, we ask you to restore funds for psychiatric staff needed to help the courts and correctional agencies in the rehabilitation of offenders; and for funds to permit the expansion of enrollment at the Capital City School of Nursing. This last proposal has the dual advantage of augmenting vocational, educational, and career opportunities as it increases our supply of nursing personnel.

The league firmly believes that strengthened health services will return gratifying dividends in the increased vigor and productivity of our Nation.

PUBLIC WELFARE

We come to this committee again this year with our urgent plea to help families of unemployed parents. We come, after 4 years of trying, with a full sense of tragic helplessness, both our own and that of the destitute families of the District of Columbia. Year by year we witness the steady increase in numbers of homeless children in Washington, knowing full well that financial aid could have kept many with their parents, that expanded welfare services could have saved many other families. Helplessly, hopelessly we witness the irreparable damage suffered by children deprived of parental care. We sicken, as do the families themselves—the desperate mothers and fathers, the terrified children.

We urge the voluntary agencies to do more. They reply that they are already spending for financial aid at a rate which will exhaust their budgets long before the year is out. They say, and we agree, that this is a government responsibility. Our taxes, local and Federal, are there for the spending. We should spend them on family welfare and not, at the rate of some $300 a month per child, at Junior Village.

We have on the urgent welfare needs that we could recommend to this committee, but speaking to what is in the budget, in this budget as it is requested by the President and approved by the House, there are two items which will go a long way toward solving Washington's welfare crisis. Three hundred fifteen thousand dollars to start the aid to families with dependent children of unemployed parents program, and $136,949 for a day care program for children of needy working parents, one not restricted to AFDC mothers in training. We beg this committee to approve them this year.

We urge restoration of House cuts in requests for child welfare services. Funds for such services could come from reducing the number of special investigators to a force compatible with welfare standards in the rest of the country.

COUNCIL ON HUMAN RELATIONS

We strongly urge the restoration of two positions deleted by the House, one intergroup relations specialist and one clerk-typist. Since its staff requirements were last considered, the Commissioners regulation on fair housing has been issued (Jan. 20, 1964), and responsibility for processing complaints under this regulation falls to the Human Relations Council. This is as it should be. The Council has already gained several years' experience in handling complaints of racial or religious discrimination within the various District of Columbia government departments, and these duties continue. Of particular note is the Council's role in aiding the Metropolitan Police to perform its community relations function, as well as conducting seminars and workshops for public school staff and teachers in the intergroup relations field. In the comunity at large, the Council handles complaints arising under the District's public accommodations law (barber shops, restaurants, theaters, business schools, et cetera).

In 1964 the housing regulation's first year, 122 cases alleging housing discriminations have been brought to the Council. Tremendous responsibility has been placed upon its experience and resourcefulness in concluding 65 cases by conciliation without restort to litigation. Of the 15 major cities with comparable housing regulations and conciliation services, only New York has a higher referral rate for housing complaints than the District has so far received. Yet in terms of staff and budget, the Council is one of the smallest human relations agencies in the Nation.

Our community still faces serious problems of intergroup tension and would be well served by an agency with sufficient resources.

Administration of wage, safety, and hour laws. We support the request for three additional staff members for this agency. The league is particularly interested in improved minimum wage legislation and administration as an important weapon in the war on poverty. We hope that new minimum wage legislation for the District of Columbia now before the Congress will be passed soon, and that this agency can then hire additional investigators necessary to secure compliance with the law.

URBAN RENEWAL

We urge additional funds in the Office of Urban Renewal to hire one urban planner for the community renewal program. This seriously understaffed agency, which originally requested three additional positions, will assume in fiscal 1966 full responsibility for the continuous updating of the community renewal program. As the hub from which radiates all District government participation in measures for the prevention and elimination of unsafe and unhealthful housing, the Office of Urban Renewal has staff requirements which must not be ignored.

Housing Division—Department of Licenses and Inspection. We support the request for $31,700 to hire six additional housing inspectors for the area conservation program. The maintenance of minimum standards of health, sanitation, and safety in occupied dwellings, through effective housing code enforcement, is the key to all housing conservation. Without it, there will be increased blight and new slums, with the eventually greater cost of condemnation and redevelopment.

CENTRAL RELOCATION SERVICE

The league is delighted that the Congress approved, in its last session, a Central Relocation Service to handle relocation of persons displaced by District government agencies. We urge appropriation of the $273,000 requested for personnel and to reimburse displacees for costs of moving as required by the act.

METROPOLITAN COUNCIL OF GOVERNMENTS

Washington, D.C. is the core city of a metropolitan area that is growing faster than any other area in the East or Midwest. More and more, central cities are finding it necessary to establish effective patterns of collaboration with their surrounding suburbs for a wide variety of common concerns. As an organization of responsible public officials set up for this purpose, the Metropolitan Council of Governments should receive adequate budgetary support from all its members. We therefore urge appropriation of $48,900 requested, a reduction of $9,900 from the 1965 appropriation.

RAPID TRANSIT

This rapid transit bill has not passed yet. The grant of $5,700,000 in capital outlay funds for a transit development program is strongly urged. Washington badly needs relief of its problem of traffic congestion, in a manner than will preserve the beauty of the city and dislocate the smallest number of people. This proposed NCTA rapid rail system will do.

The District portion, which represents its initial contribution for construction, would permit an immediate start on this greatly needed facility. This is contingent on passage of the proposed bill, which will enable the District to borrow $50 million for its contribution to the system. The League of Women Voters of the District of Columbia and the League of Women Voters Metropolitan Area Council strongly support the proposed bill.

Senator BYRD. Thank you, Mrs. Schwartz.

STATEMENT OF ROWLAND ANDERSON, REPRESENTING THE NEIGHBORHOOD COUNCIL OF THE SECOND PRECINCT

EDUCATIONAL AND RECREATION PROGRAMS

Senator BYRD. Mr. Rowland Anderson?

Mr. ANDERSON. Mr. Chairman, Senator Byrd, and members of the committee, my name is Rowland Anderson and I represent the Neighborhood Council of the Second Precinct, which is composed of 15 or more block clubs, and the 1500 Block Club of which I am president. I am here because I live in the neighborhood and I feel a need to express myself on behalf of the neighborhood in asking the committee to keep the Kennedy Playground open and to build a new Shaw.

As the father of two small children, I am especially concerned about the school not only in my area but in the District as a whole. I'm concerned because Shaw has been declared outdated, inadequate, and it has been declared unfit for many years. With the population of the area growing by leaps and bounds, there will be a need for many

schools and more construction of schools. I know from talking to youngsters in the neighborhood that the school as its stands now has very little to offer them in a form of education suitable for today's needs, to prepare them for working with the machines of today's business world. They won't be prepared to meet the youngsters from other areas of the city on a competitive basis when they are looking for job advancement or more education. Because they feel that the materials they have in the school are outdated, they prefer not using them. This is one excuse they use for cutting class. The girls, I understand are not able to participate in gymnastics, which is being stressed as part of the President's physical fitness campaign, because the floor of the gymnasium has warped to such a degree that they say the floors are standing up beside the wall. The youngsters also say there's no play area. And who wants to sit in an auditorium for an assembly program and be disrupted by classes passing through? The cafeteria is inadequate which it has been for a number of years; with an enrollment of 1,500 in an area built for 800, how can they enjoy their meal? And when it rains, they can't use it anyway because it's flooded.

INCREASED NEIGHBORHOOD FELLOWSHIP

The playground is to me a model of how a community can come together because since the building of the playground, there has been an increase in the fellowship of the neighborhood. This was brought about by mothers meeting other mothers at the playground with their kids and discussing the problem of motherhood. I myself worked as a volunteer after 6 in the evenings last summer to help organize the kids into cleanup committees and the older kids into supervisors for the different areas, and also the adults to help supervise these kids. I know that this past year the playground has been operating with insufficient funds and staff. I think what was done last summer by the number of volunteers and the enthusiasm that they showed also expresses the idea of fellowship and strengthens our arguments as to what the playground means to the area.

If the playground is closed what becomes of the pride the neighborhood has in the playground? Not just the kids who have watched this playground being built, have seen it open, and have played in the area, and most have helped clean it at one time or another, but also the parents who feel the necessity of this playground in that they know for a change that their child is not in the street. With this pride also, not being a statistician, there has been a decrease in the crime rate in this area since the opening of the playground. We feel that if the playground closes, the crime rate will increase. The kids will be back on the street and back in trouble. I'd like to add here the fact that the playground has given the community a sort of uplifting spirit because they know that no other people or city of the world have what they have. The playground and the surrounding area are constantly being exposed to the world by picture-taking reporters and commentators.

Because the people in the neighborhood feel this is of great concern to them, we have presented to the D.C. Commissioners petitions which support their fight to keep the Kennedy Playground open and to build a model school at the present Shaw Junior High School site. These petitions were signed by over 12,000 people.

SCHOOL CONSTRUCTION, EDUCATION, AND RECREATION

So, speaking for the many concerned parents of the second precinct area and my own neighborhood, I ask that the Senate restore to the District budget the money for school construction, education, and recreation. And I would like to give the endorsement of the neighborhood council to the testimony of the citizens joint committee.

Senator BYRD. Thank you.

Commissioner Duncan presented to the committee yesterday, I believe it was, the petitions which were signed by over 12,000 citizens.

Mr. ANDERSON. This was in the playground area, Senator.

Senator BYRD. Thank you, Mr. Anderson.

STATEMENT OF WALTER J. BIERWAGEN, SECRETARY OF THE GREATER WASHINGTON CENTRAL LABOR COUNCIL, AFL–CIO

FISCAL YEAR 1966 BUDGET REQUESTS

Senator BYRD. Mr. Turner?

Mr. BIERWAGEN. I am substituting for Mr. Turner.

My name is Walter J. Bierwagen. I am secretary of the Greater Washington Central Labor Council, AFL–CIO, representing over 125,000 trade union members in the Greater Washington area.

Senator BYRD. Before you begin, Mr. Bierwagen——

Mr. BIERWAGEN. I am ahead of you.

Senator BYRD. You have 11 legal size pages. What are you going to do about it? We will include it, of course, in the record.

Mr. BIERWAGEN. With your kind permission we hope that you will include the full statement in the record.

(The statement of Mr. Bierwagen follows:)

I am Walter J. Bierwagen, Secretary of the Greater Washington Central Labor Council, AFL–CIO, representing over 125,000 trade union members in the Greater Washigton area. We welcome the opportunity to appear before this committee to present our recommendations on the District budget for the 1966 fiscal year.

The protection of the public interest is our profound concern. Our trade union movement seeks to serve the common good of the entire community. We come before you today to urge the adoption of a budget which guarantees each and every citizen of the Nation's Captial the broad social protection to which every American citizen is entitled.

SCHOOLS

One of the earliest demands of union members, after the formation of labor organizations, was for free public schools. Labor's traditional position in support of our public schools continues to be a major objective of our organization.

We heartily subscribe to Dr. Hansen's premise that "a school budget should reflect the educational requirements of the community."

Today, we need to consider school programs in terms of pupils' needs.

There are over 30,000 schoolchildren in Washington who are denied the opportunity to prepare for full growth, socially and economically, because of the poverty under which they live.

The poor children come to schools in which the poverty from which they suffer at home is repeated for them at school. The school buildings to which they are sent are not fit, nor adequate in number. Thirty-one percent of the buildings are obsolete; an alarming number do not meet safety standards. May there never a fire in the school buildings which are officially classed as fire risks—buildings which do not meet the standards of safety "safety from fire risks" set forth by the U.S. Office of Education.

Today, more than 3,000 students in the District of Columbia schools are on a half-day schedule. In the next 5 years student enrollment is expected to increase by another 21,000.

In spite of these horrible conditions existing in our schools and in spite of the fact that many of our schools are over 50 years old, in fact some are over 90 years old, the House Subcommittee on Appropriations for the District cut $13 million from the school construction budget and $3 million from the school operating budget.

These funds must be restored to the budget if we are to improve our schools in the near future. Give our schools enough money to enable them to train our children and we will save on treatment needed for the young delinquent.

We need more schools; new properly equipped schools in many parts of the city. And we also need to give our schools a regular annual checkup to assure safety for all our children, and their teachers.

We need space, classroom space. Don't you agree with us that it's really a disgrace that we can't let children start to school, to kindergarten, because Congress has not given us money enough to provide these classrooms?

We are suffering from teacher shortage. We do not wish, here before this committee, to dwell on how to meet the teacher shortage. We support the general principle that teachers must be professionally qualified and further, that a teacher who has taught satisfactorily for 4 years or more should be eligible for permanent appointment, regardless of age, if she is under 70.

The details of the qualifying conditions must be determined by qualified professional personnel, including classroom teachers. Give our schools the needed additional professional teacher personnel, and you'll see great improvement in the quality of results.

We hardily support the Board of Education and Dr. Hansen's request for more teachers and classrooms. The request for more teachers and classroom space is basic to our system of public education.

Orderly classes simply cannot be conducted under overcrowded conditions or in nonexistant classrooms.

We urge this committee to go beyond the restoration of the cuts made in the House. We ask you to restore not a figure but a fact—that of meeting the urgent necessity of providing adequate educational facilities for our children.

Our schools desperately need 327 more professional staff for the elementary schools, 45 for the junior high schools, 56 more for the senior high schools, just to keep going. May I say, in passing, that no classroom teacher in our schools would support these figures as adequately respresenting instruction needs.

Then, of course, there are the summer school and night school teachers, greatly needed. The needs of children in special field is a sorry story. Help them.

I shall not here burden you with more figures. You know these figures better than we do. The fact sheets which our Superintendent has submitted give the details.

Give our elementary grades children libraries. Here again, we find that the lower income families which cannot afford to buy books for their children need school libraries most of all. Help them we plead, to get them 30 libraries for our elementary schools now.

We need many specialized services for our schools, a few of these services merit specific attention: (1) Special work for the socially or physically handicapped child; (2) more trained school social workers, and more school nurses working in and through the school system; (3) provision for equipment for school lunches in every school where there is a real need for these services.

We now turn our attention to a great need for our Nation's Capital. The District of Columbia is the only State or city of its size which does not provide a free general college for its youth. Help us, by giving us funds for a new college building.

The present teachers' college does not provide our Washington youth with the opportunity for a free general college education.

Let me, here, again say how grateful we are that Congress has given the citizens in the Nation's Capital the opportunity to share in funds allowed for federally impacted areas. These funds so sorely needed here will be a step toward giving our children and youth a better chance to share in the opportunities they so richly deserve.

Department of Public Welfare

Sound welfare programs are essential to assist the people of the District, especially the economically and socially deprived, to develop their capacity for

self-help. These programs, operated effectively and efficiently to meet the people's needs, represent sound economy.

The labor movement has long been concerned about protecting those who are least able to protect themselves. These include homeless children, the elderly, the indigent, the disabled, the sick, and the unemployed.

Last year, the Greater Washington Central Labor Council strongly supported the "six critical needs in the District of Columbia public welfare program."

This year, as in the past, we have joined with more than 50 other organizations in the Citizens Committee on the Public Welfare Crisis to develop new goals for a humane and sound public welfare policy. These goals, termed the "Five Critical Needs," are as follows:

AID TO CHILDREN OF UNEMPLOYED PARENTS

We believe that the most important single unit in organized society is the family. This is an essential program to help keep families together. No father of little children should be required to desert—and this is his only alternative—if he is able to work, unemployed and his family is without income. All lessons of society demonstrate that the break up of the family creates a problem for the whole community.

It does not make any sense to punish hungry children, simply because their parents cannot find work. And the cost to the community is far less than meeting the need in other ways. The ADC–UP payment per child is less than the foster home payment and far less than the cost of maintaining the child in Junior Village.

The President has recognized, as have the great majority of the District residents, that we have a responsibility to help children in need, whether or not their parents are out of work. We plead earnestly with you to make provision for the child of an unemployed worker to get aid while the father lives at home, and is seriously trying to get employment.

The program as approved by the House is limited to 6 months. The Department of Public Welfare believes that it is prepared for a full year's operation in fiscal 1966 and we strongly endorse this position.

We have attached a supplementary statement which discusses the problem of unemployment in the District of Columbia which indicates that the published data do not adequately reflect the magnitude of unemployment in the District of Columbia.

EFFECTIVENESS OF FOSTER PROGRAM

Additional foster care staff are needed to meet the constantly increasing demand to care for dependent and neglected children. These increases include an intake unit (five workers, a superviser, and supporting clerical staff) a foster home study unit, a foster home care or supervision unit, and a protective services unit. The President supported these programs, and we strongly urge that they be restored to the budget.

We regret that there is no provision in the budget for an increase in foster home care rates. Foster parents are desperately needed to take some of the burden off the overcrowded Junior Village. The response from the public has been too slow.

Perhaps we would make some progress if we stopped asking prospective foster parents to subsidize the District government, and reimbursed them for the actual cost of care, plus a reasonable inducement in the form of an incentive payment. A board rate of $75 monthly per child under 12 and $85 monthly per child over 12, plus an incentive service fee of $20 a month could make being a foster parent more attractive. This in turn would also save the District money. It is estimated to cost well over $200 monthly per child at Junior Village.

DRASTIC REDUCTION IN SPECIAL INVESTIGATIVE PERSONNEL

We are opposed to fraudulent receipt of public welfare funds. For cases of suspected cheating, we believe a referral could be made to a small unit of investigators. This is how other cities deal with the problem.

Washington's force of special investigative officers now number 77. Compare this with Baltimore, where there are 12 investigative officers. Or Cleveland, which has 13 investigators. In fact, the District is completely out of line with any other city in the country on the numbers which are involved.

The position which could be created by the reduction of the investigative staff could be filled by social workers. This increase in the social workers would in turn enable them to spend more time with each case and to help establish the public welfare recipients as self-sufficient and productive members of the community.

EXPAND THE CHILD DAY-CARE PROGRAM

In the District, day-care funds of the Department of Public Welfare have thus far been limited to the small number of mothers who are selected for occupational training. The House approved the $136,949 requested by the Department. We urge you to increase this authorization in order to fill an urgent need in the community.

We need a comprehensive day-care program, in public welfare terms, because it can prevent dependency: with the children cared for, mothers can go to work if they are able to work. We reaffirm the right of the mother with dependent children to stay at home if this is in the best interest of the children.

The community needs to recognize its responsibility in assuring mothers and fathers that their children have a decent place to go while not under the active supervision of their parents or teachers. Present plans, designed to protect the health and early training of children, are woven around the program for training mothers to work and to become self-supporting citizens at the same time.

We earnestly believe that a comprehensive day-care program designed to do the job of curbing juvenile delinquency and of providing adequate care for the so-called latch key children requires far greater expenditures. We strongly urge that this council think more in terms of a $500,000 program—a program that not only would save the District money now by reducing the number of children at Junior Village and in foster homes, but would save us money in the future by reducing juvenile delinquency and public assistance payments.

INCREASE PUBLIC ASSISTANCE GRANTS

The Department of Public Welfares' present budget allowances are based on 1957 costs for food which average approximately $4.20 per person per week. The Department of Agriculture reports for June 1964, that food cost per person per week was $6 or $25.98 per month. The Department of Public Welfare in its own program of aid to families of dependent children pays an average of $32.63 per month per individual for total food, rent, clothing, and miscellaneous items.

The Department of Public Welfare's present budget allowances are based on 1953 costs for rent ranging from $47 to $76 for the largest families. The Bureau of Labor Statistics reports that in Washington, D.C., among families with incomes below $4,000, housing costs account for 35 percent of total compensation expenditures, or about $87 per month.

It is easy to see that these grants fall far short of providing for the bare necessities. We endorse an immediate increase in public assistance grants for both food and rent.

In addition to the five critical needs, several other items deserve immediate attention.

There should be adequate provisions made by the Department for a speedup in the processing of applications for assistance when an emergency arises. At the present time, an applicant must wait their turn even though the family may be facing eviction from their house or the family may be completely destitute and in need of immediate help.

Criteria could be established properly defining an emergency, such as an eviction notice, then these emergency applications could be diverted from the normal channels and give speedy attention.

COMMUNITY WORK AND TRAINING PROGRAMS

Work training programs should be established within the Department when employable males are accepted in the program of aid to children of unemployed parents.

Under the Federal law, if the Department of Public Welfare establishes programs of useful work with training programs, appropriate standards of health and safety and other specific safeguards as part of its aid and services to needy families with children program, there can be Federal sharing in the assistance payment.

NEW PUBLIC ASSISTANCE DIVISION LOCATION

The Greater Washington Central Labor Council has been on record many times in the past recommending a new location for the Department of Public Welfare's Public Assistance Division. Last year at the 1965 budget hearings, we said we were more than pleased to learn that the Department of Public Welfare has finally come to realize that the warehouse at 1291 Taylor Street, which houses the Child Welfare and Public Assistance Division, is not suitable for these operations, and that plans were under consideration to provide new quarters at the termination of the lease in June 1965.

We were shocked to learn that the lease of this converted warehouse had been renewed. The facilities are totally unsuitable both from the standpoint of comfort of the clients and employees alike, and from the standpoint of efficient operations.

Plans should be underway now to relocate this Division in more suitable quarters.

We support the suggestions made by several authoritative sources, such as the Metropolitan Chapter of the National Association of Social Workers in its study, that the field operations—that is, seeing clients, working with families, interviewing recipients—is best carried out as close to the people and their neighborhoods as possible.

We sincerely hope that plans will be initiated to develop neighborhood centers for welfare services. Certainly the logical and most appropriate time to plan these changes would have been at the end of the present lease.

We would also wish to add our support to the request by the American Federation of State, County Municipal Employees Local No. 1, for an increase in the mileage allowance from 8 to 10 cents per mile to bring it in line with the allowance received by Federal employees. We also support local No. 1's request that all personnel requested by the Child Welfare and Public Assistance Division be granted.

DEPARTMENT OF HEALTH

INCREASED PER DIEM PAYMENT TO CONTRACT HOSPITALS

The problem of the voluntary hospitals which receive less than the cost of care from the city when they serve indigent patients is well known.

There is, however, another aspect of the problem faced by voluntary hospitals. This is the problem of the medically indigent who do not qualify for medical assistance. For example, at Childrens Hospital, 40 to 50 percent of the indigents who require and receive hospital care are without adequate income to pay their bills but are not eligible for medical assistance from a government agency of the District. An urgent question is whether eligibility standards for medical assistance are unduly restrictive so that needed care for medically indigent citizens is not being provided. We believe this matter should be studied by the Department of Public Health.

ADDITIONAL SCHOOL NURSES

We urge you to restore the $26,000 budget request for five additional school nurses. There are now 41 nurses who must care for over 100,000 children in the public and parochial schools. These additional nurses are urgently needed.

DEPARTMENT OF VOCATIONAL REHABILITATION

SERVICES TO MENTALLY RETARDED

The Greater Washington Central Labor Council favors the request of this Department, supported in the President's budget, to launch a program to upgrade the skills of selected mentally retarded residents of the District Training School. Funds for this program were cut by the House committee. We support restoration of the program.

JOB FINDING FOR MULTIPLE HANDICAPPED

We support the restoration of the Departments' request for the addition of two staff persons to develop employment opportunities for the severely handicapped. The President also supports this request.

Both of these programs are geared toward the reduction of dependency and both require only 50-percent financing—that is, they are under a Federal matching grant.

PUBLIC INFORMATION UNIT

I have learned that the recommendation for a grade 15 public information officer was added to the budget request of the Public Information unit.

Since our present public information officer is one of the best qualified of the District of Columbia government personnel, we feel he should be given the grade that has been recommended in the budget, as a token of appreciation for the fine job which he has done. The same applies to members of his staff, who for more than 5 years have been struggling with a limited budget of no recognition of their talents nor work.

They have won the recognition and admiration of many fellow citizens and representatives of national organizations. I strongly urge that members of this committee use their influence to see that he is given their recognition for services rendered, and for the services he and his staff are capable of performing for the benefit of the people of the District of Columbia.

In addition I strongly urge support of the two positions needed, a grade 4 and a grade 7 to properly augment the information and complaint service so seriously needed here.

INDUSTRIAL SAFETY BOARD

The Industrial Safety Board's request for one additional GS–9 safety inspector was cut by the House committee. At the present time, there are only six safety inspectors to cover the entire city and the jobsites of its 280,000 industrial employees.

Funds for an additional safety inspector were last appropriated in 1959. During this period, employment in the District increased more than 13 percent and employment in the hazardous construction field also showed a large increase.

The Greater Washington Central Labor Council recommends that this committee grant funds not for one, but three safety inspectors to enable the Safety Board to more adequate police our safety codes. Safety inspection should be intensified to put an end to the needless injuries and deaths which result from the lack of safety education, carelessness, or simply by an unscrupulous employer who wants to save money.

TRANSPORTATION

The Washington metropolitan area is one of the fastest growing communities in the Nation. Our population has doubled in the last 20 years. By 1980 we will have a million and a half more people living in the area than we have today. The growth can mean generally healthy progress—but it can also bring problems. It is important that we plan well and build quickly. Lack of planning or unnecessary delay will result in irretrievable losses to the entire community.

The healthy growth of our Nation's Capital depends on the development and construction of a balanced transportation system, including early action on the District of Columbia mass transit bill and the much needed highway program.

Our traffic problems become worse every day. The longer the delay in the construction of a previously approved highway project, the worse the situation becomes. We believe that it is essential to complete the Inner Loop. New highways can be beautiful as well as useful; they can be lowered and landscaped to adequately provide for maintaining esthetic values of the city.

We favor a rail mass transportation system for the metropolitan area, but see no need to knock out any part of the proposed highway system by rail transit. We need both.

Now that legislation enabling the District to make relocation payments to individuals and businesses has been passed, a more thorough job can be done in urban renewal to relocate those displaced by both highways and rapid transit. We are happy that so much attention is being given to this problem by the Commissioners and the Redevelopment Land Agency. One prospect that should be studied thoroughly is the possibility of using the airspace above the proposed highways for building low- and moderate-income housing.

The expenditure of funds neccessary to make the mass transit and freeway programs a reality will serve as a booster for the entire metropolitan economy. It would mean more people working and spending; more supplies and materials produced and put to use; and more goods and people moving throughout the National Capital region. This expenditure will provide more jobs for our ex-

panding community and help to eliminate some of the hard core of unemployment that exists in our Nation's Capital.

Before closing, we would like to express our views on increasing the District's revenue to balance the budget. We wholeheartedly support the President's proposal to put the Federal payment on a formula basis thus giving the city a more realistic tax base. We recommend the extension of the city's borrowing authority to help pay for the urgently needed additions to our schools system and other capital outlays. We also support the proposed 1-cent increase in the gasoline tax.

If more revenue is required, we would recommend an upward adjustment in the income-tax rate. Any tax increase should be progressive and based on the ability to pay.

Thank you for the courtesy of allowing me to appear before you to present our views.

DISTRICT OF COLUMBIA UNEMPLOYMENT

The false assumption that the District of Columbia is a truly affluent community and that unemployment in the Nation's Capital is virtually nonexistent leads some people to conclude that adequate public welfare programs are not needed.

An article in the March 28, 1965, Washington Post carried the headline, "Area Jobless Rate Continues Lowest for Seventh Year." The article said, in part:

"For 7 consecutive years, the Washington metropolitan areas has experienced a rate of unemployment that is less than one-half the national average and is the lowest of any major metropolitan area in the Nation.

"In 1964, our area averaged 23,200 jobless or 2.4 percent of the total employment force, according to the Federal Bureau of Employment Security. This contrasted with a 5.2-percent jobless rate for the Nation as a whole.

"A 2.4-percent rate is well under what the Government considers an irreducible minimum.

"Washington area's reputation as a place where demand exceeds the worker supply has spread afar. According to a recent Washington Board of Trade study, this area has experienced a sizable influx of workers from the depressed areas of West Virginia and Pennsylvania."

Another recent article in April of this year read: "Per Capita District of Columbia Income Tops States." In the article it said:

"The District of Columbia had a higher per capita income last year than any of the 50 States.

"Average income for each man, woman, and child in the District rose 3.4 percent in 1964 to $3,515, Commerce Department figures showed yesterday.

"This contrasts with only $2,550 nationally and with $1,444 in Mississippi, lowest of the 50 States.

"Per capita income in Maryland increased 6 percent over 1963 to $2,888. In Virginia it rose 7 percent to $2,224.

"The Commerce Department does not compute breakdowns for the suburban areas of the two States contiguous to Washington.

"The District of Columbia gain in per capita income over 1963 fell well below the 6-percent increase recorded in each of the 2 previous years.

"High incomes here are largely ascribed to the District's high proportion of white-collar Government and professional workers in its labor force.

"At the same time, statisticians claim income comparisons with the States are not entirely valid, since the District, unlike the States, has no rural areas, where personal income is generally much lower.

"The following shows the per capita income here over the past 4 years:

"1961	$3,027
1962	3,219
1963	3,398
1964	3,315"

A conclusion that one might draw from these two articles is that there is little or no poverty in the District and that anyone who wants a job can certainly find one. Then one might conclude that anyone unemployed for any length of time is shiftless, lazy, and certainly does not really want to work. The logical conclusion, then, might be that the District does not need an expensive welfare program, especially one that covers the unemployed.

These statistics are misleading and utterly meaningless. These newspaper stories are in turn quoted by well-intentioned Members of Congress as justification for their policies.

Why are these statistics misleading? First, the District of Columbia is not a State, but a city. To compare the District with the State of New York is to compare altogether unlike entities. It is like trying to statistically compare apples and tomatoes. Secondly, unemployment statistics which include the entire metropolitan area conceal the true picture about our unemployment in the Nation's Capital. The rate of unemployment in the District of Columbia is twice the unemployment rate for the entire metropolitan area. Yet the area rate is used as a guideline by Congress in drawing their legislative policies.

If we compare the level of income in the District of Columbia with that in other large cities, a completely new picture of the Nation's Capital emerges. It is a picture much more consistent with the evidence that one sees when driving through the central portion of our city. The District is not an affluent city at all. It is a city marked by low income, poverty, disease, and chronic unemployment.

The 1960 census provides us with valuable information about the District of Columbia and other cities. The accompanying chart compares average family income in 12 leading American cities. The average family income in the District is lower than that in any of the other cities on the list.

Median family income in 12 American cities

Seattle, Wash	$6,942	Minneapolis, Minn	$6,401
Los Angeles, Calif	6,896	Denver, Colo	6,361
Chicago, Ill	6,738	Indianapolis, Ind	6,106
San Francisco, Calif	6,717	New York, N.Y	6,091
Milwaukee, Wis	6,664	Detroit, Mich	6,069
St. Paul, Minn	6,543	Washington, D.C	5,993

Source: Based upon 1960 Census Reports, U.S. Bureau of the Census.

Now, let's look at the unemployment picture in the District. Fred Z. Hetzel, Director of the U.S. Employment Service for the District of Columbia, says the widely publicized 2.4-percent unemployment rate for the metropolitan area "disguises" a 5-percent rate for the District. Hetzel believes the jobless tally of his statisticians is "conservative" and that if all those he thinks are without jobs could be counted, the rate would be much higher. It would no doubt be helpful to the committee if an index for the District of Columbia would be published monthly in addition to the area index.

Hetzel says 28,500 jobless persons are in his active files and 27,000 of them cannot get jobs. He said that of the 27,000 unemployed, more than two-thirds are in the District (figures are for January 1965). Hetzel said that most of these persons have skills in professional, commercial, and industrial categories.

Now, we have a different picture of the Nation's Capital. More than 18,000 persons or 5 percent of the District's labor force is unemployed. But here again statistics do not give us the whole picture. The actual volume of unemployment is seriously understated by the usual measurement which deals only with full-time unemployment.

There are two types of unemployment not included in the unemployment statistics. First, a person working part time is counted as employed. Thus, for example, if 10 people worked only half the time, or 20 hours a week in a normal workweek of 40 hours, this part-time unemployment is equivalent to 5 people unemployed full time. Second, many of the people who are discouraged from looking for work because jobs are scarce or unavailable are not counted as being unemployed.

Adding these 2 additional types of unemployment to full-time employment, we might find that the true level of unemployment is between 8 and 9 percent of the labor force or 32,000 to 36,000 persons. (The well-known economist, Leon H. Keyserling, former Chairman of the President's Council of Economic Advisers, estimates that this concealed unemployment for the Nation was 3.1 percent in 1961; 3.7 percent in 1962; and 3.8 percent in 1963.)

During the last 2 years there was a monthly average of 1,100 (about 1 out of every 4) unemployment insurance claim exhaustions in the District of Columbia. This indicates that jobseekers in the District are experiencing difficulty getting a job.

Statistics are very cold and impersonal. Behind these statistics people are involved, families are hurt—sometimes resulting in broken homes and children are damaged. Children born into poor families today have little chance of improving themselves. Rags to riches is now more likely to be rags to rags. Ignorance, poverty, crime, and disease are inseparable; and each generation breeds more of the same. A great many of our children start life in a condition of "inherited poverty."

The average American family's real income has increased about 20 to 25 percent in the last 10 years. The improvement is quite widespread and general among most income classes. However, there is evidence of increasing intensification of poverty at the bottom. Unemployment is higher than it was a decade ago; its duration is longer; its losses are becoming more substantial. Many of our less fortunate citizens caught below that line have not succeeded in breaking through it.

In 1964, the USES estimated that only 29.7 percent of those unemployed in the Washington metropolitan area were drawing unemployment compensation. This was the lowest rate among major cities in the country. Using the figure of 18,000 referred to by Mr. Hetzel, approximately 12,500 persons in the District are unemployed and without the benefit of unemployment compensation. Their take-home pay is absolutely zero.

The annual wage and salary income of the average (median) unemployed worker is $1,900. Unemployment hits the unskilled, uneducated, and low-income groups the hardest. When unemployment strikes these families, chances are that he has little resources to fall back on. After exhausting his unemployment insurance, if he is covered, where can he turn?

Sound welfare programs are essential to assist the people of the District, especially the economically and socially deprived, to develop their capacity for self-help. These programs operated effectively and efficiently to meet the people's needs and represent sound economy. They can help break this continuing cycle.

Children caught in this cycle need special help. One of the District's urgent needs is the program of aid to dependent children of unemployed parents.

The 5-percent unemployment rate is not low when compared with the rate in the 18 States that have implemented the aid to families with dependent children of unemployed parents program as shown below:

	Percent		*Percent*
West Virginia	8.0	Michigan	4.5
Rhode Island	6.5	Oregon	4.5
Washington	6.1	Oklahoma	4.5
California	6.0	Hawaii	4.1
Pennsylvania	5.9	Ohio	4.0
Massachusetts	5.3	Maryland	3.8
New York	5.2	Illinois	3.8
Utah	5.2	Delaware	3.7
District of Columbia	5.0	Kansas	3.4
Connecticut	4.7		

NOTE.—Kentucky obtained legislation to initiate aid to families with dependent children of unemployment parents program and is now operating under a demonstration project in 9 counties. Their 1964 average unemployment rate was 4.6 percent.

In fact the District had a higher unemployment rate than 10 of the 18 States. The 5.2-percent unemployment rate also is low when we compare it with the 5 percent last year for the Nation as a whole.

The truth of the matter is that statistics should not even enter into the matter. No community should be denied the funds to implement the aid to families with dependent children of unemployed parents program when hungry children are involved. It just doesn't make sense.

And the cost to the community is far less than meeting the need either through foster home payment or through the cost of maintaining a child in Junior Village. The $315,000 requested in the budget is small compared with the benefits, both socially and economically, that the community will reap.

INTEREST IN DISTRICT AFFAIRS

Mr. BIERWAGEN. We will spend our time this afternoon, while waiting to testify to carve out here the succinct portions that would be of immediate interest to the committee.

Senator BYRD. I hope your carving out will not be as the carving out by some of your predecessors, in which instances, out of a 5- or 6-page statement, one or two sentences were carved out. This is no reflection on them, but I do trust that you can cut this down. You have waited patiently and I do not want to be inconsiderate of this fact. If you go over 5 minutes, I think you are justified after waiting this long.

Mr. BIERWAGEN. Even though the day has been long and it has been inconvenient to us individually and personally, it is a great demonstration of the keen interest that people have in the affairs of the District of Columbia. It is significant of what they will do when home rule comes into being.

Senator BYRD. You might wish to speak into the mike.

FISCAL YEAR 1966 BUDGET

Mr. BIERWAGEN. I have with me Mrs. Josephine Piccolo, AFL–CIO, service representative of the Washington area and also Ron Shepherd, research director for the Greater Washington Central Labor Council who will be of assistance to me if need be.

Mr. Chairman, we welcome the opportunity to appear before this committee to present our recommendations on the District budget for 1966 fiscal year.

The protection of the public interest is our profound concern. Our trade union movement seeks to serve the common good of the entire community. We come before you today to urge the adoption of the budget which guarantees each and every citizen of the Nation's Capital the broad social protection to which every American citizen is entitled.

In the field of schools and education we heartily subscribe to Dr. Hansen's promise that "a school budget should reflect the educational requirements of the community."

We heartily support the Board of Education and Dr. Hansen's request for more teachers and more classrooms. The request for more teachers and classroom spaces is basic to our system of public education.

We say to you, give our elementary grade children libraries. Here again, we find that the lower income families which cannot afford to buy books for their children need school libraries most of all. Help them, we plead, to get the 30 libraries for our elementary schools now.

FREE GENERAL COLLEGE

We ask you to turn your attention to a great need for our Nation's Capital. The District of Columbia is the only State or city of its size which does not provide a free general college for its youth. We say help us by giving us funds for a new college building.

At this point let me again say, if I haven't—if we have not had the opportunity before to say how grateful we are that the Congress has given the citizens in the Nation's Capital the opportunity to share in funds for federally impacted areas. These funds are so sorely

needed here and will be a step toward giving our children and youth a better chance to share in the opportunities they so richly deserve.

Public Welfare

In the field of public welfare, sound welfare programs are essential to assist the public and the people of the District, especially the economically and socially deprived, to develop their capacity for self-help. These programs operate effectively and efficiently to meet the people's needs and represent sound economy.

The labor movement has long been concerned about protecting those who are less able to protect themselves. These include harmless children, the elderly, the indigent, the disabled, the sick, and the unemployed.

Last year the Greater Washington Central Labor Council strongly supported the six critical needs in the District of Columbia public welfare program. This year, as in the past, we have joined with more than 50 other organizations in the Citizens' Committee on the public welfare crisis to develop new goals for a humane and sound public welfare policy. These goals, termed the "five critical needs," include aid to children of unemployed parents. The program as approved by the House is limited to 6 months. The Department of Public Welfare believes that it is prepared for a full year's operation in fiscal 1966, and we strongly endorse this position.

Unemployment

In connection with public welfare, we have attached a supplementary statement which discusses the problem of unemployment in the District of Columbia which indicates that the published data do not adequately reflect the magnitude of unemployment in the District of Columbia.

May I refer to them?

The false assumption that the District of Columbia is a truly affluent community and that unemployment in the Nation's Capital is virtually nonexistent leads some people to conclude that adequate public welfare programs are not needed. The District is not an affluent society at all. It is a society marked by low income, poverty, disease, and chronic unemployment.

Let's look at the unemployment picture in the District. Fred Hetzel, Director of the U.S. Employment Service for the District of Columbia says the widely publicized 2.4-percent unemployment rate for the metropolitan area disguises a 5-percent rate for the District. Hetzel believes the figures of his statisticians are conservative and that if all those he thinks are without jobs could be counted, the rate would be higher. It would no doubt—and I am paraphrasing here—it would no doubt be helpful to the committee if an index for the District of Columbia were published monthly in addition to the area index.

We have a different picture of the Nation's Capital as a result. More than 18,000 persons or 5 percent of the District's labor force is unemployed. But here again statistics can be misleading. The actual volume of unemployment is seriously understated by the usual measurement which deals only with full-time unemployment.

UNEMPLOYMENT NOT INCLUDED IN STATISTICS

There are two types of unemployment not included in the unemployment statistics. First, a person working part time is counted as employed. Thus, for example, if 10 people work only half the time, or 20 hours a week in a normal workweek of 40 hours, this part-time unemployment is equivalent to 5 people unemployed full time. Second, many of the people who are discouraged from looking for work because jobs are scarce or unavailable are not counted as being unemployed.

Adding these two additional types of unemployment to full-time employment, we might find that the true level of unemployment is between 8 to 9 percent of the labor force of 32,000 to 36,000 persons.

During the last 2 years there was a monthly average of 1,100—about 1 out of every 4 unemployment insurance claim exhaustion in the District of Columbia. This indicates that jobseekers in the District are experiencing difficulty getting a job.

The average American family has a higher real income in the early 1960's, about 20 to 25 percent over the early 1950's.

The improvement is quite widespread in general among most income classes. However, there is evidence of increasing intensification of poverty at the bottom. Unemployment is higher than it was a decade ago—its duration is longer—its losses are becoming more substantial. However, there are a number of our less fortunate citizens caught below that line and they are not succeeding in breaking through it.

UNEMPLOYMENT COMPENSATION

In 1964, the U.S. Employment Service estimated that only 29.7 percent of those unemployed in the District were drawing unemployment compensation. This was one of the lowest rates among major cities in the country. Using the figure of 18,000 referred to by Mr. Hetzel, approximately 12,500 persons in the District are unemployed and without the benefit of unemployment compensation. Their take-home pay is absolutely zero.

The annual wage and salary income of the average or median unemployed worker is $1,900. Unemployment hits the unskilled, uneducated, and low-income groups the hardest. When unemployment strikes these families, the chances are that he has little resources to fall back on. After exhausting his unemployment insurance, if he is covered, where can he turn?

DEVELOPMENT OF CAPACITY FOR SELF-HELP

Sound welfare programs are essential to assist the people of the District, especially the economically and social deprived, to develop their capacity for self-help. These programs operated effectively and efficiently to meet the people's needs and represents sound economy. They can help break this continuing cycle.

AID TO DEPENDENT CHILDREN OF UNEMPLOYED PARENTS

Children caught in this cycle need special help. One of the District's urgent needs is a program of aid to dependent children of unemployed parents.

The 5-percent unemployment rate is not low when compared with the rate in the 18 States that have implemented the AFDC–UP program and I am alluding here to a table that is contained in our formal presentation, Mr. Chairman. It is not low as I said when compared with the rate in the 18 States that have implemented the AFDC–UP program. In fact, the District has a high unemployment rate—a higher rate—higher than 10 of the 18 States. The 5-percent unemployment rate also is not low when we compare it with the 5 percent last year for the Nation as a whole. The truth of the matter is that statistics should not even enter into the matter. No community should be denied the funds to implement the AFDC–UP program when hungry children are involved. It just doesn't make sense.

Senator BYRD. Mr. Bierwagen, as of what date are these figures?

Mr. BIERWAGEN. The statistical table? 1964. Except for the District and that's Hetzel's estimate for January 1965.

CURRENT UNEMPLOYMENT STATISTICS

Senator BYRD. I can give you a more up-to-date estimate. As of the end of March, for the District it was 4.4 percent. For the metropolitan area it was 2.3 percent. The 4.4 would move the position of the District downward to the lower third among the States mentioned here, provided their percentages remained the same as you have shown and that may not be the case.

Mr. BIERWAGEN. Yes.

Senator BYRD. In the case of West Virginia I am advised the unemployment rate is over 9 percent. I can only speak for my own State in that regard.

POINTS OF CRITICAL NEED

Mr. BIERWAGEN. May I refer back? I have cut a considerable amount and I am not going to take a great deal more of your time.

I want to refer back to our five points. We want to emphasize that the second point of the five critical needs, the enlargement of the effectiveness of the foster care program. Third, the drastic reduction in special investigative personnel these are the things we are for.

The fourth is to extend the child day care program. Fifth, increase the public assistance grants.

NEW PUBLIC ASSISTANCE DIVISION LOCATION

We also need a new public assistance division location. As regards to the Department of Health, we call upon you for the increased per diem payment to contract hospitals. We urge the addition of school nurses.

SALARIES OF MENTALLY RETARDED RESIDENTS OF DISTRICT TRAINING SCHOOL

In the Department of Vocational Rehabilitation, the Greater Washington Central Labor Council favors the request of this Department, supported in the President's budget to launch a program to upgrade the scales of selected mentally retarded residents of the District training school. We support the restoration of the Department's request for the addition of two staff members to develop employment oppor-

tunities for the severely handicapped. The President also supports this request. Both of these programs are geared toward the reduction of dependency and both require only 50-percent financing. That is, they are under a Federal matching grant.

PUBLIC INFORMATION UNIT

On the public information unit, we have learned that the recommendation for a grade 15 Public Information Officer was added to the budget request of the Public Information Unit. Since our present public information officer is one of the best qualified in the District Government, we feel he should be given the grade that has been recommended in the budget as a token of appreciation for a fine job he has done. The same applies to members of his staff who for more than 5 years have been struggling with a limited budget with no recognition for their talents or work.

I strongly urge the support of the two positions needed as grade 4 and grade 7 to properly augment the information and complaints service so seriously needed here.

The industrial safety board——

Senator BYRD. I am going to have to ask that you proceed quickly to come to a conclusion of your statement. It is a very fine statement and I know that a tremendous amount of work has gone into the preparation of it.

INDUSTRIAL SAFETY BOARD AND TRANSPORTATION

Mr. BIERWAGEN. Thank you. We will then conclude by calling to your attention the industrial safety board and transportation. Again, on that we point out that the Greater Washington central labor council is supporting a unified transportation program, including rail rapid transit as well as an adequate highway program.

BALANCING THE BUDGET

Before closing we would like to express our views on increasing the District's revenue to balance the budget. We wholeheartedly support the President's proposal to put the Federal payment on a formula basis, thus giving the city a more realistic tax base. We recommend the extension of the city's borrowing authority to help pay for the urgently needed additions to our school system and other capital outlays. We also support the proposed 1 cent increase in the gasoline tax.

If more revenue is required, we would recommend an upward adjustment in the income tax rate. Any tax increase should be progressive and based on the ability to pay.

We thank you, Senator and the committee for the courtesy of allowing me to appear before you to present our views.

Senator BYRD. Thank you, Mr. Bierwagen.

Your statement will appear in the record in its entirety.

STATEMENT OF ALICE SPALDING, CHAIRMAN OF THE PUBLIC WELFARE ADVISORY COUNCIL OF THE DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC WELFARE

FISCAL YEAR 1966 BUDGET REQUEST

Senator BYRD. We are down to the last lap of the journey.

Is Mrs. Spalding present?

We will just recess for a minute and hear these last witnesses.

(Short recess.)

Senator BYRD. I am sorry to keep you waiting. I regret that you have been kept so long.

Mrs. Spalding and the Reverend Fauntroy, you have had the tenacity to stick it out. I am not going to ask you to confine yourselves to 5 minutes. If you want to complete the reading of it, yours are the last two statements, so I will just be as patient as I know how to be with you and listen to you. I congratulate you on waiting so long.

Mrs. SPALDING. Thank you, Mr. Senator. It has been an interesting day.

Senator BYRD. Mrs. Spalding, would you begin your statement.

(The prepared statement of Mrs. Spalding follows:)

I am Alice Spalding, Chairman of the Public Welfare Advisory Council of the District of Columbia Department of Public Welfare. Exactly I week ago, on April 29, 1965, by special invitation, this Council testified before the Department of Health, Education, and Welfare's Advisory Council. We were asked to give a list of nedeed welfare services in Washington, and then to say what the obstacles are in carrying out these services.

I have repeated this list in testimony before the Senate committee as, though it will be familiar to you, it still represents our best concerted thinking on welfare needs in this city. The fact that we come before you again and again with the same requests will, I hope, result in their being considered as valid and sound solutions to our problems.

The obstacles, of couse, include our difficulty of getting adequate appropriations from Congress. As an example, we are frankly baffled on being told, on one hand, by the House that we must reduce the population of children in institutions; and then, on the other, that we cannot have the positions in the Department necessary to find foster homes for these children. We urgently asked the Senate to restore these 38 positions to the budget, in particular, and further, to examine each request in terms of its preventive and rehabilitative potential.

Here, then is the list of services needed as presented to the HEW Council.

A list of needed welfare services, not necessarily in order of importance, we feel, includes—

(1) Coordinated community services to assure a resource in time of need.

(2) Realistic assistance payments to cover present-day rent costs.

(3) Day-care facilities, plus preschool training programs.

(4) Expanded homemaker services.

(5) Family planning services.

(6) Aid to families of dependent children—unemployed parents during job training.

(7) Contingent health services.

The obstacles to carrying out these services seem to us to be—

(1) Our inability to reach people who are unknown to the Department until they reach the point of crisis.

(2) The difficulty of attaining maximum coordination between all available community services.

(3) Difficulty of getting adequate appropriations from Congress.

In every city's welfare operation, there are two categories of persons to whom assistance is given. One of these will never fail to draw our compassionate attention because we recognize the fact that these individuals need our help through no fault of their own. These are the aged, the blind, the severely

retarded, and the temporarily and totally disabled. It is interesting to note here, for instance, that the District's Home for the Aged is rated one of the finest in the country. Congress, the Welfare Department, and the citizens of Washington may well take pride in this institution.

Here, in Washington, there is a population of roughly 808,000 people, and, of these, some 225,000 are living below the poverty level or with an annual income of under $3,000. Here is the breakdown of figures for the public assistance caseload for the month of January 1965.

In a total of 10,621 cases (26,741 persons), there were:

In old-age assistance	2,392
Aid to the blind	201
Aid to the disabled	3,112
Aid to families of dependent children (and this included 16,104 children)	4,179
General public assistance	737

In AFDC, we have the second category of welfare clients—among them many who are young and strong, and healthy, and physically able to work. For them, circumstances have dictated that they cannot survive without our help. Circumstances of birth, of race, of environment, of, above all, lack of education and training which has forced them only into slum housing, but into the hopelessness of slum living with its day-to-day struggle for existence. These are parents of myriad children who will inherit disadvantages, the potential school dropouts and delinquents, and, in time, the irresponsible fathers and mothers of yet another generation of dependents. Nevertheless, the great difference in the second category of welfare recipients is that there is hope for rehabilitation. We know that concerted efforts to restore our multiproblem families to independents has resulted in success. When the Meyer Foundation—financed neighborhood service project of the health and welfare council gave all-out service to 150 families, they were able to procure 180 jobs—jobs which were held. Everywhere that people have been given a chance, as in our own welfare training center for ADC mothers here in the District, we have had to recognize that, given a chance, families don't want to be on relief.

The training center is described by the Welfare Department as "a unique program in government and community action to attempt to rehabilitate mothers with young children who receive public assistance grants under the AFDC program." It is just commencing its fifth year in existence, provides both residential and nonresidential training. In operating the center, the Welfare Department collaborates with the Health Department, the Department of Vocational Rehabilitation, the public schools, the U.S. Employment Service, and uses all other supportive services available.

It is President Johnson's and our firm conviction that we can lead many of our deprived people into independence. In order to accomplish this, however, they must have services to enable them to learn not only how to work, but how to live. If these services are expensive, the cost to the community in terms of relief, of foster homes, of Junior Village, is expensive also. The cost of delinquency and its corollary, crime, are high too, not only in money but in reputation—to a city, to a people, to a nation.

What can we do about it?

If we are to restore families to independence, then we must maintain them during the period of crisis. Surely a father who is willing and able to work, will not desert his family so that they will become eligible for the relief rolls, if there is temporary financial help to tide them over. Knowing that the fatherless child is a potential delinquent, we should bend all our efforts to keeping families together and use the combined resources of the community to gain employment and full responsibility for the head of that family. We endorse aid to dependent children of unemployed parents as a means to that end.

Under title V of the Economic Opportunity Act, the Welfare Department is starting to operate the District of Columbia Center for Work Training and Employment Opportunity. This, however, is a demonstration program only.

Following this in close relation is the need to relax those restrictions which are shackling our day care program for the city. Close to 70,000 District mothers are working—yet there is woefully inadequate provision for care of their children—both preschool and those whose school hours are ended before mothers return from work. As of now, day care money is limited to the mothers in training and for 3 months thereafter; whereas, throughout the city, the so-called latchkey children are on the streets, unsupervised, and alone.

Benefits to children in group day care include: one good hot meal, training in health and cleanliness, participation in group activities, and preparation for school discipline.

Our council heartily endorses the preschool training program known as Operation Headstart which is an endeavor to prepare underprivileged children for their first years in school.

Decentralization of the Department, we are glad to say, has already begun with the first neighborhood center opened in the Cardozo area, and this is the beginning of bringing services to clients where they live. The Public Welfare Advisory Council hopes to see this movement expand until the entire city is pinpointed with welfare centers where they are needed.

Recognizing the villainous role which the housing situation is playing in our shocking overpopulation at Junior Village, which has a capacity of 770, but currently houses close to 900 children, we ask that public assistance be increased to meet shelter needs. Not lack of parental responsibility and concern, but eviction is too often the cause of children being separated from their families to stay at Junior Village until an adequate home can be found. This is not easy—clients are often forced to live in overcrowded, substandard, below-code housing for which the rent is disproportionately high. Low-cost housing available does not begin to meet the needs of the community, and assistance checks sometimes represent up to 100 percent of the rent. Large families present the greatest problem—obviously family planning services are urgently needed. We need a Home Demonstration Unit within the Department. Some families must be taught care and protection of property, and this in turn can prevent dissension between tenant and landlord and even stave off eviction. Of equal importance is teaching; budgeting; child care; household management; and the basic principles of nutrition.

Turing now to some more specific needs of the Welfare Department, we must not forget those children who have not been able to be helped with preventive measures, but whose salvage now is certainly not too late. For our children committed as delinquent to the Children's Center (daily average population for January 1965—435 at Cedar Knoll, and 229 at Maple Glen) we urgently need more psychiatric staff. This has been requested now for the past 3 years, but not granted. I point out to you that a stay in an institution is worthless for anything but removing a child from the community unless he can benefit from the program and from treatment while he is there. The juvenile court often prescribes "intensive psychiatric treatment" and the Center's staff are in total agreement, but at present, this is not possible with only one full-time psychiatrist and two part-time consultants. Our program in these two institutions is sadly lacking in vocational facilities as well, but it must have adequate psychiatric staff before neglected, delinquent children can be helped back into the community with any hope of being restored to useful citizenship. The high percentage of recidivism, the rising graph of delinquency, and of school dropouts is the proof; the cost to the city, the tragic consequence.

We endorse the Department's request for five added positions at the receiving home where scandalously overcrowded conditions need urgent attention.

A further need at Children's Center is for more positions for night coverage at Cedar Knoll and Maple Glen. At this time, there is only 1 counselor to supervise as many as 52 delinquent boys, housed in dormitories of 26 each. Some of these are 18 and 19 years old and they can be aggressive "teachers" of persecution and assault. Ten more positions (six at Cedar Knoll and four at Maple Glen) are necessary so that there can be two counselors on duty during the night at all times to protect theirs and the boys' safety. The House has granted five of these—we need them all.

Lastly, the Council realizes the fact that health and welfare services must go hand in hand, especially realizing that health services lead to employability. Availability of clinics for dental care, prenatal maternity care, and planned parenthood education is a vital factor in our efforts to help not only welfare families, but also those living at a subsistence level. Of equal importance is an all-out attack against illiteracy.

It is the Department of Public Welfare's job to care for those who cannot care for themselves. It, and we believe that, given the proper tools, this number can be drastically reduced in years to come. We are asking Congress to give us those tools in all good faith and confidence that the job can be done.

Thank you for this opportunity to be heard.

NEEDED WELFARE SERVICES IN DISTRICT OF COLUMBIA

Mrs. SPALDING. I know that you will put my full statement in the record and hope very much that it will be read by the other members of the committee.

Exactly a week ago today, Mr. Chairman, the Public Welfare Advisory Council was invited to testify before the Advisory Council of the Health, Education, and Welfare Department. This testimony was rather challenging. We were asked to speak in front of a national group and enumerate a list of what we thought were needed welfare services in the District.

I have included this in my testimony here today as well as the obstacles to carrying out these services as we saw them. We gave a great deal of thought to this, knowing it was not testifying in front of you and asking for something. It was really on the national level, hoping to help them have a picture of the country.

They went to major cities as I am sure you know, and asked certain local groups to give opinions on our own city.

The needed welfare services—incidentally, I think I will stick to page 2 and may not go off it at all. In eight pages that is not bad.

This list is not necessarily in order of importance.

(1) Coordinated community services to assure a resource in time of need. This is not passing the buck for emergency assistance to other agencies at all. We believe firmly that the Department of Welfare must get into the emergency assistance business. But must, at the same time, feel that the community—that the other resources in the community are coordinated and cooperating.

JUNIOR VILLAGE

(2) Realistic assistance payments to cover present-day rent costs. Certainly, in the testimony you have heard today, the housing question has come up over and over again. Studies have been made, are being made. We know that low-cost housing here is not sufficient. We know the people are paying exhorbitant rates for rent for subcode housing. This is one of our greatest problems and one of the greatest contributing factors to the number of children at Junior Village. The figure today at Junior Village is 817 at rollcall.

Senator BYRD. 817?

Mrs. SPALDING. The number on the roll is 817.

Senator BYRD. You are correct as to the number on the roll.

Mrs. SPALDING. We conducted a drive during the month of April to find foster homes. These things are developed through this drive such as use of volunteers in the foster home division and everybody has been working to step up the finding of more foster homes knowing this is one of the most important solutions, and while I am on that, I would like to refer to a specific need, Senator Byrd, the restoring of the 38 positions in the Child Welfare Division of the Department which has also been referred to today.

It seemed to us rather baffling that the House should have asked us to reduce—to ask the community to reduce the number and taking away the people we need most to get them out of there.

DAY CARE FACILITIES

The third item on our laundry list was day care facilities and the very great need to relax those restrictions.

Then, we had as a thought the preschool training programs. I would like to say that I have been very interested in listening to the testimony on education and your very great interest in it and support of it. But education does not necessarily begin in kindergarten. It begins before kindergarten and we know that in Operation Headstart, which is a training of children before—a training of children from homes which are often of low standard, illiterate, and the point is that this child is not ready for kindergarten and I don't care how good the schools are, how good the teachers are. If the child at the age of 5 has not been exposed to any kind of culture, any kind of intellectual interest, he is not ready to learn at age 5 and I think this is a beginning in this, but I don't think we should lose sight of it, and obviously welfare services are going to help in this way by good day care programs which should be more than good custodial care of the child.

EXPANDED HOMEMAKERS SERVICES

(4) We know the value of home maker services in keeping the home together in time of crisis. We need more services.

FAMILY PLANNING SERVICES

(5) Over and over again we see the evictions from the result of overcrowding of families. Families who could plan to possibly avoid this.

AID TO FAMILIES OF DEPENDENT CHILDREN

(6) Unemployed parents. When we had the neighborhood service project here, which is under HWC and financed by the Meier Foundation, they had recently published a booklet called "Take Them by the Hand" which I hope you have seen and which showed in concentrated efforts 150 multiproblem families. The success of this project was dependent on funds which they describe as "emergency." But these were funds which were necessary to keep the family in order to promote training and rehabilitation.

Therefore, it seems to me that this is the point. And when you spoke of West Virginia, I was very much interested in what you said about West Virginia, and the concept of aid to families with dependent children of unemployed parents. This concept as carried out in the neighborhood service project, and was very much the same. That money was given so that employment could be obtained and without that money you couldn't provide the supported services needed.

CONTINGENT HEALTH SERVICES

We who are interested in welfare recognize that health and welfare go hand in hand. The need for dental care, the need for care of the eyes. Many children in the school system fail first grade and we find in a large percentage of them they need glasses and can't see the blackboard. Those things go hand in hand and I don't think we should ever ignore them.

OBSTACLES

These were the list of services that we presented to this very able council and the obstacles we enumerated were three.

First, was the inability to reach people who are unknown to the Department until they reach the point of crisis. I wonder if you happened to see the article in the Wall Street Journal yesterday on the project, neighborhood center located now in Friendship House and in southeast where this—through neighborhood workers, people unknown to the Department are being reached. I think this is a real step forward in this direction. So that if we can reach them, then we can perhaps prevent troubles later, and again, it is up to the Department to be ready to help people at this point and hopefully we won't ever get to the end of the road, as it were.

The second obstacle, the difficulty of attaining maximum coordination between all available community services which goes back to my first need. I think we should definitely work together—all departments—each to provide what he can and that the Congress should understand this need for the umbrella which must be available to provide total aid and the third, I must say, the third obstacle was the difficulty of getting adequate appropriations from Congress.

HELP FOR DELINQUENT CHILDREN

I think, Mr. Chairman that I—I hope very much that the committee would give heed to this very specific aid that we have mentioned in the back of this testimony which have been enumerated here, very specifically by the National Association of Social Workers, the need for positions and Children's Center, the need to help our delinquent children who are already in trouble—for more psychiatric staff and have more positions up there.

I hope there will be the consideration and I hope this will be studied by you and in your appropriations grant.

Senator BYRD. Thank you, Mrs. Spalding. You have a good statement and we appreciate having it.

Mrs. SPALDING. I appreciate your stamina. Good night and thank you.

Senator BYRD. Good night.

STATEMENT OF REV. WALTER E. FAUNTROY, CHAIRMAN, DISTRICT OF COLUMBIA COALITION OF CONSCIENCE

PUBLIC WELFARE SYSTEM

Senator BYRD. Rev. Mr. Fauntroy. Would you please proceed, with your statement.

Mr. FAUNTROY. Mr. Chairman and members of the committee, my name is Walter E. Fauntroy, and I appreciate this opportunity to appear at this hearing on behalf of the District of Columbia Coalition of Conscience. Our testimony here today is not unlike that of the many groups and individuals who have come before you during the past 3 years urging steps to meet the critical needs of public welfare in the District of Columbia. Our presence here, however, adds a new dimension to this 3-year struggle on the welfare crisis of which we think you ought to be aware.

For we represent the conscience of an entire community, a conscience aroused to an unprecedented peak by a death in our midst—a death which tragically illustrates the failure of our welfare system: A conscience that will not allow us to rest until our welfare system stops destroying the families of welfare recipients by forcing unemployed fathers to leave the home if their children are to be fed and housed; a conscience that will not let us rest until welfare recipients are no longer set out in the streets because allowances for housing are insufficient to give them shelter and children no longer go hungry because food allowances are insufficient to feed welfare recipients in this community; a conscience that will not let us rest until distraught mothers are no longer driven to despair and mental breakdowns and, yes, death by investigations and all of the other enumerated pressures of our welfare crisis.

PRESSING FOR RESOLUTION OF NEEDS

Because our consciences have been aroused we have determined to press for the resolution of these critical needs through every peaceful means of protest available to a voteless people. We shall testify at hearings. We shall lobby with the Congress and we shall demonstrate our righteous indignation at this system through mass rallies and action. Because our consciences have been aroused we have resolved to do all that we can to arouse the consciences of the people of the Nation generally and of the State of West Virginia particularly to do something about the tragic state of public assistance in the Nation's Capital.

As I present you the rest of this statement for the record, let me assure you that ours is not an empty coalition. Ours is a coming together of the major churches, labor unions, civil rights organizations, civic associations, social welfare organizations, and concerned private citizens all of whom have pleaded with you separately to meet our crisis needs. What we have not been able to accomplish individually, we have now resolved to achieve collectively. We shall work together to mobilize the conscience and people of this community and this Nation until this crisis is resolved. This we promise you.

I want to thank you, Mr. Chairman, for this opportunity to appear. I trust that the whole statement will be included in the record.

Senator BYRD. Why do you not proceed to read the rest of your statement, Mr. Fauntroy.

Mr. FAUNTROY. I will be happy to.

ENUMERATION OF REQUESTS

Allow me now to enumerate our requests of you.

First, Mr. Chairman, we believe that all children in our community have the right not to go hungry, naked, or without shelter fit for human habitation.

We believe that where the family is unable to provide these fundamental needs the community has a responsibility to do so.

And we believe that the community is not relieved of its responsibility to our children by the presence in the home or family unit of an unemployed father for whom there is no work.

We are strengthened in this belief by the fact of a public policy and law enacted by the Congress of these United States known as, aid to families with dependent children of unemployed parents.

The fact that the District of Columbia does not participate in this program is a negation of this public policy and, more importantly, it is a violation of basic human rights.

We believe that you have a mandate from the people to provide this program, that you have a responsibility to all of the people resident in the District of Columbia to respond to this request.

PUBLIC ASSISTANCE

Second, Mr. Chairman, we believe that assistance which is not adequate to meet the basic needs of human life and dignity is assistance denied.

We believe that assistance in 1965, which is based on the 1957 cost of food, is food denied.

We believe that assistance in 1965, which is based on the 1953 cost of housing and shelter, is shelter denied.

We are gravely concerned that the fiscal year 1966 budget does not provide for those funds necessary to raise these allowances for food and shelter to meet 1965 costs.

We demand that you now add such funds immediately.

REDUCTION OF INVESTIGATIVE BODY

Third, Mr. Chairman, we believe that a welfare recipient, no less than any other citizen in our community, is entitled to the privileged sanctuary of his home, free from harassment, both petty and grave.

While condemning all frauds, cheats, and chiselers, we believe that these basic civil rights are now and have been violated by the presence in our welfare program of an inflated special investigation force, the size of which is unheard of in any of the several States.

We believe, moreover, that the regulations which guide these investigators in their work are a perversion of the basic concepts of our country's welfare program in that by their very nature they encourage the shattering of family ties and the dissolution of family units by forcing an unemployed father to desert his family in order that it may have the food and shelter which he, because of circumstances beyond his control, is unable to provide them.

Therefore, we demand that this special investigative body be reduced in size to levels comparable to those in other great American cities and that funds freed by such reduction be used to expand the social service staff.

We demand further that appropriate revisions in the Department of Public Welfare regulations, most particularly the "man-in-the-house" rule, be made immediately and implemented forthwith in keeping with our community's belief in human rights and dignity.

FOSTER HOMES

Fourth, Mr. Chairman, we believe that a child can best live, and be raised to achieve that self-fulfillment to which he is entitled, in the atmosphere of a home and not in the atmosphere of an institution.

We believe that a mother, whether foster or natural, can provide a far better environment in which to raise a child than can that scandal which, in our community, is known as Junior Village.

We believe that to encourage such a policy, foster-home-board rates must be raised immediately in order to meet the needs of the homeless children of our community.

To meet this need, we petition you to provide such funds and appropriations as may be necessary to increase the foster-home-board rates.

Day-Care Services

Fifth, Mr. Chairman, we believe that the welfare crisis in which our community and its children find themselves, as a result of the unmet needs described here today, demands the immediate extension and intensification of free day-care services.

We believe that day care can provide the means by which mothers who wish to work can have the assurance that their children are responsibly and constructively cared for while they, themselves, at work provide for their families and maintain their human dignity.

Emergency Assistance

Sixth, Mr. Chairman, we believe that the tragic death of Mary Etheredge need not have happened.

We demand that funds be made available to and procedures established by the Department of Public Welfare which will provide immediate, on-the-spot assistance to those homeless and hungry victims of our welfare crisis, who like Mary Etheredge, may fall tragically through the gaps of legislation, appropriation, jurisdiction, regulation, administration, agencies, and services. And in their falling—perish.

We demand the availability of 24-hour-a-day, 7-day-a-week assistance when needed so that our community need never again bury nor mourn the loss of another Mary Etheredge.

Lastly, Mr. Chairman, the conscience of a community aroused by this crisis demands immediate action in response to this hearing and to the needs of the people of our city. We are, Mr. Chairman, a community desperately in search of the vision and leadership which because of your positions you, the Members of Congress are charged with providing us.

May I say in closing that I, like the many other witnesses here have been very much encouraged by the hearings today and by your patience in the meeting throughout the day.

We were particularly happy to hear you state some of your views on several questions which have been bothering us. We were happy, for example, to learn that you were not unalterably opposed to more emergency funds made available immediately to those in distress.

Foster Homes

There are other questions which have been raised by the people in the community which we would like to understand. We want to know why, for example, we are willing in this city to pay as much as an average of $300 per child to keep them at D.C. Village and yet are not willing to pay more than $33 a child to keep them in their homes. And no more than $70 to provide them with foster homes.

DEPENDENT CHILDREN OF UNEMPLOYED PARENTS

We were pleased to hear also, that among the reasons you have not seen fit to commit yourself personally to support of aid to families of dependent children of unemployed parents in the District of Columbia has been that we have not had suggested or proposed a public works program or work program which would enable these persons to contribute to the community.

In response to that we would respectfully submit that the absence of public works programs is no justification for forcing families apart, and they are forced apart now when the father becomes unemployed and we would submit that misery, that hunger, the inability to pay one's rent, the inability to secure adequate food is misery, whether it is here, in West Virginia or in any of the States which enjoy the benefits of this program.

It is on that basis, the basis of human need, the basis of anguish that we have experienced in seeing in our community that we have pleaded, all of us, all of those who have pleaded today for this program. It is on that basis that we have made this plea.

Senator BYRD. Does that complete your statement?

Mr. FAUNTROY. Again, I want to thank you for this opportunity to appear before this committee and to express our views.

Senator BYRD. I would like to address myself to a few of the points you have made in your statement.

HOUSING

First, as to the allowances for housing being insufficient, I have already indicated that it is the intention of the subcommittee to explore this.

FOOD ALLOWANCE

As to the insufficiency of food allowances to welfare recipients, I have already indicated an interest in exploring this.

AFDC–UP PROGRAM

As to the District's failure to participate in the AFDC–UP program, you say that it is a negation of the public policy enunciated by the Congress of the United States in its passage of the AFDC–UP statutes. If this be true, then, I call to your attention the fact that there are 32 States in the Union which are negating this public policy. Only 18 States—I believe I am correct—participate in this Federal program. My State is one of those.

Mr. FAUNTROY. Have those States requested——

Senator BYRD. Would you allow me to complete my statement? I asked you if you had completed yours.

STATES WITH AFDC-UP PROGRAM

I have this information which was supplied to me today and I read from it. For February 1965, 18 States made payments to 81,140 unemployed parents under the AFDC–UP program.

It is rather strange in my way of thinking, and I try to remember that I can be wrong, and perhaps I am wrong more often than I

am right, but it is rather strange that after all of these many months only 18 States in the United States have elected to participate in this program. One or two States participated in the program and dropped out, among which was the State of North Carolina, my native State and the State from which Dr. Ellen Winston comes.

I am not so sure that this figure of 18 does not represent about the same number of States that were participating in the program at the time we discussed this subject last year. So let it be said that if this is a negation of public policy, the District of Columbia does not stand alone. And, if it is a violation of basic human rights, the District of Columbia does not stand alone.

I cannot see in the refusal of the District of Columbia to participate in this program a violation of any basic human rights. This is a matter which has been left to the States by the Congress in the passage of the basic act.

HARASSMENT OF WELFARE RECIPIENTS

Now, you made reference, Mr. Fauntroy to harassment of welfare recipients. And reference has been made today prior to your testimony to harassment of the welfare recipients. Of course, this charge is not new. I went into this matter with the Director, Mr. Brewer when he was before the committee. I think I have said repeatedly that I see the need for investigative services. I think also that I have worked in this community long enough for people to know that I have not tolerated and will not tolerate any infringement on people's personal dignity or rights. Mr. Galvin knows this. Mr. Galvin has conducted his investigations accordingly. Mr. Galvin's investigators have a daily log that shows their time of visit. They certify to that log.

I asked Mr. Brewer if there was any indication that the charges of harassment could be substantiated.

Mr. Brewer, in answer to the question as to whether or not he had found them to be substantiated, answered, "I have not." In other words, I have not found any of these charges to be substantiated.

He went on to say, and I quote, "I have not found any of these charges to be substantiated in terms of these hours of visits. The complaints that I have received are a matter of public record."

There is the testimony of the Director of the Department and it is clear, it is unambiguous. But we continue to hear these charges of harassment. I would not support any harassment of welfare recipients by investigators any more than you would. I have a conscience, too, Mr. Fauntroy. And I would not tolerate this for a minute. This is not to say that I can hire and fire in the Welfare Department. But I would not stand still for harassment. And I have a lot of confidence in Mr. Brewer and I think he is a responsible citizen. He has a responsible job and a difficult one. We hear all these charges of harassment—I have gone into them as you have seen, and I found them unsubstantiated.

I intend to ask Mr. Brewer again next week when he is before the committee about this business of harassment.

I would not impose on your time were it not for the fact that I have been reading a good bit about you in the newspapers recently,

Mr. Fauntroy, and I have more or less anticipated some of the things that you have said today.

SIZE OF INVESTIGATIVE FORCE

You speak of the special investigative force and you refer to the size of it as being unheard of in any of the several States.

Mr. FAUNTROY. Mr. Chairman, I suspect I will not have an opportunity——

Senator BYRD. You will have an opportunity. I do not mean to take unfair advantage of you.

Mr. FAUNTROY. Fine.

Senator BYRD. The Department of Welfare some time ago, through its own investigators, who were few in number at that time, acting with the General Accounting Office, which is an arm of the Congress, conducted an investigation. The Comptroller General submitted to Congress two reports on the findings in the investigation of the aid-to-dependent-children caseload. These reports showed that 59.7 percent of the cases investigated were ineligible. Not only were 59.7 percent of the cases found to be ineligible, but only 9.7 percent of the entire sample of the 280 cases were found to involve no infractions whatsoever; 95 cases out of the sample, or 40.3 percent of the sample were continued as eligible, but on the 95 that were continued there were overpayments in 20 of these, and there were underpayments in two.

RECOMMENDATIONS OF COMPTROLLER GENERAL

Now, you wonder why we have the large investigative force. Mr. Fauntroy, I have been living with this subject for a long time—too long. I have suffered from it, too. I didn't ask for this assignment. The Comptroller General recommended that Congress proceed to investigate the entire ADC caseload. With findings such as these, and they have been made a matter of record many times, and with the recommendation from the Comptroller General such as I have alluded to, I would be an unresponsible chairman of this subcommittee were I not to proceed to the utmost of my ability and determination to clean up the caseload.

Of course, I have been depicted as a welfare bogeyman, but I am carrying out the recommendation of the Comptroller General of the United States, and so acting in the light of his recommendation, this subcommittee recommended investigative positions bringing the total, I believe, to 77. We could have added more.

CLEANING UP CASELOAD

I asked Mr. Galvin about his recommendation, as to whether we should add enough investigators to clean up the caseload in, I believe, 2 years, and I may be wrong in the number of years, or whether we should add enough to clean it up in 3 or 4 years so as to spread it over a longer period of time and thus make the impact during that period a little less than what it might have been, had we put on a crash program. And so Mr. Galvin recommended the smaller number.

We added those investigators with the assurance on my part, having been assured by the Department, that once the caseload was refined,

then we would no longer have need for such a staff of investigators and we would dispose of them.

And so the work began. And it proceeded, the caseload dropped and ineligibles were taken off the rolls and the next year when we sought to strengthen the investigative force on the recommendations of Mr. Galvin, I believe, and further attempting to carry out the recommendations of the Comptroller General, the House, in conference, refused to go along with the addition of investigators. As a result we are in this year of our Lord 1965 at a point considerably short of where we would have been had the Congress proceeded to act in pursuance of the Comptroller General's recommendations.

The job of cleaning up the caseload would have been over and we could have proceeded with eliminating some of the investigators, but the Congress did not complete the job. Congress went halfway and stopped. As a consequence we still have 77 positions for investigators, 58 of which are filled.

Reduction of Investigative Force

Now, I wish that the job could have been completed and I would like to have seen this investigative force reduced. But the job has not been completed to date.

A high percentage of the then existing caseload has not been investigated by the investigators.

There are those who say I am anti-Negro because I wanted to clean up the caseload. It is not my fault that 95 percent of the ADC caseload is Negro. Had the figures been reversed, had the caseload been 95 percent white with the findings of this investigation in front of me, and with the recommendation of the Comptroller General, I would have been just as determined to clean up the caseload. And I think this is something that I owe to all of the taxpayers of the country, not only those of the District of Columbia, and after all, there are Negro taxpayers just as there are white taxpayers.

And so, I have attempted to fulfill my responsibility.

If we have failed it is not my fault, because I wanted to add enough investigators to get the job done, get it over with and then reduce the number of investigators.

Forcing Unemployed Fathers to Desert Families

Mr. Fauntroy, you make reference to forcing unemployed fathers to desert their families in order that their families may have food and shelter. There may be instances of this. There probably are many more instances of fathers who are employed who won't face up to the responsibility of supporting their wives and children.

I maintain it is the responsibility of the parent to support the children. I maintain that if the unemployment compensation period should be extended, then let's extend it. I think this is an unemployment compensation matter. It is not a welfare matter.

Let's talk about this business of deserting fathers for a moment.

Annual Reports of Department of Welfare

The annual reports for the District of Columbia Department of Welfare certainly should be nonbiased insofar as this matter is con-

cerned. The annual reports indicate for each year the number of ADC cases and they also indicate the number of cases that opened because of the absence of the parent. Are you familiar with these annual reports, Mr. Fauntroy?

Mr. FAUNTROY. No, I am not.

Senator BYRD. You are not. All right, let me respectfully advise you as to what the annual reports show.

These reports do not support the contention that the man-in-the-house rule is contributing to an increase in the number of desertions of families. Instead, they bear out precisely the opposite, namely, that since the man-in-the-house rule went into effect, the number of cases opened because of the absence of the parent has percentagewise decreased rather than increased.

Now, I do not have the annual report for the past year. But I am going to go back over a period of 13 years prior to and including 1963. This rule has been in existence since 1955 as we now have it. No one ever said anything about it or shed any tears over it until 2 or 3 years ago when the investigation showed that the regulation was not being enforced. So it became at that time a bad rule. That alleged change occurred overnight. And now it is said that it is contributing to the desertion of families by fathers.

Looking at the annual reports for the years 1950 through 1963, I shall attempt to point to the number of case openings based on the absence of the parent.

DEATH OF PARENT

In a small minority of cases the absence was due to the death of a parent. And in a slightly greater number the absence of a parent was due to the incarceration of the parent—he was in jail.

But I shall give you, Mr. Fauntroy, the benefit of the doubt and include all of these cases as absences. We will just assume that they were all desertions and forget that some of them died, and some were incarcerated.

STATISTICS ON CASE OPENINGS BASED ON ABSENCE OF PARENT

In 1950, openings based on the absence of a parent constituted 38 percent of the ADC cases that were opened. In 1951 40 percent. In 1952, 44 percent.

So you can see that in 1950, 1951, 1952, the openings based on the absence of a parent increased. If this were still the case I would have to, in the words of the President, turn tail and run from you. You would have the statistics and facts to support your contention.

So in 1952, 44 percent of the openings were based on the absence of a parent. At that time the man-in-the-house rule was not in effect. Yet, the openings were going up, based on the absence of the parent. I repeat that the man-in-the-house rule wasn't in effect. In 1953, 42 percent; 1954, 43 percent; 1955, 50 percent—50 percent of the openings were based on the absence of a parent in 1955. In 1956, 53 percent; 53 percent of the openings, of the case openings, were based on the absence of a parent; over half of the case openings.

EFFECT OF MAN-IN-THE-HOUSE RULE

Now, at that time the man-in-the-house rule went into effect. In 1957 the percentage began to drop. Here it was 51 percent. In 1958, 47 percent. In 1959, 46 percent. In 1960, 39 percent. In 1961, 34 percent. In 1962, 31 percent. In 1963, 30 percent.

So here, over a period of several years, based on the statistics provided not by me, not by the General Accounting Office, but by the Department of Welfare, the openings, as a result of the absence of a parent, decreased.

I don't have the annual report for 1964, but I will get it. It is pretty difficult to refute these facts which come from the Welfare Department itself to back up your statement that the man-in-the-house rule is forcing families to be deserted by their fathers.

LETTER FROM COMPTROLLER GENERAL

Mr. Campbell, the Comptroller General, in his letter addressed to Representative Natcher and to me on July 26, 1962, said:

> We believe that a continuing field investigation should be instituted with the objective of investigating ADC cases for the purpose of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's prior verification of representations by the recipients.

I thought you might be interested in hearing the Comptroller General's exact words.

MARY ETHEREDGE CASE

You have referred to the tragic death of Mrs. Etheredge. Some people apparently have sought to blame me with the death of Mrs. Etheredge, judging from some of the things I have read in the newspapers. I am sorry that Mrs. Etheredge had this untimely end.

I asked the Department of Public Welfare for a report on the case. I shall read excerpts from it.

"Mrs. Etheredge again contacted the agency on March 30, 1962. At this time, her husband had returned from jail, was with the family, and was employable. The application was rejected.

"We did not hear from this family again until November 29, 1962. At this time, she stated that her husband had deserted, she did not know his whereabouts, and she was behind in her rent.

"On December 13, 1962, the agency issued an agency assistance check * * *. She was certified for regular assistance in January * * *. She still did not know the whereabouts of her husband * * *.

"In April 1963, Mr. Etheredge was located in High Point, N.C., but on a visit to the family by the social worker in June 1963 he was found to be in the home. This was acknowledged by both Mr. and Mrs. Etheredge * * *.

"Information indicated that Mr. Etheredge had been picked up by Baltimore police on May 7 for selling alcoholic beverages off hours and was to be fined $25 or 20 days in jail * * *.

"Mrs. Etheredge again reapplied on August 29, 1963. Her last baby had been born on August 10 at D.C. General Hospital and her husband had deserted on August 26 * * *.

"Her husband was last working with a construction firm in Virginia * * *. The mother stated that he had held this job until August 23, but we were unable to verify this * * *. Assistance was authorized and continued throughout July 1964 * * *. On July 15, 1964, a letter was received from Mrs. Etheredge from North Carolina requesting that her case be closed.

"Mrs. Etheredge reapplied for assistance in February 1965, stating that her husband had deserted, * * *. Attempts were made to locate Mr. Etheredge since she stated she thought he was employed at Hogate's Restaurant, and later we verified the fact that he had been employed at the Market Inn up until March 10, 1965. He had been discharged as of that date since he did not report to work * * *."

Are you going to shoulder on my conscience the responsibility of this husband who had a job and did not report to work, and who went to jail? I have his arrest record. He was arrested more than once.

WELFARE WORKER'S VISIT TO MRS. ETHEREDGE

Mrs. Etheredge was seen on March 6, 1965. "The purpose of this visit was to determine living arrangements prior to authorization of regular assistance checks. The worker found her living with a friend, concurred with her that she could not remain permanently at this address, and advised her to attempt to locate living quarters. He gave her the names of several real estate companies that might be able to help her. He told her at this time that she would receive her second check on April 12, but this would not include rent until she had found a place to live, at which time it would be restored to the grant.

"The worker states that he talked with Mrs. Etheredge concerning the health of herself and her children and she stated that she had no major health problems. There was, according to the worker, no evidence of mental disorder."

From there on the events in this story unraveled quickly.

"Apparently she went to the Woman's Bureau since a call from the Woman's Bureau on April 7, 1965, indicated that she and her friend's husband had been to the Bureau and that they were disturbed because she had not found a place to live. The Woman's Bureau stated that they were told she could remain with this family until she found a place. Worker explained the status of her public assistance grant, including the $191 which she had received for the month of March.

TELEPHONE CALL FROM SISTER MARY LEO

"On the morning of April 8 Sister Mary Leo called the Public Assistance Division stating the mother and children were at the convent where they had spent the night because they could not remain with the family. We requested that the children remain at the convent with the mother for a few hours until we could make arrangements for them. We advised that we would call her back after 12 o'clock. At noon a call was received from Family and Child Services stating that Sister Mary Leo had brought Mrs. Etheredge and her five children to their office. They stated the mother was very ill and the baby was ill also. There seemed to be no other alternative, because of the illnesses, but to suggest that the mother and her ill child be placed in the hospital * * *. Family and Child Services made arrangements to get the family to District of Columbia General Hospital. Later the four older

children were placed in Junior Village and the infant at Children's Hospital."

RECORD OF HUSBAND OF MRS. ETHEREDGE

The record shows Mr. Fauntroy, that the husband of this lady was employed at times. The record shows that he didn't show up for work at least on one occasion—that his employment was terminated for that reason. The record shows that he was incarcerated a number of times. The record shows that he deserted his wife time and time again and I maintain that husbands have the responsibility to find work and a responsibility to report for work. They have a responsibility to obey the law and stay out of jail, and they have a responsibility to maintain and support their wives and children. So let us not blame society with the unfortunate death of Mrs. Etheredge. I don't know what the physical causes of her death were. I am really very sorry that Mrs. Etheredge died. But some people in the District of Columbia have seized upon this case in an effort to dramatize their objectives which include the nomination of investigators, the man-in-the-house rule, and so on.

NEED FOR ESTABLISHMENT OF FACTS

Now, every citizen has a right in this country to express his viewpoint. Citizens have a right to petition the Congress. They have a right to petition this committee. They have a perfect right to object to the man-in-the-house rule. But they might be better advised were they first to attempt to establish the facts, some of which I have related to you here tonight.

Mr. Fauntroy, you say that the conscience of an entire community has been aroused. I presume that you are the chairman of the District of Columbia Coalition of Conscience. In any event, you are speaking for it here tonight and undoubtedly there are many fine people represented in that group.

You say that you are resolved to do all that you can to arouse the conscience of the Nation generally and the State of West Virginia. You say, "We shall work together to mobilize the conscience and people of this community and this Nation until this crisis is resolved. This we promise you."

You say, "We shall lobby with the Congress and we shall demonstrate our righteous indignation at this system through mass rallies and action."

Mr. Fauntroy, with the utmost respect to you, you may demonstrate to your heart's content. You may demonstrate by marching, picketing, or any other method that you care to utilize. There are some people who will knuckle under to your demonstrations. But I will never.

I consider the statement that you intend to "arouse the consciences of the people of the Nation generally and of the State of West Virginia particularly" an insolent statement.

I do not now, nor will I ever consider your self-appointed coalition to be a guide to my conscience, nor do I think that the people of West Virginia will ever consider themselves bound by it. My conscience will be directed by what I, in my own heart, think is right and by what I, in my own mind, judge to be the facts. That has been the position I have

attempted to take in the past and that is the decision that I will take in the future.

You have promised me this, so my answer is, "Lay on, Macduff, and damn'd be him that first cries, 'Hold, enough!' "

MANNER OF EXPRESSING VIEWPOINT

Now, I am receptive to the pleas of your people and, if need be, I will listen here the rest of the night to testimony. But I am unimpressed by your demanding tone. You have demanded. You are the first witness who has come before this committee this year demanding that this or that be done. Others have appeared who have implored the committee to act in the same direction. They have been respectful of the committee, they have beseeched the committee, they have adjured the committee and I have listened patiently and respectfully. I respect them for their viewpoint. I would, however, respectfully submit to you, Mr. Fauntroy, that you might be a little more persuasive in your viewpoint, and I respect your viewpoint—I am not quarreling with your viewpoint, but I am merely saying you have erred in your way of expressing it tonight. You have indicated to me that you are going to go to my people in West Virginia, that you are going to awaken their consciences, and you have demanded that I act in conformity with the views that you have expressed.

I don't want to be discourteous to you, but as far as I am concerned, Mr. Fauntroy, your testimony isn't worth the paper it is written on. You wasted your time in coming here.

When you talk about mass rallies and action, I don't know what kind of action you mean—it can be marching, picketing, sit-ins, lie-ins, wade-ins, lie-downs, walk-ins, but regardless of what you might contemplate it doesn't scare me.

AID-TO-FAMILIES-WITH-DEPENDENT-CHILDREN-OF-UNEMPLOYED-PARENTS PROGRAM

Now, if I change my viewpoint in regard to the aid-to-families-with-dependent-children-of-unemployed-parents program, and I might do it, but I don't think I shall, but I am going to go into it when the Director appears before the committee again. I am going to ask him some questions. But, if I do change my position, it won't be because of any threats of mass rallies, or any threats of action. I will let my own conscience guide me. I may have failed in the past, but I do not answer to the declarations of any coalition of conscience and I don't say this disrespectfully of your group.

I wouldn't have taken so much time if you had not appeared to dictate to the subcommittee what it must do, Mr. Fauntroy. You can lead a horse to water, but you can't make him drink.

Now, I will be glad to listen to you again.

Mr. FAUNTROY. Thank you, Mr. Chairman.

This has been very revealing, and I thank you for taking your time to make explicit your views.

Now, I should like to take time to respond on certain misunderstandings of my statement which you have alluded to.

First, you took issue with our statement that we believe this program, the failure to make available to us the Federal program for aid to families with dependent children of unemployed parents as a nega-

tion of public policy. I respectfully disagree with you on this point, Mr. Chairman. I believe that it is public policy when the Federal Government through its legislative branch enacts legislation which, as you have said, makes available aid to dependent children of unemployed parents when States apply for it. It is left with the States to determine whether that is the case.

I submit with respect to that, Mr. Chairman, that if we could in the District of Columbia vote on the question of whether or not we want aid to dependent children of unemployed parents, that the overwhelming vote in our first opportunity to engage in a bona fide election in November 1964 which saw, if I am not incorrect, something like 96 percent of those voting favoring this program, then, this program would have been in the District of Columbia.

Further, I submit that these many, many groups in focusing on the District of Columbia coalition, you are not focusing I hope on me personally—I represent the combined thinking of all of those who have petitioned this committee for 3 years on each of the needs that we have enumerated here. If their opinions in the democratic process be taken into account, this program would have been a part of the District of Columbia as a welfare program. So, in that question—in that regard—we feel that the failure to provide this program in light of the overwhelming desire expressed here year after year in hearings and given tangible significance by the votes of people who went to the polls for the first time in a national election, would have resulted in the inclusion of this program in the District of Columbia.

Special Investigative Force

Second, Mr. Chairman, you made reference to our claim that the special investigative force has subjected many of our people to harassment and to refute that we cited statements by public officials.

In reply to that I want to say first, that we understand this to be a public hearing where the citizens of the District of Columbia are invited to state their views, their experiences, and while we appreciate the reference to public officials, they will have their hearings I understand tomorrow. It is our feeling that the test of a measure is not what it says, but what it does. We come to you—all of these people come supporting the need for reducing the special investigative force—come to you out of the experience of not reading of statistics, but from the experience of reading in our churches, in our church communities, in the faces of anguished mothers and distraught children, all of the frustrations that they have experienced as a result of their encounter with these special investigators. And all of the statements listed here, notwithstanding to the contrary, I assure you, that we and all of those who supported this at this hearing come out of an experience of what our eyes have seen and what our ears have heard and what our hearts have felt as we have confronted people who have been harassed, who have had people come in, investigators coming in late at night and early in the morning and urging, conjuring, threatening them, urging them to sign off of the welfare rolls, and if this is to be a public hearing where you hear the citizens of the District of Columbia, then I think we should not be badgered with statistics or statements when we come to express to you concerns that are not manufactured.

They are concerns which we feel, which we experience, and certainly not all of these groups that have mentioned this are deliberately lying or trying to misrepresent the facts. The fact is that many people are driven to extreme frustration by these pressures. And we have found the facts of substantial harassment to be true. We have substantiated it not only on the basis of committee hearings, public officials. We have substantiated it on the basis of what we have heard in our communities—what we have seen and we respectfully request that you honor our testimony as testimony of citizens who give to you the benefit of their experiences.

VIOLATIONS OF REGULATIONS

You also pointed out, Mr. Chairman, that the results of certain investigations, suggested some years ago, indicated that a large number of people were found to be in violation of certain regulations. Mr. Chairman, we have come in with the six points that we have requested that have become a part of the welfare picture of the District of Columbia, to say that it is these regulations that are unjust. It is these regulations that are unfair. It is these regulations that are destroying families and any regulation that forces people apart—forces families apart—forces unemployed fathers to leave the home if their children are to be fed—is unjust; it is unfair; it is not right. It is morally wrong and it is on the basis of that conviction that we have opposed regulations.

You have also indicated, Mr. Chairman, that this is not a Negro question. But if, as you pointed out, the facts were, the majority of people who are on this issue, if they were right, that you would be just as firm in your belief that it is unjust and not right to include this program in the District of Columbia. And I concur with you, that this is not a Negro-white concern. And we come to you, a coalition not of Negroes, not just of white people. We come to you as a coalition of voteless people who have tried by every means at their disposal for 3 years to place before you our assessment of the needs of our community for these programs without success and we would be every bit as concerned as you about children not being able to eat, about people living constantly in the fear of eviction because the assistance offered them was adequate, about families being broken up, whether they were Negro or white. So we agree with you at this point. We hope that you did not view this as a Negro-white question. It is more than that.

FEDERAL PROGRAMS TO AID UNEMPLOYED PARENT

You pointed out also, Mr. Chairman, several groups of statistics to indicate in your view that the absence of the program for the federally approved and authorized programs to aid unemployed parents has not been the cause of fathers leaving their homes. And we again have come to you as citizens who live out in these communities and say that the views of public officials notwithstanding to the contrary, we understand, we feel, we know this to be true. You indicated that this committee does not wish to place public welfare in the position of supporting unemployed fathers who won't take care of their families. We respectfully submit that we are in that same position. We do not want public welfare to support employed fathers who are not

taking care of their families. We have come with a plea for the aid to dependent children of unemployed parents and we feel it is very easy to determine whether or not a person is unemployed. It is very easy to determine whether or not he is employable and there is work available to him. We have a very effective unemployment compensation system here whereby we pay through the unemployed subsistence funds so long as he can demonstrate effectively that he is looking for work and cannot find it.

Everyone who understands the unemployment system knows that if a person seeks compensation he must register with an agency like the USES in our community. Everybody knows that each month he has, before he receives his check, he has to demonstrate that all resources of this, the most effective employment agency in this community had not resulted in a job for him and then, on that basis and on that basis only is he given assistance. And it is very difficult for those of us in the community whose hearts and consciences have been sensitized by what we have seen and what we have felt in this community to understand why such a program could not apply under the aid to dependent children of unemployed parents, and again, the test of the measure is not what it says, but what it does.

DECREASE IN WELFARE CASES

You mentioned in this connection that a number of cases were opened because of the absence of parents in the home had decreased. This is particularly since 1955. I submit first, if that is true, the test to the effectiveness certainly since 1957, that attest to the effectiveness of the harassments—that attests to the effectiveness of the harassment that we have deplored, and more important, Mr. Chairman, we submit that if there are only 30 percent of the people who need aid to dependent children for—of unemployed parents—if there is only one who needs it, the moral conscience of this community and the moral responsibility of every citizen we believe is to see to it that that one person—suppose 30 percent of fathers or whatever the case who are unemployed are not forced to leave their homes, forced to break their families up in order that their children may be fed and that they may find shelter and housing.

In this regard we raise again the moral issues, not a question of statistics. When we have to, as many of the clergy have testified, when we have to make available the resources of our churches, and we have to agonize with these families we don't ask ourselves what percent of the population does this one person represent who is hungry, who is on the verge of a nervous breakdown, whose children are being mangled by this system—we don't ask what the statistics are. We ask what the facts are. And the purpose of this hearing as I understand it is a public hearing to gain views from us what we understand to be the facts of life in Washington, D.C., for many welfare recipients.

And again, we come not in any fly-by-night fashion. These are issues which have been brought before this committee time and time again.

FURTHER STATEMENT ON MARY ETHEREDGE

Then, Mr. Chairman, you mentioned the case of Mary Etheredge. Your suggestion perhaps that someone has blamed you personally for

her death. I want to assure you that none of us has placed the blame on any one person or any one group for the death of Mary Etheredge. We have attributed it to a system, a system that provided her and her destitute family insufficient funds to meet the housing costs of the District of Columbia and insufficient funds to meet the food costs, insufficient emergency mechanisms to meet her emergency needs.

Also, you selected several—carefully selected sections from the report on the Etheredge family. May I say that we have tried to familiarize ourselves as best we could with those facts and I recall reading the same statements which you enunicated a few minutes ago. You pointed out that the father was employable. And again, with respect to that, we point out that we have here because there are employable people who are in the community who are on welfare. We are here to protest a system which does not allow unemployed people who, because of reasons and circumstances beyond their control, cannot find employment not being aided.

Again, we come to you with this experience not out of the reading of statistics, not out of the hearing of reports, public officials, but out of the reading of the anguish and the pain and the frustration and the lives of people in the District of Columbia, which frustration has moved all of these organizations, I repeat for 3 years, to petition you—to petition you to make available the benefits of this Federal program here in the District of Columbia.

The report points out that the father, when found in the home resulted in the cutting off of the family from public assistance. It is for this reason that we are here. We feel that this is unjust and unfair, to cut off an unemployed person just because he happens to be in the home—to deny children food and clothing and force them to go out to a place like Junior Village where, as was indicated earlier here, so many are committeed every month because of so-called desertions by their parents.

You have indicated also that there are those of us who don't know the facts. You have suggested that we ought to. Yet, to get the facts before coming to hearings like this—I again submit to you, Mr. Chairman, that we know the facts. We see the facts in our communities day by day and reporting of these facts notwithstanding to the contrary, we have been moved to urge not just here, but for 3 long years that these programs which we have enumerated, which are the same which have been enumerated for 3 years before you.

STATEMENT ON MOBILIZATION OF CONSCIENCE

Mr. Chairman, you also point out you took exception to our statement about mobilizing the conscience of the Nation generally and of the State of West Virginia in particular. You said you felt that was an insolent statement. Mr. Chairman, I want to assure you that it is not our desire to force you to knuckle under. We are not here to threaten you, as you seem to interpret our statement. That is not a threat. It is a promise. We promise that because of the keen pain that we experience in this community, that we can do no other but to engage in every kind of action available to a voteless people. And you will excuse the reference to the State of West Virginia. We had two reasons for making that reference. One was the reason stated

earlier here by Mr. McGuire, namely, that you, being the chairman of this committee are from the State of West Virginia.

But secondly, Mr. Chairman, you must understand our position in Washington as a voteless people. We have no means, no traditional means of translating our beliefs into public policy and practice. That is what politics is, you know. It is a means by which people in a democracy seek to translate their beliefs and their ideas about how society ought to be run into public policy in practice.

And again I submit, if we were able to vote, if all the people in the groups that come here were able to petition through traditional political means, then long ago this program, if our ballots counted, long ago this program we submit would have been a part of the welfare picture in the District of Columbia, but blunt facts are—the blunt fact is that we do not have this means of translating our beliefs about each of these items into public policy and practice. Therefore, we have to rely on our friends—those outside of the District of Columbia who, when aroused to the level of conscience can assist us.

COOPERATING GROUPS

And I say, Mr. Chairman, and I want you to see the list of groups who are cooperating in the community mobilization of the coalition of conscience. As I indicated to you it is not an empty coalition. Most of the groups which have testified over the past 3 years on these same crisis needs are cooperating in this effort to arouse the conscience of the Congress generally and the people of the Nation particularly on this question. And many of the groups here have national affiliates which responded to the pleas of citizens in West Virginia and throughout Appalachia—the Appalachian region, to help them convince—help them translate what they believe to be their needs into public policy and practice.

Many of the national organizations of the local affiliates which have petitioned you for 3 years to give us these programs, many of those national groups did petition the Congress, did engage in traditional means of political action to translate their beliefs about the need for poverty programs in Appalachia and did petition until that became a matter of public policy and practice. We are not, as I indicated, concerned that there happened to be Negroes in Washington who suffered most from these injustices as we have defined them, as many people have defined them over these 3 years.

We do it because they are human beings. And the people in West Virginia I am sure are grateful to people all over the country who have—who sense their needs, who aroused by the pressure of their circumstances to petition as many of our national groups petitioned, to lobby, to urge, until what they believed what they needed was translated into a public policy and practice that is relieving the pain of unemployment, that is, relieving the anguish of poverty, that is relieving the awful gnawing pangs of hunger in West Virginia and we believe that if we can somehow raise our petition above the level of the cold statistics that have been quoted us this afternoon and tonight, until the people of this country can see the anguish that we in the community have seen and which anguish has forced us to come here, then I think that they would be moved also to say, give the District of Columbia aid to dependent children of unemployed par-

ents. Give them increased public assistance grants. Give them higher foster home rates instead of paying over three times as much to keep children in a depersonalized snake pit like D.C. Junior Village.

LANGUAGE USED

Then, Mr. Chairman, you took issue at our language in demanding that these things be done.

With respect to this, Mr. Chairman, again, I submit that all of these groups have been requesting and beseeching and adjuring for these critical needs for 5 long years—for 3 long years. And I think in light of the pressures that are obvious in the community, I think it is unjust to badger us on the question of language that we have used to set before you obvious concerns of the people who feel these things in the context of their own communities.

DESERTION OF FAMILY BY HUSBAND

Finally, Mr. Chairman, I should like to say that the issue here is not whether the Mary Etheredge case is one of a father who had a jail record. I suspect if we were to take the time to get the facts, not statistical facts, but to review the life and pressures upon this family and the pressures of living upon many families like this, that we could give justifiable reasons for giving some concern to this family. But the question here is much bigger than Mary Etheredge. And if there is but one unemployed father in the Washington community who can be kept from being forced to desert his family, then that one person is justification for this program and no amount of documentation of the Mary Etheredge case can erase that fact from our consciences. No amount of statistics as I said before can erase from our hearts the pain that we have experienced with many, many Mary Etheredges and many, many husbands who just simply try as they may, cannot find employment and must desert, must leave the home if their childen are to eat and if they are to have shelter over their heads.

So, Mr. Chairman, I urge you to take our petition and our efforts in the future to sensitize the consciences of the other Members of the Congress, as efforts not to desire to force anybody to knuckle under. We just believe that the people should not—that they should know the facts, not statistical figures, statistics, but human facts, that they would be moved to make these programs available on a perfectly reasonable level, in a way that people cannot abuse it immediately. And that is the purpose of our action. We do not have ballots. All that we can do is present our bodies and the moral weight of our consciences to raise this level, to raise this item of public policy to the level where not only the subcommittee on appropriations here will have to deal with it, not only in the District Commissioners who, incidentally, have reflected our desires and have come before this committee, raised it to the level where not only the Senate but the entire Congress will respond to it by translating our beliefs into matters of public policy and practice.

Thank you.

VOTE CAST BY PEOPLE OF DISTRICT OF COLUMBIA

Senator BYRD. All right, Mr. Fauntroy, I have listened to your statement. I think the record will show that no attempt was made to badger you. The record will also show that I took care to cast no reflection upon the members of the Coalition of Conscience. You would like to have it said that you have been badgered, but you have not, and you will not be.

You spoke about the vote that was cast by the people of the District of Columbia, I believe, in connection with the proposed AFDC–UP program at one of the recent elections.

Mr. FAUNTROY. Yes.

Senator BYRD. I read excerpts from a letter written by a District of Columbia citizen, and I quote, "the election was very poorly run and no conclusions can be drawn except that three groups of Democrats fought vigorously among themselves. Few people knew who the candidates were on the three slates. All were told to vote yes to all of the questions. Many had no idea what the questions would include."

OPPORTUNITY TO MAKE STATEMENT

We could argue all night about these points. But you have been given your opportunity to speak your heart and your mind. I have given you my response, in part, and I shall not be long in completing it.

As I say, I have no objection to your viewpoint. I respect it. I merely refuse to be intimidated by those who threaten mass action. There you are.

The hearing on the Welfare Department items will be on Monday. I will ask some questions on the AFDC–UP program. If I attempt to oppose the program the other Senators may overrule me. The Senate itself might overrule me and if it doesn't the House conferees might overrule me. But I shall stand by my own convictions in the matter.

As to the man-in-the-house rule, it was indicated in the hearings last year that 15 States in the country have regulations that are equivalent to the man-in-the-house rule in the District of Columbia.

You have said that the citizens of the community would vote this program in if they had the opportunity to vote. That may be true. Where is the money coming from? The Commissioners have indicated that the problems involving finances are growing in this city. The city needs money for education, needs money for police, needs money for recreation, needs money for libraries, needs money for welfare, needs money for health programs. There is only so much money to go around. So when there is only a certain amount of money to be distributed one has to determine the needs and apply the available moneys to those needs.

I would hope that your citizens would not make the city bankrupt. I would hope that they would exercise good judgment and give serious consideration to the finances available in their decisions as to the programs to be activated.

It is one thing to say that the citizens would vote for it. It is quite another thing to say who is going to pay the bill.

Now, in closing, I leave these suggestions with you, Mr. Fauntroy.

SUGGESTIONS FOR COALITION OF CONSCIENCE

The Coalition of Conscience, with all due respect to its membership, may want to be more active in its helping to find foster homes for children at Junior Village. The Coalition of Conscience might do something to influence and encourage family planning among low-income groups.

I am not being curt. I have no intention of badgering you. But these are items that are pertinent when we discuss welfare: finding foster homes, family planning, distribution of birth control literature, do something about these problems and the results might be evidenced 25 years away. A man does not plant a tree to sit in the shade himself. He plants it for a future generation. Encourage some of these low-income group to practice family planning: help them, teach them.

Too many of the families with large numbers of children are being brought up on welfare. Let your program be a long-range one. Let's quit sweeping things under the rug. A lot of us don't want to talk about birth control, but we practice it. Let's be frank about it. And let's go to these people who need the information. This is one of the real problems that is going to confront not only Washington, D.C., but the entire world one of these days, the population explosion. So you—you may already be active in this regard—I am not attempting to say whether you are or not. But this is a very fertile field in which your coalition may wish to plow.

ILLEGITIMATE PREGNANCIES

You might also, Mr. Fauntroy, arouse the conscience of the people in an effort to reverse the growing number of illegitimate pregnancies occurring each year among junior high and senior high school girls. Last year there were over 1,100 in the District of Columbia, over 1,100 pregnancies among junior and high school girls in the District of Columbia.

This is a welfare problem because many of these end up on welfare.

When we speak of illegitimate children, 39.7 percent of the children in the ADC caseload, based on the testimony given in last year's hearings, were illegitimate children. The year before, 45 percent of the children were illegitimate.

I took the time to do a little counting year before last and I found that there were 6 mothers in the District of Columbia who had 61 illegitimate children—6 mothers on welfare who had 61 illegitimate children. There were 10 other mothers who had 90 illegitimate children.

And there were 15 mothers who had 120 illegitimate children and there was another group of 3 dozen mothers who had 21 dozen illegitimate children on welfare.

Help us to do something about this.

This will be a real forward step in combating the welfare situation.

DESERTING HUSBANDS AND FATHERS

I hope that you and your coalition will help to locate some of the deserting husbands and fathers. Help to emphasize the importance of parental responsibility. And I would hope that you would help to

enforce these Welfare Department regulations so that ineligibles may be eliminated, thus making additional money available to deserving recipients, and to schools, libraries, and so on.

I want to express the hope that you will activate yourselves in helping to recruit qualified people for positions already allowed by the Congress to the Welfare Department which have not been filled.

I would also hope that you would help to find jobs for persons who have been trained under the manpower development training program. And that you would assist in vocational rehabilitation so that others can be removed from the welfare rolls.

ALCOHOLICS

Finally, I would hope that you would exercise your talents and your strength more than ever in doing something for the 20 percent of the hard-core unemployed who are alcoholics.

Mr. Fauntroy, if you include in your program these suggestions, and there are perhaps others, you will be attacking the roots of the welfare problem and some of the other problems that are concomitant. I could exhort you to do something to rouse your people regarding the serious crimes committed daily in the District, but I have confined my suggestions to those affecting welfare.

STATEMENT OF APPRECIATION BY CHAIRMAN

Ladies and gentlemen, I appreciate your patience. I have given Mr. Fauntroy all of the time he cared to take. He spoke twice, I spoke twice, I didn't interrupt him. He could have spoken longer if he had wished to. We could go on ad infinitum. The gentleman has presented his case and I have presented my case.

I thank you all for the testimony you have given. I know that you have waited long—some of you have not had a chance to eat. You are tired.

STATEMENTS AND COMMUNICATIONS SUBMITTED

I am sorry we had to limit some of you in your testimony. Perhaps we should give 2 days to the outside witnesses. I think I have done this on one or two occasions in the past. But I couldn't be in town tomorrow and I couldn't be in town Saturday. So I tried to get the public testimony in the record in 1 day and those statements which were not read in full will be included in full in the record.

The record will show the prepared statements and communications of several persons who could not personally present them today.

(The statements follow:)

CAPITAL OUTLAY

STATEMENT OF LESLIE LOGAN, PRESIDENT, ARLINGTONIANS FOR PRESERVATION OF THE POTOMAC PALISADES ON POTOMAC RIVER FREEWAY

I am Leslie Logan, president of the Arlingtonians for Preservation of the Potomac Palisades. Our membership is made up of civic associations located along the Potomac River in Arlington and several hundred individual members. Our mission is to conserve those natural, esthetic and historical values of the Potomac shores that are of both local and national importance.

I would like to speak briefly in opposition to the appropriations request for $1.6 million for the Potomac River Freeway for the acquisition of right-of-way. This project is directly related to the connections and interchange with and approaches to the proposed Interstate Route 266, Three Sisters Bridge.

In a letter dated May 27, 1963, to Lyndon B. Johnson, who was then President of the Senate, the late President Kennedy stated that he was requesting a reexamination of the Three Sisters Bridge question which would "be closely related to the needs and desires of the surrounding jurisdictions." The I–266 bridge is opposed (at Three Sisters or any other location) by Arlington's elected government, the Arlington County Board. It is also opposed by—

The Arlington Planning Commission.
Arlington County Cultural Heritage Commission.
Arlington County School Board.
Arlington County Council of PTA's.
Arlington County Civic Federation.
Arlington County League of Women Voters.
St. Andrews Episcopal Church and Cherrydale Methodist Church, the two largest churches in the palisades.

There are already 10 major arterial highways which cross Arlington, and as expressed on April 6, 1965, by Joseph L. Fisher, chairman of the Arlington County Board, in a letter to President Johnson: "One more highway (Route 266) and bridge system at this time is more than we can take."

The I–266 bridge complex in any of the proposed locations would take from 17 to 23 acres of national park land on the Arlington side of the river. It would destroy cohesive, long-established, single-family residential neighborhoods. Ripping through the palisades to the Potomac, it would destroy aesthetic, historic, and social values that can never be replaced.

In a letter of June 1, 1963, to the President of the Board of Commissioners, President Kennedy asked for a "thorough reexamination" of the whole Three Sisters Bridge problem. In a memorandum submitted to the Congress during hearings on the 1964 budget, the Director of the District Department of Highways and Traffic stated that "In order to thoroughly reexamine these projects in the light of the President's letter of June 1, 1963" the Department would hire a nationally recognized firm to study the need for the bridge. On July 18, 1963, the Deputy Director of the Bureau of the Budget stated that this study needed to be made as had also the Federal Highway Administrator on July 14, 1963. To this day there is no evidence that this study ordered by President Kennedy has been made.

Mrs. James H. Rowe, Chairman of the National Capital Planning Commission, stated as recently as November 15, 1964, that, "there was no study on the need for an additional bridge crossing."

Certainly, neither the Location Studies—Interstate Route 266, prepared by a New York consulting firm, nor the supplementary report on I–266, prepared by the District of Columbia and Virginia State highway departments, can separately or together be considered the thorough study ordered by the President, for the first was contractually confined to other than need factors and the second was hastily compiled and error ridden.

At joint public hearings sponsored by the District of Columbia and Virginia State highway departments (November 24, 1964), representatives of at least 200 citizen groups from both sides of the river unanimously rejected any I–266 in any location. It is clear that the only "consensus which can command general support" which the late President Kennedy said should be a "major objective" is the abandonment of the entire project.

Funds appropriated in the past for the I–266 bridge are for its construction at Three Sisters Islands. President Kennedy expressed dissatisfaction with this site and subsequently the Policy Advisory Committee has twice rejected it. The National Capital Planning Commission has rejected this site on several occasions.

Since this site has been officially abandoned and since President Johnson in his 1965 budget message endorsed only the Policy Advisory Committee's recommendation for a bridge below Key Bridge (plan I), clearly the past appropriations for the Three Sisters Bridge should not stand. In support of this argument, may we refer to the General Accounting Office Decision B–125404, August 31, 1956, which ruled that though appropriations existed for a bridge at Constitution Avenue, they could not be used for a bridge at Theodore Roosevelt Island without specific legislation authorizing the change in site.

All Potomac River bridges were authorized by special congressional legislation. There is no such authorization for the Three Sisters Bridge—in any location. Commissioner Tobriner, in a recent letter to Congressman Natcher, has stated that no specific statutory authority from Congress is required because approval of the Bureau of Public Roads is "tantamount to the approval of Congress." This is not so, as evidenced by a letter of April 26, 1965, from the Comptroller General of the United States to Congressman McMillan, chairman of the House Committee on the District of Columbia.

It is clear that the District Commissioners are without authority to expend funds for the construction of the I–266 bridge or to acquire property for its proposed connections. The specific limitations to the power of the Commissioners are contained not only in the many precedents established by the courts, but by the present Organic Act, the laws set forth in title 7 of the District of Columbia Code, and the act of August 25, 1914 (37 stat. 444, 40 U.S.C., 68), which directs: "There shall not be erected on any reservation, park or public grounds of the United States within the District of Columbia, any building or structure without express authority of Congress."

The I–266 project would entail the building of the bridge structure and its approaches on park or public grounds of the United States within the District of Columbia.

We therefore trust that the committee will cause existing appropriations for the Three Sisters Bridge to be transferred to other pressing needs in the District of Columbia and that the request for additional funds of $1.6 million for acquisition of right-of-way relating to the bridge be denied.

Thank you.

DEPARTMENT OF PUBLIC WELFARE

Statement of Clarence E. Shaw, Representative of District of Columbia Chamber of Commerce

I am Clarence E. Shaw and I appear before you as the representative of the District of Columbia Chamber of Commerce.

Our association has for many years been interested in and concerned about civic problems in the District of Columbia. We have found that many factors in the District affect us both as residents of the area and as people who earn our livelihood in business enterprises. We believe that all of us—businessmen and other people who live and work here—benefit from a well-administered city which provides needed services for its residents.

It is for this reason that we have become concerned about the Department of Public Welfare and the program which it administers. We understand that this program is intended to relieve suffering, to eliminate hunger and poverty and to see to it that no family is forced to break up just because parents cannot feed their children.

If the Department of Public Welfare does not eliminate hunger and allows this to cause family breakdown all of us are hurt. We have found that poverty and family breakdown cannot be separated from crime, from the physical blight and deterioration of the city, and from a poor moral climate in our city.

The District of Columbia Chamber of Commerce believes that this is precisely what is happening in the District of Columbia. The program which the Department of Public Welfare is asked to carry out is appalingly inadequate in meeting the problem of poverty and in preventing family breakdown. We have, therefore, joined with other organizations of the District to support changes in this program which will meet six critical needs: Aid to children of unemployed parents; emphasis on rehabilitating families by lowering worker caseloads; a comprehensive day-care program; foster-home board rates ranging from $75 to $85 a month; a 25-percent increase in all welfare allowances, and a drastic reduction in the special investigative force.

We believe this kind of program represents true economy. These six points promise prevention which is more economical than expensive institutional care of homeless or delinquent children and adults.

We urge this committee to act favorably on these six critical needs and see to it that this program becomes the policy and practice of the Department of the Public Welfare.

DISTRICT OF COLUMBIA PUBLIC SCHOOLS

In order for youth to meet the challenges of a competitive labor market and the demands for trained personnel, they must have the best education possible. Counseling and guidance in career preparation becomes increasingly important in an economy with growing unemployment rates. We daily see the results of poorly trained youth, of youth who have received no vocational guidance in the preparation for earning a living. We are convinced that until very high priority is placed on providing new and modern school buildings to replace those that have long reached their obsolescence, a corps of fully trained teachers supported by the necessary social service personnel in the form of counselors, social workers, and psychologists and equipped with adequate textbooks and supplies, we will hardly be successful in maximizing the opportunity for each to develop to his full potential and become a fully productive citizen. Our applicants for employment can be no better than the schools which provide them.

COMMISSIONERS COUNCIL ON HUMAN RELATIONS

The Commissioner's Council on Human Relations with its small staff of professional and clerical workers has done a very effective job in combating racial prejudices in the Nation's Capitol, particularly in the field of employment. This problem, like the problem of discrimination in housing, has not been fully solved and the immediate intensity of the challenge in these and other fields than the very modest manpower resources of the Commissioner's Council will allow. The need is now greater since the recent ruling on housing comes under this agency.

Washington, like cities all over the country, is facing a crisis in civil rights demands. Employees both in Government and industry, find themselves trying to resolve inequities resulting from generations of denial of opportunities simply on the irrelevant grounds of the color of a person's skin.

In order to meet the demands of groups and individuals seeking a stepped-up pace in righting these wrongs; in order to help Negroes to prepare for new opportunities that are increasing; and in order to continue to concilliate, persuade and investigate in matters of equal opportunity, the Council finds itself, too, facing a crisis with a limited staff. We implore the Appropriations Subcommittee to favorably respond to the Council's request for additional professional persons and one additional secretary, a rather modest request for the tremendous tasks ahead.

PUBLIC HEALTH

One of the most pressing health needs in the District of Columbia is the need for additional health facilities and services and for better health education programs. The amount requested for 1966 is still inadequate to provide all of the health needs of the community, but this amount, if reduced further, would be disastrous.

Thank you for permitting me to represent the District of Columbia Chamber of Commerce at this hearing.

STATEMENT OF N. EUGENE OTTO, CHAIRMAN, PUBLIC WELFARE ADVISORY COMMITTEE ON DAY CARE FOR THE DISTRICT OF COLUMBIA

DAY-CARE PROGRAM PROPOSED BY THE DEPARTMENT OF PUBLIC WELFARE

My name is N. Eugene Otto. I am employed by Potomac Electric Power Co. and I submit this statement as chairman of the Public Welfare Advisory Committee on Day Care for the District of Columbia. This committee was required by the 1962 Welfare Amendment in order for any State or jurisdiction to qualify for Federal funds from the Children's Bureau for day-care service. This Committee which is appointed by the Board of Commissioners of the District of Columbia, includes in its membership representatives of the Public Health Department, Board of Education, Department of Recreation, Department of Public Welfare, along with representatives of professional groups working on day care, and the business community.

At the April meeting of our committee I was instructed to appear before your Appropriations Subcommittee and urge the support of the day-care program submitted by the Department of Public Welfare. We urge your favorable consideration of the $136,949 request to carry on this program. We want to point out that dollarwise the small increase over the previous year is attributed to

required salary adjustments only and that the Department of Public Welfare's most urgent need is to broaden the scope of its service by the lifting of present restrictions.

The Department expects to continue providing day care for all of the children whose mothers are in training for employment as they have in the past. Likewise, they would continue providing day care for the children whose mothers have completed training and are now seeking employment or have recently become employed. We urge that the current 3- to 6-month's limitation on this latter group be removed.

The Department again proposed to serve those mothers already employed but earning an insufficient income to enable them to pay the full cost of day care for their children, and also those families where care of the children is essential to prevent family breakdown and placement of the children in Junior Village or where the presence of the mother is required outside the home for family reasons.

The Department also wishes to extend its program to serve children now in agency foster homes who could be removed from these facilities and reunited with their families if day care were provided.

Implicit in this broad program of day-care services and the eligibility therefor is the responsibility of the mother to pay the maximum amount that she is able for this service. In using a sliding fee scale as a basis for payments, the Department would expect to pay the difference between the parents' payment and the actual cost of care.

I think it is important to point out that the day-care program of the Department is now being administered by appropriate staff under the Child Welfare Division.

The Public Welfare Advisory Committee on Day Care strongly believes that providing day care is one of the ways for preparing children for responsibilities in later life. We believe in the need to provide those facilities which can assist in child rearing and care to assure the healthy development of the children whose environment and whose families or personal situations might leave them badly prepared for participation in schools. We know that this program will cost money and believe that it is well worth the expenditure. Congress has led the way in providing limited Federal funds for such a program as it has wisely seen fit to appropriate for other areas of human interest and need. We believe that aid for children in these early formative years of life is imperative.

I want to thank you for letting us submit this statement. I want to inform you that the Public Welfare Advisory Committee on Day Care is concerning itself not only in the scope of the Department's program, but also in the programs of the voluntary and proprietary groups providing day care. The community has exerted great effort to extend its day-care programs and I assure you that this effort could be greatly enhanced if the present restrictions on the Department of Public Welfare's day-care program were lifted.

PUBLIC SCHOOL SYSTEM

SHAW REPLACEMENT PROGRAM

STATEMENT OF MRS. DOROTHY LYNN, PRESIDENT, SHAW JUNIOR HIGH SCHOOL PARENT-TEACHERS' ASSOCIATION

Mr. Chairman, members of the committee, ladies, and gentlemen, the Parent-Teachers' Association of the Shaw Junior High School wishes to go on record as supporting in full the Shaw replacement program as specified by the Board of Education. We wish to have a community school which will influence and uplift the spirit of the neighborhood. A community school would also bring cultural, health, and welfare facilities to our area.

We not only approve the replacement program but also wish to state that the new site is the result of requests made at conferences with members of the community and the Commissioners by the PTA, the mothers' club, leaders of the community, and interested citizens. The previous site which is now the John F. Kennedy playground is no longer desirable for our school because it has added so much to the community and has filled a gap in the development of the children to such an extent that we are not willing to part with it. Is it not impor

tant and urgent in times like these that children have a safe place to play and develop wholesome play attitudes and habits?

We feel encouraged over the new plan for a Shaw Junior High School replacement, but we are not satisfied with mere plans without an early, very early construction date.

Some of you may remember the unbelivable conditions that exist in Shaw from the previous requests we have made. Shaw is located on the corner of Seventh Street and Rhode Island Avenue NW. It is over 65 years old, is worn out, and is constantly being patched up. We would like to have a new building as soon as possible because, further, it is dangerously overcrowded. It has a capacity of 1,167 pupils and at present has an enrollment of almost 1,500. The rooms are inadequate. The planning is outmoded with a patchwork of rooms, and in some cases one has to pass through one room to get to anther. The auditorium and library are being used as classrooms and the balcony of the auditorium is the hall for lines to pass through every period. Inadequate is hardly the word to describe these conditions.

Today, our children are in outmoded shops which are small, poorly equipped, and dimly lighted. In our sheetmetal shop, our only claim to modern equipment is one drill press given to us at the end of World War II. The boys' gymnasium has an angular wall, making basketball and other games impossible. The low beams and the dungeonlike appearance of the rooms are depressing.

The new floor in the girls' gymnasium has buckled again. It is so damp there that the floor has broken through and is standing up in many places. The stagnant water underneath can be seen because of the breaks. Benches are placed over the most hazardous breaks in the floor to protect the students. During a heavy rain, the whole basement floods, including the school cafeteria and the boilerroom.

Repairing and replacing the gymnasium floors and other sore spots in the building is a constant expenditure. Continued use of the building year after year is objectionable because of great deterioration, and, furthermore, we feel it is a waste of taxpayers' money to constantly repair it.

Even with the wonderful new playground in our vicinity, Shaw is the main educational institution in our community. Our main emphasis is on preparing our children educationally and culturally; we want them to have a good education with good facilities so they can become fine citizens and an asset to any community.

As is evident, we need a new school desperately.

DEPARTMENT OF PUBLIC WELFARE

Letter From Mrs. Clarence E. Fisher, President of the Board, Northwest Settlement House

Northwest Settlement House,
Washington, D.C., May 6, 1965.

Senator Robert C. Byrd,
Chairman, Appropriations Subcommittee for the District of Columbia, New Senate Office Building, Washington, D.C.

Mr. Chairman and Members of the Committee: I am happy as a spokesman for a settlement house right in the midst of the "target area" of the antipoverty drive to come before your Appropriations Committee this year. The lights may be turned off within the White House but this year the White House has turned the bright lights on our erstwhile "invisible poor."

We ask you to fill the five critical needs in public welfare with the necessary appropriations. Northwest House, a UGF family agency, has for over 30 years worked with the District's poor trying to help them lift themselves to eventual self-support.

To do this we need to extend the nursery and day care program. At our house, we keep 30 children of working mothers. The fee for those who can pay is from $1.50 to $6 a week. For those who cannot pay, we try to get a so-called scholarship of $12 a month from a Sunday school class or club. Thus, 30 families are kept off public assistance. This day care program should be extended citywide.

Another need is to strengthen the foster care program by raising the boarding house rates to where there will be enough foster homes offered to take many of the children now in Junior Village. This requires an adequate staff to recruit and supervise such homes. Just the arithmetic of this is convincing. It actually costs $251 to keep one child for 1 month under institutional care at Junior Village.

Who would not say that it would be more economical and, oh, so much more humane, to put many of these 900 children into foster homes at $75 per month for children under 12 and $85 a month for those over 12 with an incentive fee of $20 a month for the foster mother?

A third need likewise seems obvious. In our area, we see many investigators where we wish we would see more caseworkers. No one wants to permit fraud; but, if Baltimore and Cleveland can operate with fewer than 15 investigators, why does Washington need 81? We believe that if we hired 60 more social workers and fired 60 investigators we could rehabilitate more individuals and strengthen more families.

The fourth need is to make our public assistance grants more realistic. They are now based on 1957 food costs and 1953 rental values. In our upper downtown area, which is the second precinct, hundreds of old buildings have been torn down to be replaced by parking lots, office buildings, and high-rent apartments. The old structures used to house our families. No new low-income housing has been built in this area. The cost of land here makes this a poor investment for private capital. So the law of supply and demand and human greed operates. The slum dwellings on Ridge Street, our street, rent from $89.50 to $135 per month for three an four rooms, payable now, a month in advance, and the tenant in every case pays for water, heat, light, and all repairs. Is it any wonder then that often two families crowd into four rooms to share the rent? And the rent is paid before anything else from the public assistance check or the pay envelope. If not, out goes the tenant. Our people live in fear of eviction. But after the rent is paid little is left for food and clothing. That is why we need a generous free school lunch program and distribution of surplus food, or the stamp plan. I tell you truly that without these there would be not just hunger but starvation for our large families. I plead that we base our 1966 public assistance grants on current rent and subsistence levels.

The fifth critical need, when needed, is vital above all others to keep families together and children out of Junior Village. Where the parents are unemployed, the dependent children must receive public aid. In our area, about 7 of every 10 unemployed heads of families are women. With our families during emergencies we try to pay the rent and so keep the family together and the children out of Junior Village but we can serve only a few square blocks in this densely populated area. Beyond us, again and again, one sees on the sidewalk that pitiful mound of household belongings that bespeaks an eviction. I have seen this hundreds of times over the years, yet I always shiver as I pass by for I know what it means; the breakup of a family and more homeless children off to Junior Village. How much our community would have saved in money and, oh, so much more in human values and in future good citizenship if it had kept that family together while the parent was unemployed.

It was all said long ago "As ye do unto the least of these, My children, so ye do it unto Me."

The parents and children of the Northwest Settlement House requested me to ask your committee to appropriate the money to plan for the building of a new Shaw Junior High School and to continue the operation of their John F. Kennedy playground. This request needs no lengthy statement of justification in our area.

Respectfully,

ROSALINE FISHER,
President of the Board of Northwest Settlement House.

STATEMENT OF JOHN NICHOLSON, TREASURER OF THE SOUTHWEST NEIGHBORHOOD ASSEMBLY

WELFARE ASPECTS OF DISTRICT OF COLUMBIA BUDGET

Mr. Chairman and members of the subcommittee, my name is John Nicholson and I am treasurer of the Southwest Neighborhood Assembly. The Southwest Neighborhood Assembly is composed of all of the residents of the southwest of Washington, this side of the Anacostia River. This includes the residents of the new developments, the residents of the Greenleaf Gardens public house developments, and the citizens of the "old" Southwest. Our assembly, and its executive committee include residents of each of these areas, and we work together to make the Southwest a better place to live. I regret our chairman, Mr. Joseph Lattimore, could not be here today.

I am here to testify on behalf of the assembly on the welfare aspects of the District of Columbia budget. We associate ourselves in general with the Health and Welfare Council of the District of Columbia, and its citizens committee on the public welfare crisis. As you know, this committee has formulated five critical needs, funds for the alleviation of which we support. Some of them were included in the District of Columbia budget as it passed the House of Representatives, and we ask you not to eliminate those funds; some were not included, and we ask you seriously to consider adding the necessary moneys.

The five critical needs are the following:

(1) AID TO THE DEPENDENT CHILDREN OF UNEMPLOYED PARENTS

Congress has established a program which enables the legislatures of those States which wish to participate to make payments to families in need with dependent children, even if the head of the household is considered employable if that head of the household is, in fact, unemployed. It is only the fact that Congress also acts as the equivalent of a State legislature for the District of Columbia which brings us back here, to ask that the District as an entity participate in this Federal program. The recent death of Mrs. Etheridge, which was widely reported in the papers, and which will, no doubt, be alluded to by other organizations testifying, dramatizes the problem: whenever her husband, and the father of her five children deserted her, she was eligible for welfare aid; whenever he came back—even though he was not earning or contributing to the household during his periods with the family, she was not eligible for this aid. The House of Representatives has accepted the principle of participation in this program last year as well as this year, and we urge you to include it in the budget for fiscal year 1966.

(2) WELFARE GRANTS AT 1964 COST LEVELS

Welfare grants are based on cost-of-living figures obtained in 1953 and 1957. Congress has recognized the increases in the cost of living since that time, in their own salaries, in the amounts available for clerk hire and in Government salaries in general. Where welfare grants are paid on the premise that the recipient is not working to supplement them—for any earnings are used to reduce the grant—an insufficient grant encourages dishonesty and concealment of facts from the social worker.

(3) REDUCTION IN THE INVESTIGATIVE STAFFS

Washington is unique in the size of its investigative staffs, and in the fact that these concentrate on eligibility investigation. The assembly does not, of course, encourage or condon welfare fraud, but there seems to be no reason for an investigative staff as large as if not larger than that of any three or four cities of similar size put together. The use of investigators to follow up cases of suspected fraud, or their use as part of the total casework picture, in instances where an investigator rather than a social worker may be better equipped to perform certain tasks, is unexceptionable. The savings achieved by the reduction of personnel in this category can be devoted to increasing the number of social workers or in other phases of welfare.

(4) INCREASE IN FOSTER-HOME FEES AND PLACEMENT STAFFS

Since it is generally agreed that children do much better and the chance of their continuance on the welfare rolls is much decreased if they are placed in suitable foster homes rather than in institutions, and since it costs less than half as much to pay for foster-home care than to keep a child in Junior Village, the fees paid to foster parents and the number of personnel assigned to finding and supervising foster-home care should be increased to the point where every child which could potentially be placed in a foster home is actually so placed. This is not only better for the children and for society but also cheaper.

(5) INCREASED DAY CARE

Legislation is presently pending to increase the day-care program. To the extent to which it enables mothers who would otherwise be housebound welfare recipients to obtain gainful employment, it would relieve the welfare rolls. The additional dividend lies in the fact that the children thus cared for leave

the culturally deprived environments in which their parents' poverty has kept them earlier; just like Project Head Start in the poverty program, the day-care effort will pay dividends, in the medium to long run, in producing fewer potentially permanent reliefers.

The Southwest Neighborhood Assembly thanks you for this chance to testify. We would be pleased to answer any further questions and to submit any information desired by any of the members of the subcommittee.

Statements of Capitol Hill Southeast Citizens Association

the 1966 Budget Request

Senator Byrd, chairman, and members of the Senate Subcommittee on Appropriations, herewith are the statements prepared by the Southeast Citizens Association on matters relating largely to Capitol Hill. The organization has included two items in the Southwest that will definitely help Capitol Hill.

The Northeast schools draw pupils north of the jurisdiction of this group, and the Northeast schools have not been included. Information is lacking to determine whether these schools should or should not be built.

The Northeast-Capitol Hill areas is definitely improving as a fine residential section, and many outstanding citizens belong to the Capitol Hill Southeast Citizens Association. The members work very hard on police matters and other problems.

The total membership of the Capitol Hill Southeast Citizens Association is about 750, most of whom are property owners with restored homes or residents who have lived on the Hill for years.

Since the eastern plaze of the U.S. Capitol is being considered, you are urged to preserve what is historically famous, as well as save money by refusing to tear down buildings that should be left standing. Please refuse to waste funds on grounds that are not needed in order to build schools that are not necessary. Much of this land should remain on the tax rolls.

Thank you.

James W. O'Conner,
Representative Capitol Hill Southeast Citizens Association.

The Capitol Hill Southeast Citizens Association endorses the replacement and construction of the gymnasium at the Randall Junior High School, First and I Streets SW., in the 1966 budget. Many school-age pupils live south of the freeway and can easily reach this junior high school. It will serve a real need.

Plans and specifications	$32,000
Construction	325,000
Equipment	37,000
Total	394,000

The Capitol Hill Southeast Citizens Association urges the development of a recreation center, construction of a swimming pool, and combination bathhouse-and-shelter building at the Randall Recreation Center, First and I Streets SW., in the 1966 budget. These facilities will serve hundreds of children and make them very happy.

Plans and specifications already available	
Construction	$530,000
Equipment	15,000
Total	545,000

The Capitol Hill Southeast Citizens Association vigorously opposes the additional site for the Hine Junior High School playground at Seventh and C Streets SE., at a cost of $1,290,000 in the 1966 budget.

This land for play space in a crowded residential area, not only will cost over $1 million, but takes a number of valuable business properties and many proper-

ties used as residences off the tax rolls. Such wanton waste of taxpayers' money is not in any way justified.

If the Hine building is to be enlarged, then a story should be added. If that is not sufficient, then add another story. Land is too valuable on southeast Capitol Hill.

The Capitol Hill Southeast Citizens Association does not oppose the addition to the Watkins School, 12th and E Streets SE., in the 1966 budget, if it is placed as another story on the present building. If necessary, put on several stories to the present building.

The organization vigorously opposes taking any of the present playground space away from the children who need it and enjoy it so much.

In the 1967 budget:	
Construction	$320,000
Equipment	31,000
Total	351,000

The Capitol Hill Southeast Citizens Association favors an addition to the Brent Elementary School, but definitely objects to tearing down the present building in the 1966 budget.

The Brent School, at Third and D Streets SE., stands on the site of the first school ever built on Capitol Hill SE., in 1810. It is a historic site.

The present elementary school, the Brent, was erected in 1883, when a great deal of construction was done after the Civl War. The architecture is characteristic of that era, and the building is of red brick and well built. Just as no one would build a new Eton College in England, after tearing down that famous old school building, no one should tear Brent down. Many famous people have attended school there.

The present building now has 8 large classrooms, but no assembly hall, no recreation room, and no lunchroom.

The Capitol Hill Southeast Citizens Association opposes the destruction of the present Brent as a waste of taxpayers' money.

The organization asks that a brick addition of two stories with a flat roof be added to the present building and that the addition include a lunchroom, with recreation room attached on the first floor and an auditorium on the second. The old building can be connected with the addition by a short brick hall to prevent loss of light. In the 1966 budget, Brent is supposed to cost $1,010,000. Almost half of this sum ($500,000) should be saved by using the present building.

The Capitol Hill Southeast Citizens Association opposes using the market site and firehouse site, at Seventh and North Carolina Avenue SE., for anything except the market at this time.

The Director of Highways and Traffic has reported that his Deparmtent is using the space behind the fence, so he cannot offer it for parking.

When traffic moves to a game at the stadium, North Carolina Avenue and Seventh Street SE., are cleared of all traffic for hours. To use the firehouse for a childern's theater or a swimming pool would only add to the heavy traffic now in the area. During a game, the crowded and tense situation would be intolerable and could become dangerous.

	Will be saved
In 1967	$30,000
In 1968	757,000
Total saved	787,000

Hine Junior High School is hunting for parking in that area, since C Street has been closed, and the market is kindly lending them parking spaces, even though they lack sufficient space for their own parking needs.

The Capitol Hill Southeast Citizens Association urges that the $83,000 in the 1966 budget be added for land at the Giddings School, G Street between Third and Fourth Streets SE. This school lost playground land when the freeway was built, and the grounds should be restored to the school as soon as possible.

In 1966 budget: $83,000.

The Capitol Hill Southeast Citizens Association considers that the Senate Subcommittee on District of Columbia Appropriations has been very fair about welfare and its monetary problems, in the past.

The organization asks you to use the same guidelines that you used last year. The man in the house should be out working.

No changes should be made until especially appropriated funds make a thorough study or investigation of welfare and crime in Washington, D.C.

PRESERVATION OF HISTORIC HOMES

MAY 6, 1965.

SENATOR BYRD: If the entire schoolsite cannot be moved away from square 974 southeast, extending from 10th and G Streets south to 10th and I Streets SE., the Capitol Hill Southeast Citizens Association hopes that a line can be drawn 150 or 185 feet back from I Street along 10th SE., through to 150 or 185 feet on 11th Street SE. That will save an entire block of attractive homes alone I Street, between 10th and 11th, three of which are large historic ones.

General Grant III has been having research done on the matter of the famous I Street between 10th and 11th and has conferred with General Duke, Commissioner.

Please see attached papers.

If the Commissioners will change their plans and take one and one-half blocks from G Street, south, instead of two full blocks, there is ample space for school grounds as well as saving three well-known historic houses connected with the early history of the Washington Navy Yard.

Please investigate this problem.

ATTACHMENTS

The Capitol Hill Southeast Citizens Association opposes placing any addition on the Tyler School on the lot from 10th to 11th Streets and facing 11th Street SE. It is unnecessary to uproot a respectable, restored area on I Street and along 11th Street SE., that includes three historic houses built in 1802 for important officials of the Navy yard development started in 1800, and connected with the earliest history of the Navy yard.

Instead, the organization urges closing I Street between 12th and 13th SE. (the block just south of the low-cost housing unit for which the school addition is being built) and using the triangle block from 12th to 13th and down to Potomac Avenue SE., for the school building. One corner of the triangle block already belongs to the Government. This can be exchanged for District land to be taken from the Virginia Avenue playground being used for the freeway or some other exchange of land.

Thus, considerable money can be saved in the site transaction, for which a portion of $626,000 is available now.

The building should be built higher into the air—four or five stories—since the low-cost housing project is erecting two buildings, each of which is six stories high.

Playgrounds are available on the project grounds, and since the low-cost housing houses the pupils for the new school, it should cooperate by providing some playground space. Also, a new playground is in the 1967 budget for space at 14th Street SE., which is very close to the proposed school. The suggestion has been made that part of the first floor of the proposed new building be made into a play space. The $560,000 for construction may be available in the 1966 budget, if the school officials will move to secure the new site.

It has been suggested that, when so many children come to Washington each year for an education, new methods for school construction must be devised. What has been the usual school planning in the past must now be changed. Money should be saved by the prompt change in plans to utilize what is avail-

able, rather than sacrifice the historical buildings, including an entire block of attractive houses.

Also, placing the school nearer to the pupils will keep hundreds of children off the streets and out of danger. It will help prevent delinquency and trouble on the streets.

Plans may have to be changed, but the change will save money for the District. Available now, a portion of $674,000; in the 1966 budget, $560,000.

STATEMENT ON HISTORICAL HOUSES IN BLOCK TO BE TAKEN FOR A SCHOOL BUILDING, I STREET FROM 10TH TO 11TH STREETS SE.

On February 25, 1790, Congress appropriated $1 million to build six ships of war, and the Washington Navy Yard was one of the yards established for this work. In 1799, Benjamin Stoddert, head of the Navy Department, added to the 12 acres already allotted to the Navy Yard, whose main entrance is at 8th and M Streets SE.

In January 1800, Captain Tingey was ordered to the Washington Navy Yard to supervise the building of the war vessel and to superintend the Washington Navy Yard. By 1806, over 200 men were employed by the Washington Navy Yard.

Such activity attracted high-class, well-educated men from many places, especially England, Ireland, and Scotland. They built charming brick homes with stables, gardens, orchards, and led a social life that made Capitol Hill, the east front of the Nation's Capitol, a credit to the Nation. For 90 years, Capitol Hill was famous. Today, the Hill is restoring itself with private funds because the people are proud to live there. However, it must retain its old, historic houses, many of which have been taken down to enlarge the grounds around the Capitol Building.

However, these is no excuse for tearing down much that has been taken down. The north side of Virginia Avenue SE., which was the most famous residential street in Washington in 1820, was torn down for the freeway. Much more has been taken down by the low-cost housing, an agency with no knowledge of history.

Today, the District of Columbia school officials, having made appraisals of a famous block with three historic estates on it, decided they could get that portion of the block for little money, and now, without telling the owners what they plan to do, are getting ready to demolish the three houses built about 1802, as the Navy Yard was being established.

There is a bill to save the famous houses within the Navy Yard itself. The number is H.R. 4292, introduced February 3, 1965. Can the famous houses in the area and remaining from the almost total destruction by the freeway and the low-cost housing be saved?

The largest income in Washington is from the tourist trade. Yes, but the present plans call for tearing down what makes the tourists come. More than the famous buildings (that are public), the old homes help to create the atmosphere of the U.S. Capital. People do not come to ride on the freeway or visit the low-cost housing projects. They expect an atmosphere of culture and history; they wish to see something that brings pride and a sense of ownership in the finest city in the United States. They expect historic places more than they expect them elsewhere in the United States.

The three houses under immediate threat of demolition are:

1. *1002 I Street SE.*—Benjamin King seems to have lived in 1002 I Street SE. in 1802. He was, according to a description of the District of Columbia by David Baille Warden, published in Paris in 1816, under the heading of Navy Yard, forges, etc., "Director of the Navy Yard, Benjamin King, $2,000, besides an annual allowance for house rent." Benjamin King resided at 1002 I Street SE. He was treasurer of the Naval Masonic Lodge in 1805. His grounds extended back one-third of a block toward 10th and G Streets SE. On the grounds were a carriage house, a horse stable, garden for flowers, garden for vegetables, fruit trees, and lawns.

Timothy Winn came to the Navy Yard in 1815: he lived at 1002 I Street SE. He had entered the U.S. Navy in 1799 and was appointed purser in 1815. He was a gentleman of considerable scholarship and possessed elegant taste and many accomplishments. He was interested in the construction of a bridge across the Anacostia at the foot of 11th Street; he was one of its incorporators. He offered the most elegant and refined hospitality. His butler, who lived to be almost 100 years old, was famous for his service.

The Gaddis family bought 1002 I Street SE. in 1866. That owner was an important merchant with property that has since been taken into the Navy yard grounds. His son is a lawyer, 99 years old, who supplied part of the information submitted herewith. He lives on East Capitol Street.

After the Gaddis family lost the business property to the Government, the family sold the property to Mr. Herrmann in 1883. Mr. Herrmann was president of the Capitol Hill Southeast Citizens Association for 25 years, during which time the organization helped to make many improvements on the Hill. The daughter, Mrs. Freda Murray, now owns the property. The house is in excellent condition, although changed from a 3-story, slanted-roof with dormer windows to a 4-story, flat-front building.

2. *1006 I Street SE.*—This property was separated from 1002 I Street SE., by lawns and occupied by John Davis of Abel about 1802. Behind his brick house with dormer windows were stables and gardens. John Davis of Abel served as worshipful master of the Naval Masonic Lodge, chartered May 11, 1805. His name was in the city directory for 1827, but disappeared in 1843, although the family name lasted through 1863.

Francis Coyl, editor of the Intelligenter paper (1800–1869), and his family lived at this address from 1835–42. John F. and Matilda Coyle were the last owners and editors of this paper. This house is in excellent condition today.

3. *759 11th Street SE.*—This house was said to be built in 1802, near the top of the hill sloping down to the northern bank of the eastern branch, where James Andrew Bean operated his shipyard for construction of small craft, used in the headwaters of the Potomac. The house was originally three stories, with a peaked roof and garret room on the third floor. It was one of the first houses in Washington and part of the Tingey Subdivision. The plan is the same as for the other two houses and for Captain Tingey's house at the southeast corner of 11th and G Streets SE., which is still standing with little change from the original building. Of course, all of the grounds extending down to the edge of the Anacostia have been sold. The home at 759 11th Street is now being lovingly restored by a young couple, who bought it from the Bean family. It is called the Lohr House because Margaret Bean married Gustavus Lohr.

The houses within the Navy yard were designed by Benjamin Latrobe. We wonder if there is not a strong possibility that the three houses described above were also designed by Latrobe.

The school authorities can select a site for the elementary school building nearer the low-cost housing project located from G to I Streets SE.; 12th to 13th SE.; the Capitol Hill Southeast Citizens Association suggests closing Eye Street between 12th and 13th and using the triangle block from Eye to Potomac Avenue SE.

The low-cost housing project plans to build two buildings 6 stories high, in the project. The school can build 5 stories high, with elevators for teachers, to provide building space to accommodate the children residing in the project. A recreation center is to be opened very close to the triangle school site, and the project is supposed to provide play space for the children. If Eye Street is closed from 12th to 13th, the children can walk from the project into the school building, and the school building can be built close to the line of the project. The Government owns one end of the triangle, and it can donate or exchange or sell the land to the District.

The main problem is that the historic houses still standing should be kept. Low cost housing and the freeway have taken down hundreds of houses with historic value. The houses still standing should be protected by law, just as they are preserved in Georgetown. So many historic places connected with the Navy yard and the homes inhabited by officers of the Marine Corps, established there in 1806, have been carelessly destroyed, so that what is left should immediately be protected and preserved.

This is the most famous plateau in the United States—the front yard of the Nation's Capitol.

CLINTON, N.Y., *April 28, 1965.*

Brig. Gen. CHARLES M. DUKE,
Washington, D.C.

MY DEAR GENERAL DUKE: I hope you have had a beneficial holiday in Bermuda, so that you will graciously not resent my bothering you again about the historic houses in square 974. But I would like to add some further evidence to confirm their historic interest at least locally, and the statements previously made. A visit to the office of the Recorder of Deeds by the director of our society eluci-

dated the information shown in the accompanying informal memorandum. From it the following facts are established:

1. Most of the lots in square 974 along I Street had been deeded to Captain Tingey in 1801, and lots 4, 5, 6, and 7 (old numbers, including 1002 and 1006 I Street to a depth of 150 feet) had been sold to Benjamin King by 1805 for $487.50.

Captain Tingey was a person of sufficient importance at that time in the new Federal City to deserve a note in passing. In January 1800, the Secretary of the Navy, Benjamin Stoddert, had ordered him, "an officer of great merit in our Navy," to Washington "with a view to superintend the building of the 74-gun ship and to aid in the arrangement of the navy yard, the improvements of which he will also superintend." (Bryan, vol. I, p. 331.) He "lived in a two-story frame house at 11th and G Streets SE." (Bryan, vol. I, p. 381, footnote), later was made commandant of the navy yard and occupied quarters in it for so many years that he mistakenly willed his set of quarters to one of his heirs. (In compliance with orders of the Secretary of the Navy, the evening of August 24, 1814, he set the navy yard buildings on fire to keep them from being occupied by the British.) (Bryan, vol. I, p. 626.) He presided at Jefferson's inaugural banquet and sang "Hail Columbia! Happy Land" recently composed by Law. (Geo. Rothwell Brown, p. 224.) No evidence that he had a house at 1002.

2. The July 9, 1806, deed shows conclusively that Benjamin King had established himself at 1002 I Street, and sold to John Davis, of Abel, the site at 1006 I Street, as stated in my last letter based on the article in volume IV of the records of C.H.S.

3. The sale recorded on June 13, 1815, shows that Benjamin King had sold to Timothy Winn for $4,000 substantially the same lots he had bought from Captain Tingey, so that the two houses, 1002 and 1006 I Street, had evidently been built in the meantime. King had been captain of the 1st Legion of the District of Columbia Militia in the War of 1812.

4. It seems more than likely that Benjamin H. Latrobe, by Presidential appointment architect for the Navy Yard as well as the Capitol and St. John's Church, advised his neighbors on the design of their houses, especially as the three houses for the preservation of which the Southeast citizens are pleading are alleged to have the same plan. I was not able to arrange to check on this statement myself before leaving Washington or whether their common plan is anything like that of the original commandant's quarters, which Latrobe did design (Louise Latimer's "Your Washington and Mine," p. 167); but anything designed by Latrobe would have historic and architectural value.

5. Furthermore, Miss Saul of the public library's Washingtoniana section has since I left referred to an article in the Washington Star of November 22, 1890, which speaks of the Coyle family (editor of the Intelligencer) as having lived in 1002 and also "the charming purser Winn."

Hoping you will find it possible, in view of the two possible and less expensive alternatives that are practicable, as previously explained, to save these three houses and their harmonious neighboring houses.

Very sincerely,

ULYSSES S. GRANT 3d,
President, C.H.S.

NATIONAL TRUST FOR HISTORIC PRESERVATION,
Washington, D.C., March 16, 1965.

Hon. WILLIAM H. NATCHER,
Chairman, District of Columbia Subcommittee on Appropriations,
Old House Office Building,
Washington, D.C.

DEAR CONGRESSMAN NATCHER: On behalf of the many concerned members of the National Trust who reside in the Capitol Hill area, we urge thoughtful reconsideration of the plan to place an addition to the Tyler School on the lot from 10th to 11th Street SE., presently occupied by several historic houses, and others that have been fully restored.

The National Trust has been concerned since its founding in 1947, with the importance of rehabilitating historic areas. The total of structures in such areas possess importance far greater than that possessed by any single structure. In any program planned for such an area, it is necessary that careful planning be given not only to each structure, but to the area itself, to insure that the historic character and architectural integrity of the area survives.

In the block where the Tyler School addition is planned there are many fine Capitol Hill homes that have been restored, especially along I and 11th Streets. It is the efforts of Capitol Hill residents, like the owners of these homes, which have spurred the urban revitalization and restoration of the Capitol Hill area as one of the District's more desirable residential areas. As long as the possibility exists that needed school facilities can be constructed without disturbing these homes, plans should be held in abeyance pending development of a plan based on that possibility. It is this type of interest and support which will spur further restoration in the Capitol Hill area, and bring nearer the complete rejuvenation of the entire historic area as a prime residential neighborhood.

Sincerely,

MRS. HELEN DUPREY BULLOCK,
Director, Department of Information.

LETTER FROM TIMOTHY V. A. DILLON, PRESIDENT, AND MRS. JOSEPH L. MILLER, RECREATION CHAIRMAN, CONNECTICUT AVENUE CITIZENS ASSOCIATION

CONNECTICUT AVENUE CITIZENS ASSOCIATION,
Washington, D.C.

The Connecticut Avenue Citizens Association wishes to support the full request of the Recreation Department for fiscal year 1966. The need in the entire District of Columbia is colossal.

We always have and always will support the full request of the District of Columbia Recreation Department for the entire District of Columbia.

The attempts you have heard to set area against area serve only to defeat all projects.

The policy of our association has always been to help every section of the District in its endeavors to acquire better schools, libraries, recreation centers, programs where nonexistent, which is the situation in the greater part of the northwest section of the city; to help keep what little open space is still available open and developed for the benefit of all age groups. This is where we are now in regard to the Fort Reno Recreation Center. The land was bought in 1942, but is still undeveloped. The present plans include a multiple-use area of much of the 30 acres, and specialized use for the remaining acreage, such as a swimming pool, tennis courts, and a hard baseball field.

We have many grandparents in our area who are still ready, willing, and able to play with their grandchildren and to swim with them, if such facilities will be built. Without the building of these items, our children play in the street, or trespass on other persons' property, which is not what we wish, nor do the property owners, nor does No. 8 Precinct.

The 2, 3, or 4 acres nearest to private homes is under the jurisdiction of the District of Columbia Park Service, and will be developed into a beautiful, quiet park area, where mothers can go with infants in baby carriages, or older persons go to read or visit. This is an exceptional bonus for a recreational spot. It will be there only because of the farsightedness of Senator Capper and Representative Crampton.

Xeroxed copies of our testimony in behalf of the center, from the year 1947 have been included in the record of this hearing.

We urgently ask that the Senate Subcommittee on Appropriations include the $30,000 planning money for the Fort Reno Recreation Center, which sum has been included in the District of Columbia Commissioner's budget, and passed by the House Appropriations Committee, and the House of Representatives.

The need is great. The need is now.

TIMOTHY V. A. DILLON,
President.
MRS. JOSEPH L. MILLER,
Recreation Chairman.

LETTER FROM MRS. WALLACE LUCHS, PRESIDENT, FOREST HILLS CITIZENS ASSOCIATION, INC.

FOREST HILLS CITIZENS ASSOCIATION, INC.,
Washington, D.C., May 6, 1965.

Hon. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: The Forest Hills Citizens Association supports the inclusion in the District of Columbia budget for fiscal year 1966 of $30,000 for planning the Fort Reno Recreation Center. Our membership lives in the area which is bounded on the south by Tilden Street, on the east by Rock Creek Park, on the west by Reno Road, on the north by Fessenden and 36th Streets. Our children go to Deal and Wilson. We want to provide a healthful recreation center for them, and get the unwelcome guests away from the corner drugstore and department store roof.

We especially are appealing for more developed recreation land in our area. There simply isn't any. We have the land but not the development. The Chevy Chase Community Building, Livingston Street playground, and Lafayette playground serve our neighbors 2 or more miles to the north and east; Phoebe Hearst and Friendship serve our friends 1 and 2 miles respectively to the south and west. But the Forest Hills area has no playground worthy of the name within walking distance; no tennis courts, no basketball, no outdoor facilities for hundreds of families. The best we can offer is a couple of part-time recreation programs carried on in makeshift surroundings.

As you know, not all of our families belong to country clubs and have private pools—but nearly all do have children. Your support of the Fort Reno project will be most welcome.

Sincerely,

MRS. WALLACE LUCHS, Jr.,
President.

LETTER FROM C. N. MASON, SR., PRESIDENT, WOODROW WILSON HOME AND SCHOOL ASSOCIATION

WOODROW WILSON HOME AND SCHOOL ASSOCIATION,
Washington, D.C., May 5, 1965.

Hon. ROBERT C. BYRD,
Chairman, District of Columbia Subcommittee on Appropriations,
U.S. Senate, Washington, D.C.

MY DEAR MR. SENATOR: The Woodrow Wilson Home and School Association noted with a great deal of satisfaction the inclusion of $30,000 for the planning of the Fort Reno Recreation Area in the District of Columbia appropriations bill for fiscal year 1966 as approved by the House of Representatives. The proposed development will be located in the immediate vicinity of the Woodrow Wilson Senior High School, the only senior high school in the upper northwest.

The present program of the Recreation Department in this general area is badly fragmented and is seriously limited by the lack of adequate physical facilities. During the winter months, an evening program is now carried out in the Wilson Building by the Recreation Department, but it must be limited due to other priority uses of the building and since these facilities are designed for educational and not recreation purposes.

With the construction of an adequate recreation facility in this area, a well-rounded program could be developed which would become a center where the teenagers could meet under adequate supervision. The lack of such an area has encouraged meetings at drugstores, on street corners, and in locations where no supervision is available. We believe the Recreation Department is doing as good a job as it can under the present circumstances to meet some of these needs; their programs, however, are severely limited by inadequate facilities.

We strongly urge the approval of this item in order that the Recreation Department can more effectively provide a continuing program which will meet this communities' needs. Approval of the budget request for $30,000 will be the first step in meeting this requirement. Your favorable consideration of this request is earnestly asked by the parents of this area.

Sincerely yours,

C. N. MASON, Sr., *President.*

LETTER FROM CARLIN R. RANKIN, CHAIRMAN, REPUBLICAN PRECINCT NO. 11

WASHINGTON, D.C., *March 20, 1965.*

Senator ROBERT BYRD,
Room 209, Old Senate Office Building,
Washington, D.C.

DEAR SENATOR BYRD: I am writing in support of two public works projects which are of great concern to responsible citizens of this area. I refer to the proposed Fort Reno Recreation Center and the proposed Woodrow Wilson High School fieldhouse. Our neighborhood needs these two fine additions as we are presently without adequate supervised recreation for our young people.

Therefore, we ask your help and suppport of these two projects. We request an appropriation, in the 1966 budget, of $30,000 for planning funds for the Fort Reno Recreation Center, as recommended by the Recreation Department. We also request that planning funds for the Wilson fieldhouse be appropriated in the 1966 budget—as we feel that it is important that these projects be developed concurrently.

On behalf of the youth of our community, we thank you for your consideration of these requests.

Sincerely,

CARLIN R. RANKIN,
Republican Precinct Chairman, Precinct No. 11.

RECREATION DEPARTMENT

LETTERS IN SUPPORT OF PLANNING FUNDS FOR A FORT RENO RECREATION CENTER

LETTER FROM MRS. GLENN F. ROUSE, CHAIRMAN, COMMISSION ON SOCIAL CONCERNS, ELDBROOKE METHODIST CHURCH

WASHINGTON, D.C., *May 3, 1965.*

Senator ROBERT BYRD,
Chairman, District of Columbia Subcommittee on Appropriations, Senate Office Building, Washington, D.C.

DEAR SIR: We support the request of the Recreation Department of the District of Columbia for the $500,000 for the completion of the planning for Fort Reno Community Center in the 1966 budget and for the construction of the same community center in the 1967 budget.

Recreational facilities in this Northwest area have been shamefully neglected in recent years. Yet the Recreation Department has found that the needs for recreation is the same in all sections of the city regardless of the economic incomes of the residents. Studies of crimes committed by juveniles wthin the last few months have shown that they (the crimes) are committed by gangs with low moral standards and not necessarily by the poor, underprivileged. All youth needs proper guidance to develop character and this is the chief function of the Recreation Department.

We therefore urge your careful consideration of this item in the District of Columbia's budget.

Respectfully yours,

ELDBROOKE METHODIST CHURCH,
(By) MRS. GLENN F. ROUSE,
Chairman, Commission on Social Concerns.

LETTER FROM HERBERT A. DUKE, PRESIDENT, THE GEM & LAPIDARY SOCIETY OF WASHINGTON

THE GEM & LAPIDARY SOCIETY OF WASHINGTON, D.C., INC.,
Bethesda, Md., May 1, 1965.

Hon. CARL HAYDEN,
Subcommittee on District of Columbia, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: In behalf of the Gem & Lapidary Society of Washington, D.C., Inc., I urge your committee to approve the Recreation Department's

request for planning funds in the 1966 budget for a new building to replace the present one at the Chevy Chase Community Center, Connecticut Avenue NW., and also funds for a new library at the same location.

Our society has used the present facilities for a number of years as a meeting place once a month. During the recent past, the membership of the club has grown to approximately 600 with an average attendance at meetings of about 300. As a result, the auditorium is becoming too crowded for comfort and a larger one is certainly most desirable.

During the past year we have recorded 10,000 local people interested in our hobby, who have been attending our meetings, exhibits, and shows. A notice of our semiannual show to be held on May 22 and 23 at the Silver Spring National Guard Armory is enclosed.

If planning funds are made available, we would like to have a room provided for a lapidary workshop where our members and others could be instructed in the lapidary art by competent instructors selected from our membership.

There should also be some provision for adequate storage space. Our club needs storage space for frequently used equipment, such as our public address system, a slide projector, motion picture screen, and books belonging to a small circulating library.

We feel that there is a definite need for a modern building for community use. Your favorable action on the request of the Chevy Chase Community Council is respectfully requested.

Sincerely yours,

HERBERT A. DUKE.

LETTER FROM GEORGE GREGG FULLER, PRESIDENT, CHEVY CHASE PLAYERS

CHEVY CHASE PLAYERS,
Chevy Chase, Md., April 17, 1965.

HON. ROBERT BYRD,
Chairman, District of Columiba Subcommittee, Senate Appropriations Committee.
U.S. Senate, Washington.

MY DEAR SENATOR BYRD: We urge you to use your influence in seeking the restoration of funds for the rebuilding of the Chevy Chase Community Building. The existence of that facility was the reason this amateur drama group was born. It continues to keep us alive in its decrepit old age.

Modern communities support or seek community theaters because they develop public speaking ability; provide training in decorating, designing, and lighting; broadens the understanding of history and personality conflicts; and trains in the study and understandng of the characters of others.

Many amateur theaters have helped Virginia but the Chevy Chase Players is the only such group in this area not connected with a church or school. Being sponsored by the District of Columbia it should be housed in a building suitable for the influencing of the thousands of foreigners who reside temporarily in this part of Washington.

Our Government sends abroad amateur theater groups and directors to assist in the cultural advancement of other nations, so it appears logical for it to provide suitable facilities here for the foreign leaders and students who are its guests in the area served by the Chevy Chase Players.

Sincerely yours,

GEORGE GREGG FULLER, *President.*

LETTER FROM MRS. MICHAEL JOHNS, PRESIDENT, BEN W. MURCH HOME & SCHOOL ASSOCIATION

BEN W. MURCH HOME &
SCHOOL ASSOCIATION,
Washington, D.C., May 3, 1965.

HON. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.

DEAR SIR: We strongly urge you to request planning funds of $80,000 for replacement of the Chevy Chase Community Building. The deteriorated condition of the present facility necessitates immediate action for this project.

Very truly yours,

MRS. MICHAEL JOHNS, *President.*

LETTER FROM ROBERT E. KOCZELA, PRESIDENT, AND H. MURRY SCHERE, PRINCIPAL, THE STUDENT COUNCIL OF WOODROW WILSON HIGH SCHOOL

THE STUDENT COUNCIL,
WOODROW WILSON HIGH SCHOOL,
Washington, D.C., April 15, 1965.

HON. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

DEAR SIR: As a member organization of the Chevy Chase Community Council, the student council of Woodrow Wilson High School strongly favors the construction of a sorely needed recreation and community building at Connecticut Avenue and McKinley Street NW. Practically no improvements have been made in this area since the schools and playgrounds were built in the 1930's. We request that the subcommittee appropriate planning funds—$80,000—as recommended by the District of Columbia Recreation Department for the new center.

Thank you very much.

Sincerely,

ROBERT E. KOCZELA, *President.*
H. MURRAY SCHERE, *Principal.*

LETTER FROM W. PAUL LUDWIG, PASTOR, CHEVY CHASE PRESBYTERIAN CHURCH

CHEVY CHASE PRESBYTERIAN CHURCH,
Washington, D.C., April 14, 1965.

HON. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: As pastor of the largest Presbyterian Church in the District of Columbia, I am certain that I represent the deep feelings of our membership in favoring the construction of a new Chevy Chase Community Building. We who almost daily face the tragedies of juvenile delinquency are appalled at its virulence in privileged communities. It is clear to sociologists that their traditional thinking regarding the causes of youth crime and violence must be revised. The Chevy Chase area is as critical as any other and we cannot afford to defer our responsibility for human life and property to some indefinite future.

The logic of replacing the community building now in conjunction with the approved new library construction is irrefutable and we are bewildered by the false economy of the House committee which deleted this item. Although we do not minimize the significance of our military defense posture, budgets that include billions for instruments with destructive capability and ignore the instruments of human development are grossly out of joint.

We plead for your inclusion of the requested amount for the Chevy Chase Community Building replacement, and we shall be very grateful for your assistance.

Respectfully yours,

W. PAUL LUDWIG.

LETTER FROM DANIEL H. MARGOLIS, CHAIRMAN, DEMOCRATIC PRECINCT NO. 15

WASHINGTON, D.C., *April 20, 1965*

HON. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: In behalf of the Democratic organization in Precinct No. 15 of the District of Columbia, which is located in the Chevy Chase area of Northwest Washington, I am writing to ask your support and assistance in having planning funds for a replacement for the Chevy Chase Community Building restored to the District of Columbia budget.

As you know, in recent years there has been a continuous flight of middle-class families from the District of Columbia to the Maryland and Virginia suburbs. Many former residents of the District have left in the hope of obtaining for their children and themselves better schools, recreational facilities, and other community services. A major cause for his flight, in my opinion, has been the failure of Congress to appropriate adequate funds to provide the

citizens of the District with services and facilities comparable to those found in suburban counties.

There are undoubtedly many essential programs for which funds must be appropriated by Congress in order to begin to alleviate some of the abject poverty and intolerable living conditions to be found among large segments of the District of Columbia population. It is also without question that funds must be provided for more adequate school and recreational facilities in low-income areas of the District. However, it is unnecessary and unwise always to confront the District of Columbia Commissioners and the citizens of the District with Hobson's choice—to ask for approriations for programs to benefit the poverty-stricken areas of Washington or for something for residents of the more economicaly advantaged areas. Both are necessary and important if our Nation's Capitol is to continue to have a representative population.

I hope that we can count on your support for this worthwhile project for the benefit not only of the citizens of the area in Northwest Washington near the proposed new community building, but also, in a real sense, for the city as a whole.

Very truly yours,

DANIEL H. MARGOLIS,
Democratic Precinct Chairman,
District of Columbia Precinct No. 15.

LETTER FROM PAUL R. MCCLENON, PRESIDENT, ALICE DEAL JUNIOR HIGH SCHOOL HOME AND SCHOOL ASSOCIATION

ALICE DEAL JUNIOR HIGH SCHOOL,
HOME AND SCHOOL ASSOCIATION,
Washington D.C., May 4, 1965.

Senator ROBERT BYRD,
Chairman, Senate District of Columbia Appropriations Subcommittee, Senate Office Building, Washington, D.C.

DEAR SENATOR: The Alice Deal Junior High School Home & School Association firmly supports the need for the restoration of funds for the Chevy Chase Community Building in the 1966 District of Columbia Recreation Department budget. This facility is much used by Alice Deal students.

Yours truly,

MRS. PAUL R. MCCLENON, *President.*

LETTER FROM WILLIAM R. PHILLIPS, CHAIRMAN, REPUBLICAN PRECINCT NO. 12

WASHINGTON, D.C., *May 1, 1965.*

Hon. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: It was disquieting to learn that the House has omitted planning funds from the 1966 Appropriations Act for replacing the Chevy Chase Community Building that has continued to be used and improved by the citizens themselves long after it was condemned as a school.

The present site is used indoors and outdoors from early in the morning until late in the evening by all ages for school, crafts, recreation, civic affairs, and relaxation as well as a popular library. Many of these activities will be curtailed or eliminated if a coordinated plan for a new building is not made. Since the population of this neighborhood is still increasing with the addition of new residential units and since the citizens of this neighborhood have shown an interest in the civic building by their use of its facilities and by their own contributions in labor and money and since the present structure is substantially beyond repair, I feel that we are justified in asking for a new building now.

Sincerely yours,

WILLIAM R. PHILLIPS,
Chairman, Republican Precinct 12.

LETTER FROM ROBERT B. STADLER, PRESIDENT, DISTRICT OF COLUMBIA CHAPTER NO. 1, NARCE

APRIL 17, 1965.

Hon. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR: The people of the Chevy Chase area appreciate very much your efforts in getting an appropriation for a new community building.

We are extremely in need of a new building due to the dangerous condition of the old building damaged by termites and decay.

It is very important to have a center in the community so that people may meet and cooperate in solving local problems, thereby keeping the area at a worthwhile American standard.

The old retirees need places for assemblies which tend to keep them more active, and less dependent upon others and the Government.

When adults are delinquent in providing places and programs for the guidance of children, we call the results juvenile delinquency.

We shall be delighted and thankful for a favorable consideration in getting an appropriation for a community building.

Respectfully,

ROBERT B. STADLER.

LETTERS IN SUPPORT OF FUNDS FOR THE CHEVY CHASE COMMUNITY CENTER

LETTER FROM MRS. WALLACE LUCHS, JR., PRESIDENT, FOREST HILLS CITIZENS ASSOCIATION

FOREST HILLS CITIZENS ASSOCIATION,
Washington, D.C., May 6, 1965.

Hon. ROBERT BYRD,
Chairman, District of Columbia Subcommittee, Senate Appropriations Committee, U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: The Forest Hills Citizens Association, an organization of some 300 families living between Tilden Street on the south, 36th and Fessenden on the north, Rock Creek Park on the east, and Reno Road on the west, supports restoration of planning funds for the replacement of the Chevy Chase Community Center at 5601 Connecticut Avenue.

We support this community center because our members use it constantly, from preschool to senior citizen activities. In fact, a number of our members are senior citizens and enjoy the program at the center a great deal.

Our area is full of new apartment buildings—in fact, almost every foot of vacant land is developed with new high-rise apartments, and more coming. As the land goes, the need becomes greater for a community center. Fortunately, the one at 5601 Connecticut is right on a major thoroughfare and can be reached quite easily by bus, if not by car.

We especially value the community building because it represents the only highly organized source of recreation anywhere near our area. We have supported recreational development for the entire city, and for Forest Hills for many years, and will continue to do so. We think this particular center is an irreplaceable asset, and fear greatly what will happen when new construction begins on the Chevy Chase Library. We are concerned that the half condemned old building will have to go out of business altogether. Our members supported "Save the Center Day" on April 10 with funds and volunteer service.

We urge your attention to this project.

Sincerely,

MRS. WALLACE LUCHS, JR., *President.*

PUBLIC SCHOOL BUDGET

STATEMENT OF MISS MARY E. WASHINGTON, REPRESENTATIVE, EDUCATION COMMITTEE, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

The Board of Education requested for the fiscal year 1966 estimated money ($450,000) for a new school administration building, 13th and K Streets NW. This sum would allow for various offices for the Superintendent, Assistant Superintendents, a Board of Education meeting room, and miscellaneous building facilities. Plans and specifications have been made. The District of Commissioners deleted these funds.

The new administration building is required for many reasons. Some are: The existing building is inadequate. Various administrative offices are spread throughout the city thus the economy and efficiency gained by integration are lacking resulting in increased operating costs over a period of years in the long run. The present building is not truly representative of what the Nation's Capital should present.

RECREATION

STATEMENT OF MRS. HAROLD N. MARSH, WASHINGTON YOUTH GARDEN COUNCIL

I am Mrs. Harold N. Marsh, chairman of the Washington Youth Garden Council, testifying for its citizen members in behalf of the District of Columbia Recreational Department budget request of $8,000 for fiscal year 1966.

The Washington Youth Gardens now have a 3-year history. In 1962, a group of citizen volunteers having an interest in gardening and children, and supported by the District of Columbia Department of Recreation, organized the Youth Garden Council. Together they originated a program of flower and vegetable gardens, window boxes, and flower pots. Emphasis was stressed on cleanup and neighborhood participation.

Small plots have been cultivated on or adjacent to the public playgrounds in all the recreational centers of the city where they could be supervised by the playground leaders. Last summer over 900 children participated in gardening on 188 garden plots, made and planted 61 window boxes, and had 553 pot projects.

In March it was possible to engage on a temporary basis a capable young garden director with horticultural background and a skill with children. He has accomplished much in a very short time. His task is great, the potential is commensurate.

The children are enthusiastic. The activity, especially during out-of-school summer months, is wholesome and rewarding. Many more youngsters should be drawn into the program, but there must be adequate full-time supervision and direction.

The requested $8,000 in the 1966 budget request would enable the Department of Recreation to secure the needed personnel and garden supplies; then the program can grow in value and breath. It can held to prevent summer idleness and mischief. It can enrich the lives of all the youngsters it reaches.

The winter workshop program stresses making holiday decorations, the using of cones, seed pods, dried vegetation, and evergreens—materials that make for observation of nature's bounty with no cost to the child; and learning about and preparation for the planting season. During the year-round program he learns how to improve his surroundings, through his own efforts—to develop his appreciation in growing and tending flowers and vegetables, making his corner of the world a pleasanter place in which to live. His interest already has extended to some of the parents—they have begun to have a pride in their home on their block.

It can be said that Mrs. Johnson's plan for a city beautiful is truly expressed in the activities and objectives of the Washington Youth Gardens. We all respond with enthusiasm to efforts toward making Washington a pleasant city, to upgrade the lives of its people, through better living surroundings, to inculcate in youth a love of growing things and give them the opportunity of working for orderliness and beauty, an experience the value of which it is difficult to appraise.

The council has a distinguished list of sponsors; it has a hard working, enthusiastic number of volunteer citizens backing the program. They deserve

encouragement for they know they have been supporting with their time and money an excellent project.

The need for this appropriation to continue to pay for the services of the garden director is imperative. Our present limited private funds will only last a short while longer through squeezing the dollars available. However, unless the operation gets the requested $8,000, such a small amount with which so much can be done for the children and the city, the program will suffer and falter. We are providing a highly desirable public service on a very narrow budget. This has been supplied by numerous small gifts from interested citizens, who had an understanding that the Youth Garden project would become a public responsibility and would hopefully be given support by Government appropriation. Surely this small request will meet with your approval.

Thank you.

PUBLIC SCHOOLS

LETTER FROM MR. RICHARD ENGLISH, PRESIDENT, THE PALISADES CITIZENS ASSOCIATION

THE PALISADES CITIZENS ASSOCIATION,
Washington, D.C., May 4, 1965.

HON. CARL HAYDEN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR HAYDEN: As president of the Palisades Citizen Association, and at its direction, I am pleading for the children who attend the District's public schools. Our association covers that area of the District bounded by the Potomac River, the Maryland line, Loughboro Road, and Foxhall Road NW.

As you know, President Johnson, in requesting $77.7 million for the District of Columbia public schools, said: "Deficiencies will still remain, but the budget reflects a major effort to remedy shortcomings and to make the District's educational system a model for the Nation." Of the $29.5 million requested for school construction, the President wrote: "In no other area has the District's capital construction program lagged so far behind. In no other area is the need to catch up more urgent."

On March 23, the House of Representatives cut the proposed school appropriation $16 million, $13 million of which represented school construction. This drastic cut appears to us to be a gross mistake in judgment. We are informed that more than 3,000 students are now on half day schedules due to inadequate facilities; that many more attend classes in converted basement storage rooms and crudely partitioned, badly lighted auditoriums; and that an increase in enrollment of over 21,000 is probable in the next 5 years. The House not only sliced the school construction budget 44 percent, but also reduced by nearly one-half the number of additional teachers requested. Moreover, over 50 percent of the $588,000 vitally needed for repairs and maintenance of buildings and grounds was lopped off, despite the deplorable deterioration of school buildings.

The House reported that these cuts were necessary because of inadequate revenue. We submit there are ways and means to increase revenue. First, the Federal payment should be increased from the $41 million recommended by the House to the $50 million authorized by an act of Congress. Second, capital outlays should be financed by loan from the Federal Treasury, as presently authorized. Finally, additional money, if necessary, should be raised through increased taxes levied on District residents. We citizens of the District are willing to bear our fair share of this burden; we ask only that the Federal Government, too, cooperate by assuming its fair share of our budget requirements.

We implore you to consider our plea and to work to restore the President's school budget to its original amount in the interest of our children, the future citizens of this Nation's Capital. We believe that education is the first line of defense against poverty and crime. How then can we deny an adequate education to thousands of District children, many from families earning less than $2,000 a year?

Respectfully,

RICHARD ENGLAND, *President.*

LETTER FROM WOODROW WILSON HOME & SCHOOL ASSOCIATION

WOODROW WILSON HOME & SCHOOL ASSOCIATION,
Washington, D.C., May 5, 1965.

HON. ROBERT C. BYRD,
Chairman, District of Columbia Subcommittee on Appropriations,
U.S. Senate, Washington, D.C.

MY DEAR MR. SENATOR: A review of the District of Columbia appropriation bill for fiscal year 1966 as approved by the House of Representatives and now under consideration of your committee reveals several major deficiencies which the Woodrow Wilson Home & School Association wishes to appeal. We strongly and urgently request your consideration of the following items:

(1) The need for an adequate staff to carry out an effective program.
(2) The need to maintain on a current basis the physical plant.
(3) The urgent need to bring the physical plant up to an acceptable standard through major restoration and the construction of additional facilities in order to meet the needs of an increasing school population.

The first of these needs, an adequate staff, is of paramount importance to an effective school system. The House bill disallowed a total of $2,531,406 of the budget estimate for "Supervision and instruction," a reduction of 4.8 percent. The reduction included 20 instructors and 8 counselors in senior high schools. The increase in instructors in the various academic fields is badly needed so that a well-planned teaching schedule can be developed at the beginning of the school year. During the last few years it has been necessary to obtain temporary and part-time teachers and adjust teaching schedules and classes after the beginning of the school year. This disrupts the teaching schedule and the students; a very undesirable situation which we believe should not be permitted to continue. The reduction in counselors is of particular importance to the parents of Wilson. A very high proportion of our students are preparing for college and it is becoming a much more complicated and difficult problem for the students to select the proper school. A few years ago, most students could select a college, apply, and reasonably expect acceptance. Now most students apply to three (or more) colleges and it is essential that they apply to schools where they can reasonably expect sympathetic consideration in the light of their high school grades, their standardized test grades, and their general high school record including courses taken, extracurricular activities, etc. Only trained counselors can help the student plan his program and guide him in applying at appropriate institutions. As a general rule, we, as parents, are unable to know these requirements and standards of the various colleges and universities; we must depend on the school to assist in meeting this need. Students must start planning their program in the ninth grade; additional counselors are badly needed to fill the need.

The second of these needs, current repairs and maintenance of buildings and grounds, received a severe cut of $338,136 or 12.3 percent below the budget estimate of $2,746,636. The original budget estimate appeared to us to be absolutely minimal in view of the size and average age of the physical plant of the school system. Failure to perform adequate maintenance currently will result in substantial increases in capital outlay requirements for permanent improvements in subsequent budgets. The item for repairing roofs in the permanent improvement section of the budget which was approved by the House probably illustrates the false economy of failing to provide adequate current repairs and maintenance funds in prior years.

The third major item on which we wish to appeal for reconsideration is the extremely large cut made by the House in the Capital budget. This reduction amounted to $13,001,000 or 44.1 percent of the requested $29,488,500. We regret the nominal reduction of $109,350 in permanent improvements to existing buildings. The deep cut made in new construction we believe should be given careful consideration due to the increases in enrollment and the urgent need which the public schools are facing in trying to provide a full-time desk for each student and adequate related school facilities.

In addition to these major problems outlined above, we would like to support specifically, two relatively small items. The first of these is $5,000 in order that the District school system can support and receive the benefits of the work of the Great Cities Research Council. The second item is the request for $25,000 to study the feasibility of using automatic data-processing equipment. Both of these proposals involve actions to improve the administration of and the education furnished by the District school system. We believe it is important that some resources be used in planning for future improvements. Their problems

are extensive and complex and the future will make them even more extensive and complex. Hopefully, the use of some funds in planning for the future will aid in developing and improving our present school program.

The above items are, we believe, of utmost importance to the welfare of the public school program of the District. We earnestly request your consideration of them; we believe that education is a keystone to the continued development of our community. We believe that a heavy responsibility rests on the Congress to provide adequate funds to continue the standards of education which the board of education and the school administration have been striving to maintain. We believe they have done an excellent job within the resources made available to them.

Sincerely yours,

C. N. MASON, Sr., *President.*

STATEMENT OF ANNE BEERS, PRESIDENT, BEERS ELEMENTARY SCHOOL PARENT-TEACHERS' ASSOCIATION

We the members of the Anne Beers Parent-Teachers' Association are requesting the restoration of funds deleted by the Congress for the addition to the Beers Elementary School. We would like to have a new school constructed at 42d and Massachusetts Avenue SE., or Fort Dupont Park area.

Our present building is quite inadequate for our enrollment. Beers was designed to accommodate 640-student capacity, but our enrollment has grown to 830 students. We have three substandard classes in the basement, formerly the children's lunchroom, a basic class in a small conference room, a fourth-grade class in the library, and a second-grade remedial reading class in the teachers' lunchroom.

We strongly support plans and specifications for a complete recreation center for the Fairfax Village area. Our children have to walk 2 miles to either the Hillcrest or Ridge Road playgrounds. We feel that this is too long a distance for small children to have to walk and much too dangerous having to cross three main streets, Alabama, Southern, and Pennsylvania Avenues, to get to either playground.

We cannot be satisfied with any budget that does not provide every child with a full day in school in a well-equipped classroom, and a complete recreation center in the area in which they live.

I am a strong supporter of President Johnson and his aid to education bill. I feel that if and when we win this war on poverty and ignorance it will come through better education and understanding of our American heritage, I thank you.

HENRIETTA S. WRIGHT,
President, Beers Elementary School PTA.

SCHOOLS AND RECREATION FACILITIES

STATEMENT OF JOHN H. MORRISON, JR., CHAIRMAN, RESEARCH AND PLANNING COMMITTEE, SOUTHEAST COMMUNITY COUNCIL

The Southeast Community Council would like to present the following testimony on items of vital importance to all persons residing in the trans-Anacostia portion of Southeast Washington.

I. SCHOOLS

Southeast Washington is undergoing a rapid growth both from public housing and from private building. It is, in fact, the fastest-growing area of the city, with an increase in total population of 20 percent since 1960. It is imperative, therefore, that these requests concerning schools be met as quickly as possible before the conditions become even more tragic.

A. An additional 10 classrooms at Ketcham Elementary School to alleviate the overcrowded conditions. Of 25 classes at Ketcham, 10 are on part-time basis.

B. A new elementary school near the boundaries of the Ketcham, Stanton, and Orr Schools to relieve the already overcrowded conditions and to be ready for the children of preschool age now in the area plus those who will be moving in.

C. Addition to the Margaret Green Elementary School, which is already overcrowded despite the fact that it is just recently opened.

D. An additional elementary school is needed to take care of the surplus students at Garfield, Turner, and Margaret Green Elementary Schools.

E. A new elementary school at 42d Street and Massachusetts Avenue, or at Fort Dupont Park, with a revision in the school boundaries, will be necessary in addition to the additions proposed at Anne Beers Elementary School. Both are necessary to accommodate the surplus of students at Anne Beers Elementary.

F. At least one more junior high school is needed in the area to accommodate the ever-increasing number of students completing elementary schools within our boundaries.

G. Additions to Ballou High School are desperately needed now rather than in several years as proposed by the District Commissioners. While this is a relatively new school, the enrollment is well above capacity; hence doubling up on locker facilities is necessary (which promotes petty thefts), the 10th grade is unable to attend assemblies because of insufficient room, and all facilities are generally overcrowded.

II. RECREATIONAL FACILITIES

The trans-Anacostia portion of Southeast Washington is blessed with what would seem an abundance of parkland, but most of it is undeveloped and so is unused. So our children have no place to play, especially those children of low-income families. A recent television program phrased our problem most appropriately: "To rid the low-income families of successive generations on the welfare rolls, the small children must be exposed to something other than the streets in their formative years."

All of the proposals for recreational facilities in our area made by the District Commissioners are excellent and much needed. We urge that the District's budget request be restored so that none of these will have to be deleted from the plans. In addition to those already proposed, however, we make an urgent plea for two others which are badly needed.

A. A play area to be developed on the wooded area located on Hartford Street between Alabama Avenue and 30th Street SE., and fully equipped with recreational facilities, with two full-time and two part-time recreation aids. This playground is needed to accommodate the many small children of the area surrounding Knox dwellings, an area totally without any recreational facilities within walking distance.

B. Currently there is a complete lack of playground facilities for the children living in Sheridan Terrace public housing development. There are 600 preschool aged children, 530 children between the ages of 6 and 12 years, and 450 more between the ages 12 and 17 living in this development. There is vacant land across from the 2500 block of Stanton Road SE., which should be developed as a play area for children of all ages.

Gentlemen, our needs are similar to those in other areas of this, our Nation's Capital. However, whenever a cut is made in the budget presented to you by the Commissioners, it has always been our section of the city which suffers the first and greatest deletions. We cannot any longer be satisfied with a budget that does not provide every child with a full day in a school with adequate facilities, and a complete recreation center convenient to the area in which they live. We urge that you restore the moneys cut from the District's budget request by the Congress so that all citizens of the District of Columbia may realize the benefits.

We thank you.

JOHN H. MORRISON,
Chairman, Research and Planning Committee.

PUBLIC HEALTH

MEDICAL ASSISTANCE CONTRACT BUDGET

STATEMENT OF WILLIAM M. BUCHER, EXECUTIVE DIRECTOR, HOSPITAL COUNCIL OF THE NATIONAL CAPITAL AREA

I am William M. Bucher, executive director of the Hospital Council of the National Capital Area. I am most grateful for the opportunity to explain to this committee the position of the voluntary nonprofit hospitals which render

services to the District government. I will direct my remarks to the "Medical assistance contract" budget item which purchases hospital care from community hospitals for indigent residents of the District.

In brief, we are asking that this program utilize reasonable reimbursement rates as recently defined by the House of Representatives in H.R. 6675, health care for the aged legislation.

We feel that as a minimum:

(1) The rates of reimbursement for hospital care rendered certified indigent patients under this program should be at least identical with the costs of similar services at the District of Columbia General Hospital. If audited costs are lower, then the lower amount would be used.

The hospital council has cooperated with the District of Columbia Health Department in the development of comparable costs for comparable service data as was requested by Congress. This study, which will be made available for the record, if desired, indicated that:

(*a*) The outpatient rate should be increased from $5.75 to $6.75 per visit, and

(*b*) The inpatient per diem rate should be adjusted from $34 to $40 per patient day.

Your committee, following its review of the substantial increases in operating costs of the District of Columbia General Hospital, is fully aware that the factors causing such increases are similarly applicable to the voluntary hospitals. Further, it should be noted that these rates have not been adjusted since the fiscal 1964 period and then only by a token amount unrelated to the actual costs involved.

The approximate audited cost this past year with the voluntary hospitals averaged some $46 per patient day which is very similar to the estimates of costs for the District of Columbia General Hospital.

Trustees of these nonprofit hospitals believe that the private pay patient should not be forced to become an involuntary philanthropist by bearing the financial burden of hospital losses on tax eligible indigent patients by reason of inadequate reimbursement rates. Our request is that this committee consider the action of the House of Representatives on H.R. 6675 with respect to adequacy of reimbursement. This legislation calls for payment of reasonable costs as developed by existing and approved methods. We, too, feel that the total success of this program and its future effectiveness is dependent upon the adequacy of its reimbursement formula.

(2) Sufficient funds should be budgeted to approximate the costs of achieving the above reimbursement rates.

(3) Eligibility standards should be subject to review and revision and sufficient additional service units should be budgeted to absorb present ineligible patients. The hospital council has attempted to resolve inequities with the District government only to find that Congress must make the necessary decisions. The problem in brief is that the existing eligibilty standard is totally outdated as well as lacking in support by existing District law. The lack of meaningful eligibility standards forces many patients to be carried by the hospitals at a total loss.

The contract hospitals wish to continue to do their part in this indigent program as a contribution to the general public health and welfare. However, it must be pointed out that by participation in the indigent program, the voluntary hospitals are effecting a substantial dollar saving to the District government by eliminating the need for construction and operation of additional hospital facilities. This service should not be at the expense of the private pay patient. The hospitals are asking merely for fair and reasonable reimbursement of the costs incurred.

SUMMARY

We believe that the proposed increases in outpatient rate from $5.75 to $6.75 and in inpatient rate from $34 to $40 are in accordance with the "reasonable cost" reimbursement policy recently adopted by Congress. These new rates are fully supported and recommended by the District government and they are based upon audited data.

We ask the understanding and help of this committee in achieving these adjustments within this year's budget program.

COMMITTEE MEMBERSHIP

Mrs. William Carter Bowles, president, Children's Convalescent Hospital
Wallace Werble, president, Children's Hospital of the District of Columbia
John W. Hechinger, president, Columbia Hospital for Women
Miss Elizabeth M. Rogers, president, Eastern Dispensary and Casualty Hospital
The Very Reverend Gerard J. Campbell, S.J., president, Georgetown University and Hospital
Dr. Oswald S. Colclough, acting president, George Washington University Hospital
Rev. Neal C. Wilson, chairman of board, Hadley Memorial Hospital
Sister Margaret Eileen, president, Providence Hospital
Milton A. Barlow, president, Washington Hospital Center

Other participating hospital-homes include the Christ Child Home for Convalescent Children and the Washington Home for Incurables.

LETTER FROM MRS. WILLIAM S. ANDERSON IN SUPPORT OF CONTINUED OPERATION OF CHILDREN'S HOSPITAL

HILLCREST CHILDREN'S CENTER,
Washington, D.C., May 12, 1965.

Senator ROBERT C. BYRD,
Chairman, Senate Appropriations Subcommittee, for the District of Columbia, Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: Hillcrest Children's Center, still officially known as the Washington City Orphan Asylum, has been caring for troubled children in the National Capital area since 1815. Two years ago our agency became affiliated with Children's Hospital in order that both of these organizations might more effectively serve the children of our community. We recently purchased almost a city block immediately adjacent to Children's Hospital and in a few months plan to start construction of a new building to accommodate all our activities. Approximately $1,500,000 in private capital funds will be invested in this venture. Our present facility has been sold and we are therefore committed to this major project to transfer our physical plant from our beautiful campus on Nebraska Avenue to the very heart of one of the most deprived areas in the District of Columbia. We believe that this move, coupled with our medical affiliation with Children's Hospital, will enable us to serve children of the District of Columbia more effectively.

However, the success of our efforts depends on the continued full-scale operation of Children's Hospital, since we have planned to use many of the specialized facilities of the hospital. I was, therefore, directed by unanimous vote of our board of directors to support most earnestly the statement on behalf of Children's Hospital presented to your subcommittee on May 6, 1965, by Mr. Gerhard A. Gesell, first vice president of the hospital.

We would very much appreciate your including this letter as a part of the record of the proceedings of your subcommittee.

Sincerely yours,

MRS. WILLIAM S. ANDERSON,
President, Board of Directors.

PROPOSED POTOMAC RIVER BRIDGE CROSSING

LETTER FROM JOSEPH L. FISHER, CHAIRMAN, COUNTY BOARD OF ARLINGTON COUNTY, VA.

ARLINGTON COUNTY, VA.,
OFFICE OF THE COUNTY BOARD,
Arlington, Va., May 7, 1965.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: In order that the Subcommittee on District of Columbia Appropriations may be aware of the position of Arlington County relative to a proposed additional Potomac River bridge crossing, I am enclosing the two most recent resolutions of the Arlington County Board passed at its meeting of March 20, 1965, with reference to this subject.

In the first resolution, the board reaffirms its opposition to any new bridge crossing, urges that the proposed rail rapid transit system be approved forthwith, states its particular opposition to the proposed bridge at site III recently recommended by the Policy Advisory Committee, and recommends that the new proposals of the National Park Service for allowing trucks to cross the Theodore Roosevelt Island Bridge and for other significant changes be given careful consideration before any decision is made.

The Arlington County Board states that if, and only if, it is determined that a bridge is to be built, the Virginia Highway Commission be urged to support a crossing of the Potomac in the general area of plan II, as modified by the Arlington County Manager, as being less devastating to Arlington.

The most recent action of the county board with regard to this matter was a public hearing on an amendment to our major thoroughfare plan held on April 10, 1965, at which time the board deleted from said plan the Three Sisters Bridge and the I-266 connection.

Your sincere consideration of the views of Arlington County in your hearings with regard to this subject will be greatly appreciated.

Sincerely yours,

JOSEPH L. FISHER,
Chairman, County Board of Arlington County, Va.

RESOLUTION RELATIVE TO PROPOSED POTOMAC RIVER BRIDGE CROSSING

On motion by Mr. Richards, seconded by Mr. Urbanske, and unanimously carried, the board adopted the following resolution:

"*Be it resolved*, That the Arlington County Board again expresses the overwhelming opposition of Arlington County to any new bridge at this time and urges that the next improvement be a rail rapid transit system, including the Potomac tunnel as is now being considered in the Congress; and be it further

"*Resolved*, That the board expresses its specific opposition to the bridge at site III as being most devastating in terms of the destruction of homes and the amenities of living in Arlington County; and be it further

"*Resolved*, That the board urges the careful review and consideration of recent proposals advanced by the National Park Service before any decision is made relative to a Potomac River crossing."

Adopted by the Arlington County Board on March 20, 1965.

RESOLUTION RELATIVE TO PROPOSED POTOMAC RIVER BRIDGE CROSSING

On motion by Mr. Lowry, seconded by Mr. Casto, and carried by a vote of 4 to 0, Mr. Urbanske abstaining, the board adopted the following resolution:

"*Resolved*, That if, and only if, it is determined that a bridge is to be built, the Virginia Highway Commission be urged to support a crossing in the general area of plan II, as modified by the county manager, as being less devastating to Arlington County."

Adopted by the Arlington County Board on March 20, 1965.

DEPARTMENT OF HIGHWAYS, CAPITAL OUTLAY—POTOMAC RIVER FREEWAY

COMMUNICATION FROM MRS. GEORGE B. GREEN, ARLINGTON COUNTY CULTURAL HERITAGE COMMISSION

NEW YORK, N.Y., *May 10, 1965.*

Senator ROBERT C. BYRD,
Chairman, Subcommittee of the District of Columbia Committee on Appropriations, U.S. Senate, Washington, D.C.:

Please include in official record of hearings Project No. 28-7. As spokesman for Arlington County Cultural Heritage Commission, on November 24 and several occasions since have publicly urged establishment of joint Virginia-Maryland-West Virginia-Pennsylvania-District of Columbia Commission to determine orderly overall development of both sides of Potomac River with view toward protecting its natural beauties along entire course of River. We urge all funds appropriated for Project No. 28-7, "Potomac River Freeway Capital Outlay for

District of Columbia Highways, 1966" and appropriation of any funds affecting Potomac's natural beauty be deferred until newly formed Interstate Advisory Committee on Potomac River Basin meets with Secretary Udall in June and announces its plans to make Potomac a conservation model for Nation.

Mrs. George B. Green,
Member, Arlington County Cultural Heritage Commission, Arlington, Va.

RENOVATION OF PENNSYLVANIA AVENUE

Resolution of the Lamond-Riggs Citizens Association

Lamond-Riggs Citizens Association,
Washington, D.C.

To the President of the United States, Members of Congress, District of Columbia Board of Commissioners, National Capital Transportation Agency, National Capital Planning Commission, and Bureau of Public Roads, U.S. Department of Commerce:

The Lamond-Riggs Citizens Association gives its wholehearted endorsement to the subway system for the District of Columbia area proposed by the National Capital Transportation Agency and endorsed by the U.S. Bureau of the Budget.

This association also endorses wholeheartedly the President's Council on Pennsylvania Avenue's plan for the renovation of that avenue, particularly the proposed National Square, and also Secretary of the Interior Udall's proposed plan to remodel and relandscape the Mall.

This association urges all interested officials and agencies to take steps to bring all three of these plans to completion with all deliberate speed and that all Federal and District of Columbia funds available or contemplated for highways in the District of Columbia area be immediately diverted and utilized for these vital projects.

The association further requests that no more Federal or District of Columbia funds be appropriated or used for freeways in the District of Columbia area until after the subway system has been in full operation for a year and its effect on projected traffic and transportation can be reevaluated accurately and realistically.

The association believes that the public interest and the future welfare of the residents of the Washington metropolitan area and the orderly growth and cultural significance of the National Capital can best be served by such action.

Approved at the association's meeting of December 7, 1964.

Aubrey B. Kearney,
President, Lamond-Riggs Citizens Association,
Washington, D.C.

RESTORATION OF BUDGET REDUCTIONS

Letter from Allie B. Lattimer, President, Presbyterian Interracial Council

Presbyterian Interracial Council,
National Capital Area,
Washington, D.C., May 3, 1965.

Hon. Carl Hayden,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: As a group of concerned Christians in the National Capital area, we are most concerned about certain deletions which were made in the District of Columbia appropriations bill (H.R. 6453) by the House Appropriations Committee and sustained by the House of Representatives.

We, of course, believe that you as chairman of the full committee, sitting as a member of the Subcommittee on District of Columbia Appropriations, will give all due consideration to any and all testimony which is presented, but we ask that you be especially mindful that we, like many, many others in this area, are hopefully that those deletions which pertain to education, health and welfare, sanitation, recreation, and library facilities and services can be restored before the bill is reported out of committee.

More specifically, most urgent for restoration, we believe, is the appropriation for (1) site and planning for the new Shaw Junior High School to replace what

has been described by competent authority as "intolerable for continued use as a facility to educate our youth"; (2) we would hope that the funds for the operation of the John F. Kennedy Playground could be restored as it would in our judgment, be horrifying and tragic to have this playground to close down and turn these children back into the streets and alleys to play at a time when crime and injury by automobile are steadily rising, and (3) we believe that it is essential that there be a provision under which the District of Columbia Department of Public Welfare can provide emergency aid to dependent children while their parents are unemployed and actively seeking employment.

We sincerely hope that you can support our position, and we thank you in advance for that support—and we pray to God that your decision will be most beneficial to the citizens of the District of Columbia and to our country as a whole.

Respectfully yours,

ALLIE B. LATTIMER,
President.

HIGHWAY CONSTRUCTION—INSTITUTION OF HIGHER LEARNING

STATEMENT OF W. LEDRU KOONTZ, MEMBER, SCHWENGEL-DOUGLASS REPUBLICAN CLUB

My name is W. Ledru Koontz; I reside at 1800 14th Street SE.; and I am one of the founder of the Schwengel-Douglass Republican Club. Our club, which represents 5,154 registered Republicans in 18 precincts of southeast Washington, is not merely a political organization as one might think, but our two principal objectives are:

1. To engage in community service; and
2. To emulate Abraham Lincoln by working for the furtherance of human rights.

It is in keeping with these objectives that the Schwengel-Douglass Republican Club wishes to be heard today on two items of major importance to all peoples, not only in the southeast portion of the District, but in the entire metropolitan area.

Of great concern to our group is Project No. 28–71, Southern Avenue SE., Pennsylvania Avenue to South Capitol Street. It appears from the published proposals that some funds will be requested in the 1967 budget to begin construction along this stretch of highway, but that construction will continue through 1971 or longer. We strongly urge that this program be stepped up so that construction is completed no later than the end of 1967. This street is presently, of necessity, a heavily traveled one; however, we are sure that most drivers would prefer a different road if one were available. It is too narrow for the traffic flow; it is badly rutted and pockmarked; it needs immediate attention for the present traffic flow. A quote from the "District Line" written by Bill Gold which appeared in the Washington Post on Thursday, January 14 of this year, and in a portion which he titled "Test Course," reads, "A District Liner who prefers anonymity suggest: 'If any of your readers have any trouble with a hidden rattle in their car, have them drive along Southern Avenue between South Capitol Street and Wheeler Road SE. Whatever is causing the rattle will probably fall off.'" So one can deduce that conditions are bad now. An additional, and even more important, reason for our appeal that construction be completed quickly is that the new Cafritz Memorial Hospital will be open in a year, and Southern Avenue will be a main access route to that hospital for patients living across Pennsylvania Avenue and adjacent areas of Southeast. If conditions along this road are so detrimental to an automobile, think what would happen to an injured and/or seriously ill person being rushed to the hospital along this route. Our club understands that General Duke has stated, in a letter to the hospital board, that Southern Avenue construction would be completed in 1967 if the 1 cent per gallon tax increase on gasoline was granted. We know that this tax has been proposed, but whether or not it passes, it is imperative that this road be improved now. In fact, as it is a main access route to our new hospital, we consider it "a road to health" and count it as a health measure as well as a highway improvement.

The second item about which we wish to testify is No. 10–27, a new institution of higher learning. The Schwengel-Douglass Republican Club commends and supports the proposal for a new 4-year college as a public institution. We agree with Mr. John D. Koontz, Assistant Superintendent for junior and senior high

schools, that "it would be a great boon for drawing more students into study beyond high school." According to the published proposals no site has yet been selected for this college, and our group strongly urges that it be built in the trans-Anacostia portion of Southeast Washington. This is the only area of the city where no institution of higher learning exists, for even Southwest has the Agriculture Graduate School, yet we are the one area where an abundance of space is available. Students from our section of the city have always had to travel some distances to attend any college, and we do have many students who do go on to college. In a recent article by John Matthews, appearing in the Washington Star, it was pointed out that 45 percent of the graduates from Anacostia High School and 31 percent of those from Ballou High School enter colleges. These schools have a current enrollment of 1,284 and 1,264, respectively, which means that close to a thousand students can be expected to go on to college. It seems safe to say that students from our area alone could fill the college, which has a proposed capacity of 1,200 students.

Our group would like to recommend as a possible site the land adjacent to the Cafritz Memorial Hospital. Not only is the location a good one because the land is available now, but there would be room for expansion. We can also foresee the advantages offered should this college decide to offer a nursing course, a premedical course, a specialized course for other hospital staff, etc. This site is easily accessible by car by using the bridges and freeways or parkways. While public transportation is not the best at the moment, but routes are usually made to meet public demand, so this should not be a deterrent in selecting this site. Another possible site would be the Bolling Field Air Force Base, but this does offer a problem in that the land is not yet available. If neither of these choices meet the requirements of those responsible for selecting a site, we invite you to "come look us over." Please don't continue to make us in Southeast the "stepchild of the District."

SUBCOMMITTEE RECESS

Senator BYRD. On Monday we will hear the Health Department at 10 o'clock. If we complete the Health Department's testimony at a reasonable time we can go into the afternoon and hear the Welfare Department. If not, we will hear the Welfare Department on Tuesday, all things being equal and circumstances permitting.

The subcommittee is recessed until Monday morning, at 10 o'clock.

(Whereupon, at 10:35 p.m., Thursday (May 6, 1965, the subcommittee was recessed, to reconvene at 10 a.m., Monday, May 10, 1965.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1966

MONDAY, MAY 10, 1965

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

The subcommittee met, pursuant to recess, at 10 a.m., in room S–126, U.S. Capitol Building, Hon. Robert C. Byrd, chairman of the subcommittee, presiding.

Present: Senators Byrd, Proxmire, Yarborough, and Cotton; also present: Senator Tydings.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC HEALTH

STATEMENT OF DR. MURRAY GRANT, DIRECTOR, DEPARTMENT OF PUBLIC HEALTH; ACCOMPANIED BY DR. FREDERICK C. HEATH, DEPUTY DIRECTOR; DR. HERBERT Mc C. WORTMAN, ASSOCIATE DIRECTOR, MEDICAL CARE AND HOSPITALS; GERTRUDE C. LAPRADE, CHIEF OF BUDGET AND FINANCE DIVISION; AND DAVID FRY, PROGRAM AUDITOR

1966 BUDGET REQUEST

Senator BYRD. The subcommittee will please be in order.

The next item for consideration relates to the appropriation for "Health and welfare."

The 1966 budget estimate is $81,319,000; the House allowance is $79,485,000, a reduction of $1,834,000.

The restoration request is $875,000, which represents $573,500 for the Public Health Department, and $301,500 for the Public Welfare Department.

The amendments requested and the supporting justifications will be placed in the record.

(The material referred to follows:)

OPERATING EXPENSES

Appropriation, 1965	$74,670,000
Estimate, 1966	81,319,000
House allowance, 1966 (reduction of $1,834,000)	79,485,000

AMENDMENTS REQUESTED

(1) Page 6, line 14, strike out "$79,485,000" and insert in lieu thereof "$80,360,000" or an increase of $875,000 in the appropriation.

(2) Page 6, line 16, strike out "$34" and insert in lieu thereof "$40" or an increase of $6 in the per diem rate at Freedmen's and contract hospitals.

47–392—65——36

(3) Page 6, line 17, strike out "$5.75" and insert in lieu thereof "$6.75" or an increase of $1 in the outpatient rate per visit at Freedman's and contract hospitals.

Application of House reductions (by agency and fund)

Standard classification	1965 estimate	1966 estimate	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
Department of Vocational Rehabilitation	$722,000	$803,300	$743,300	−$60,000	
Department of Public Health	48,411,425	[1] 51,846,200	50,757,600	−1,088,600	+$573,500
Department of Public Welfare	25,536,575	28,669,500	27,984,100	−685,400	+301,500
Total estimate or appropriation (general fund)	74,670,000	81,319,000	79,485,000	−1,834,000	+875,000

[1] Includes transfer of $111,572 from other activities.

HOUSE REPORT

"The committee recommends a total appropriation of $79,485,000 for health and welfare programs in the coming year. This is an increase of $4,815,000 over current year appropriations and $1,834,000 less than the budget requests.

"*Department of Vocational Rehabilitation.*—An allowance of $743,300 is provided for the continuation of vocational rehabilitation programs at the current level in 1966. The committee has included an additional vocational counselor for client services under the activity "Services to the visually impaired."

"*Department of Public Health.*—A total of $50,757,600 is recommended for public health activities during fiscal year 1966. This allowance is $1,088,600 less than requested, but $2,346,175 above the 1965 availability.

"The committee has provided for the continuation of the previously authorized 3-year venereal disease control program, allowed six additional positions for maternal and child health, and three additional positions for dental health. Funds also have been allowed for the replacement of two X-ray machines and a file clerk for the Tuberculosis Control Division. The committee has not concurred in the establishment of the new pesticide program.

"A total of 14 new positions have been allowed for the District of Columbia General Hospital including 1 medical officer (obstetrics-gynecology), 5 nurses, and 3 nurse assistants. The committee has not approved the increase in authorized enrollment from 150 to 175 at the school of nursing, noting that the present enrollment is less than authorized. Provision has been made for four additional guards and a clerk-typist for the registrar. The committee has not reinstated the two chaplain positions requested. The committee eliminated the positions 2 years ago.

"The request to increase the per diem rates paid to contract hospitals from $34 to $40 and the out-patient rate from $5.75 to $6.75 per visit has been denied. Last year authorization was given to raise the rates to those amounts at Children's Hospital on a temporary basis only due to the financial crisis faced at that time. Situations at the District of Columbia General Hospital have increased costs to the extent that they do not provide an accurate basis for determining the rates to be paid to the contract hospitals.

"The committee has not approved the establishment of a new industrial hygiene division.

"The problems incident to billing and collections at the various health department activities have been reported by the General Accounting Office and in an effort to meet the deficiencies a new billing system has been initiated at the District of Columbia General Hospital. The committee has included additional funds and positions to expand this system through automatic data processing to the Glenn Dale Hospital and the out-patient clinics. A report should be made to the committee on accomplishments in this area prior to the hearings next year.

"*Department of Public Welfare.*—The committee recommends $27,984,100 for the Department in the coming year, which is an increase of $2,447,525 over the current year and $685,400 less than requested.

"A total of $1,286,725 has been allowed for "Providing public assistance." This is an increase of $171,219 and 30 positions over the current year and will allow the Department to obtain additional Federal financial participation through

the Department of Health, Education, and Welfare. The committee has again allowed the request to establish the program of aid for dependent children of unemployed parents in the District of Columbia. A total of $341,753 and 32 positions is included for the program and provides for operation of the program on a 6 months' basis.

"The committee has approved 36 additional positions for Junior Village to staff the new unit scheduled to be completed in October for the toddler-infant group. The request for a coordinator of volunteers has not been allowed. The request for $10,000 for the collection of refuse at the Blue Plains institutions has been deferred pending further study of alternatives and a firm determination of costs.

"Additional counselors have been allowed for the District Training School (9), Cedar Knoll School (3), and Maple Glen School (2) to provide better coverage, particularly at night at the latter two institutions. Additional food servers have also been allowed, necessitated primarily by a recent civil service ruling that wage-board employees can only work an 8-hour tour of duty.

"The continued growth in population at the various welfare institutions is of concern to the committee. Present programs appear to be directed only toward institutional care. The Commissioners are urged to study and develop plans for alternatives to institutional care for presentation during next year's hearings."

JUSTIFICATION

The amendment requested of $875,000 is distributed as follows:

A. Public Health, $573,500:	
1. Preventive services:	
a. Office of Associate Director: Secretary	$5,610
b. Maternal and Child Health:	
Fees	9,910
Medical officer	11,885
Total	21,795
c. Nursing: 5 Public Health nurses for schools	26,550
d. Chronic Disease Control: Fees	11,205
2. Mental Health and Retardation:	
a. Community Mental Health: Fees	6,465
3. Medical care and hospitals:	
a. District of Columbia General Hospital:	
3 instructors, Nursing Division	18,362
House mother, Nursing Division	4,822
25 student nurses	35,000
9 staff nurses	43,848
4 nurse assistants	15,872
Total	117,904
b. Medical assistance and contracts:	
Contract hospitals	226,630
Freedmen's Hospital	126,545
Total	353,175
4. Administration:	
a. Management Analysis Division:	
Analyst	10,037
Clerk-typist	4,318
Total	14,355
b. Planning, Research, and Statistics Division:	
Program planner for mental health and redardation	11,716
Secretary	4,725
Total	16,441
Total	573,500

B. Department of Public Welfare, $301,500:

1. Planning, finance, and management services:
   a. Administrative services:
      Personnel management specialists $7,442

2. Family and Children Services:
   a. Providing child welfare services:
      Liaison representative, juvenile court 8,762
      4 supervisory social workers 29,916
      Case analyst 7,054
      15 caseworkers 99,855
      5 social workers 32,555
      4 unit clerks 17,312
      3 unit clerks, relief 12,984
      3 clerks, dictating machine transcriber 12,780
      Storekeeping clerk 2,660
      Homemaker service 2,500
      Total 226,378

   3. District of Columbia welfare institutions:
      a. Junior Village: Coordinator of volunteers 6,791

      b. Administrative services:
         Deputy administrative officer 7,442
         Collection of refuse 10,000
         17,442

   4. Children's Center:
      a. Central administration:
         Clinical psychologist 8,575
         Psychiatric nurse 6,992
         Psychology aid 5,210
         Occupational therapist 5,210
         Clerk-typist 3,739
         Consultant fees for psychiatrists 3,842
         33,568

      b. Administrative services:
         Stock clerk 3,539
         Automotive equipment operator 3,944
         Laundry worker 2,396
         Total 9,879

      Total 301,500

      Total, health and welfare 875,000

A. Public Health, $573,500

	1966 increases requested	House allowance	Senate amendment requested
Positions	178	41	53
Amount	$3,362,609	$2,274,009	$573,500

Analysis of amendment requested

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
Preventive services:							
Office of Associate Director: GS-7 secretary	1	$6,050	$497	$700	$7,247	$1,637	$5,610
Maternal and Child Health: Fees		9,910			9,910		9,910
Maternal Health Division: GS-13 medical officer	1	14,595	1,079	300	15,974	4,089	11,885
Nursing: GS-7 Public Health nurses for schools	5	30,250	2,485	2,000	34,735	8,185	26,550
Chronic Disease Control: Fees		11,205			11,205		11,205
Mental health and retardation:							
Community Mental Health: Fees		6,465			6,465		6,465
Medical care and hospitals:							
District of Columbia General Hospital:							
Nursing division:							
GS-11 instructor	1	8,650	672	350	9,672	2,330	7,342
GS-9 instructor	1	7,220	576	350	8,146	1,948	6,198
GS-6 instructor	1	5,505	458	350	6,313	1,491	4,822
GS-6 house mother	1	5,505	458	350	6,313	1,491	4,822
Student nurses	25	31,500	3,500		35,000		35,000
Patient care:							
GS-6 staff nurses	9	49,545	4,122	3,600	57,267	13,419	43,848
GS-4 nurse assistants	4	17,920	1,376	1,400	20,696	4,824	15,872
Medical assistance and contracts:							
Contract hospitals				226,630	226,630		226,630
Freedmen's Hospital				126,545	126,545		126,545
Administration:							
Management Analysis Division:							
GS-13 analyst	1	12,075	908	300	13,283	3,246	10,037
GS-4 clerk-typist	1	4,480	344	700	5,524	1,206	4,318
Planning, Research, and Statistics Division:							
Program Planning Section:							
GS-14 program planner for mental health and retardation	1	14,170	1,051	300	15,521	3,805	11,716
GS-5 secretary	1	5,000	425	656	6,081	1,356	4,725
Total	53	240,045	17,951	364,531	622,527	49,027	573,500

Preventive Services, Office of Associate Director

Secretarial assistance, $5,610.—This request is for one secretary (GS-7). This position is needed to provide secretarial services for the Associate Director for Preventive Services. This is one of five Associate Director positions established under the reorganization and was filled in January 1965. No secretarial position is available. The associate director supervises 7 bureaus with 28 divisions and more than 700 employees.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 total
Secretary		1	1

Maternal and child health

Contract fees, $9,910.—These funds are necessary in order to enable the Department to raise contract fees paid to medical officers to a more equitable level with salaries paid to medical officers in classified positions. A recent survey of payment for contract services of physicians disclosed a need to revise the fee schedule pertaining thereto. This survey disclosed that (1) contract physi-

cians performing the same work as classified physicians are paid at a lower rate although equally qualified professionally, and (2) there is difficulty in the recruitment and retention of qualified individuals due to the amounts provided for in current contracts. This is especially applicable to board-qualified and board-certified physicians and to others in scarce categories.

To facilitate recruitment and retention of qualified personnel and to eliminate serious inequities in the present system it is considered essential that a fair and equitable fee schedule be established for the professional personnel of this Department and also in the best interest of the District of Columbia government.

Maternal health division

Birth-control program, $11,885.—This request is for one medical officer (GS–13).

The Department's request for a full-time birth-control clinic requires a full time physician as a member of the clinic team. The House has approved three public health nurses and three medical aids and an additional $25,000 for supplies for a birth-control team. The physician is needed (1) for the medical examination of new patients to determine whether there are specific contraindications to the use of a particular birth-control method, (2) for the counseling of the patient in the various birth-control methods medically available to her, and (3) for the insertion of an intrauterine device if the patient selects this method of birth control. It would be contrary to good medical practice to establish a birth-control clinic without a physician on the clinic team.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 total
Medical officer	4	1	5

Public Health Nursing Division

School program, $26,550.—This request is for five public health nurses (GS–7) to supplement the existing nursing services provided to schoolchildren in the elementary, public, and parochial schools of the district. At the present time there are 41 nurses available to staff the program which covers 135 public elementary schools and 34 parochial elementary schools which will have a combined pupil enrollment in 1966 of aproximately 110,000.

During school year 1962–63, 52 percent of 8,768 children failing the vision test did not receive eye examinations, and 72 percent of the 11,390 children with other known defects did not receive medical care. Children who are not well find it difficult to benefit from education. More nursing staff is needed to work with teachers, parents, and members of agencies to assist these children to obtain medical care. With the present limited staff, nurses spend approximately 16 hours per month in the very largest schools with approximate enrollments of 1,000 to 1,600 pupils, 12, 8, and 4 hours per month in schools with smaller enrollments. With this small amount of time in the school plant, nurses can do little more than locate children with defects. Time is needed for conferences with deprived parents and with children to teach the importance of medical care. Time is needed for conferences with school staff to get their assistance in helping children obtain medical care, to interpret medical findings when obtained, to assist in detecting signs of early illness and to assist in more effective ways of teaching children to care for their own health. In a school program, the public health nurse is considered to be a key person by reason of her close and continual contacts with the teachers, the pupils, and the parents. When indicated she should visit the pupil's home to observe the conditions of the home, and determine the factors which might influence the child's condition and interfere with having the medical problems corrected.

Considering the health needs of many children in elementary schools as indicated above, five additional positions resulting in a total of 46 nurses to give service to 169 schools will provide more time to assist children to medical care. With this added staff there will be a ratio of 1 nurse to 2,391 pupils. This ratio is still too high to give the kind of service necessary.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 total
Bureau of Nursing: School health: Public health nurse	41	5	46

Chronic disease control

Contract fees, $11,205.—These funds are necessary in order to enable the Department to raise contract fees paid to medical officers to a more equitable level with salaries paid to medical officers in classified positions. A recent survey of payment for contract services of physicians disclosed a need to revise the fee schedule pertaining thereto. This survey disclosed that (1) contract physicians performing the same work as classified physicians are paid at a lower rate although equally qualified professionally, and (2) there is difficulty in the recruitment and retention of qualified individuals due to the amount provided for in current contracts. This is especially applicable to board qualified and board certified physicians and to others in scarce categories.

To facilitate recruitment and retention of qualified personnel and to eliminate serious inequities in the present system, it is considered essential that a fair and equitable fee schedule be established for the professional personnel of this Department and also in the best interest of the District of Columbia Government.

Community mental health

Contract fees, $6,465.—These funds are necessary in order to enable the Department to raise contract fees paid to medical officers to a more equitable level with salaries paid to medical officers in classified positions. A recent survey of payment for contract services of physicians disclosed a need to raise the fee schedule pertaining thereto. This survey disclosed that (1) contract physicians performing the same work as classified physicians are paid at a lower rate although equally qualified professionally, and (2) there is difficulty in the recruitment and retention of qualified individuals due to the amount provided for in current contracts. This is especially applicable to board-qualified and board-certified physicians and to others in scarce categories.

To facilitate recruitment and retention of qualified personnel and to eliminate serious inequities in the present system, it is considered essential that a fair and equitable fee schedule be established for the professional personnel of this Department and also in the best interest of the District of Columbia Government.

DISTRICT OF COLUMBIA GENERAL HOSPITAL

Nursing Division

School of Nursing, $58,184.—This request is for three nursing instructors (GS–11, GS–9, GS–6), one housemother (GS–6) and 25 student nurses.

The school of nursing is the primary supply of staff nurses for the hospital proper. In order to improve the hospital picture it is, therefore, necessary to improve this supply. Applications are already on hand to insure the acceptance of a class large enough to meet the expanded plan. At the present time we have sufficient applications to admit a class of approximately 75 in September 1965. If the request is not granted, about one-third of the applications will have to be disapproved with an adverse effect not only on this year but on recruitment in future years. The total enrollment is now limited to 150 students. To more nearly meet community and District of Columbia General Hospital needs, an expansion of 25 students per year is planned for the next 3 years, giving an ultimate total enrollment of 225.

The request for the three instructors will bolster the existing training program to be more nearly in line with the recommendations of the District of Columbia Nurses Examining Board, and in addition would accommodate the additional 25 student nurses requested above.

During a recent visit of the Nurses Examining Board of the District of Columbia, the facilities and program of the school were evaluated. In the resulting report the Board states "there is a need for additional instructors in the school to insure that there will be no sacrifice in the additional program." It is important to know that this recommendation is made in relation to the current school

and would be much more strongly stated if it was in relation to an expanded program of the school.

While not specifically stated, the implication is clear—unless additional instructional staff is secured the Board will question the quality of the educational program presently offered. If such question arises, the approval status of the school will come into question and it could cease to function with the resulting decrease of the already short supply of registered nurses in the District of Columbia.

The same question will undoubtedly be raised as a result of the accreditation program conducted on a national basis. This increase will also allow the hospital to provide a sound program for the additional students requested, as well as strengthening the present program.

District of Columbia General Hospital has a residence currently housing 150 teenage young women. Currently there is no adult supervisor provided for these students between the hours of 5 p.m. and 7 a.m. except as can be provided incidentally by the telephone operators and through the student government. It is highly essential and urgent for the welfare of these young women that a responsible adult be secured to serve as a guiding and leading force during the evening hours. This will insure proper coming and going, conduct, etc., and will promote the development of the young women as responsible individuals as well as excellent nurses.

Patient care, $59,720.—This request is for 9 staff nurses (GS–6) and 4 nurse assistants (GS–4). The House approved 5 staff nurses and 3 nurse assistants of the total request of 14 staff nurses and 7 nurses assistants.

Coverage presently provided in the medical-surgical areas of District of Columbia General Hospital is subminimal. At the present time, 5 units for medical patients (50 beds per unit) and a similar number for surgical patients are staffed at the equivalent of 1 nurse per 50 acutely ill patients. This is dangerously inadequate coverage. The addition of the total 14 staff nurses requested will permit coverage of the equivalent of 1 nurse per 25 patients for 1 shift only. This will, however, help improve a situation which is now untenable. The total of seven nurse assistants requested will permit coverage to the extent of 1½ practical nurse equivalent to each nursing unit in medicine.

This request is an attempt to help the coverage for patient care on the acute medical and surgical services on the night tour of duty. Even if granted, this will not bring the nursing service staff to the minimally acceptable safe standards to meet the need of patients receiving care. Because of insufficient care patients are not receiving the attentions that they should have during this tour of duty. The lack of adequate nursing care on the acute medical and surgical wards may well have an adverse effect on the convalescence of these patients. The National League of Nursing in proposing their national standards suggest 1 nurse per 12 patients.

	1965 (available)	1966 House allowance	Restoration requested	1966 total
Nursing Division:				
Instructor	5	----------	3	8
House mother	----------	----------	1	1
Student nurses	150	----------	25	175
Staff nurses	204	5	9	218
Nurse assistant	503	3	4	510

Medical assistance and contracts

Contract hospitals, $226,630.—This increase in addition to the amount of $41,618 allowed by the House, will provide a rate increase from $34 to $40 for inpatient care and from $5 to $6.75 for outpatient services for the contract hospitals. These rates would provide reimbursement to the contract hospitals at rates comparable to the projected 1966 rate for District of Columbia General Hospital after certain adjustments for differences in operation of the contract hospitals as compared to District of Columbia General Hospital are taken into consideration. A cost study was completed in September, 1964 in which certain variances were established on which adjustments were based. The two basic factors on which cost differences were significant were: (1) a modification in inpatient and outpatient rates due to the proportionately larger medical staff maintained at District of Columbia General Hospital; and (2) a modification

in the outpatient rate due to differences which exist between District of Columbia General Hospital on the one hand and the contract hospitals on the other in connection with drugs issue to clinic patients.

Freedmen's Hospital, $126,545.—This increase will provide the same rate increase for Freedman's Hospital as the contract hospitals (from $34 to $40 for inpatient day rate and $6.75 for an outpatient service).

Informational data

	Actual				Estimated	
	1961	1962	1963	1964	1965	1966
Contract hospitals:						
Number of units:						
Inpatient days	52,832	54,697	45,819	48,215	49,250	49,250
Clinic visits	109,122	117,008	106,879	93,286	93,820	93,820
Emergency room treatment	16,143	19,125	16,985	24,530	30,064	30,064
Ambulance runs	4,967	5,279	4,959	5,164	5,170	5,170
Rates:						
Inpatient days	$25.00	$30.00	[1] $30.00 [2] 32.00	[2] $32.00 [4] 34.00	$34.00 [5] 40.00	$40.00
Clinic visits	4.00	5.00	5.00	[2] 5.00 5.75	[5] 5.75 [5] 6.75	6.75
Emergency room treatment	3.50	5.00	5.00	[2] 5.00 [4] 5.75	5.75 [5] 6.75	6.75
Ambulance runs	4.00	6.80	6.80	[2] 6.80 [4] 7.00	6.60	6.60
Total obligations	1,808,116	2,117,200	2,003,521	2,208,656	2,644,611	2,622,859
Freedmen's Hospital:						
Number of units:						
Inpatient days	16,762	17,599	13,874	17,676	14,973	17,680
Newborn days				370		370
Clinic visits	19,359	20,758	19,738	17,279	17,279	17,279
Emergency room treatments				3,187	2,541	3,187
Rates:						
Inpatient days	$25.00	$30.00	[1] $30.00 [3] 32.00	[2] $30.00 [4] 32.00	$34.00	$40.00
Newborn days						10.00
Clinic visits	4.00	5.00	5.00	[2] 5.00 [4] 5.75	5.75	6.75
Emergency room treatments				5.75	5.75	6.75
Total obligations	478,382	588,000	543,048	[1] 694,689	608,393	844,045

[1] July through October.
[2] July through December.
[3] November through June.
[4] January through June.
[5] Children's Hospital rates.

Management Analysis Division:

Procedure, Preparation, and Review Section, $14,355.—This request is for one management analyst (GS–13) and one clerk-typist (GS–4).

An organization as large and as diversified as the Health Department must maintain strict administrative controls over each of its elements and programs to insure that maximum use is made of each dollar spent for the health services rendered. The largest portion of the budget is for personnel. The efficient utilization of employees can only be achieved when sound statements of policies and procedures have been provided their supervisors. The absences of these statements result in a duplication of effort, inconsistencies in dealing with the public and inefficient use of the taxpayers dollar. The development of policies and procedures manuals can only be accomplished with a competent and adequate staff of management analysts. Available management analyst staff, however, is insufficient to develop the needed policies and procedures for the 27 Bureaus and Divisions and overall administrative policies and procedures. These, when developed, must be reviewed periodically and amended as necessary.

The management analyst requested will augment a present staff of one chief and four analysts. This will provide one for assignment to each major associate area of the Department's newly adopted reorganization. The clerk-typist will

perform clerical work incidental to the activities of the management analyst, and assist other professional staff of the Division where there is now only 1 permanent clerk-typist position for a professional staff of 12.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 total
Procedure, Preparation, and Review Section:			
Analyst	4	1	5
Clerk-typist		1	1

Planning, Research, and Statistics Division:

Program Planning Section, $16,441.—This request is for a program planner (GS–14) and one secretary (GS–5) to replace the positions which have been available under Public Law 87–582, the mental health planning grant. Program planning and evaluation in mental health and retardation is of highest priority in view of the Department's present operational effort and fiscal commitment in this area. Progress toward implementation of the comprehensive mental health plan for the District of Columbia will require extensive efforts to realine, coordinate, and plan in detail the phased development of an operational community mental health program. Such planning will refine program details in the four proposed areas for the comprehensive community health centers. Each center will provide the programs related to mental health, mental retardation, and public health services.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	Increases requested	1966 total
Program Planning Section:			
Program planner for mental health and retardation	[1] 1	1	1
Secretary	[1] 1	1	1

[1] Positions under Public Law 87-582, the mental health planning grant.

B. Department of Public Welfare, $301,500

	1966 increases requested	House allowance	Senate amendment requested
Positions	257	126	49
Amount	$3,159,294	$2,473,894	$301,500

Analysis of amendment requested

Activity program, position (grade and title), or item	Number required	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Federal funding	Net 1966 District of Columbia request
Planning, Finance, and Management Services: GS–11 personnel management specialist	1	$8,650	$672	$450	$9,772	$2,330		$7,442
Family and Children Services:								
Providing child welfare service: GS–12 liaison representative (juvenile court)	1	10,250	783	487	11,520	2,758		8,762
GS–11 supervisory social worker	4	34,600	2,688	1,948	39,236	9,320		29,916
GS–10 case analyst	1	7,900	620	663	9,183	2,129		7,054
GS–9 caseworker	15	108,300	8,640	12,135	129,075	29,220		99,855
GS–9 social worker	5	36,100	2,880	3,315	42,295	9,740		32,555
GS–4 unit clerk	4	17,920	1,376	2,840	22,136	4,824		17,312
GS–4 unit clerk (relief)	3	13,440	1,032	2,130	16,602	3,618		12,984
GS–3 clerk (dictaphone machine transcriber)	4	16,020	1,252	4,312	21,584	3,194	$5,610	12,780
GS–3 storekeeping clerk	1	4,005	313	356	4,674	798	1,216	2,660
Homemaker Service				2,500	2,500			2,500
District of Columbia welfare institutions:								
Junior Village: GS–10 coordinator of volunteers	1	7,900	620	400	8,920	2,129		6,791
Administrative services:								
GS–11 deputy administrative officer	1	8,650	672	450	9,772	2,330		7,442
Collection of refuse				10,000	10,000			10,000
Children's Center:								
Central administration:								
GS–12 clinical psychologist	1	10,250	783	300	11,333	2,758		8,575
GS–11 psychiatric nurse	1	8,650	672		9,322	2,330		6,992
GS–7 psychology aid	1	6,050	497	300	6,847	1,637		5,210
GS–7 occupational therapist	1	6,050	497	300	6,847	1,637		5,210
GS–3 clerk-typist	1	4,005	313	500	4,818	1,079		3,739
Consultant fees for psychiatrists				3,842	3,842			3,842
Administrative services:								
GS–3 stock clerk	1	4,005	313	300	4,618	1,079		3,539
WBR–6 automotive equipment operator	1	4,846	412		5,258	1,314		3,944
WBL–6 laundry worker	1	2,954	239		3,193	797		2,396
Total, Department of Public Welfare	49	320,545	25,274	47,528	393,347	85,021	6,826	301,500

ADMINISTRATIVE SERVICES

The restoration of $7,442 for the personnel management specialist, GS–11, position is essential to provide a number of services which the Personnel Division has been unable to provide and to provide backup for technical aspects of the personnel program such as classification, placement, and employee utilization. The present staffing ratio of personnel staff to total departmental staff is so low that a number of essential services cannot be provided. In order to fill critical positions, particularly those of professional social workers, which are in the hard-to-fill category, it is necessary that improved recruitment programs be developed in order to retain employees in all categories. It is necessary that we analyze the utilization of our employees and the causes of turnover in order to reduce this turnover, particularly in hard-to-fill categories of employees. The personnel management specialist will analyze the utilization of our work force, formulate and update policies to assure the best possible use and retention of employees, and assist when necessary the current classification staff in surveying the classification of positions in the Department.

A comparison of the 1965 level of operations for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	1966 House allowance	Restoration requested	1966 (total)
Personnel Division:				
GS–13 personnel officer	1			1
GS–12 position classification specialist	2			2
GS–11 personnel staff specialist	1			1
GS–11 personnel management specialist			1	1
GS–8 supervisory personnel management assistant	1			1
GS–7 personnel staff assistant	1			1
GS–5 secretary	1			1
GS–5 personnel clerk	1			1
GS–4 appointment clerk	2			2
GS–4 personnel clerk	1			1
Board of U.S. Civil Service Commission:				
GS–10 executive secretary	1			1
GS–4 clerk typist	1			1
Administrative Service Branch:				
GS–12 property specialist	1			1
GS–7 office services supervisor	1			1
Budget and Accounting Branch:				
GS–14 budget and accounting officer	1			1
GS–8 budget assistant	1			1

PROVIDING CHILD WELFARE SERVICES

The basic purpose underlining the request for a total of 38 new positions in the Child Welfare Division for fiscal year 1966 is to enable the Department to:

(1) Develop additional community placements (foster homes, group homes, etc.), and properly supervise such placements as an alternative to institutionalization of dependent children.

(2) More effectively enable caseworker staff to work with families toward the goal of enabling children who are threatened by neglect or dependency to remain with their families.

(3) Adequately provide for the needs of increasing numbers of dependent and delinquent children under care or custody of the Department. Since 1962, the number of children under care or custody of Child Welfare Division has increased from 4,000 to more than 6,000. Present indications are that this upward trend will continue.

It is therefore requested that 38 positions and $226,378 be restored for the fiscal year 1966.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	1966 House allowance	Restoration requested	1966 (total)
Executive direction:				
Relief clerk	1		3	4
Liaison representative, J.C	[1] 1		1	2
Storekeeping clerk			1	1
Intake and study:				
Supervisory social workers	4		2	6
Social workers	23		10	33
Foster home recruiters	2			2
Unit clerks	5		2	7
Receptionist	1			1
Case reader			1	1
DMT clerk			2	2
Total	35		17	52
Protective services:				
Supervisory social workers	4		1	5
Social workers	20		5	25
Secretary	1			1
Unit clerks	4		1	5
DMT clerk			1	1
Total	29		8	37
Foster home care:				
Supervisory social workers	6		1	7
Social workers	28		5	33
Secretary	1			1
Unit clerks	6		1	7
DMT clerk			1	1
Total	41		8	49
Homemaker services	$14,500	$2,500	$2,500	$19,500
Fees professional	39,156			39,156
Clothing	269,412	39,000		308,412
Orthopedic, optical and dental	3,964	1,000		4,964

[1] This position is financed by Children's Bureau grant moneys.

JUNIOR VILLAGE

The restoration of $6,791 is requested for a GS–10 coordinator of volunteers who is needed to train and supervise the volunteers and coordinate the volunteer activities with the institutional routines. Volunteers contribute an average of 100,000 hours of volunteer time each year. Activities include kindergarten programs, tutoring school-age children, arranging trips and excursions to places of interest, developing language skills, and numerous other activities.

Volunteers enrich the program at Junior Village by providing activities that cannot be furnished through staff effort. Therefore, children receive more individual attention, more stimulation, and more opportunities to participate in a variety of new experiences. Constructive use of well-qualified, talented volunteers is one way of overcoming some of the negative affects of institution life. Existence at Junior Village for a youngster would be fairly routine and drab without the variety of stimulating and challenging experiences provided by volunteers who open up a whole new world to severely disadvantaged youngsters. The volunteers help give the children the individual attention that would closely approximate care received in a foster home or in his own home.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increases follows:

	1965 (available)	1966 House allowance	Restoration requested	1966 (total)
Executive direction:				
GS-14 institutional administrator	1			1
GS-12 assistant administrator	2			2
GS-10 coordinator of volunteers			1	1
GS-7 supervisory institution officer	1			1
GS-6 clerk	1			1
GS-6 secretary-stenographer	1			1
GS-5 operation control counselor	4			4
GS-4 clerk-typist	1			1
GS-4 cash clerk	1			1
GS-4 clerk-stenographer	1			1
Total	13		1	14
Medical services:				
GS-14 medical officer	1			1
GS-11 director of nurses	1			1
GS-9 nurse supervisor	4			[1] 5
GS-7 head nurse	14	1		15
GS-5 head nurse	1			1
GS-5 nursing assistant		5		5
GS-5 Staff nurse	3			3
GS-4 nursing assistant	3			3
GS-4 clerk-typist	1			1
GS-3 nursing assistant	80	27		107
GS-2 nursing assistant	20			20
Total	128	33		162
Housekeeping:				
GS-7 executive housekeeper	1			1
GS-3 housekeeper	1			1
WBR-5 seamstress	1			[2]
WBR-4 seamstress	1			1
WBR-4 cleaner leader	1			1
WBR-2 cleaner	17	1		18
Total	22	1		22
Culinary:				
GS-9 food service manager	1			1
GS-3 storekeeping clerk	1			1
WBF-13 culinary supervisor	1			1
WBF-12 supervisory cook	4			4
WBF-10 cook	4			4
WBF-5 cook helper	9			9
WBF-4 food service worker	31			31
WBF-3 food server	4			4
WBF-2 food server		2		2
Total	55	2		57

[1] 1 position to be transferred from District of Columbia Village.
[2] 1 position to be transferred to administrative services.

ADMINISTRATIVE SERVICES, DISTRICT OF COLUMBIA WELFARE INSTITUTIONS

Deputy Administrative Officer

The program of the institutions serviced by the District of Columbia Welfare Institutions, Field Administrative Branch, are constantly increasing with respect to the number of persons cared for and the refinements of present programs, and also are affected by the expanding and increasing emphasis on rehabilitation and the possible return to the community of the institution residents.

The restoration of $7,442 for the position of Deputy Field Administrative Officer is necessary to permit divided responsibility for the day-to-day operations of the Field Administrative Branch. This position will assume the complete immediate responsibility for the budget and accounting, purchasing, warehousing and administrative services activities. This will relieve the Field Administrative Officer of these immediate responsibilities and thus permit him to give more attention to program operations by working more closely and directly with institutional administrators to better coordinate the program functions with the requirements and approaches of administration.

Trash disposal (District of Columbia Village)

Available space at the sanitary land fill adjacent to District of Columbia Village will be exhausted this spring. Restoration of $10,000 is therefore urgently needed to provide a sanitary means of disposing of refuse by a private contractor who would be completely responsible for furnishing, emptying and cleaning trash containers on an as needed basis.

A detailed study has been made of alternative methods of refuse disposal. If the Department of Public Welfare were to purchase the type of equipment used by private contractors the cost for the first year would be $46,750 and recurring costs would be $13,100 each year thereafter.

The study also indicated that the Department of Sanitary Engineering is geared mainly to handle residential pickup and does not have the special equipment needed to furnish the services requested. It has been concluded that a private contractor would be the least costly.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	1966 House allowance	Restoration requested	1966 (total)
Executive direction:				
GS-13 Administrative officer	1			1
GS-11 Deputy administrative officer			1	1
GS-9 Surplus commodities coordinator	1			1
GS-3 Clerk-typist	1			1
Total	3		1	4
Printing	$36	$300		$336
Procurement and warehousing:				
GS-9 General supply officer	1			1
GS-7 Purchasing agent	1			1
GS-5 Assistant purchasing agent	1			1
GS-5 Storekeeper	1			1
GS-4 Property and supply clerk	1			1
GS-4 Procurement clerk	1			1
GS-4 Clerk-typist	1			1
GS-3 Clerk-typist	1			1
WBR-8 Supervisory stockkeeper	1			1
WBR-6 Truck driver	1			1
WBR-6 Stockkeeper	1			1
WBR-5 Stockkeeper	1			1
WBR-5 Truck driver	1			1
WBR-3 Laborer	1			1
Total	14			14
Transportation: Maintenance of motor vehicle	$4,416	$5,000		$9,416
Laundry:				
GS-9 Laundry plant manager	1			1
WBR-11 Laundry equipment mechanic	1			1
WBR-6 Truck driver	2			2
WBR-5 Seamstress				[1] 1
WBL-12 Laundry foreman	1			1
WBL-10 Washman	1			1
WBL-8 Washman	3			3
WBL-7 Presser foreman	1			1
WBL-7 Laundry worker foreman	1			1
WBL-6 Extractorman	1			1
WBL-5 Tumblerman	1			1
WBL-3 Presser	12			12
WBL-2 Laundry worker	11			11
WBL-5 Laundry receiver and classification sorter	1			1
Total	37			38
Building maintenance:				
WBR-16 Building and grounds maintenance foreman	1			1
WBR-15 Building maintenance foreman	1			1
WBR-14 Painter foreman	1			1
WBR-14 Steamfitter-plumber foreman	1			1
WBR-14 Carpenter	1			1
WBR-13 Refrigeration mechanic	1			1
WBR-13 Steamfitter-plumber	1			1
WBR-13 Electrician	1			1
WBR-12 Painter	4			4
WBR-14 Building maintenance supervisor	1			1
WBR-12 Carpenter	3			3
WBR-12 Mason-plasterer	1			1
WBR-12 Electrician	1			1
WBR-10 Plumber	3			3
WBR-10 Electrician-TV and radio	1			1
WBR-10 Refrigeration mechanic	1			1
WBR-8 Painter	2			2
WBR-8 Mason-plasterer	1			1
WBR-8 Carpenter	1			1
WBR-6 Tools, stock, and parts keeper	1			1
WBR-5 Plumber's helper	1			1
Total	29			29
Electricity	$45,416	$35,000		$80,416
Repairs to plant equipment	2,900	1,000		3,900
Collection of refuse	450		$10,000	10,450
Preventive maintenance		12,500		12,500
Steam boiler operation: Fuel oil	69,000	20,000		89,000
Communications: Telephone	11,054	6,000		17,054

[1] One position transferred from Junior Village.

CHILDREN'S CENTER

Central administration

Restoration of $33,886 is requested to fund five positions and consultant fees for a psychiatric staff. Approximately 700 delinquents are admitted to the Children's Center each year. One of the major difficulties in developing programs of rehabilitation for them is the problem of accurately evaluating their intellectual capacities. They are nonverbal youngsters who suffer from subculture pseudoretardation. They have never had the kind of stimulation which results in intellectual curiosity and foster academic learning. They seem retarded when they are not. Because of their severe deprivation they are often emotionally damaged or mentally ill. Most are completely unable to take advantage of education or recreational opportunities available to them. As youths, they become restless and get into trouble with the law.

In order to make their stay at the Children's Center as constructive as possible, it is necessary to help these youngsters form relationships with adults and to learn that society is not against them. This requires skilled clinical staff who can help to tailor the programs of rehabilitation to the needs of each youngster. In addition, the clinical staff provides guidance to the counselors and teachers so that everyone working with the children learns the value of creating a therapeutic climate in which attitudes and behavior can change.

The clinical staff will work closely with new admissions and will provide special help to the children with severe behavior problems throughout his stay in the institution.

The consultant fees are to pay for the services of a psychiatrist who would be giving direction to the clinical staff, as well as working with disturbed residents who can benefit from psychogenetic drugs.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	1966 House allowance	Restoration requested	1966 (total)
Executive direction:				
Administrator	1			1
Special assistant	1			1
Administrative aid	1			1
Night superintendent	1			1
Guard	5			5
Secretary	1			1
Clerk-typist	1			1
Total	11			11
Medical, nursing and psychological service:				
Supervisory medical officer	1			1
Medical officer	4			4
Supervisory psychologist	2			2
Psychologist	3		1	4
Psychology aid			1	1
Dental officer	2			2
Dental assistant	1			1
Dental hygienist	1			1
Supervisory medical technician	1			1
Medical technician	1			1
Pharmacist	1			1
Director of nursing	1			1
Nurse supervisor	2			2
Head or staff nurse	5			5
Supervisory nursing assistant	1			1
Nursing assistant	8			8
Medical aid	1			1
Administrative clerk	1			1
Secretary	2			2
Clerk-typist	1		1	2
Psychiatric nurse			1	1
Occupational therapist			1	1
Total	39		5	44
Housekeeping:				
Hospital housekeeping officer	1			1
Assistant hospital housekeeping officer	1			1
Supervisor furniture repair and upholsterer	1			1
Furniture repairer	1			1
Cleaner leader	3			3
Cleaner	2			2
Totals	9			9
Fees, professional services	$16,000		$3,842	$19,842
Fees, miscellaneous	6,500			6,500
Scientific and medical supplies	42,500	$2,500		45,000
Educational supplies	22,450	1,490		23,940
Religious supplies	600			600

ADMINISTRATIVE SERVICES

Stock clerk

The restoration of $3,539 for a GS–3 stock clerk is requested to keep on a current basis control records on inventories for all institutions of the Children's Center.

The receipt and issuance of male clothing, as well as the maintenance of property records, is presently handled by one stock control clerk. The remaining receipt and issue records have been assigned as an additional duty to be performed by a seamstress; however, because of additional workload, the seamstress has not been able to maintain the records on a current basis.

The warehouse annually handles approximately $1.2 million worth of goods, including $220,000 worth of clothing and $500,000 worth of food. It is imperative that proper stock controls be maintained on a current basis so that the Department may properly account for all inventories.

Automotive equipment operator

The restoration of $3,944 is requested to meet the cost of a WBR–6 automotive equipment operator position. This position will provide staff to perform the duties of a driver which are presently being performed by guards and/or counselors because of a shortage of drivers.

The present staff of drivers is not sufficient to cover all the transportation needed to move residents, staff, supplies, and equipment at the Children's Center. Upward of 400,000 miles are traveled each year to meet these requirements This driver position will relieve the guards and counselors so that they may perform the more pressing duties of their jobs and will also provide this type of service at a lesser cost to the District.

Laundry worker

Restoration of $2,396 is requested for a WBL–6 laundry worker to handle the current workload processed by the laundry.

The population at Children's Center has increased in the number of low-grade, untidy residents and, accordingly, the workload has increased greatly, Although resident help is also assigned to the laundry, it is not adequate in number and ability. The restoration of this position is necessary to put the laundry operation on a more businesslike production basis.

A comparison of the 1965 level of operation for the parts of this program which relate to the 1966 requested increase follows:

	1965 (available)	1966 House allowance	Restoration requested	1966 (total)
Executive direction:				
Administrative officer	1			1
Secretary	1			1
Total	2			2
Procurement, transportation, and communications:				
General supply officer	1			1
Purchasing agent	2			2
Supervisor storekeeper clerk	1			1
Stock control clerk	2		1	3
Property and supply clerk	1			1
Clerk-typist	1			1
Warehouse forklift operator	3			3
Supervisor, seamstress	1			1
Seamstress	3			3
Transportation service manager	1			1
Automobile mechanic	1			1
Bus driver	2			2
Automotive equipment operator	14		1	15
Truck driver	1			1
Telephone operator supervisor	1			1
Telephone operator	5			5
Messenger	1			1
	41		2	43
Maintenance service:				
Public building superintendent	1			1
Clerk typist	1			1
Supervisor operating engineer	2			2
Operating engineer	10			10
Boiler foreman	11			11
Steamfitter-plumber foreman	1			1
Steamfitter-plumber	5			5
Steamfitter	1			1
Plumber	1			1
Supervisor electrician	1			1
Electrician	3			3
Supervisor carpenter	1			1
Carpenter	6			6
Supervisor painter	1			1
Painter	4			4
Plasterer	1			1
Metal worker	1			1
Oiler	1			1
Grounds maintenance foreman	1			1
Grounds maintenance leader	3			3
Laborer	9			9
Landscape gardener	1			1
Gardener helper	1			1
Supervisor farmer	1			1
Laundry superintendent	1			1
Laundry equipment operator	1			1
Washer-extractor tumbler foreman	1			1
Laundry worker foreman	1			1
Washman	2			2
Extractorman-tumbler presser	4			4
Laundry worker			1	1
Laundry receiver	2			2
Presser-laundry worker	7			7
Total	87		1	88
Postage	$1,200	$500		$1,700
Cleaning supplies	65,880	18,000		83,880
Clothing	201,652	25,000		226,652
Sewing supplies	10,000	2,500		12,500
Provisions	464,256	13,000		477,256
Repair parts, auto	1,000			1,000
Maintenance supplies	49,000	5,000		54,000
Machinery	6,230	2,500		8,703

RESTORATION REQUESTS FOR CONTRACT HOSPITALS

Senator BYRD. All right, Dr. Grant, the committee will now consider your request for $573,500, and the language request to restore the per diem rate for contract hospitals to $40 per diem for inpatients and $6.75 per visit for outpatients. The House bill provides $34 and $5.75, respectively.

Would you care to proceed now?

INTRODUCTION OF WITNESSES

Dr. GRANT. Yes, Mr. Chairman. I would like, if I may, to introduce the members of my staff. Dr. Heath to the right is our Deputy Director. Miss Laprade is Chief of The Budget and Finance Division. Dr. Herbert Wortman is Associate Director for Medical Care and Hospitals. Mr. David Fry who I believe you met last time is our program auditor. Mr. Charles Harper is Associate Director for Administration. Mr. Cary is Associate Director for Environmental Health.

Senator BYRD. We are glad to have these people attend with you, Dr. Grant. Some of them have been before the subcommittee before. We welcome them back and we are glad to see the new people on board.

NATIONAL IMPORTANCE OF STRENGTHENED HEALTH FACILITIES AND EXPANDED SERVICES

Dr. GRANT. Mr. Chairman, I have an opening statement.

This year the presentation of our budget to this committee is made with an awareness of the increasing importance being placed nationally upon the removal of barriers to health care, the need to strengthen health facilities and expand services, and to support through public health practices the national antipoverty campaign. We appreciate the support that the Congress has given us in the reorganization and strengthening of the Health Department. We recognize, however, the resilience of many of the national problems which are magnified in this nucleus of a rapidly expanding metropolitan complex, the Capital City.

These problems will not yield to our efforts suddenly. The identification of long-range objectives and the reorganization and staffing are but first steps. The frequently painful process of placing priorities on these objectives, the selection and implementation of new health programs, and the maintenance of adequate effort in traditional public health measures describe the phase we enter now.

Selected from these long-range plans are those objectives and programs that have particular relevance in your consideration of our budget for the fiscal year 1966.

REORGANIZATION OF DEPARTMENT OF PUBLIC HEALTH

The overall reorganization of the Health Department was approved by the Board of Commissioners February 1964—was completed this January with the arrival of the new Associate Director for Preventive Services.

VACANCIES

Of the 3,786 authorized positions in the Department of Public Health, 157 positions or 4.1 percent were vacant as of April 1, 1965. It should be noted that our authorized budget requires us to keep vacant on an annual average approximately 4 percent of our positions. At this time last year the Department had 179 vacancies or 4.8 percent of total authorized strength. I believe we now possess an organization that can attack the District of Columbia's health problems aggressively and efficiently and at the same time provide the community with modern health services and programs worthy of the Nation's Capital.

DISTRICT OF COLUMBIA GENERAL HOSPITAL CONSTRUCTION PROGRAM

On September 1, 1964, construction was started on the consolidation building project at the District of Columbia General Hospital. The construction of this significant addition to the Department's primary hospital facility, designed to centralize the major medical and surgical programs, is proceeding according to schedule for completion by January 1968. To maintain this schedule, however, with the concomitant objective of minimizing the disruption of the ongoing operation of the hospital it is necessary to coordinate carefully the steps that will eventually result in a vastly improved physical plant.

Of particular importance is the scheduling of the equipment acquisition for a modernized and more efficient central food delivery system. It is the consensus of engineering consultants of the Department of Buildings and Grounds and the contractor that the first installment of this equipment, including mobile units specifically designed for efficient delivery of food to patients, will be needed by January 1, 1966. Since there will be a 4 to 6 months' delay between ordering and delivery of this equipment, it is considered essential that provision be made for this in the 1966 budget.

COMMUNITY HEALTH CENTERS

One of the major departmental objectives is to organize our resources to make comprehensive health services—hospital, public health clinics, mental health and mental retardation facilities—available in the setting most suited to meet specific needs.

Accordingly, as part of a long-range plan for removing barriers to health, for strengthening facilities, and for expanding services, the Department has developed a plan for community health centers that will include three major components—public health clinics, mental health, and mental retardation facilities. In the four centers anticipated for the District, we will provide a broad range of preventive, diagnostic, and therapeutic health services. The Department has completed initial phases of its planning leading to construction. Progress has been made in initiating the community health center concept in the District of Columbia General Hospital service area. Funds for a preliminary survey to determine the type of facilities required are included in our appeal within the fiscal year 1966 budget.

Mental Health

A review and general evaluation of all mental health facilities and services in the District of Columbia has led to the development of a master plan for mental health. This is now receiving a final review and preparation for publication. I am happy to report that initial implementation of the plan has been supported by the first-year award of $399,782 from the National Institute of Mental Health. This is to be followed by 4 more years of annual grants averaging $317,000 for a total of $1,670,706 from this Institute.

Further implementation of the plan has been accomplished by reorganization and consolidation of clinic and hospital facilities. This realinement, together with the demonstration grant support, will provide initial staffing, equipment and supplies for the first of four community mental health centers planned for the District. This first center which will serve the area of the District in which District of Columbia General Hospital is located will use the present 180-bed Psychiatric Convalescent and Rehabilitation Center as the physical locale for the mental health components. In connection with this we will inaugurate a District-wide suicide prevention and psychiatric emergency service.

We have recently completed a Hill-Burton survey of St. Elizabeths Hospital and are now in process of developing specific recommendations for the long-range use of this hospital in terms of the overall mental health needs of the District of Columbia.

Maternal and Newborn Health

Although the level of maternal and newborn health continues to improve somewhat, it still leaves much to be desired. Two steps have been taken to improve this situation further: The Commissioners have declared the prenatal clinics in the public interest without charge for clinic services, and the Department has prepared a special maternity and infant care project application under the provisions of Public Law 88–156. This proposed project, if approved by the Children's Bureau, will provide two additional teams for maternity clinics. These steps will make it possible to improve the quality of prenatal care services to extend these services to those pregnant women who currently receive no prenatal care, and to improve delivery and postnatal services.

The limited birth control services currently provided by the Department also contribute to maternal health through reduction of unwanted pregnancies. Among the first 1,700 women receiving these services our preliminary data indicate that 31 pregnancies occurred as compared to some 250 pregnancies that would otherwise have been expected to occur. Needless to say, the demand for this service far exceeds the Department's current resources.

Measles Immunization Program in Child Health Clinics

A program to provide immunization against measles for children registered in the child health clinics started on January 18, 1965. The program was restricted to children between 1 and 2 years of age. It is hoped, as resources permit, to expand this program so that pro-

tection against measles may be offered to all preschool children in the clinics.

At present the children are receiving the live measles virus vaccine by an injection which is accompanied by an injection of immune human globulin, standardized for measles, which prevents or minimizes the incidence of untoward reactions. So far this program has been well accepted by the mothers of children who are eligible for this immunization. There have been no reports of reactions to the shots.

It is hoped that this program will reduce morbidity and mortality in the preschool children resident in the District of Columbia.

Tuberculosis Control

Our case finding program is being concentrated in the high-incidence areas of the District. One indication of the success of this is that we located and brought under treatment and supervision a greater number of cases in fiscal year 1964 than in the previous year.

The increased use of preventive medication, given on an outpatient basis is reducing the need for tuberculosis hospital beds. Thirty-five percent of new active cases are not hospitalized but are added to the caseload of 3,500 patients already receiving medical supervision for tuberculosis in the Health Department's outpatient treatment clinic. It is expected that the caseload at outpatient tuberculosis clinics will continue to increase.

Venereal Disease

Our venereal disease program includes a broad and intensive case finding effort, with the aim of assuring that every patient who is infected with or has been exposed to a venereal disease is examined. From interviewing known infected patients, laboratory reporting of reactive serological tests, physician visits and public education, the relentless search for new cases goes forward.

The examination of these infected or potentially infected patients is thorough. Modern diagnostic and therapeutic techniques are available to them without charge. During the past year, a clinic was established at the District of Columbia jail where new cases of venereal diseases are treated.

In fiscal 1964, there was a reduction of 120 cases in the number of primary and secondary syphilis. The present indication for fiscal 1965 suggests that these gains will be continued.

Environmental Health

The widespread occurrence of pesticide chemicals in our milk and food supply was dramatically demonstrated during the past year when, with laboratory assistance from the Food and Drug Administration, composite samples of milk representing nearly all District of Columbia producers showed over 90 percent of samples to be positive. With this knowledge the Department feels a strong need for a pesticide residue and control program to protect the public from potentially harmful pesticide residue chemicals.

To maintain acceptable tolerance levels of pesticide residues in our food, milk, water and other components of the environment it is estimated that about 5,000 samples need to be examined next year.

MEDICAL ASSISTANCE ELIGIBILITY PROGRAM

As we progress with our study of this program, the very great need for major revision of our eligibility criteria and our administrative operations thereunder becomes more and more apparent. We find, for instance, that we were able to complete investigations of only 75 percent of the total 58,068 Bureau of Medical Assistance and Contracts applications for the 1964 fiscal year. Twenty-one percent of these completed investigations were eligible Public Assistance Division cases and 12 percent were police cases. Although only 60 percent of all applicants are determined to be eligible as nonemergency cases, a large proportion of these nonemergency cases who are refused treatment later become medical emergencies, and are admitted as such to District of Columbia General Hospital. This cycle creates a situation whereby we are, in fact, providing medical care for at least 83 percent of all original applicants. For District of Columbia General inpatient care alone, this figure is more nearly 94 percent.

These and many other important factors are being evaluated and we are optimistic that a satisfactory solution is within our reach.

AUTOMATIC DATA PROCESSING

In 1964 the inpatient billing system for patients at District of Columbia General Hospital was placed on electric accounting machines. In the latter part of 1964 a study was undertaken for the purpose of designing a computer-controlled personnel management system.

In February 1965 a computer service contract was negotiated for rental of computer time. The District of Columbia General Hospital billing system has now been converted to computer operational control. Our personnel management system has been programed and is in process of being converted to computer operational control. A survey has been made which will lead to the establishment of an inventory control system using the computer. As a result of this survey, action has been initiated to establish supply catalogs and stockage lists of all items used by the Department.

Within fiscal year 1966 we hope to expand the billing system to encompass billings of outpatient and emergency room visits at District of Columbia General Hospital.

PHARMACY AND DRUG CONTROL

Expenditures for the drugs utilized by the Department amounts to over $800,000 annually. These are the measures that have been taken to improve the control of this activity.

A Bureau of Pharmacy was established in the reorganization of the Department and has been staffed during the past year. A manual of policies and procedures has been completed and is in the process of being printed. We are now hoping to apply automatic data processing to all inventory controls.

Various physical measures have been established including security screens; locked drug delivery carts; controlled locked storage of narcotics and dangerous and expensive drugs; separation of storage from dispensing area; alarm and signaling devices on doors; and the limitation of access to the pharmacy to authorized personnel.

Improved administrative control procedures include an inventory and control system for the storage, dispensing, and use of drugs;

surveys of nursing stations to check for overstocking or obsolete drugs; more limited and controlled quantities of prescribed drugs dispensed to outpatients; safe storage of prescription pads; and monthly reports from cost accounting.

INTERNAL AUDIT AND GAO REPORTS

As to Internal Audit and GAO reports, we have complied with all recommendations to which the Commissioners agreed, and which were possible with present personnel excepting the following:

SA 20-63 GLENN DALE PHARMACY

The Pharmacy policies and procedures have been formalized as recommended in the audit report in a department pharmacy manual which will be published in the near future. In the meantime, all recommendations are being complied with in our operations.

SA 42-64 UNION TERMINAL MARKET

Insanitary conditions have been corrected to the extent that a small number of the fruit and vegetable merchants have complied with the requirements and have been licensed. In the meantime, normal enforcement actions have continued, and a number of cases have been appealed by the applicants for license to the Board of Appeals and Review. The market operators have proposed to construct a building to house a limited number of the meat and poultry dealers. General food regulations are in process of being developed as amendments to the ordinances of the Board of Health enacted by Congress and to implement sections 22–3416 to 22–3422, inclusive, and 33–101 to 33–110, inclusive, of the District of Columbia Code, 1961 edition. It is expected that these proposed regulations will be submitted to the Commissioners within the next 90 days for their consideration.

INTERNAL AUDIT 65–161 TO 174 FEDERAL GRANTS—OPERATING EXPENSES

Only four of the original 10 recommendations remain open and these will be complied with in the near future.

INTERNAL AUDIT 65–271—DELINQUENT HOSPITAL ACCOUNTS

By agreement with Internal Audit most of the recommendations in this audit are being held in abeyance pending completion of a study in depth of your eligibility program including investigations and collections.

GAO REPORT—WEAKNESSES IN COLLECTION OF SURGICAL-MEDICAL BENEFITS AVAILABLE FROM GROUP HEALTH INSURANCE

The draft report was received by us on April 1, 1965, and our reply was sent to the Commissioners through Internal Audit on April 14, 1965. The Department investigated this problem prior to the GAO audit, but was not successful in obtaining agreement with Group Health Insurance to send checks directly to the Department of Public Health. Negotiations by the Office of the Corporation Counsel have now made it possible for the Department to receive the checks instead of having them sent directly to the patients.

Children's Hospital Study

A study of Children's Hospital was performed as a result of congressional inquiries at the time of the Department's submission of a supplemental request on behalf of Children's Hospital last year.

The study reveals the prime cause for the continuing deficit at Children's Hospital is the fact that the patient load at the hospital has consisted increasingly of patients who are indigent or medically indigent and unable to pay hospitals bills, and that Children's Hospital will unquestionably become increasingly a second city hospital for the care of indigent and medically indigent sick children. The study further indicates that Children's Hospital is an excellent medical facility, providing first quality care to sick children, having a staff of pediatric specialists and providing an outstanding institution for training specialists in pediatrics.

It is also pointed out in this study that the closing of the hospital would cause serious immediate difficulties in the Washington area because of the inability of other existing institutions to absorb either the inpatient or outpatient load either quantitatively or qualitatively.

The future successful operation of this facility would appear to depend, to a great extent, upon the support derived from the community and increased third-party payment.

Expansion of Capital City School of Nursing

The Capital City School of Nursing serves as a primary resource for the training of professional nurses for staff nurses at District of Columbia General Hospital. Over 80 percent of the graduates in the past 4 years have remained at District of Columbia General Hospital as staff nurses. The current recruitment of 60 students per year, after attrition, provides an average enrollment of 150 students. To meet more nearly the growing District of Columbia General Hospital needs, the recruitment of 85 students per year for 3 years is recommended until an average enrollment of 225 is reached. This total is the estimated limit of physical and plant expansion possible within the present school buildings.

In summary, Mr. Chairman, the District of Columbia Department of Public Health is requesting for fiscal year 1966 a total operating budget of $51,846,200, an increase of $3,362,609 and 178 positions over the 1965 adjusted base. Of the total request the House approved an increase of $2,274,009 and 41 positions, and disapproved $1,088,600 and 137 positions. This request is for restoration of $573,544 and 53 positions.

In addition, the Department of Public Health requested $1,490,000 for capital outlay. The House approved $1,240,000 and disapproved $250,000. This request is for restoration of $194,950.

Senator Byrd. Dr. Grant, you are requesting restoration of 53 of the 137 positions disapproved by the House?

Dr. Grant. Yes, sir; that is correct.

Request for Restoration of Capital Outlay Items

Senator Byrd. Let me ask you this question. What is the capital outlay item you are requesting to be restored?

Dr. Grant. That item of $194,950, Mr. Chairman, breaks itself down into two items, one of which is $100,000 for the planning for a

Community Health Center. This we feel is probably one of the most important items in this budget, Mr. Chairman. It relates to the whole planning that we have been undertaking during the past 2 years for the dividing of the District into four health service areas, and the provision of adequate facilities and services to provide for the needs of the people in public health clinics, mental health and mental retardation facilities. We have gone about as far as we think it is possible to go. We would like to secure the $100,000 to begin to develop definitive plans, drawings, and engineering details concerning costs in order that we may move immediately in the development of these facilities. The other $94,500, Mr. Chairman, is to provide for food delivery systems with the new District of Columbia General Hospital.

Senator BYRD. You referred to this earlier when you talked about the 6 months' leadtime——

Dr. GRANT. That is correct.

Senator BYRD. And you presented your request for both items to the House.

Dr. GRANT. Yes, sir.

Senator BYRD. Mr. Proxmire, do you have any questions on the capital outlay items while we are on them?

Dr. GRANT. Excuse me, Mr. Chairman. When I said $94,500 I meant $94,950.

Senator PROXMIRE. No, Mr. Chairman, I have no questions on capital outlay items.

DISTRICT OF COLUMBIA GENERAL HOSPITAL CONSTRUCTION

Senator BYRD. You expect the connecting building to be ready for occupancy around January 1 of 1966 I note in your justification.

Dr. GRANT. Yes, sir. The buildings that would require the food delivery system.

Senator BYRD. As of this date you still anticipate that these buildings will be ready as of January 1?

Dr. GRANT. Yes, sir. As a matter of fact, at the present time we are a little in advance of schedule, so we would anticipate that it would be ready at that time.

CENTRAL FOOD DELIVERY SYSTEM

Senator BYRD. Do you feel that it is absolutely necessary that you have the new type food handling equipment at that time?

Dr. GRANT. Yes, sir. I would say this will be a very important item in connection with the dietary material at the hospital.

Senator BYRD. As I understand it you would have to place your order for such equipment quickly.

Dr. GRANT. Yes, sir.

Senator BYRD. In order to have it on hand when the construction is completed.

Dr. GRANT. Yes, sir. As a matter of fact it would be almost essential I think because actually the diet kitchens themselves are being torn out in the construction program, and I am not sure what we could do without this equipment.

COMMUNITY HEALTH CENTERS SURVEY

Senator BYRD. The House report doesn't make any reference to this item. Why is it necessary, Dr. Grant, to conduct a preliminary survey to determine the type of health services facilities required in the District of Columbia? Haven't there been a considerable number of studies and surveys which would be useful to you in this regard?

Dr. GRANT. Yes, sir. Let me try to clarify, if I may, what we would hope to use this other $100,000 for. We do not know what should go in physically to the kind of facility that we are trying to plan. As a matter of fact I know of no place anywhere in the country where a similar facility has been planned. There are many places in the country thinking about the same kind of thing that we are doing, but this is a new concept because the whole concept of development of public health clinics, mental health and mental retardation facilities and services, as you know, Mr. Chairman, is changing radically. We feel it is very desirable to include health services, public health clinics, and mental retardation facilities together with mental health facilities. It means establishing a kind of facility that has not been established anywhere before. Therefore, these funds are to be used to develop knowledge and information as to how this facility should be built, how one thing should relate to others, whether a day center for emotionally disturbed people could also be used within a mentally retarded and mental health facility, how all these these things woud relate to each other, and what the engineering of the facility would need to be. These are the kinds of things we don't know. No study has ever been made to my knowledge anywhere in the country for that matter.

COMMUNITY HEALTH CENTERS PRIORITY

Senator BYRD. Which of these two items do you think has the greater priority?

Dr. GRANT. If I were asked that question I would have to say the $100,000, Mr. Chairman. That is probably the most important item in the budget in terms of the future program of this Department.

ECONOMICAL VALUE OF PROGRAM

Senator PROXMIRE. I understand that the District of Columbia Mental Health Association has issued a fact sheet in which they say: "If the Senate does not restore the $100,000, it means a serious setback in District plans. The center at District of Columbia General will have to continue to serve for a much longer time thousands more patients than it is intended for, thus postponing the goals set by Congress." What are the economics of the situation? Suppose this is not granted and therefore it is postponed? Would there be an additional cost because of the inefficiency of present facilities in your judgment or would the cost be possibly reduced by this proceeding?

Dr. GRANT. Let me try to answer that question as best I can although it is a difficult one to answer. If we develop health centers in the manner that we have been trying to develop, one of the things we want to do in this next health center which we would like to develop in area B—I would like to refer to this map to point out

what I am speaking about. These are the four areas of the city that we have divided the city into, and this is area C——

Senator BYRD. For the purposes of the record, identify the areas to which you are addressing your statement.

Dr. GRANT. These are the four areas of the city divided according to certain census tracts, divided for a number of reasons in which we had reference to such things as population base in each of these areas, the population varying from 142,000 in the area which is on the Northwest section of the city to a population of 241,000 which is area C and is primarily the Northeast section of the city. This population base was one thing, existing health facilities is another matter, the question of transportation raises another question, and the economic level of the population is important. We took all of these factors into consideration in developing these health service areas.

MENTAL HEALTH QUALITY IMPROVEMENT AND POSSIBLE REDUCED COST

Now in area C serving primarily the Northeast section of the city, we are developing a Community Health Center around the District of Columbia General Hospital. The answer to your question, Senator Proxmire, is in this direction. We expect within this Community Mental Health Center which we are developing right now at District of Columbia General Hospital to take something like 40 to 45 percent of all mental patients most of whom are currently going to St. Elizabeths Hospital for which we are paying a rate currently of $9.74 per patient per day. We expect to take those people and provide them with a full range of mental health services in the community. This is the new mental health program, the national program which we are following here in the District of Columbia. We would like to carry out the full program here, for example, which would be the next highest priority and we think would take some 40 percent of all the mentally disturbed patients currently being hospitalized in St. Elizabeths Hospital who come from this area. We have reason to believe this. So if we develop a community mental health service for 40 percent of these patients, what will be the result of this? We believe the result of this will be a considerable reduction in the cost of our activity at St. Elizabeths Hospital which I need hardly say currently costs us between $18 and $19 million a year. We believe we can get a better program community oriented in mental health at less cost if we develop this program. Therefore, I would answer your question, Senator, by saying that while there are many improvements that will be made in the program planned by the Community Health Centers, it could conceivably also reduce cost in the way I have suggested.

Senator PROXMIRE. So you feel from the standpoint of long-range economy this is not only an improvement of quality of health services, but you feel it might very likely in your best professional judgment reduce the cost.

Dr. GRANT. I think in the mental health field specifically I would say yes, Senator Proxmire, as best I can gage at the present time. We have, incidentally, these new materials that we put out about our program in mental health that we would be very glad to supply for the committee.

PRIORITY AMBIGUITY

Senator BYRD. Did you indicate to the House committee your estimation of the priority of this item?

Dr. GRANT. I don't believe that specific question was asked in that way, but there would be no question in my mind as to the priorities here. They are both very important.

Senator PROXMIRE. May I interrupt. As far as the second item is concerned, the $94,000, there you say that you have to have it because if you do not have it you cannot really utilize this new facility inasmuch as you are taking out the kitchen part of it and you simply have to have some way of feeding the patients. Is that correct?

Dr. GRANT. That is correct.

Senator PROXMIRE. So that it would seem to me in that sense the second item has a pretty imperative priority.

Dr. GRANT. Unfortunately, they are both very important, Senator, but in looking toward the goals and the plans of this Department in the future my feeling is that the $100,000 item is the most important single item in this whole budget because I don't think they can move ahead in any direction without that. This is why I would have to establish this as a first prority.

Senator BYRD. You did not indicate your strong support in these terms when you were before the House committee I presume.

Dr. GRANT. I don't think the question was asked in that way, Mr. Chairman.

Senator BYRD. Did you not request this same item last year?

Dr. GRANT. Yes, sir.

Senator BYRD. Was it requested the year before?

Dr. GRANT. No, sir. I believe last year was the first time.

(NOTE.—An item was requested in 1964 for a survey in connection with a Health Center in Northwest.)

Senator BYRD. All right. Now let us get into your positions. I believe you are appealing 53 positions.

Dr. GRANT. Yes, sir.

Senator BYRD. Would you like to justify those now, Doctor?

PREVENTIVE SERVICES ASSOCIATE DIRECTOR

Dr. GRANT. Yes, Mr. Chairman. The first of these is for a secretary for our Associate Director for Preventive Services. The Associate Director of Preventive Services is a new position established under the reorganization. This is on page 64, by the way. This was a new position and unfortunately due to an oversight we did not include a secretarial position for this person. The individual filling the position came to us in January and we have no secretary for him.

JUSTIFICATION FOR INCREASE IN CONTRACT FEES PAID TO PHYSICIANS

The next item on page 65, Mr. Chairman, relates to an item of $9,910 which are for contract fees in the maternal and child health program. As you know, Mr. Chairman, salaries for classified personnel have been raised on a number of occasions in the past fews years while our contract fees paid to physicians who come with us part time for clinic services have not been raised at all. At the present time we are paying

these physicians rates considerably less than would be the case if they were on the classified system. This has resulted in a considerable problem of recruitment and maintenance of personnel and we have a considerable number of problems in this area. Our existing rates of pay for these physicians vary from $17.50 to $25 per clinic session depending on a number of factors, primarily physicians' qualifications. The proposed rates we have developed which are in line with the classification system are from $25 to $30 per clinic session. This amount of money would permit the physicians in this program to be compensated more in line with the classification system.

Senator BYRD. How much is in the base?

Dr. GRANT. It is around $140,000 for all contract physicians in the Department, Mr. Chairman. But we will have to supply that for the record.

(The information requested follows:)

The base for contract physicians in the maternal and child health program is $55,800.

Senator BYRD. Did the House allow anything over the base?

Dr. GRANT. No, sir, not on this item.

BIRTH CONTROL PROGRAM PERSONNEL

Senator BYRD. The birth control program. I noticed in your statement that you say the demand for this service far exceeds the Department's current resources. Will you elaborate on this?

Dr. GRANT. Yes, sir. As you know, Mr. Chairman, the Congress allocated $25,000 to us for the development of this program of which $1,000 was for educational materials and supplies and $24,000 was for the devices, pills, and so forth. We have received no funds for staffing and we have endeavored to absorb the staffing which, of course, is the larger of the expenses within our existing program. This has reached the point where we are currently seeing something like 3,000 patients a year in this program. We have now developed a waiting list for patients. We have tried to set priorities for acceptance of patients. The demand is continuing to increase, and unless we receive funds for personnel specifically it is not going to be possible to even begin to meet these demands.

Senator BYRD. What would you have to have to meet fully the need for the demand for these services?

Dr. GRANT. This is difficult to say, Mr. Chairman. If I may make a guess, and it would be nothing more than that, assuming that we would take something like 20,000 people into our clinics, and I think we could very easily reach this patient load. To accept this number of patients would take approximately $250,000. I believe I may be conservative in this estimate of potential patients because this program is one of the most popular programs that we have. We have received very good acceptance. Even people in the lowest economic groups we found have been very receptive to this program unlike many other programs in health agencies. I would hazard a guess there will be increasingly strong demands for this program. Mr. Chairman, if we have four clinic teams full time, and we think this would be needed, one clinic team could serve around 5,000 patients of this kind. We are asking for one team this year.

Senator BYRD. You are asking for one team.

Dr. GRANT. Yes, sir.

Senator BYRD. What did the House allow over and above your base?

Dr. GRANT. The House allowed everything we requested except the physician to head the program.

Senator BYRD. What was in for the birth control program?

Dr. GRANT. Mr. Chairman, $54,494.

Senator BYRD. And your appeal here was for $11,885?

Dr. GRANT. Yes, sir.

Senator BYRD. For the purpose of supplying one medical officer?

Dr. GRANT. Yes, sir. We don't see how it is possible to operate the program without it.

Senator COTTON. I wonder if you could instruct the witness if he could prepare for you and for the committee an exact breakdown of the four clinic teams and your reason for stating that you think there might be 22,000 people?

STAFFING OF MATERNITY CLINIC TEAMS

Dr. GRANT. I can break this down right now, Mr. Chairman, if you would like. Each clinic team consists of a physician who heads about three nurses, three medical aids, and a clerk plus $25,000 for supplies and materials. This is the staffing pattern that we have followed and we feel it is necessary to operate this program effectively.

EXTENT OF PATIENT LOAD

Senator COTTON. Where did you get the figure? You indicated that you felt there might be a patient load of 22,000.

Dr. GRANT. 20,000 people.

Senator COTTON. On what do you base that?

Dr. GRANT. This is a guess, Senator. We have enough of an indication of load at the present time taking into consideration the kinds of people to whom we are now restricting the program. This program has been declared by the Commissioners to be in the public interest which means in effect that we could, if we have the resources, take into our services anyone that requested the service irrespective of financial means. We have inevitably had to restrict our program to certain groups such as welfare recipients and people coming to the clinics. Even with this load we have far greater numbers of people who are trying to get our services that we now serve. The estimate of 20,000 is a very rough one, Senator, one that I wouldn't want to be held to. But my guess is that it would probably be higher than that eventually. I am using the estimate of 20,000, incidentally, Senator, primarily on the basis of the fact that there are roughly 20,000 resident births in the District of Columbia per year. This is generally the figure I am using. But I don't think anyone could really tell you correctly how many people would ultimately want to take advantage of this service.

Senator COTTON. Do you have a team functioning now or is it purely taking people from other areas?

Dr. GRANT. What we are doing at the present time is utilizing the existing maternity clinic teams. We have four maternity clinic teams we are using for this purpose, but they are not able to keep up with

this work and the prenatal care, and this was indicated in the opening statement.

Senator COTTON. Thank you, Mr. Chairman.

WELFARE RECIPIENTS APPLYING FOR BIRTH CONTROL ASSISTANCE

Senator BYRD. What percent of the persons who have applied for this kind of assistance have been welfare recipients?

Dr. GRANT. The number of people who actually have been seen at our clinics for birth control, Mr. Chairman, is around 15 percent.

Senator BYRD. Fifteen percent?

Dr. GRANT. Roughly, yes.

Senator BYRD. Do you feel that were you to be supplied with all of the financial resources needed you would perhaps reach a greater percentage?

Dr. GRANT. I think so, Mr. Chairman. We are turning patients away right now.

Senator BYRD. What you are saying a greater percent——

Dr. GRANT. Oh, would be welfare recipients? I don't think I can answer that question, Mr. Chairman, truthfully. I don't know the answer to it. I would say only we would be receiving far more welfare recipients in the service than we are now. But percentagewise I don't know.

Senator BYRD. Could you indicate approximately how many persons have been turned away?

Dr. GRANT. Yes, I think we could get that for the record, Mr. Chairman. At the present time, the last information I had indicates that we had about a 3-month waiting list. I will have to supply that for the record.

(The information referred to follows:)

Public birth control services are now restricted to patients who deliver at District of Columbia General Hospital and to certain referrals from the Department of Public Welfare. Of this population group some 3,000 people have accepted services in the past year and birth control clinic appointments are completely booked for 8 weeks ahead.

Some 600 people a year who are not currently eligible for birth control services request such services and are referred to Planned Parenthood. An undetermined number of mothers in the infant and preschool clinics (not currently eligible for public birth control services), are also referred directly to Planned Parenthood Association by two Planned Parenthood workers in these clinics.

PERSONNEL RECRUITMENT CAPABILITY

Senator BYRD. All right. Were you supplied with the total financial resources needed, what is your capability of setting up the teams?

Dr. GRANT. In terms of recruitment of the people?

Senator BYRD. Yes.

Dr. GRANT. My guess is that we could recruit the people. We have had inquiries from a number of places. We have an applicant right now, a very good applicant, for example, for a medical officer position to run this program for us. I think we could recruit the people, Mr. Chairman.

Senator BYRD. As you know, Dr. Grant, this subcommittee has over the years been very interested in this program, and prior to the actual initiation of the program the Department received the support of this subcommittee.

Dr. GRANT. Yes, sir.

Senator BYRD. So after a while there was a start. You seem to be indicating here today a greater need for financial resources, and I would like for you to supply for the record an additional statement in support of these financial resources. You might want to take a second look and give us your rockbottom figure as to the need. But at least the subcommittee should have that.

Dr. GRANT. We will be very glad to do that, Mr. Chairman.

Senator BYRD. In terms of moneys over and above personnel needs that you could use for fiscal year 1966.

Dr. GRANT. We will be happy to do so.

Senator BYRD. Senator Proxmire, any questions?

Senator PROXMIRE. No questions, Mr. Chairman.

(The information requested follows:)

BIRTH CONTROL PROGRAM

The minimum amount required to conduct a birth control program based on the estimated caseload needing such services would be as follows:

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
GS-13 medical officer	3	$43,785	$3,237	$900	$47,922	−$12,267	$35,655
GS-7 Public Health nurses	9	54,450	4,473	3,600	62,523	−14,733	47,790
GS-4 clerk	3	13,440	1,032	1,050	15,522	−3,618	11,904
GS-2 medical aid	6	22,080	1,734	1,800	25,614	−5,952	19,662
GS-1 medical aid	3	10,155	810	900	11,865	−2,739	9,126
Birth-control supplies				75,000	75,000		75,000
Total increase from 1966 base	24	143,910	11,286	83,250	238,446	−39,309	199,137

The above $199,137 would provide for 3 full-time birth-control clinic teams on a 9-month basis which could render this specialized service to 15,000 persons per-year.

The Department has in its fiscal year 1966 budget request an item of $66,379 which will provide another birth-control team on a 9-month basis. This team could render service to 5,000 persons on a yearly basis.

ELEMENTARY SCHOOLS PUBLIC HEALTH NURSES

Senator BYRD. May we proceed to the next item.

Dr. GRANT. The next item on page 66, Mr. Chairman, relates to the school health program in which we are requesting 5 Public Health nurses to supplement the existing staff of 41 to provide service to the elementary schools. This is an area that we continue to bring before this committee with a view to endeavoring to increase the number of nurses we have servicing the elementary schools. We have written into the justification certain specific points here relating to some of the problems we have right now. For example, some 52 percent of 8,768 children failing visual tests in school did not receive eye examinations. One of the major reasons is we haven't the nurses to enable us to follow the patients up into the home and to see to it that the service is rendered. There is very little point in doing eye examinations or hearing examinations or any other kind of examination in the schools if you don't follow these patients up to see that the problems are corrected. The nurse is the keystone of this whole program. We have at the present time really an inadequate number of nurses to cover this

program in its entirety. We are therefore asking for five additional nurses this year as a means merely of endeavoring to increase it to some extent.

Senator BYRD. What is your base for this item?

Dr. GRANT. Forty-one positions, Mr. Chairman. We are asking for five more this year.

Senator BYRD. How many vacancies do you have?

Dr. GRANT. None at the present time.

Senator BYRD. What do these nurses do in the summertime?

Dr. GRANT. Throughout the year, one of their important responsibilities is not to just work in the schools but also in the homes. As a matter of fact, most of their time is spent in the homes and in the clinics. It is not just a matter of finding the people but of following them up to get the job done, and this means going to the homes working with patients, physicians, and parents, and so forth.

Senator BYRD. Would these be registered nurses?

Dr. GRANT. Yes, sir.

COMPARISON WITH OTHER CITY PROGRAMS

Senator PROXMIRE. Have you made any comparison with other cities? Do other cities have school programs with nurses on this basis? Is Washington behind?

Dr. GRANT. It varies considerably, but I would say, going back quite a number of years to what was called the Astoria plan in New York City, the program that I have outlined is the one that is most recommended for a school health program. In comparison with other cities I would say we are better than some and not as good as others. The national standards which are generally accepted would call for 1 nurse per 1,500 students. At the present time, even if we were granted these 5 additional nurses, we would have 1 nurse to 2,391 students.

Senator PROXMIRE. Would you say Washington is about average or a little ahead? I am not talking about the standard but the reality.

Dr. GRANT. I haven't made a comparison with other cities and I would be in a difficult position to answer that question. I would say very roughly that we are probably average.

CHRONIC DISEASE CONTROL PROGRAM

Senator BYRD. All right: "Chronic disease control." How much do you have in the base for this item?

Dr. GRANT. This, as with the one for maternal and child health, we will have to supply for the record, Mr. Chairman.

The information requested follows:

The base for contract physicians in the chronic disease program is $38,600.

Dr. GRANT. This, again, is for contract fees in the amount of $11,205 for the exact reason we cited before; namely, to raise the fees to a more equitable level commensurate with the existing classification system.

Senator BYRD. Did the House allow you anything over your base?

Dr. GRANT. Not for this particular item, Mr. Chairman.

MENTAL HEALTH PROGRAM

Senator BYRD. Mental health contract fees again?
Dr. GRANT. This is again the same item, Mr. Chairman.
Senator BYRD. And you will supply the base figure?
Dr. GRANT. We will be glad to.
The information requested follows:

The base for contract physicians in the mental health program is $37,000.

Senator BYRD. Did the House allow anything over this item?
Dr. GRANT. No.

DISTRICT OF COLUMBIA GENERAL SCHOOL OF NURSING

Senator BYRD. Nursing Division, District of Columbia General School of Nursing, $58,184.

Dr. GRANT. The first item here, Mr. Chairman, is for an expansion of our Capital City School of Nursing, a school which currently has a very high rating, by the way, in terms of its graduating class. It has an enrollment capacity of 150 students at the present time. We would like to raise this over a period of 3 years to a maximum of 225 by adding authority for 25 additional student nurses each year. This is the first year for which we are requesting this particular program. We feel that one of the most urgent needs at District of Columbia General Hospital is for a nursing staff. Something like 90 percent of the graduating class at District of Columbia General Hospital Capital City School of Nursing ultimately end up at District of Columbia General Hospital. This request then is for 25 additional student nurses plus 3 instructors and a house mother.

ENROLLMENT AT SCHOOL OF NURSING

Senator BYRD. The House makes the point in its report that the committee did not approve the increase in authorized enrollment from 150 to 175 at the School of Nursing noting that the present enrollment is less than authorized.

Dr. GRANT. Let me endeavor to answer that question by saying, Mr. Chairman, that the present enrollment is in fact 143. The capacity is 150. We always lose some by attrition during the year. But in fact we have presently currently accepted tentatively enough students to bring us up to 175 this September, and if this committee and ultimately the Congress turns down our request we will have to disapprove approximately a third of our present applications. We are always in this situation, Mr. Chairman, at this time of the year because we, of course, are interviewing right now for people coming in September and will probably never be quite up to authorized strength. But we do have enough right now to bring us up to the authorized strength of 175 this September.

Senator PROXMIRE. Is that attrition sufficiently constant so that you can allow for it by permitting more people to matriculate?

Dr. GRANT. It varies.

Senator PROXMIRE. What happens; the girls get married and leave?

Dr. GRANT. They get married or they fail in their grades and have to be removed for this purpose. There are various reasons for this attrition. We actually start the year with more than 150 students.

We start with perhaps 160, but the gradual attrition over the year brings us below 150. This is what we actually do.

SERVICES SECTION OF THE NURSING DIVISION

Senator BYRD. "Patient care," $59,720. What is your base? How much did the House allow over the base, if anything?

Dr. GRANT. Again we will have to supply the base for this record.

(The information requested follows:)

The base for the Services Section of the Nursing Division at District of Columbia General Hospital is $5,097,271.

Dr. GRANT. The House did allow a total of five staff nurses and three nurse assistants. We requested a total of 14 staff nurses and 7 assistants. This, Mr. Chairman, is the most critical area of concern in the District of Columbia General Hospital. We are currently providing 2.4 hours of nursing care per patient for 24 hours. The nationally accepted standard is 4 hours of care, and the standard being maintained in the other Washington hospitals is 3 to 4 hours of care. So we are considerably lower than the other Washington hospitals. This request that we made for nine nurses and four nurse assistants was merely an attempt, Mr. Chairman, to come closer to the accepted minimal standard of patient care. We are expecting to come back each year for funds to gradually improve this program over a period of years. We think this is a very important area.

PRESENT PATIENT LOAD AT DISTRICT OF COLUMBIA GENERAL

Senator BYRD. What is your present patient load at District of Columbia General?

Dr. GRANT. Roughly 1,200 patients. It varies each day, as you know, but our present patient load is around 1,200.

Senator BYRD. What is your bed capacity?

Dr. GRANT. Including bassinets, 1,434. This is about used to capacity may I say, Mr. Chairman.

Senator BYRD. Approximately what percent of the patient load, if you can make any general statement of this kind, is white and what percent is nonwhite?

Dr. GRANT. At District of Columbia General Hospital the vast majority is nonwhite. It is over 90 percent nonwhite. I think that is correct.

Senator BYRD. Did you emphasize the priority of this item when you were before the House committee?

Dr. GRANT. I don't recall the exact words I used, Mr. Chairman. I think I did point out that this was a very urgent need at the hospital. I believe I did say that.

JUSTIFICATION FOR INCREASING RATES PAID TO CONTRACT HOSPITALS

Senator BYRD. All right; the next item, "Contract hospitals," $226,630.

Dr. GRANT. This item and the next one, Mr. Chairman, which is "Freedmen's Hospital" in the amount of $126,545, is a request to raise all the contract hospitals with whom we have contracts from their current $34 per day inpatient care rate to $40 and from a current $5.75

per outpatient visit to $6.75. We carried out a study several months ago aimed at endeavoring to equate insofar as we could the services and budgets of the hospitals in the Washington area with whom we have contracts with the program at District of Columbia General Hospital, and it was based upon this study and the equalization that we made that we are recommending that the hospitals be paid what we have requested here. We feel this is equitable and reasonable. We have developed this and worked with the Hospital Council of the Washington area and I believe that they are agreed with our recommendation for this particular matter. We feel this would be an equitable amount to pay for these kinds of patients.

HOUSE COMMITTEE REPORT

Senator BYRD. The House report reads as follows: "The request to increase the per diem rate paid to contract hospitals from $34 to $40 and the outpatient rate from $5.75 to $6.75 per visit has been denied. Last year authorization was given to raise the rates to those amounts at Children's Hospital on a temporary basis only due to the financial crisis faced at that time. Situations at the District of Columbia General Hospital have increased costs to the extent that they do not provide an accurate basis for determining the rates to be paid to the contract hospitals." What comment do you have?

Dr. GRANT. Well, we have endeavored to take the various factors into consideration. Increased costs at District of Columbia General Hospital, have also occurred at other hospitals in the Washington area and, of course, in this country. As you know, hospital costs are increasing and have increased over a period of many years all over the country. My own opinion would be that the study that we did is a valid one. It is as valid as we have been able to make. We spent a good deal of time on it. We believe it is valid and we believe the rates we have requested are reasonable ones for these patients.

Senator BYRD. Do you have any ideas what the House may be referring to when it refers to "situations" at the District of Columbia General Hospital that have increased the costs?

Dr. GRANT. No, sir; I am not familiar with what the House was referring to. I don't believe that the question came up in such a way that I would understand quite what they are referring to.

Senator PROXMIRE. Is there anything temporary about the situation at the hospital? These increased costs, can they be expected to continue?

Dr. GRANT. At District of Columbia General Hospital, Senator?

Senator PROXMIRE. Yes, indeed. That is right.

Dr. GRANT. My guess would be that costs will indeed continue to increase.

Senator PROXMIRE. Do you have any cost increases that would be temporary?

Dr. GRANT. If there are any of them——

Senator PROXMIRE. That is, included in the study and weren't segregated as such?

Dr. GRANT. No, sir. The things that we did in the study was to exclude from consideration those items which we knew were different at District of Columbia General Hospital from what they were at

the contract hospitals and therefore should be excluded from consideration.

Senator PROXMIRE. So that the study should be valid in the contract hospitals.

Dr. GRANT. I believe so.

Senator PROXMIRE. The reason for the increases were, No. 1, higher wages. Is that correct?

Dr. GRANT. That is correct.

Senator PROXMIRE. No. 2, higher cost of materials and supplies and so forth?

Dr. GRANT. That is correct.

Senator PROXMIRE. And in general this was the nature of the increased costs?

Dr. GRANT. Yes, sir. I would think this was the thing the House must have been referring to at District of Columbia General Hospital.

EFFECT OF DENIAL TO PROVIDE ADDITIONAL COMPENSATION

Senator PROXMIRE. Let me ask what happens if the Congress fails to provide rates that compensate? What happens to your services? Do you simply have to turn patients away? Do you reduce the availability of medicines or of nurses or doctors?

Dr. GRANT. I assume that this question is directed to the services provided by the contract hospitals rather than that provided by District of Columbia General Hospital.

Senator PROXMIRE. Both. I want to ask you on both. What is the consequence of the Congress failing to provide the additional compensation?

DISTRICT OF COLUMBIA GENERAL HOSPITAL REQUIREMENTS

Dr. GRANT. Let me explain. Of course, at District of Columbia General Hospital the Congress does not provide us with a rate. They provide us with funds for personnel and materials. So if they were to deny requests for funds and materials obviously this would have an effect both quantitatively and qualitatively on patient care and we would in fact have to turn patients away or have them wait for many hours in providing them with services with existing personnel. As a matter of fact, in comparing the number of personnel we have at District of Columbia General Hospital, and we have in fact made a comparison with other hospitals in the country, we find we are quite low on the totem pole in terms of the number of positions we have compared to the number of patients that we get in per year.

Senator PROXMIRE. Are the costs lower?

Dr. GRANT. The costs are not lower because of the fact that the Federal civil service salaries for the lower grade employees and middle grade employees tend to be higher than is true in other parts of the country.

Senator PROXMIRE. So perhaps your costs are higher then?

Dr. GRANT. Not higher than all. Higher than some and not others. We are about in the middle in terms of costs.

REQUIREMENTS FOR CONTRACT HOSPITALS

The question in relation to contract hospitals is that if the Congress doesn't grant an increase of the rates for the contract hospitals what happens or has happened traditionally is that the hospitals have been rather loath to take our patients at rates we pay them because they feel they are not getting as much as it costs them to see the patients. So there has been a continuing negotiation between us and the hospitals for us to endeavor to raise these rates. They have been loath, as I say, to see the patients.

Senator PROXMIRE. Does this mean they actually refuse to admit a patient?

Dr. GRANT. To the best of my knowledge, thus far they have not tended to refuse patients, but they have always stated that there might come a day they would do so.

Senator PROXMIRE. In your judgment would they be likely to do so if this is not increased?

Dr. GRANT. It is difficult for me to say.

Senator PROXMIRE. What is the consequence on these contract hospitals if they admit patients out of a feeling of keeping the Hippocratic Oath, whatever it is, taking care of any old person and their costs are not made? What do they do?

Dr. GRANT. I think the answer to that depends on the hospital. If you have a hospital that has a considerable number of vacant beds and they have the staff already on board to take care of patients, then one might consider that if they took in additional patients this would cost them very little in fact, and they could well afford to do it and be glad to do it if they had a number of vacant beds. If, on the other hand the hospital was loaded with patients to the point that they could not really effectively take more patients, they would be loath to take on these patients because in taking private patients they would get more funds than from our patients. So it depends on the hospital in the particular situation obtaining at the particular time.

Senator PROXMIRE. Do you find most hospitals are in a situation where they are quite crowded?

Dr. GRANT. It so happens that in Washington, yes. Most of the hospitals are reasonably well crowded in Washington.

Senator PROXMIRE. So this penalizes the contract hospital.

Dr. GRANT. So I would say "Probably, yes."

Senator PROXMIRE. And it means that these contract hospitals are hospitals that depend to any extent on the District government for support.

Dr. GRANT. Some of them do; yes.

Senator PROXMIRE. So they have to be compensated in that way anyway.

Dr. GRANT. That is correct.

Senator PROXMIRE. Otherwise they have to go into whatever private funds they have.

Dr. GRANT. That is correct.

CONTRACT HOSPITALS AND ESTIMATED ALLOTMENTS FOR 1965

Senator BYRD. How many contract hospitals are there?

Dr. GRANT. They are nine in number including Freedmen's Hospital. George Washington Hospital, Georgetown, the Washington

Hospital Center, Hadley Memorial Hospital, Casualty Hospital, Columbia Hospital, Children's Hospital, and Providence Hospital.

Senator BYRD. Would you file for the record a summary of your estimated allotments to contract hospitals for fiscal year 1965?

Dr. GRANT. We will be glad to do that, Mr. Chairman.

(The information requested follows:)

Allotment for contract hospitals, fiscal year 1965, by hospital

Hospital	*Fiscal year allotment*
Casualty	$521,184
Children's	653,880
Columbia	81,780
Georgetown	317,940
George Washington	174,300
Hadley	22,800
Providence	99,300
Washington Hospital Center	463,980
Children's Convalescent	78,000
Christ Child	10,380
Washington Home for Incurables	142,560
Subtotal	2,566,104
Unallotted	78,507
Total	2,644,611

PROFESSIONAL CONTRACT FEE BASE

Senator BYRD. How much is in your base for this item?

Dr. GRANT. The base is $2,644,611 for the contract hospitals and Freedmen's Hospital is $608,393 in addition.

Senator BYRD. What will the increase allowed by the House permit you to do?

Dr. GRANT. Only to increase the units of service, particularly at Freedmen's Hospital which has exceeded their units this year.

Senator BYRD. And by how much would you be permitted to increase the units of service?

Dr. GRANT. It would be roughly between 5 and 10 percent.

Senator BYRD. Dr. Grant, if I understand you, if the restoration of $226,630 is not allowed you would not be able to provide the rate increase from $34 to $40 for inpatient care.

Dr. GRANT. That is correct, Mr. Chairman.

Senator BYRD. And the increase for outpatient services for the contract hospitals.

Dr. GRANT. That is correct.

Senator BYRD. And the present outpatient service rate is how much?

Dr. GRANT. It is $5.75.

Senator BYRD. Your justification is then mistaken?

Dr. GRANT. Yes; that is in error.

EXISTING DIFFERENCES IN CONTRACT HOSPITALS AND DISTRICT OF COLUMBIA GENERAL

Senator PROXMIRE. Could I go back to this paragraph on page 18 of the House report which the chairman read. I think it would be very helpful if you could reconsider very carefully because the House people are very reasonable and competent, and it is hard for me to understand how they could mean anything except that there must be

conditions at District of Columbia General Hospital that are somehow different than the contract hospitals. If you do that I think it would be very helpful to us in the event that we decided to contest with the House and to fight for a higher payment, because obviously the House has a firm conviction that there is a sharp and distinctive difference.

Dr. GRANT. I think, Senator, and this would be a guess on my part as to what the House might have been thinking and nothing more than a guess, it would be that the House committee has felt over a number of years, certainly since I have been in the District of Columbia, that District of Columbia General Hospital costs of care are higher than obtained elsewhere in the country and they might feel that these costs are somewhat out of line. Now we don't feel that this is so, but I believe that the House committee does feel it and it may have been to this that they were tending to refer.

Senator PROXMIRE. Do you think that they must also feel that they are out of line with the District contract hospitals to which you referred?

Dr. GRANT. Yes, I think so.

Senator PROXMIRE. And you are firmly convinced that there is no basis for such a conclusion?

Dr. GRANT. I know of no basis, Senator.

Senator PROXMIRE. There is no difference in wages?

Dr. GRANT. There is a difference in salaries; yes, sir.

Senator PROXMIRE. What is the difference?

Dr. GRANT. The difference is that District of Columbia General Hospital employees are on the Federal civil service and District civil service.

Senator PROXMIRE. I understand that. There is no difference in the increase in costs?

Dr. GRANT. No. The increase in costs are occurring in all of the hospitals.

STUDY MEASUREMENTS

Senator PROXMIRE. And this is what your study measured?

Dr. GRANT. No. What our study measured was existing difference in programs, activities, and in staffing patterns between District of Columbia General Hospital and contract hospitals. For example, at District of Columbia General Hospital we employ full-time medical officers. At the other contract hospitals they do not for a variety of reasons. Therefore we took out of consideration the physicians we employed in comparing our services to those at the contract hospitals. This was an example of the kind of thing we looked at. We compared the kind of patients they have to the kind of patients we have and the programs.

Senator PROXMIRE. Could you give us a reconciliation that would show precisely how you made this study appropriate for contract hospitals?

Dr. GRANT. We would be very happy to provide this for the record, Senator.

Senator PROXMIRE. Mr. Chairman, I have no more questions on the assumption that the Children's Hospital situation is going to be discussed later. Is that correct?

(The information requested follows:)

COMPUTATION OF PROPOSED 1966 DAILY INPATIENT AND OUTPATIENT RATES AT DISTRICT OF COLUMBIA GENERAL HOSPITAL

DAILY INPATIENT RATES

The proposed daily rates for 1966 at District of Columbia General Hospital computed on the basis of budget estimates for 1966 as approved by the District of Columbia Commissioners as follows:

Service	Rate before depreciation	6 percent depreciation	Rate including depreciation
Medicine, surgery, obstetrics, and pediatrics	$43.90	$2.63	$46.53
Psychiatry	33.89	2.03	35.92
Pulmonary	28.86	1.73	30.59
Psychiatric Convalescent and Rehabilitation Center:			
24 hours	15.63	.94	16.57
8 to 12 hours	7.82	.46	8.28
Less than 8 hours	3.91	.23	4.14
Crippled children	32.05	1.92	33.97
Outpatient and emergency room	8.66	.52	9.18

Methodology used in computing 1966 budget applicable to District of Columbia General Hospital for rate computation

District of Columbia General Hospital budget for 1965	$12,058,129
1966 increase (including pay raise and nurses reclassification)	927,396
Total	12,985,525
Added to the budget for District of Columbia General Hospital are costs from other activities whose functions are in the hospital and considered in computing daily per diem costs:	
Pharmacy	759,001
Maintenance	1,206,657
Automatic data processing	125,526
Social service	191,876
Dental	56,265
Administration	1,041,861
	3,381,186
Total	16,366,711
Less pay raises charged direct to cost centers	255,888
Total budget to be spread	16,110,823

Based on actual 1964 cost, the rate for medicine, surgery, obstetrics, and pediatrics consisted of 59.78 percent of the total costs at District of Columbia General Hospital. It is therefore concluded that the total cost of these four services is as follows:

Pay raise directly associated with the 4 services	$168,887
59.78 percent × $16,110,823	9,631,050
Total cost of medicine, surgery, obstetrics, and pediatrics	9,799,937

The proposed patient-days are computed by determining the average percent of capacity for these services for fiscal years 1964 and estimated 1965. This average is applied to the bed-day capacity[1] for 1966. The computation is as follows:

	Average percent of capacity for 1964–65	Bed-day capacity for 1966	Proposed patient-days
Medicine	83.98	96,725	81,230
Surgery	76.53	102,930	78,772
Obstetrics	81.02	40,515	32,825
Pediatrics	101.63	29,930	30,418
Total			223,245

Computation of daily inpatient rate

	Total costs	Patient-days	Rate	6 percent depreciation	Rate including depreciation
Medicine, surgery, obstetrics, and pediatrics	$9,799,937	223,245	$43.90	$2.63	$46.53

The budget for fiscal year 1966 was compiled by adding to the 1965 District of Columbia General Hospital budget, increases for 1966 which were approved by the District of Columbia Budget Office. The District of Columbia General Hospital allotment does not include all functions at the hospital since some functions are centralized under separate activities. However, the cost of these functions is considered in arriving at the per diem costs. These costs, as they apply to the District of Columbia General Hospital, were computed as follows:

PHARMACY, MAINTENANCE, SOCIAL SERVICE, DENTAL, AND AUTOMATIC DATA PROCESSING

The cost of these activities which can be charged directly to the District of Columbia General Hospital, such as salaries of personnel working at the District of Columbia General Hospital and supplies used there, were determined. To this amount was added a portion of the cost of the office of the chief of the particular activity. This distribution is made on the basis of the percentage of direct costs to the District of Columbia General Hospital as compared to the total cost of the bureau.

ADMINISTRATION

Administration is charged to the various functions within the Department of Public Health on the basis of the percentage of the total operating budget of the particular function, to the budget for the Department of Public Health. This is in accordance with the prescribed procedures in the Hospital Cost Manual, Hospital Council of the National Capital Area, Inc. A distribution on this basis would allocate more than 40 percent of the administrative costs to St. Elizabeths Hospital, Freedmen's Hospital, and the contract hospitals since their budgets are in excess of 40 percent of the total Department of Public Health. The relationship of these three major programs is of a contractural nature requiring less administrative cost than other operating activities. Therefore the budgets were removed for St. Elizabeths Hospital, Freedmen's Hospital, and the contract hospitals from the total Department of Public Health budget before a percentage proration was developed to spread administrative costs. A separate estimate of administrative costs was allocated to these programs.

The administrative cost, not previously distributed which includes the Office of the Director, Health, Education, and Information, Management, etc., was reduced by the special allocation to St. Elizabeths Hospital, Freedmen's Hospital, and contract hospitals.

[1] Bed-day capacity is computed by multiplying the total beds by the number of days in a year.

Administrative cost of $1,751,395 adjusted for allocation is to be spread over an adjusted budget of $26,145,017. District of Columbia General Hospital budget plus allocations from centralized activities totals $15,339,286, which represents approximately 58 percent of the adjusted budget. Therefore $1,027,425 in administrative costs—or 58 percent of $1,751,395—was allocated to the District of Columbia General Hospital.

DAILY OUTPATIENT RATE

Based on actual 1964 costs, the rate for outpatient and emergency room consisted of 11.27 percent of the total costs at the District of Columbia General Hospital. It is therefore concluded that the total cost of this service is as follows:

Pay raises directly associated with outpatient and emergency room	$12,323
11.27 percent by $16,110,823	1,815,690
Total, outpatient and emergency room	1,828,013

The proposed patient visits are computed by determining the average number of visits for 1964 and estimated 1965.

Computation of outpatient rate

Total costs	$1,828,013
Patient visits	211,205
Rate	$8.66
6 percent depreciations	$0.52
Rate including depreciations	$9.18

RECOMMENDED ADJUSTMENTS TO THE DISTRICT OF COLUMBIA GENERAL HOSPITAL RATES FOR COMPARISON WITH CONTRACT HOSPITAL RATES

Based on a review conducted during fiscal year 1964, it was concluded that the rate at District of Columbia General Hospital, as approved by the Board of Commissioners, was not comparable to the rates at the contract hospitals. It was determined that an adjustment to the District of Columbia General Hospital rate was necessary due to their proportionately larger medical staff.

Visits were made to the Washington Hospital Center and Providence Hospital to obtain the cost of the medical officers salaries for the period July 1, 1963, to June 30, 1964, in order to compare these costs with the medical officers salaries at the District of Columbia General Hospital.

Visits were also made to the George Washington University Hospital and Georgetown University Hospital in an attempt to obtain similar information; however, due to affiliation with medical schools, it was determined that these hospitals were not representative of all contract hospitals.

Our review disclosed that the medical staff at the District of Columbia General Hospital is proportionately larger than the staff at the two contract hospitals reviewed. The following charts reveal the larger medical staff salaries at District of Columbia General Hospital in proportion to the inpatient days and the effect on the daily rate.

Inpatient rate at the District of Columbia General Hospital compared with Washington Hospital Center

	Medical salaries [1]	Patient-days	Effect on daily rate
District of Columbia General Hospital	$1,077,174	219,413	$4.91
Washington Hospital Center	349,186	245,034	1.43
Difference	727,988	25,621	3.48

[1] The medical officers salaries at the District of Columbia General Hospital do not include $87,692 for medical officers in anesthesia. These costs were removed because the Washington Hospital Center contracts for this service and therefore is not included in their costs.

The rate at the District of Columbia General Hospital is $3.48 higher than the rate at the Washington Hospital Center due to the larger medical staff at the District of Columbia General Hospital.

District of Columbia General Hospital compared with Providence Hospital

	Medical salaries [1]	Patient-days	Effect on daily rate
District of Columbia General Hospital	$903,717	219,413	$4.12
Providence Hospital	140,106	119,202	1.18
Difference	763,611	100,211	2.94

[1] The medical officers salaries at District of Columbia General Hospital do not include $261,149 for medical officers in anesthesia, laboratory, and X-ray. These costs were removed because Providence Hospital contracts for these services and therefore are not included in their costs.

The rate at District of Columbia General Hospital is $2.94 higher than the rate at Providence Hospital due to the larger medical staff at District of Columbia General Hospital.

Our review of the medical officers salaries in the hospitals selected for review also indicated an apparent need for adjustment to the outpatient rate. In addition, an adjustment to the outpatient rate is required due to policy difference among the hospitals for the issuance of drugs.

Early in fiscal year 1965 a detailed review was made of the policy difference concerning drug issues and it was established that a definite need exists to adjust the outpatient rate at District of Columbia General Hospital when used as a base for comparison with the contract hospital rates.

The adjustment for medical officers salaries is as follows:

Outpatient rates—District of Columbia General Hospital compared with Washington Hospital Center

	Medical salaries	Visits	Rate
District of Columbia General Hospital	$305,547	210,900	$1.45
Washington Hospital Center	139,075	115,156	1.21
Difference	166,472	95,744	.24

The rate at District of Columbia General Hospital is $0.24 higher than the rate of the Washington Hospital Center due to the larger medical staff at District of Columbia General Hospital.

District of Columbia General Hospital compared with Providence Hospital

	Medical salaries	Visits	Rate
District of Columbia General Hospital	$305,547	210,900	$1.45
Providence Hospital	49,190	75,987	.65
Difference	256,357	134,913	.80

The rate at District of Columbia General Hospital is $0.80 higher than the rate at Providence due to the larger medical staff at District of Columbia General Hospital.

The adjustment for policy differences in the issuing of drugs is as follows:

District of Columbia General Hospital compared with Washington Hospital Center

	Pharmacy costs	Outpatient visits	Cost per visit
District of Columbia General Hospital	$234,915	[1] 148,184	$1.59
Washington Hospital Center	21,767	[1] 83,828	.26
Difference	123,148	64,356	1.33

[1] Emergency room visits were not included with outpatient visits because both the Washington Hospital Center and Providence Hospital could not identify their pharmacy cost in the emergency room.

The rate at District of Columbia General Hospital is $1.33 higher than the rate at the Washington Hospital Center due to the difference in policies for the issuance of drugs.

District of Columbia General Hospital Compared with Providence Hospital

	Pharmacy costs	Outpatient visits	Cost per visit
District of Columbia General Hospital	$234,915	[1] 148,184	$1.59
Providence Hospital	6,257	[1] 55,751	.11
Difference	$228,658	92,433	1.48

[1] Emergency room visits were not included with outpatient visits because both the Washington Hospital Center and Providence Hospital could not identify their pharmacy cost in the emergency room.

The rate at District of Columbia General Hospital is $1.48 higher than the rate at Providence Hospital due to the difference in policies for the issuance of drugs.

Adjustment of District of Columbia General Hospital rates due to excess medical officers salaries and differences in policies for issuance of drugs

INPATIENT, FISCAL YEAR 1966, ESTIMATED

	Washington Hospital Center		Providence Hospital	
	Without depreciation	With depreciation	Without depreciation	With depreciation
Average daily inpatient rates:				
District of Columbia General, 1966 proposed	$43.90	$46.53	$43.90	$46.53
Less excess rate due to larger medical staff	3.48	3.48	2.94	2.94
Adjusted rates	40.42	43.05	40.96	43.59

OUTPATIENT, FISCAL YEAR 1966, ESTIMATED

Average daily outpatient rates:				
District of Columbia General, 1966 proposed	$8.66	$9.18	$8.66	$9.18
Less excess rate due to larger medical staff	.24	.24	.80	.80
Difference in drug policies	1.33	1.33	1.48	1.48
Adjusted rates	7.09	7.61	6.38	6.90

NOTE.—Recommended adjusted rate for contract hospitals for inpatient rate, $40, recommended adjusted rate for contract hospitals for outpatient rate, $6.75.

CONCLUSION

Based on the finding of our review it is concluded that:

(*a*) The inpatient and the outpatient rates at District of Columbia General Hospital could be adjusted prior to comparison with the rates of the contract hospitals for the proportionately larger medical officer staff at District of Columbia General Hospital.

(*b*) The outpatient rate at District of Columbia General Hospital could be adjusted for higher pharmacy cost resulting from the differences in policies for issuing drugs to patients.

ESTIMATION OF REQUIREMENT FOR SMALLER INCREASES

Senator BYRD. Before you ask any questions on that, supply for the record an estimate of the amount of restoration to be needed if the rate for inpatient care were to be increased to $36 and for outpatient services were to be increased to $6.

Dr. GRANT. We will be glad to do that.

Senator BYRD. Also supply for the record the amount to be needed if the rate for inpatient care were to be raised to $38 and the outpatient services were to be raised to say $6.25.

Dr. GRANT. We will be glad to provide that.

(The information requested follows:)

ESTIMATE OF AMOUNT OF RESTORATION NEEDED FOR CONTRACT HOSPITALS IF RATES WERE $36 AND $6—OR—$38 AND $6.25

	Units of service	Rate $36 and $6		Rate $38 and $6.25	
		Rate	Amount	Rate	Amount
Hospitals:					
Inpatient days, Casualty	17,800	$25.00	$445,000	$25.00	$445,000
Inpatient days, all others	31,450	36.00	1,132,200	38.00	1,195,100
Newborn days	2,180	10.00	21,800	10.00	21,800
Boarder days	7,000	10.00	70,000	10.00	70,000
Clinic visits, all hospitals	93,829	6.00	562,920	6.25	586,375
Emergency room treatment, Casualty	12,190	5.70	69,483	5.70	69,483
Emergency room treatment, all others	17,874	6.00	107,244	6.25	111,712
Ambulance runs	5,170	6.60	34,122	6.60	34,122
Subtotal			2,442,769		2,533,592
Homes (inpatient days):					
Children's Convalescent	5,590	14.00	78,260	14.00	78,260
Christ Child	740	14.00	10,360	14.00	10,360
Washington Home for Incurables	14,880	10.75	159,960	10.75	159,960
Subtotal			248,580		248,580
Gross total			2,691,349		2,782,172
Less collections			−128,060		−128,060
Net total			2,563,289		2,654,112
Reserve			+50,000		+50,000
Grand total			2,613,289		2,704,112
Less 1966 base			−2,554,611		−2,554,611
Increase required			58,678		149,501

ESTIMATE OF AMOUNT OF RESTORATION NEEDED FOR FREEDMEN'S HOSPITAL IF RATES WERE $36 AND $6 OR $38 AND $6.25

	Units of service	Rate, $36 and $6		Rate, $38 and $6.25	
		Rate	Amount	Rate	Amount
Inpatient days	17,680	$36	$636,480	$38.00	$671,840
Newborn days	370	10	3,700	10.00	3,700
Clinic visits	17,279	6	103,674	6.25	107,994
Emergency room treatment	3,187	6	19,122	6.25	19,919
Gross total			762,976		803,453
Less collections			−5,000		−5,000
Net total			757,976		798,453
Less 1966 base			608,393		608,393
Total increase required			149,583		190,060
Less amount approved by House for increase in units of service			−109,107		−109,107
Amount needed for increase in rate only			40,476		80,953

CHILDREN'S HOSPITAL CONTRACT FEES

Senator PROXMIRE. It seems to me on Children's Hospital we have a peculiarly serious problem. As I understand it, if the rates are not increased on the basis of your statement on page 13 one of two alternatives has to happen. Either the uniquely excellent services of Children's Hospital have to be reduced or you imply in your last paragraph on page 13 that there is a real possibility that Children's Hospital may have to be closed. As I understand it, this institution, ever since its inception in the 19th century, has always held itself open to all patients, indigent or nonindigent. The compensation now is wholly inadequate to take care of indigent patients, and you seem to conclude that these are the dire alternatives and there are no other alternatives. Is that correct? Either a reduction of services or actually a closing of the hospital?

Dr. GRANT. Well, I am not sure that I can come to any other conclusion, Senator. Either of those two would seem to be the ones I would say would happen. There is a third, of course, and that is they would receive funds from some other source.

Senator PROXMIRE. Well that is the kind of thing we can't tell about. In other words some benefactor may come along——

Dr. GRANT. Assuming they were not to receive funds either from a third party, Blue Cross or ourselves in addition to that which they are currently receiving from us, then it would seem to me they would inevitably have to reduce the services they are currently providing. I don't know that I would be willing to go so far as to say they would have to close.

Senator PROXMIRE. That is what you say. It seems to me your last paragraph raised that point.

It is also pointed out in this study that the closing of the hospital would cause serious immediate difficulties in the Washington area * * *.

Dr. GRANT. There are two points I would like to make. First, Children's Hospital, themselves, have stated this. Second, the study that was carried out for the Department also stated this. Third, it would seem to me that there might well come a time if you continue to reduce the services to patients that ultimately there is no alternative but to close, that you can't continue to maintain even a modicum of

patients and attract the kind of specialists to the Children's Hospital to make it worth while to continue operation.

Senator PROXMIRE. This is the problem that we have. We are very proud of Children's Hospital and I think that the District of Columbia is because it is one of the 10 or 12 hospitals in the country that provide superlative outstanding services for children, the latest. Can you give us, briefly, any understanding of what it would mean to reduce services here?

EFFECT OF REDUCTION OF SERVICES AT CHILDREN'S HOSPITAL

Dr. GRANT. It was suggested in the report, and we agree with this, that the first place in which they would probably have to reduce services would be to close the emergency room at night. Now what effect would this have? This, by the way, would reduce something like 20 people on the staff or in other words conserve something like $100,000, also. It might be more than that because some of these patients might become inpatients. Well, it would seem to me that the thing that would probably happen is that these patients would then, some of them at least, either receive no medical care at all or turn up on the doorstep of the emergency room at District of Columbia General Hospital. Now, unfortunately, the present situation at District of Columbia General Hospital is that we are already loaded in our pediatrics services to the point that it would be extremely difficult for us to take on any additional patients as outpatients.

Senator PROXMIRE. You mean you would actually turn patients away?

Dr. GRANT. We wouldn't turn them away but it might take a good deal of time for them to be seen. We would have to take them in line and see them as soon as we could. There would seem to be no alternative.

POSSIBLE DISCONTINUANCE OF EXPENSIVE SURGERY

Senator PROXMIRE. That is the first one. The emergency room at night would be closed at Children's Hospital. What would be the other possibility?

Dr. GRANT. It is difficult to know what Children's Hospital would do or how they would do it. They might determine they wouldn't continue any kind of expensive surgery, for instance. If they did, children would have to go to another city for that kind of surgery because it is not provided by any other institution.

Senator PROXMIRE. And in some cases they might die?

Dr. GRANT. It is conceivable.

Senator PROXMIRE. Not conceivable. It is likely?

Dr. GRANT. It is difficult to answer that question, Senator, because if these cases are caught early and are scheduled for surgery at Children's Hospital and surgery is not available, then these patients would be immediately transported to some other place. If the situation is of an emergency nature and transportation could not be procured, it is conceivable that the child could die.

Senator PROXMIRE. What city would they go to?

Dr. GRANT. Well they might go to Baltimore, Philadelphia, or Chicago depending upon the nature of the surgery involved.

Senator PROXMIRE. And these hospitals are busy and overloaded.

Dr. GRANT. They are busy.

Senator PROXMIRE. Could we do that for an indigent patient, transport him to Baltimore in an emergency situation?

Dr. GRANT. If they had to do this we would have to make arrangements with Baltimore or Chicago or any other place to do this.

Senator PROXMIRE. If you are going to take care of every patient and turn none down, there is no saving in transporting the patient to another city, and the ambulance cost and so forth plus the risk of death.

Dr. GRANT. That is correct. There is the other possibility, of course, that is of expanding existing facilities here in Washington both at District of Columbia General or other hospitals in the area.

Senator PROXMIRE. That could cost money.

Dr. GRANT. If you are implying that we could do any of this at less cost than now——

FUNDS ESSENTIAL TO PROVIDE HOSPITAL CARE FOR CHILDREN

Senator PROXMIRE. It seems we are in a financial vise here. We have no real option if we are going to provide care for the sick children but to spend more money. We have the choice of not providing that care and turning the child away. If we are going to provide it, we are going to have to spend more money one way or the other. Is it true then in your judgment this is the most economical and efficient way of meeting this cost?

Dr. GRANT. I can't see any other way to do it at the same cost. That is correct, Senator.

Senator BYRD. Dr. Grant, Public Law 88479 established an inpatient-outpatient rate for Children's Hospital which was not to exceed $40 per diem and $6.75 per visit, respectively. Is that correct?

Dr. GRANT. That is correct.

Senator BYRD. So your rates at Children's Hospital are already at the point to which you wish to establish the rates for the other contract hospitals.

Dr. GRANT. That is correct, Mr. Chairman, except that that law provided that rate for Children's Hospital for 1 year only and therefore it will expire.

Senator BYRD. What you are asking for is not an increase in rates for Children's Hospital but an authorization to continue the same rates for another year. Am I correct?

Dr. GRANT. We actually are requesting authorization at this rate indefinitely, that is right, but also to raise the other contract hospitals to that same rate.

Senator BYRD. But now the amount that is being appealed, $226,630, if the Senate were not to restore this amount this would not affect your Children's Hospital payments, would it?

Dr. GRANT. Yes, sir; because the reimbursement to Children's Hospital would automatically go back to the $34 and $5.75 level.

Senator BYRD. In addition to the figures which you submitted for the record a moment ago, indicate what amount of this restoration is needed for the continuation of the inpatient and outpatient service rates at Children's Hospital.

Dr. GRANT. Yes, sir; we will be glad to provide that.

Senator BYRD. You can't do that right now?

Dr. GRANT. No, sir. We will have to supply that for you.

Senator BYRD. So that we will know precisely how much of this is for Children's Hospital.

(The information requested follows:)

AMOUNT NEEDED FOR RESTORATION OF FUNDS FOR CHILDREN'S HOSPITAL

	Units of service	Allotment for 1965	Allotment as approved by House	Amount needed for restoration
Inpatient-days	9,130	$365,200	$310,420	$54,780
Clinic visits	23,380	157,815	134,435	23,380
Emergency-room treatments	11,974	80,824	68,850	11,974
Boarder-days	7,000	70,000	70,000	
Gross total		673,839	583,705	90,134
Less collections/adjustments		−19,959	−19,825	−134
Net total		653,880	563,880	90,000

PRIVATE CONTRIBUTIONS TO CHILDREN'S HOSPITAL

Senator BYRD. In your statement you said that, "The future successful operation of this facility would appear to depend, a great extent, upon the support derived from the community and increased third-party payment." Some time ago was there not a drive conducted to raise contributions for this hospital?

Dr. GRANT. Yes, Mr. Chairman, and they did in fact receive funds as a result of this drive.

Senator BYRD. Yes. How much was received and could you indicate for the record how much was spent?

Dr. GRANT. I will have to supply that for the record.

Senator BYRD. All right. You might also if you don't mind indicate the sources of the contributions.

Dr. GRANT. Yes, sir.

(The information requested follows:)

A. CONTRIBUTIONS TO CHILDREN'S HOSPITAL DURING VARIOUS TIME PERIODS BY CATEGORIES

	Fiscal year ending June 30, 1963	Fiscal year ending June 30, 1964	July 1, 1964, to Dec. 31, 1964	July 1, 1964, through May 10, 1965
Special gifts	$118,828.63	$192,529.15	$200,948.35	$251,544.52
Restricted gifts	13,510.82	8,728.00	11,714.70	16,177.51
Through Bill Gold	8,836.83	2,252.77	12,847.83	26,636.34
Memorials	19,693.95	15,432.76	15,985.57	31,720.22
Benefit (baseball)	11,129.55	40,066.00		
Miscellaneous	14,505.70	13,016.79	24,171.65	45,699.07
Business			23,744.11	38,129.71
Residential			117,335.25	122,763.66
Total	186,505.48	282,025.47	406,747.46	532,671.03

Source: Children's Hospital.

Senator BYRD. Would you care to elaborate on the sentence which I just read a little further, Dr. Grant?

INSUFFICIENT REIMBURSEMENT RECEIVED FOR INDIGENT PATIENTS

Dr. GRANT. Yes. The present situation, Mr. Chairman, at Children's Hospital is such that they are currently seeing children and treating those children as they have from the time of the inception of the hospital irrespective of the patient's ability to pay. They have then turned to the various agencies who have supported financially

these patients where they are indigent for support. They, of course, endeavor to receive payment from the families, but failing this have turned to the traditional source of support. The chief one is the Department of Public Health. We, of course, proceed with our usual eligibility determination and have determined a very considerable number of these patients not to be eligible under our existing eligibility standards. So the hospital has not received any reimbursement from our Department for that purpose. They then turn to a hospital agency, or service agency to receive some support from that source. They have in fact received some support from that source, but usually it is a very small amount as compared to the total cost of the program. So that what I am saying, Mr. Chairman, is that Children's Hospital is seeing and treating a very considerable number of medically indigent patients without getting any reimbursement at all or at least getting very little reimbursement.

The second point is that even in the reimbursement they get from the Department of Public Health except for this year—until this year they were receiving reimbursement which did not meet their costs. As a matter of fact, even at the cost we recommended, Children's Hospital doesn't feel that this is equivalent to actually what it costs them, and I think that their statement is reasonably justified particularly in terms of outpatient care. Now if they continue to do this indefinitely and unless they can secure other sources of reimbursement, contributions such as Blue Cross and third-party payments, then it seems that they are going to continue to incur deficits and if they continue to incur deficits something will eventually have to give and I assume, for example, that that will be a reduction in the services they are rendering.

Senator BYRD. What percent of the cases are health and welfare?

Dr. GRANT. I don't know the answer. I will have to supply that for the record. About 40 percent.

Senator BYRD. I am talking about Children's Hospital. Is there any reimbursement from the Department of Welfare?

Dr. GRANT. No, sir. The reimbursement all comes from the Department of Public Health.

PER DIEM RATE INCREASES

Senator PROXMIRE. Would you supply for the record the rate of increases in the payments over the past 5 years?

Dr. GRANT. Increases by the Department of Public Health?

Senator PROXMIRE. The rate of increases in per diem over the past 5 years.

(The information requested follows:)

CHILDREN'S HOSPITAL RATE OF INCREASES

	Rate		Increase over prior year	
	Inpatient	Outpatient	Inpatient	Outpatient
1965	$40.00	$6.75	$6.00	$1.00
1964	34.00	5.75	2.00	.75
1963	32.00	5.00	2.00	
1962	30.00	5.00	5.00	1.00
1961	25.00	4.00	3.80	.50

CHILDREN'S HOSPITAL STUDY NEWS RELEASE

Senator BYRD. And I will include in the record at this point your news release, Dr. Grant, which had reference to the report of the study of Children's Hospital.

(The news release referred to follows:)

NEWS RELEASE, DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC HEALTH EDUCATION AND INFORMATION DIVISION, APRIL 2, 1965

A report of a study of Children's Hospital was released today by Dr. Murray Grant, District Health Director. The study, carried out as a result of congressional inquiries at the time of the Health Department's submission of a supplemental request on behalf of Children's Hospital last year, was performed under contract to the Department of Public Health by Dr. Cecil G. Sheps & Associates of Pittsburgh and the MacNicol, Johnson Co. of New York. Dr. Sheps is a well-known specialist in medical care and hospital administration; the MacNicol, Johnson Co. is a long-established firm of hospital management consultants. The report was designed to explore the reasons for the continuing deficits incurred by Children's Hospital, to develop recommendations for solutions to the financial problems of the hospital and to explore the hospital's future role in the Washington area.

The report reveals the prime cause for the continuing deficit at Children's Hospital to be due to the fact that the patient load at Children's Hospital has consisted increasingly of patients who are indigent or medically indigent and unable to pay hospital bills. At the present time, approximately 97 percent of all outpatient visits and almost half of inpatient care is provided to the medically indigent. Additional pediatric hospital beds have been and are being constructed both in the District of Columbia and in the suburbs in Maryland and Virginia which are entering into direct competition with the services of Children's Hospital. The report predicts that this trend will undoubtedly continue so that Children's Hospital will unquestionably become increasingly a second city hospital for the care of indigent and medically indigent sick children. One of the important recommendations emanating from the study is that Children's Hospital endeavors to establish firm linkages with suburban hospitals in order to strengthen Children's Hospital financially and to reduce this competition with the suburban hospitals. There is no question, the study indicates, that "plans for the expansion of pediatric facilities in the Washington metropolitan area are being projected with inadequate attention to the potential usefulness of the highly developed center at Children's Hospital for the benefit of the children of the entire area." The study clearly shows that the responsibility of Children's Hospital for caring for the indigent sick is much greater than is the case with any other hospital in the Washington area other than those hospitals being operated by the Department of Public Health.

The report indicates that Children's Hospital is an excellent medical facility, providing first-quality care to sick children, having a staff of pediatric specialists unduplicated elsewhere in the Washington area, and providing an outstanding institution for training specialists in pediatrics. On the other hand, the hospital appears to have been developing a program on the assumption that it would be the only pediatric training center in the area. This, the report indicates, has been shown to be incorrect. The report therefore advises that Children's Hospital needs to improve its planning efforts in this connection and suggests that the hospital might well explore the possibility of developing a firm teaching affiliation with the Howard University College of Medicine. The report also recommends that Children's Hospital seek to tighten its affiliations with other medical schools as well as seeking to strengthen its support by the Negro community of the Washington area by such measures as inviting Negro leaders to serve on its Board of Directors. The study also concerned itself with the implications resulting from a possible closing of Children's Hospital and points out that such an event would cause serious immediate difficulties in the Washington area because of the inability of other existing institutions to absorb either the inpatient or outpatient load either quantitively or qualitatively. The report also concludes that there would, furthermore, be a substantial reduction in training facilities and opportunities in the pediatric field.

The report points out that the hospital has had a policy for many years of seeing and treating all patients irrespective of financial means but has not been

in the position of being able to receive reimbursement from many of these patients who do not meet the Health Department's current standards of eligibility. In addition, the hospital appears to be losing money on Blue Cross patients to the tune of more than $100,000 a year. On the other hand, the cost analysis of the hospital's program reveals that its operating costs are not out of line with other similar hospitals elsewhere in the country. The study indicates that as a result of this policy of the hospital in caring for all patients irrespective of financial means and the continuing loss of financial support resulting from this policy it will be forced either to curtail its services or receive additional support from Blue Cross and from the community. In this connection the study recommends that Children's Hospital be recognized as a specialty hospital, different from other general hospitals.

The cost and management study revealed that the admitting and billing procedures at the hospital need to be strengthened; in particular the report recommends the establishment of better preadmission procedures, the development of a discharge center where patients or their relatives would be expected to pay their bill before the patient leaves the hospital, a better followup billing procedure and improved screening and investigation of patients, particularly in the outpatient department and the emergency room. The study recommends that the Department of Public Health furnish a social work investigator at the hospital 7 days a week for the purpose of carrying out a better screening procedure. The management study also revealed that business management or controller functions at the hospital are weak and that there is a serious lack of supervision in that area of the hospital's operations. It also states that internal control over cash, charges to patients, and the control of patients' ledger cards needs considerable strengthening and advises that the hospital should put considerably more effort into collecting accounts. It also states that control of purchasing, storing, and requisitioning of supplies leaves much to be desired.

It is recommended in the report that the hospital review its staffing pattern with a view to determining if it has a surplus in certain areas of the hospital. In this connection, the management study reveals a possible surplus of some 20 staff members. The study revealed that the student nurse training program, which at one time the hospital was considering eliminating because of the possibility that it was costing considerable, is actually not costing the hospital anything because of the fact that the student nurses provided a substantial amount of nursing care during their period of training.

The study also suggests that if it were essential for the hospital to cut costs it might be possible to reduce the staff by an additional 20 employees by eliminating the emergency room at night and carefully scheduling clinic appointments during the day. This would, understandably, produce a reduction in the inpatient load. On the other hand, this would undoubtedly produce a number of problems; for example, it would require patients to travel a farther distance to be seen at the District of Columbia General Hospital Pediatric Unit. It would also change the character of the hospital to a considerable extent.

The cost analysis of the hospital's operations further indicates that while it is true that the hospital has incurred operating losses during the past 10 years, these have been offset to a considerable degree by investment income, voluntary contributions and subsidies so that, in fact, over the period of the last 10 years the hospital's total loss amounted to slightly more than $340,000.

The report further indicates that if Children's Hospital were to close there is no evidence that the existing services could be provided at the District of Columbia General Hospital or elsewhere at lower cost than now obtains at Children's Hospital.

The report concludes by advising that it be generally recognized that Children's Hospital is an excellent community resource for the care of sick children and for the training of specialists in pediatrics and that it must be understood that it is now functioning, and will undoubtedly continue to operate increasingly, as a second public hospital serving primarily the indigent and medically indigent. For these reasons the study indicates that the only way in which it is possible for it to continue to operate in the indefinite future is for the hospital to secure additional financial support from the community, from Blue Cross, and from other third-party payers.

ELIGIBILITY OF CHILDREN'S HOSPITAL PATIENTS

Senator PROXMIRE. I would like to get the complete economic arithmetic here. What proportion of your children patients at Children's Hospital are eligible?

Dr. GRANT. Can I answer that in another way. We did a study last year——

Senator PROXMIRE. Eligibility is determined by the level of family income, is that correct?

Dr. GRANT. That is one of the sources of eligibility. There are several; for example, the residence requirement. They must have lived in the District of Columbia for 1 year. This is a major requirement. We did a study last year that showed if we were to eliminate our eligibility requirements and base eligibility on an individual determination of that patient's family's ability to pay, if we did this Children's Hospital would expect to pick up approximately $100,000 additional per year.

Senator PROXMIRE. I see. I still want to get the percentage.

Dr. GRANT. I understand. We will have to supply that for the record.

(The information requested follows:)

CHILDREN'S HOSPITAL CATEGORIES OF INPATIENT-DAYS' CARE, FISCAL YEAR 1964

		Percent of total
Total days care	54,294	100
Total days paid by Health Department	8,740	16
Total days paid by Group Hospitalization Inc	20,699	38
Total days paid by other insurance	14,282	26
Total days paid by Health Welfare Council	2,720	5
Total days paid by surrounding counties	1,085	2
Total days paid by private patients	3,577	7
Total days care not paid by any source	3,191	6

CHILDREN'S HOSPITAL EMERGENCY ROOM AND CLINIC VISITS, FISCAL YEAR 1964

		Percent of total
Total outpatient clinic visits	76,999	100
Total visits paid by Health Department	31,341	40
Total visits paid by Health Welfare Council	3,171	4
Total visits paid by surrounding counties	1,080	1
Total visits paid by insurance company	3,544	5
Total visits by part-payment cases	26,627	35
Total visits by nonpayment cases	11,236	15

HOSPITAL PER DIEM COST

Senator PROXMIRE. Now those who are eligible you have been receiving $40 and you would receive $34 under the House action.

Dr. GRANT. That is correct.

Senator PROXMIRE. What is the estimated cost by the Children's Hospital people?

Dr. GRANT. Last year's (fiscal year 1963) cost was $41.70.

Senator PROXMIRE. And this year's cost is estimated at what? At any rate it is higher, in the neighborhood of $45 or $46?

Dr. GRANT. $50.03 for fiscal year 1964.

Senator PROXMIRE. All right. Then you have a high percentage of patients I take it who are not eligible because of the various criteria. Either they haven't been here a year, their income is too high but they are unable to pay.

Dr. GRANT. That is correct.

Senator PROXMIRE. Now for those you receive no compensation?

Dr. GRANT. Children's Hospital receives no compensation from the Department of Public Health. They may or may not receive some compensation, less than they do from us, considerably less than that from the hospital service agency which is a UGF organization.

PATIENTS INELIGIBLE AND UNABLE TO PAY

Senator PROXMIRE. Can you give us any idea of the proportion, roughly, of Children's Hospital patients who fall into this category—the category of being ineligible and unable to pay?

Dr. GRANT. Yes; I have that figure. I don't have it with me but I will supply it for the record.

Senator PROXMIRE. Supply it for the record. But right now, so I can get a feel for it, would this be 20 or 30 percent?

Dr. GRANT. It's somewhere between 30 and 50 percent.

Senator PROXMIRE. It is that high? Thirty to fifty percent get no compensation at all?

Dr. GRANT. Not from the Department of Public Health.

Senator PROXMIRE. Only from the hospital services?

Dr. GRANT. That is correct.

Senator PROXMIRE. The others are private patients?

Dr. GRANT. Yes, sir.

Senator PROXMIRE. And for them you receive full compensation?

Dr. GRANT. Children's Hospital does.

(The information requested follows:)

Six percent of inpatient days and 15 percent of outpatient visits, no payment; 5 percent of inpatient days and 4 percent of outpatient visits, paid by Health Welfare Council; 35 percent of outpatient visits, part pay.

RATES PAID TO CHILDREN'S HOSPITAL BY SURROUNDING COUNTIES

Senator BYRD. What are the rates paid by the surrounding counties for patients at Children's Hospital?

Dr. GRANT. We will have to supply that for the record.

Senator BYRD. Would you also give us some indication of the patient load that comes from surrounding counties.

Dr. GRANT. Yes. I can tell you a little about that right now, Mr. Chairman. In terms of outpatient care, practically none come from surrounding counties. They are almost entirely Washingtonians in terms of outpatient care. It's roughly 50 percent total patients that come from surrouding counties inpatient.

Senator BYRD. Would you break down those counties and give us the rates for the record.

Dr. GRANT. Yes, sir.

(The information requested follows:)

CHILDREN'S HOSPITAL RATES OF REIMBURSEMENT, FISCAL YEAR 1965

Department of Public Health (inpatient)	$40.00
Department of Public Health (outpatient)	6.75
Health and Welfare Council (inpatient)	25.00
Health and Welfare Council (outpatient)	3.00
Arlington, Alexandria, Fairfax Counties (inpatient)	42.00
Arlington, Alexandria, Fairfax Counties (outpatient)	3.00
Montgomery County (inpatient)	38.50
Montgomery County (outpatient)	3.00
Prince Georges County (inpatient)	34.00
Prince Georges County (outpatient)	3.00

CHILDREN'S HOSPITAL ALLOTMENT

Senator YARBOROUGH. I was looking for a separate budget. Do you have a separate budget for Children's Hospital?

Dr. GRANT. I have, Senator; yes. We have an allotment this year of $653,880.

HOUSE REDUCTION OF RATE OF REIMBURSEMENT

Senator YARBOROUGH. And I believe the House cut back the rate of reimbursement each day of inpatient care supplied to indigent persons eligible for that assistance. Is that right?

Dr. GRANT. Yes.

Senator YARBOROUGH. You had it increased last year and cut it back?

Dr. GRANT. Yes.

Senator YARBOROUGH. How much was cut off from that?

Dr. GRANT. $90,000.

Senator YARBOROUGH. Your total budget of $653,000 by $90,000?

Dr. GRANT. That is correct.

Senator YARBOROUGH. That is a pretty big cut it looks to me to cut off that much from a $653,000 budget. I believe the summaries will include the data we have, but I think that merits very serious consideration, that reduction of Children's Hospital by the House.

DEPARTMENT MANAGEMENT ANALYST AND CLERK-TYPIST

Senator BYRD. The next item is for one management analyst and one clerk-typist.

Dr. GRANT. Mr. Chairman, one of the most important things that have to be done in the Department, and I have alluded to this at least in the past 2 years and I must allude to it again, is for the development of definitive manuals of policies and procedures for all of the Department's programs. This is essential if the staff of the Department are to know what their job is, how the program operates and how they fit into it. Unfortunately, the Department has been singularly lacking in these kinds of manuals. We are developing them steadily with our existing staff of management analysts, but we have a tremendous number of these manuals to develop. I have already alluded to one in the pharmacy program. This is a tremendous document and takes a considerable time to develop. We have at the present time five management analysts and a secretary. We are asking for one additional analyst and a secretary to add to this program. I think is an important program for us to move ahead.

Senator BYRD. Now what is in your base for this item?

Dr. GRANT. In total funds requested $14,355.

Senator BYRD. And did you request these same positions last year?

Dr. GRANT. We did not request an analyst last year. I do not think we were granted one last year. The base for this item is $33,164. We were not given an analyst last year.

Senator BYRD. Did the House allow you any more positions in this division?

Dr. GRANT. No, sir.

MENTAL HEALTH AND RETARDATION PROGRAM PLANNER AND SECRETARY

Senator BYRD. Your program planning section.

Dr. GRANT. Mr. Chairman, this is a request for a program planner in the mental health and retardation field plus a secretary. These are currently federally funded positions that will expire. We feel that our state of planning in the mental health and mental retardation fields are at the point where we feel it would be a mistake to eliminate these people from our payrolls. We ask their funding with District funds at this time.

Senator BYRD. Did Congress allow any positions for this category last year?

Dr. GRANT. Not for this purpose, Mr. Chairman.

PROGRAM PLANNING PRIORITY

Senator BYRD. Of the two sections which would you say would have the greater priority as between your program planning section and your management analysis positions?

Dr. GRANT. I think I would have to say program planning if I were to have a choice.

Senator BYRD. If the program planner were allowed would it be absolutely imperative that an additional secretary be allowed?

Dr. GRANT. Yes, sir. One of our real shortages in the Department is secretarial assistance, and a great deal of the work of these people has to be recorded.

Senator BYRD. Does that complete your requests?

Dr. GRANT. Yes, Mr. Chairman.

ALCOHOLIC REHABILITATION PROGRAM

Senator BYRD. How are you coming along with the alcoholic rehabilitation program?

Dr. GRANT. The number of patients in this program has increased in the past year. We have a considerable number of plans in this area. One of the things that we are trying to do is develop some rather definite alcoholic rehabilitation programs in connection with our community mental health center program, the first of these being at District of Columbia General Hospital, and we are actually developing right now services in this particular field aimed at providing a total gamut of inpatient-outpatient day care operations for the alcoholic. We also are hoping to develop a program in which we provide a center close to a downtown location in an area where a considerable number of alcoholics are found. We are hoping to develop a program under which these alcoholics would be provided with immediate 24-hour care service. We haven't done this yet but we are in the planning phases of doing this at the present time.

REDUCTION OF PILFERAGE AND CONTROL OF DRUGS IN HOSPITAL

Senator BYRD. Were you able to stop the pilferage at the hospital to a considerable degree? Also, while you are answering that question let us know how you are coming in connection with the procedures that were established for the dispensation of drugs.

Dr. GRANT. I think, Mr. Chairman, that we made real strides in reducing the pilferage and in insuring controls that would reduce to a considerable extent this problem. I think I alluded to some of this in our opening statement. I can add to this. We have done a great deal in this area. We also have spent a great deal of time in developing this manual that I mentioned which is a very important document, Mr. Chairman, because it indicates clearly what the responsibility of each person is and what controls will be exercised over drugs. We are about to move the whole drug control program onto a computer which I think will be a tremendous stride because one of our problems has been that we have a lot of manual operations posting the drugs from one place to another and this has been a source of error. We think we can reduce or eliminate this substantially by placing this on a computer. I think we will be able to have a much better control over this program.

ACTION RESPECTING INDIVIDUALS ACCUSED OF DRUG THEFTS

Senator BYRD. Would you indicate for the record the action that was taken against the persons who were thought to have participated in the drug thefts?

Dr. GRANT. I can tell you now if you wish me to, Mr. Chairman. There were three people involved. Two of these as a matter of fact have now been placed back in the Health Department as a result of the action by the courts and one of them has been removed.

Senator BYRD. What action do you refer to by the courts?

Dr. GRANT. These are three individuals working in the pharmacy who were originally suspended well over a year ago. This action was taken after the initial investigations were made. These individuals had trials and appealed, and the final action taken was to sustain the removal of one individual but to require that two individuals be placed back into the Department.

DISCIPLINARY ACTION AGAINST PERSONS INVOLVED IN LOSS OF DRUGS

Senator BYRD. What further action was taken in connection with the one individual who was removed, if any, to regain the losses?

Dr. GRANT. I don't know the answer to that. Insofar as I am aware it has not been possible to recoup any losses. I believe that the drugs have disappeared, as it were, and, of course, he doesn't admit to this and, therefore, it has been very difficult to locate the source of the drugs or to recoup any of the funds.

Senator BYRD. Well is there a case pending against this one individual?

Dr. GRANT. I think the docket has been cleared on this item and I don't know where the situation stands except I know he has been removed from the Department.

Mr. TOBRINER. There was a thorough investigation of this whole incident by the district attorney's office, and the district attorney

either indicated that he hadn't sufficient evidence to present to the grand jury or if he did present it, the grand jury failed to return an indictment.

Senator BYRD. I wonder if we might have a statement for the record, Mr. Tobriner, from the district attorney?

Mr. TOBRINER. Yes, sir.

(The information requested follows:)

U.S. DEPARTMENT OF JUSTICE,
OFFICE OF THE UNITED STATES ATTORNEY,
Washington, D.C., May 17, 1965.

HON. WALTER N. TOBRINER,
President, Board of Commissioners of the District of Columbia, Washington, D.C.

DEAR MR. TOBRINER: I understand that during the course of the recent hearings on the District budget before Senator Byrd, the Senator asked that there be included in the record a statement from our office on the disposition of the investigation of alleged drug theft from the District of Columbia General Hospital. As you will recall, during the spring and summer of 1962 large quantities of drugs received at District of Columbia General Hospital disappeared. A thorough police investigation was undertaken immediately. In the late summer of 1962 I ordered full-scale grand jury inquiry. During the next 18 months a great number of witnesses were interviewed and a considerable quantity of documentary evidence was received and studied. A careful review of all the evidence that had been developed indicated that no criminal prosecution was warranted. The evidence did indicate that large quantities of drugs indeed were unaccounted for but failed to establish large-scale theft. Evidence of isolated instances of theft did appear. However, in those instances it was our judgment that no successful prosecution could be maintained because of the lack of specificity and generally poor quality of the evidence which could be used to support the charges.

The investigation did result in the development of much tighter physical security measures at the hospital. In addition a much more efficient inventory system has also resulted.

In March of 1964, as you will recall, we made available to the Commissioners all investigative reports relevant to the District government's interest so that all appropriate administrative action might be taken.

Sincerely yours,

DAVID C. ACHESON, *U.S. Attorney.*

VALUE OF STOLEN DRUGS

Senator YARBOROUGH. Mr. Chairman, what was the total value loss? I read some newspaper articles at the time that indicated quite a large volume of drugs had been wrongly taken away by people having access to them.

Mr. FRY. The stated retail value of the drugs was stated at $90,000.

Senator YARBOROUGH. Retail value $90,000.

Mr. FRY. Yes, sir.

Senator YARBOROUGH. And you thought in the opinion of the administrators that there were three people involved?

Mr. FRY. Yes, sir.

Senator YARBOROUGH. But the courts on their complaint reinstated two of them and you still have them, and on the other there was either a failure to prosecute or failure to convict. I concur with the chairman. If things of that value are taken away it would seem to me there would not be much deterrent if there was no finding or successful disciplinary action against somebody that wrongly appropriated the drugs that belonged to the whole people of this District and the Nation.

Senator PROXMIRE. What was the actual cost loss? You say the retail value. There is an enormous difference in the retail value and the cost to the hospital, isn't there?

Mr. FRY. There is a large difference. I can't give you that figure. I do remember it was stated as being at retail value.

(Further research revealed the cost of the stolen drugs at District of Columbia General Hospital to be $91,620.)

DISPOSITION OF STOLEN DRUGS

Senator YARBOROUGH. What were the people taking the drugs doing, selling them in the black market?

Mr. FRY. Certain of these drugs were in private drug stores and could be identified by the serial numbers on the bottles that had been placed there by the manufacturers. That is the way it was discovered.

Senator YARBOROUGH. They were either bootlegging or black marketing, whatever term applies.

Mr. FRY. Yes, sir.

Senator YARBOROUGH. How were they getting into the retail drug stores? Were the retailers buying from them direct or did they have some fence?

Mr. FRY. The Department was not given the details as to how these things occurred, but I believe that the district attorney in his report would have these details.

Senator YARBOROUGH. Well I trust that the district attorney prosecuted this with the utmost vigor. It should have been. Expensive drugs that are as badly needed and as difficult a time as we have of getting adequate appropriations for this purpose for the District, and then have drugs wrongly appropriated and sold through some fence or black market or undercover operation to other channels is a type of activity that must be eliminated.

Senator PROXMIRE. As I understand it, the GAO looked into this and new procedures have been set up to prevent this in the future.

SAFEGUARDS TO PREVENT THEFT OF DRUGS

Dr. GRANT. We have initiated new procedures, yes. In fact, we have made a very substantial number of changes in relation to the pharmacy.

Senator YARBOROUGH. To make it much more difficult for anyone to wrongfully take these drugs out?

Dr. GRANT. Yes, sir.

Senator BYRD. In your judgment would you say that the safeguards are adequate and they have been fully implemented and there is no indication whatsoever on the basis of watchful investigation that drugs are presently being taken out of the hospital?

Dr. GRANT. To my knowledge, at the present time, Senator, that is correct. I would say that we have taken as many steps as I know we could take reasonably to reduce this possibility to a minimum. It is very difficult, as you know, in an institution as large as a hospital to avoid some pilferage. This is true of any hospital. It happens at any hospital. But our job is to endeavor to insure that the controls we establish are such that we can try to reduce this to an absolute minimum. I think we have endeavored to do this.

Senator BYRD. In connection with the drugs.
Dr. GRANT. Yes, sir.

FISCAL YEAR 1964 PILFERAGE

Senator BYRD. In regard to pilferage will you supply for the record information which would indicate the items that have been stolen over the past year.

Dr. GRANT. Over the past year? I don't think we know of any that has been stolen over the past year, Mr. Chairman. I am not aware of any.

Senator BYRD. What about automobile tires and so forth?

Dr. GRANT. Oh yes; we can supply for the record those items that have been removed or stolen in the parking lot insofar as we are aware. But this is a problem.

(The information requested follows:)

ARTICLES STOLEN AT DISTRICT OF COLUMBIA GENERAL HOSPITAL, FISCAL YEAR 1964

Date	*Articles stolen*
July 4, 1963	Doctor's bag (Dr. Moede).
July 12, 1963	Money, $15.
July 19, 1963	Wallet containing money, student nurse.
July 23, 1963	Battery stolen from truck.
Do	Flashlight (Dr. Kazimias).
July 30, 1963	Microscope, laboratory.
Aug. 7, 1963	Wallet.
Aug. 18, 1963	TV set from new doctors residence.
Aug. 19, 1963	Cigarettes from blood bank.
Aug. 23, 1963	Several items in automobile (Dr. Connor).
Sept. 3, 1963	Check for $69 (Dr. Rosenthal).
Do	4 wheels from car.
Sept. 10, 1963	Watch (Dr. Ghazarian).
Sept. 11, 1963	Moneys from rooms 221, 223, and 217, AAHall.
Sept. 12, 1963	Money from patient.
Sept. 20, 1963	Car (Mrs. Lottie Webb).
Sept. 23, 1963	Spare tire and golf clubs.
Do	Spare tire and wheel.
Sept. 27, 1963	Money from patients.
Oct. 7, 1963	Eye instruments.
Oct. 16, 1963	Curtains from orthopedic conference room.
Oct. 21, 1963	Camera (Dr. Zohn).
Oct. 25, 1963	Auto battery.
Nov. 19, 1963	Tape recorder from PCRC.
Nov. 25, 1963	Car battery (Dr. Springer).
Nov. 27, 1963	Microscope lamp transformer, laboratory.
Do	Cuff links.
Dec. 6, 1963	Doctor's bag.
Dec. 10, 1963	Purse containing $150.
Dec. 11, 1963	Money, $15.
Dec. 15, 1963	Automobile battery.
Jan. 4, 1964	Money, $6.
Jan. 11, 1964	Radio.
Do	Car, Pontiac (employee).
Jan. 16, 1964	Wallet.
Jan. 17, 1964	Car, Chevrolet (employee).
Jan. 20, 1964	Money ($33.75) and watch.
Jan. 28, 1964	Typewriter, District of Columbia General Hospital property.
Feb. 10, 1964	Equipment (fixation forcep and utility forcep).
Feb. 11, 1964	Spray gun and spray gun motor.
Do	Clarinet.
Feb. 13, 1964	Purse (containing 20 cents).

Feb. 17, 1964	Clothes, maintenance.
Feb. 21, 1964	White cotton pants.
Feb. 21, 22, and 23	1 ½ inch drill motor, 3 sets extra long allen wrenches, 1 pair scissors, 4 Phillips screwdrivers, 2 pair pliers, 2 ½ by 9/16 inch box wrenches, 1 stat wrench, 1 ¼ inch valve wrench, 1 flat file, 1 ⅜ inch valve wrench, maintenance.
	1 pair needle nose pliers, 2 pair side cutters, 1 electrical knife, 2 pair regular pliers, 2 pair channel locks, 4 regular screwdrivers, 1 ⅜ by 7/16 inch box wrench, 2 8 inch crescent wrenches, screwdriver, 1 pair wire strippers, 1 round file, maintenance.
Feb. 29, 1964	Money, $3.
Mar. 2, 1964	Purse containing $26.
Mar. 9, 1964	Gloves.
Mar. 16, 1964	Leather jacket.
Do	Wrench, maintenance.
Mar. 24, 1964	Wallet, no money.
Mar. 25, 1964	Radio, patient.
Mar. 28, 1964	Battery from air compressor, maintenance.
Mar. 31, 1964	Coin purse, watch, rosary beads, patient.
Apr. 2, 1964	Gloves, patient.
Apr. 3, 1964	Spare tire.
Apr. 7, 1964	Hoover vacuum loaned to telephone men.
Apr. 13, 1964	Car battery.
Apr. 17, 1964	Wallet containing $7.
Apr. 18, 1964	Money, $10.
Apr. 20, 1964	Money, $10 (employee).
May 20, 1964	Turkey (valued at $8.23)—food-service section.
May 24, 1964	Radio (employee).
Do	Do.
June 4, 1964	Money—$40 (patient).
June 7, 1964	Radio (patient).
Do	Money ($1).
June 27, 1964	Equipment (Otoscope from MA–4).

PRESENT THEFT SITUATION

Senator BYRD. Has this been decreasing? You do have a fence now, do you not?

Dr. GRANT. We do have a fence not completed because of the construction program, but we do have part of a fence up.

Senator BYRD. Is this pilferage on the decrease in the parking lot?

Dr. GRANT. I haven't had a recent report on this that would compare it with what happened previously.

Senator BYRD. To the best of your knowledge——

Dr. GRANT. To the best of my knowledge it has not decreased substantially. It may be this will change when the construction program is completed, when the fence is completed, and when we have guards posted at each gate. This is not possible at the present time.

NUMBER OF GUARDS AT PRESENT TIME

Senator BYRD. How many guards do you have at the present time?

Dr. GRANT. We have a total of eight.

Senator BYRD. You did not ask for any additional positions?

Dr. GRANT. Yes, sir; we did.

Senator BYRD. Did the House allow them?

Dr. GRANT. No, sir.

Senator BYRD. You are not asking them to be restored?
Dr. GRANT. I don't believe it is in our appeal.
Senator BYRD. How many positions are involved?
Dr. GRANT. We requested four, Mr. Chairman.
Senator BYRD. And they were disallowed.
Dr. GRANT. I am sorry—they were allowed.
Senator BYRD. So you now have 12?
Dr. GRANT. That is correct.
Senator BYRD. Now you have had no typewriters stolen this past year?
Dr. GRANT. From within the building, no, sir; I don't think so. Most of the pilferage that has been going on, most of the problems have been within the parking area.

VENEREAL DISEASE PROGRAM

Senator BYRD. Now as to the veneral disease program, tell us how that is progressing.
Dr. GRANT. I think it has been moving along quite well. There has been a decrease from 696 in the primary and secondary syphilis in the previous year to 576 this year, a reduction of 120 cases, and it appears from the preliminary figures for this year, 1965, that this decrease is tending to continue. It is hard to know whether this will continue. We hope it will. We are, however, carrying on a very aggressive program in following up and are hopeful of continuing this in the future.
Senator BYRD. Would you indicate for the record the percentage of those cases which are brought to your attention which are white and which are nonwhite and the precent that are male and the percent that are female?
Dr. GRANT. We can supply that.
Senator BYRD. We get this information every year so we are just bringing it up to date.

DECREASE IN PRIMARY AND SECONDARY INFECTIONS

Senator YARBOROUGH. You have noted this decrease, this reduction, in the number of primary and secondary syphilis. Do you regard that as an indication of decline, for instance, of the incidence of syphilis in the District of Columbia or is there a possibility that they all didn't ask for treatment, nor found for treatment, nor reported for treatment?
Dr. GRANT. That is always a very difficult question to answer. Over a period of years syphilis has been on the increase in the District of Columbia as it has been in other parts of the country. We had with the substantial assistance of the Congress launched a very aggressive program aimed primarily at finding the cases and getting them under treatment. One would hope that this kind of program will ultimately produce effects. Now what it will do initially, of course, is to raise the number of cases you find. A good program will produce more cases rather than less. But you will eventually reach a zenith

and begin to decline if your program is effective. We are hopeful that this was in fact the case last year.

Senator YARBOROUGH. That you did reach the zenith and that the reduction is not merely due to poor reporting or to failure——

Dr. GRANT. I don't think so. I think the reporting is better than it was 7 years ago. Now whether the next year will show this to be true and like many statisticians I would like to see what happens 5 years from now.

Senator YARBOROUGH. I share that concern with you. The chairman has asked for certain statistical data about people. I don't believe he included age.

Senator BYRD. No, I did not.

Senator YARBOROUGH. Would it be possible to include the age bracket of these people? It would be helpful to know the ages.

Dr. GRANT. Most cases of primary and secondary syphilis are in the 15–25-year age.

Senator YARBOROUGH. Do you know offhand what percent of the total would be in that age bracket? There is a lot of difference in people 15–25.

Dr. GRANT. I don't know what the percentage would be in each of those ages.

Senator YARBOROUGH. You have a further breakdown in 15–25?

Dr. GRANT. Oh yes. We have a breakdown and we will supply that for the record.

Senator YARBOROUGH. Thank you, Mr. Chairman.

(The information requested follows:)

Venereal Disease Cases and Case Rates by Stage and Disease—District of Columbia, Fiscal Years 1955–64

All races

Venereal disease	Number of cases									
	1964	1963	1962	1961	1960	1959	1958	1957 [1]	1956 [1]	1955 [1]
Total, venereal disease	12,110	10,327	10,449	11,706	14,092	12,700	10,921	11,830	12,414	13,267
Syphilis, total	1,720	2,008	1,926	2,403	2,494	1,910	1,647	1,968	1,900	2,563
Primary and secondary	576	696	701	547	466	172	131	109	36	51
Early latent	342	347	329	394	432	355	267	300	263	422
Late and late latent	741	920	857	1,427	1,555	1,346	1,213	1,520	1,570	2,020
Congenital	61	42	38	35	41	37	36	39	31	70
Not stated		3	1							
Gonorrhea	10,216	8,137	8,259	8,863	11,215	10,651	9,196	9,785	10,412	10,514
Other venereal disease	174	182	264	440	383	139	78	77	102	190
	Rate per 100,000 population									
Total, venereal disease	1,508.1	1,286.1	1,319.5	1,495.2	1,822.2	1,636.8	1,384.5	1,502.0	1,593.2	1,674.1
Syphilis, total	214.2	250.1	243.2	306.9	322.5	246.2	208.8	249.9	243.8	323.4
Primary and secondary	71.7	86.7	88.5	69.9	60.3	22.2	16.6	13.8	4.6	6.4
Early latent	42.6	43.2	41.5	50.3	55.9	45.8	33.8	38.1	33.8	53.2
Late and late latent	92.3	114.6	108.2	182.3	201.1	173.5	153.8	193.0	201.5	254.9
Congenital	7.6	5.2	4.8	4.5	5.3	4.8	4.6	5.0	4.0	8.8
Not stated	0	.4	.1	0	0	0	0	0	0	0
Gonorrhea	1,272.2	1,013.3	1,042.9	1,132.1	1,450.1	1,372.7	1,165.8	1,242.4	1,336.2	1,326.7
Other venereal disease	21.7	22.7	33.3	56.2	49.5	17.9	9.9	9.8	13.1	24.0

[1] Includes military.

NOTE.—Rates based on estimated midyear population; 1964 rates based on 1963, estimated population.

White

Venereal disease	Number of cases									
	1964,	1963	1962	1961	1960	1959	1958	1957 [1]	1956 [1]	1955 [1]
Total, venereal disease	941	642	578	750	797	546	440	490	460	646
Syphilis, total	352	282	238	337	317	245	235	257	240	368
Primary and secondary	72	69	48	67	47	20	14	7	5	7
Early latent	36	37	28	43	45	35	19	22	22	20
Late and late latent	232	171	159	221	221	188	198	225	211	332
Congenital	12	3	3	6	4	2	4	3	2	9
Not stated		2								
Gonorrhea	583	352	326	392	469	298	204	232	214	271
Other venereal disease	6	8	14	21	11	3	1	1	6	7
	Rate per 100,000 population									
Total, venereal disease	283.1	193.1	170.2	218.6	230.2	152.6	116.5	125.4	113.8	147.2
Syphilis, total	105.9	84.8	70.1	98.2	91.5	68.5	62.2	65.8	59.4	83.8
Primary and secondary	21.7	20.8	14.1	19.5	13.6	5.6	3.7	1.8	1.2	1.6
Early latent	10.8	11.1	8.2	12.5	13.0	9.8	5.0	5.6	5.4	4.6
Late and late latent	69.8	51.4	46.8	64.4	63.8	52.5	52.4	57.6	52.2	75.6
Congenital	3.6	.9	.9	1.7	1.2	.6	1.1	.8	.5	2.0
Not stated	0	.6	0	0	0	0	0	0	0	0
Gonorrhea	175.4	105.9	96.0	114.3	135.4	83.3	54.0	59.4	52.9	61.7
Other venereal disease	1.8	2.4	4.1	6.1	3.2	.8	.3	.3	1.5	1.6

[1] Includes military.

NOTE.—Rates based on estimated midyear population; 1964 rates based on 1963 estimated population.

Nonwhite

Venereal disease	Number of cases									
	1964	1963	1962	1961	1960	1959	1958	1957 [1]	1956 [1]	1955 [1]
Total, venereal disease	11,169	9,685	9,871	10,956	13,295	12,154	10,481	11,340	11,954	12,621
Syphilis, total	1,368	1,726	1,688	2,066	2,177	1,665	1,412	1,711	1,660	2,195
Primary and secondary	504	627	653	480	419	152	117	102	31	44
Early latent	306	310	301	351	387	320	248	278	241	402
Late and late latent	509	749	698	1,206	1,334	1,158	1,015	1,295	1,359	1,688
Congenital	49	39	35	29	37	35	32	36	29	61
Not stated		1	1							
Gonorrhea	9,633	7,785	7,933	8,471	10,746	10,353	8,992	9,553	10,198	10,243
Other venereal disease	168	174	250	419	372	136	77	76	96	183
	Rate per 100,000 population									
Total, venereal disease	2,373.4	2,058.0	2,182.9	2,491.1	3,113.0	2,907.0	2,550.1	2,856.4	3,187.7	3,569.3
Syphilis, total	290.7	366.8	373.3	470.0	509.7	398.2	343.6	431.0	442.7	620.8
Primary and secondary	107.1	133.2	144.4	109.1	98.1	36.4	28.5	25.7	8.3	12.4
Early latent	65.0	65.9	66.6	79.8	90.6	76.5	60.3	70.0	64.3	113.7
Late and late latent	108.2	159.2	154.4	274.2	312.4	277.0	247.0	326.2	362.4	477.4
Congenital	10.4	8.3	7.7	6.6	8.7	8.4	7.8	9.1	7.7	17.3
Not stated	0	.2	.2	0	0	0	0	0	0	0
Gonorrhea	2,047.0	1,654.3	1,754.3	1,926.1	2,516.1	2,476.2	2,187.8	2,406.3	2,719.5	2,896.8
Other venereal disease	35.7	37.0	55.3	95.3	87.1	32.5	18.7	19.1	25.6	51.8

[1] Includes military.

NOTE.—Rates based on estimated midyear population; 1964 rates based on 1963 estimated population.

Cases of gonorrhea by age, color, and sex: District of Columbia, fiscal years 1963 and 1964

Age	1964					1963				
	Total	White		Nonwhite		Total	White		Nonwhite	
		Male	Female	Male	Female		Male	Female	Male	Female
Total	10,216	378	205	6,968	2,665	8,137	247	105	5,591	2,194
Under 10	13			5	8	24	1	1	3	19
10 to 14	99	1	2	39	57	56	1		18	37
15 to 19	1,982	36	26	1,204	716	1,506	29	23	894	560
20 to 24	3,602	121	41	2,520	920	2,943	71	25	2,054	793
25 to 29	1,890	71	13	1,384	422	1,499	41	12	1,096	350
30 to 34	1,084	41	13	806	224	849	27	10	649	163
35 to 39	675	31	16	488	140	584	35	9	417	123
40 to 44	409	18	32	267	92	338	16	9	250	63
45 to 49	235	18	17	148	52	141	7	1	95	38
50 and over	163	16	35	88	24	118	8	12	74	24
Not stated	64	25	10	19	10	79	11	3	41	24

Source: Biostatistics Section, May 10, 1965.

Civilian cases of primary and secondary syphilis by age, color, and sex: District of Columbia, fiscal years 1963 and 1964

Age	Total	1964				Total	1963			
		White		Nonwhite			White		Nonwhite	
		Male	Female	Male	Female		Male	Female	Male	Female
Total	576	55	17	330	174	696	52	17	392	235
Under 10	1				1	1	1			
10 to 14	5			2	3	5			1	4
15 to 19	76		1	36	39	98	2	3	57	36
20 to 24	157	10	9	91	47	185	8	6	99	72
25 to 29	122	9	3	83	27	149	13	1	85	50
30 to 34	80	11		49	20	110	8	2	67	33
35 to 39	56	12	2	27	15	64	6		36	22
40 to 44	31	3		19	9	34	5	1	16	12
45 to 49	26	5	1	12	8	16	2	2	9	3
50 and over	17	3	1	10	3	17	1		15	1
Not stated	5	2		1	2	17	6	2	7	2

THE MARY ETHEREDGE CASE

Senator BYRD. Dr. Grant, you are familiar with the Etheridge case, are you not?

Dr. GRANT. Yes, sir.

Senator BYRD. Would you indicate what the autopsy showed in this case?

Dr. GRANT. Yes, sir. The autopsy showed a large blood clot in the lungs, the kind of blood clot that most commonly occurs as a result of a thrombosis occurring in a vein of the legs which then moves ahead and gets lodged into the lungs and causes death. This is not uncommon. It is quite common. It occurs particularly after operations of various kinds. It occurs even without operations. It occurs most commonly in older people but it can occur and does occur in young people. We did look for varicose veins in this lady or other evidences which would indicate a possible site of a blood clot in the legs. We didn't find this but again this is not tremendously unusual. You

don't always find the original source. We do believe, Mr. Chairman, the undoubted source of this blood clot was a vein in the leg.

Senator BYRD. Was there any evidence of malnutrition?

Dr. GRANT. To the best of my knowledge; no, sir, there was no evidence of growth malnutrition.

Senator YARBOROUGH. I have no questions, Mr. Chairman.

Senator BYRD. Could you tell us something about the psychiatric care she was receiving?

Dr. GRANT. I am unaware that she was, in fact, receiving psychiatric care. When she landed at District of Columbia General Hospital she was found to be an obvious psychiatric patient, platatonic schizophrenia, which is common in that age group. This was a very difficult patient to examine because of this condition. She had not previously been under treatment for this condition to my knowledge.

Senator YARBOROUGH. Mr. Chairman, I would like to ask a question on another subject.

Senator BYRD. Have you indicated, Dr. Grant, all of the sources from which this blood clot could have originated? You indicated that usually they come from varicose veins. From what other source, if there be others?

Dr. GRANT. Mr. Chairman, a blood clot of this kind could come from any place in the body. However, there are many kinds of blood clots. This kind of very large clot that was found in the autopsy is the kind that almost always comes from a vein in the lower extremeties, somewhere in the legs or in that region, and our best estimate would be that this is where it indeed did come from. It could come from anywhere in the body, but this would be our best estimate of where it did come from.

Senator BYRD. But there was no indication of a recent operation from which the clot could have come?

Dr. GRANT. No, sir.

PESTICIDE PROGRAM

Senator YARBOROUGH. Dr. Grant, on page 8 of your statement you discuss the widespread occurrence of pesticide chemicals in the milk and food supply, and the statement there was that with the laboratory samples of milk taken showed that over 90 percent of the samples were positive as to the occurrence of these pesticide chemicals and to get this knowledge the Department feels you need a strong program for the sampling of pesticide residue and control programs to protect the public from these chemicals in the milk, food, water, and other components of the environment. Do you have adequate money in this budget to let you take the number of samples you need to take to protect the people from the presence of these pesticide residues in the food, the water, and the milk and the other components of the environment of man?

Dr. GRANT. Senator, we have no funds in this budget for this purpose. We did include in our budget as submitted to the House an item to provide this kind of service.

Senator YARBOROUGH. What would that cost?

Dr. GRANT. We put in an item of roughly $120,000 on an annual basis.

Senator YARBOROUGH. Did the House disallow it?

Dr. GRANT. It was disallowed.

Senator YARBOROUGH. Have you asked it to be reinstated here?
Dr. GRANT. This was not appealed as an item.

RESTORATION REQUESTED FOR PESTICIDE PROGRAM

Senator YARBOROUGH. Mr. Chairman, I want to call attention to this item on page 8. There are no funds in here at all for this environmental health test. Five thousand samples were needed last year, and in all the tests they got with the assistance of the Food and Drug Administration over 90 percent of the samples were positive that there were pesticide chemicals in the food. We know that in the great urban centers of America this is one of the biggest problems of man: contamination of his food and water and milk that he drinks and other elements of the air. I want to suggest that we put this in the budget. It isn't in there now. The House struck it out.

Senator BYRD. How much is the amount involved?

Dr. GRANT. It is $120,000 on an annual basis.

Senator BYRD. You did go before the House requesting it?

INCREASE IN PESTICIDES IN MILK, FOOD, AND WATER

Dr. GRANT. Yes, sir; we did and we felt, as we do now, that this is an important item in the budget. This is an area that is moving on a somewhat uncharted course at the present time. We know relatively little about the dangers of these pesticides as they now exist except that we do know that the amount of these pesticides in milk, food, and water is continuing to increase. There is a good deal of research going on in the Nation in this area, but we have no way whatever of maintaining surveillance in this area at the present time.

Senator BYRD. I find nothing in the House report to indicate their reason for deleting the item. Do you have any thoughts?

Dr. GRANT. No; I do not know. I think I did place a rather strong emphasis on this item to the House.

Senator YARBOROUGH. It seems to me that it is very important with the research going on in universities and other places, and we couldn't get the benefit of it in the District unless we have statistical data here to show what the actual situation is. I want to suggest that at the proper time this be reinstated. You say now you have no funds for this?

Dr. GRANT. No, sir.

Senator YARBOROUGH. And your request for $120,000, what roughly would that do in a year?

Dr. GRANT. That would enable us, first, to pick up samples in various places in and around Washington in the whole area, to take it to our laboratory and to examine them definitively for various kinds of pesticides, and to establish a controlled surveillance program that we absolutely cannot do at the present time.

Senator YARBOROUGH. Now you say to maintain acceptable tolerance levels, that acceptable levels are being determined by research in other institutions, but you have no way of knowing the contamination in this food and milk whether you can bring it to acceptable levels of tolerances.

Dr. GRANT. Yes, sir.

Senator YARBOROUGH. It seems to me this is a very important matter. At the proper time in the executive committee—we don't have this supporting data in the record—I would like for this data that you presented to the House. To save time please put it in the record.

Dr. GRANT. We will be glad to submit it for the record.

(The information requested follows:)

PESTICIDE RESIDUE PROGRAM, $102,267

This request is for nine positions, six chemists (one GS–13, one GS–12, two GS–11's and two GS–9's), one physical science aid (GS–4), one clerk-typist (GS–4) and one messenger (GS–3) to develop a laboratory program in the field of pesticide residues. $11,250 is needed for hoods, tables, and other laboratory furniture, $32,000 is needed for the purchase and installation of equipment and instruments such as scales, ovens, evaporators, and microcoulemetric gas chromatographs, and $2,000 is needed for a panel truck. The requested staff, laboratory facilities, and truck will permit collection and examination annually of about 5,000 samples for pesticide residues which is the estimated number required for an adequate surveillance program.

The specific number of positions requested is based on the average time required to prepare, analyze, and complete the reports for the estimated number of samples to be processed. This was determined from a survey and study of several programs in other parts of the country.

The widespread use of pesticides, many of them potentially harmful, has resulted in pesticide residue appearing with increased frequency in a variety of foodstuffs, particularly in milk, and in surface water supplies. A public health pesticide residue program should include routine examination of various types of foods, milk, water, soil, and other components of the environment.

Analysis for pesticide residues is a specialized field requiring trained laboratory personnel and extensive instrumentation. Presently, the Department has neither the required facilities nor the personnel for such examinations. Since March 1964, the Food and Drug Administration Laboratory in Baltimore, Md., has examined about 10 samples (milk only) per week to assist the Department. This limited number represents only about 15 percent of the number of samples considered adequate for surveillance of pesticide residues in milk and does not include any examinations of other foods, water, soil, or other samples taken from the environment. 3,400 or more samples of milk and milk products will be collected annually for pesticide residue testing in the proposed surveillance program.

Pesticide residues are also a potential hazard in other foods. It is anticipated that from 500 to 1,000 samples of food will be submitted for examination each year. Samples will include various foods such as milk products made from non-District of Columbia inspected milk; meat; poultry and fish; fresh fruits and vegetables; grains and cereal products; and commercially canned and bottled foods. Samples will be collected during routine inspection visits to retail and wholesale food service and food processing establishments.

Pesticide residues are known to be a problem in some surface waters. It is anticipated that from 250 to 300 samples from the District of Columbia water supply will be examined annually for pesticide residues. The District of Columbia has, as its source of water supply, the Potomac River. The Potomac River Basin covers approximately 15,000 square miles. Pesticides, herbicides, and other agricultural chemicals could find their way into the river and into the District water supply. Sampling data on the level of pesticide concentrations in the Potomac River are needed to establish a baseline and to provide routine surveillance of the water supply.

Samples of soil and other components of the environment will also be collected for examination for pesticide residues.

The messenger and truck are necessary to transport milk samples from various locations in the States of Maryland, Virginia, Pennsylvania, and West Virginia to the Department of Public Health Laboratory. The messenger will also be utilized to return sampling equipment and supplies to the veterinarians who make field diary farm inspections.

The total increase of $102,267 will be distributed as follows:

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
Laboratories:							
Chemistry Division:							
GS-13 chemist	1	$12,075	$908	$300	$13,283	$3,246	$10,037
GS-12 chemist	1	10,250	783	300	11,333	2,758	8,575
GS-11 chemist	2	17,300	1,344	600	19,244	4,660	14,584
GS-9 chemist	2	14,440	1,152	600	16,192	3,896	12,296
GS-4 physical science aid	1	4,480	344	350	5,174	1,206	3,968
GS-4 clerk-typist	1	4,480	344	700	5,524	1,206	4,318
Work bench area				11,250	11,250		11,250
Instrument and installation				32,000	32,000		32,000
Bureau of Milk Control:							
Dairy Farm Division:							
GS-3 messenger (pesticide program)	1	4,005	313		4,318	1,079	3,239
Panel truck (1) pesticide program				2,000	2,000		2,000
Total	9	67,030	5,188	48,100	120,318	18,051	102,267

FEDERAL CONTRIBUTIONS TO DEPARTMENT OF HEALTH

Senator BYRD. I think you have a good point and we will go into this item. Now as to your Department, Dr. Grant, the Federal contribution to the District of Columbia in fiscal year 1965 I believe was something like $3.6 million.

Dr. GRANT. Yes, Mr. Chairman.

Senator BYRD. Has all this been used?

Dr. GRANT. I think we used almost every penny of Federal funds.

Senator BYRD. When you say almost all you mean some of it was not obligated?

Dr. GRANT. Very little, Mr. Chairman. Let me check on that a moment. Very little though.

Senator BYRD. Will you just file a statement for the record?

Dr. GRANT. We will.

(The information requested follows:)

STATUS OF FEDERAL FUNDS

The total amound of Federal funds available to this Department in fiscal year 1965 is approximately $3,600,000. This amount is comprised of $1,195,000 for the medical assistance for the aged program, $614,000 for the Hill-Burton construction program and the remaining balance of $1,791,000 for formula and special project grants. Of the $3.6 million available in fiscal year 1965, it is anticipated that approximately $3,450,000 will be obligated, leaving a balance of $150,000 due to some of the projects under the medical assistance for the aged program not having been in operation for the full year.

DEPARTMENT REORGANIZATION

Senator BYRD. By the way, you are getting along all right with the reorganization of your Department?

Dr. GRANT. I think very well, Mr. Chairman.

Senator BYRD. All right. I think you made a fine statement. I congratulate you.

Senator YARBOROUGH. Mr. Chairman, I associate myself with the remarks of the chairman and congratulate Dr. Grant.

PUBLIC SCHOOLS

CAPITAL OUTLAY

STATEMENT OF CARL F. HANSEN, SUPERINTENDENT OF SCHOOLS; ACCOMPANIED BY JOHN M. RIECKS, DEPUTY SUPERINTENDENT; GRANVILLE WOODSON, AND JOSEPH CARROLL

FISCAL YEAR 1966 BUDGET REQUEST

Senator BYRD. The next item relates to the capital outlay projects for the pulic schools.

The 1966 estimate is $29,488,500; the House allowance is $16,487,000, a reduction of $13,001,650. The restoration request is $6,001,650.

All right, Dr. Hansen, could we have your explanation of the request?

Dr. HANSEN. Thank you very much. I am going to ask Mr. Woodson to proceed with the justifications; I may supplement his remarks from time to time.

Senator BYRD. Very well. We went into this to some extent last week, but you may add to the justification.

EFFECT OF HOUSE REDUCTION

Mr. WOODSON. Mr. Chairman, I would like to preface all of the capital outlay discussions with a brief remark that would indicate to you the nature and the extent of the loss of requested funds that we suffered in the House. The figures which I will read to you will not be compensated by the appeals. In the elementary schools by virtue of the projects which were lost in the House we will have a seat shortage of 2,518 in 1967 which will grow to 3,448 in 1970. In the junior highs we will have a shortage of 2,651 seats and a shortage of 4,211 in 1970. In the senior high schools we will have a seat shortage in 1967 of 895 and in October 1970 a seat shortage of 1,505. If these appeals are finally enacted into law we would get back 2,300 seats in the elementary system, 531 seats in the junior high school system, and 1,236 seats in the senior high school system. These seat shortages are not systemwide. They are shortages in seven elementary school areas, five senior high school areas, and one junior high school area where deletions were made by the House.

These numbers are a tool to describe the magnitude of the problem but they cannot illustrate the loss in terms of the child whose future is yet to be achieved. The numbers are abstractions. Their personal meaning is an overcrowded class, a makeshift classroom, or a half day learning opportunity. More deeply for the child the lack of adequate space results in irritating impact of persons and learning in an environment that is distracting as opposed to stimulating and inspiring and an intuition that society is not interested in his personal involvement. In the class of 36 pupils it is not only the 6 pupils who lose. The loss affects all pupils. Each is crowded, gets less of the teacher's time, and gets less from the specialist. The teacher, too, must spread her efforts more thinly, has more records to complete and feels some sense of defeat because she is unable to give each child her full resources and is less able to be mentally relaxed.

Senator BYRD. We know all this, Mr. Woodson. Let's proceed in the interest of the time to each of these items and justify the restoration in each case.

SHAW JUNIOR HIGH SCHOOL REPLACEMENT

Mr. WOODSON. For the Shaw Junior High School we are requesting restoration of $1,295,300 for site and plans. The additional capacity requested is 331. This is a net figure because we have some capacity in the existing building. The existing Shaw was built in 1902. This is the least adequate of our junior high school buildings. The gymnasiums for boys and girls are not worthy of the name. They have low ceilings, deplorable dressing room and shower facilities, and they do not have the standard equipment of our gynasiums today. The same thing might be said of all of the special instruction rooms. I mean by that the home economics, the science, the art rooms, the library, the auditorium, the office space, and cafeteria. All of these are inadequate facilities. If you are interested, Mr. Chairman, I have some photographs of the Shaw School.

Senator BYRD. I have been out there. We will be glad to have those, however, for the committee files.

Mr. WOODSON. This, in essence, is our problem: We have a completely inadequate plant at Shaw on an extremely small site. There is almost no play space outdoors. We have a total site of 60,580 square feet and the building occupies 41,000 of that. So for presently 1,400 pupils in the building we have 19,580 square feet of outdoor play space for physical education and general recreation.

Senator BYRD. The House did not allow anything for plans and specifications?

Mr. WOODSON. They did not.

Senator BYRD. In other words, if the restoration were not to go forward here in connection with the Kennedy Playground and you were to use that location, you still would have no money for plans and specifications. Is that right?

Mr. WOODSON. That is correct, sir.

Senator BYRD. Did you not ask for this item last year?

Mr. WOODSON. Yes, sir, we did.

Senator BYRD. Did you ask for it the year before?

PURCHASE OF KENNEDY PLAYGROUND WITH 1951 APPROPRIATION

Mr. WOODSON. I believe we did, Senator. We have been asking for replacement of the Shaw Junior High School since 1945. In the fiscal year of 1951 we had an appropriation for the site and that is the piece of ground which is occupied now by the Kennedy Playground. We had a portion of it because they were two old public schools.

Senator BYRD. How much was the appropriation at that time?

Mr. WOODSON. I would have to supply that for the record.

Senator BYRD. Your total appropriation was spent for the purchase of the present Kennedy Playground site?

Mr. WOODSON. Yes, sir.

Senator BYRD. And you don't recall what that was at the moment.

Mr. WOODSON. No, sir.

Senator BYRD. All right, please supply that for the record.
(The information requested follows:)

In 1951 $130,000 was appropriated for a portion of the site of the present Kennedy Playground. However, research shows that, prior to that time, $242,500 had been appropriated (1872, $100,000; 1945, $42,500; 1947, $100,000).

REPLACEMENT OF BUILDING ON PRESENT SITE

Senator BYRD. Dr. Hansen, what do you have to add on Shaw Junior High?

Dr. HANSEN. The most important point is that the Shaw building is now constituted with inadequacies and a shabby condition and disorganized structure. As you recall it is almost a nightmare in architectural planning and inevitably reduces the quality of teaching in that place. It affects the teachers and children. You need only to walk into it to know that in this dismal kind of situation and inept kind of organization of space teachers just aren't working up to their capacity and the pupils aren't doing what could be expected of them. The cost in that respect I think is accumulative. This is the impression I got when I visited the building a couple weeks ago, and I know that you got that impression too.

The second is that if there is any place in the city we need to demonstrate the concern of the community to give individuals the maximum opportunity it is in a place like the Shaw area. They are already suffering from many losses of an economical, cultural, and social kind with families disintegrating and family crowding. There is no bright spot in their lives, and if we provide a school up to date, clean, efficient, and give them a total range of services, we give them a chance. This is my second point: In terms of human development this means improving citizenship and reduction in crime and reduction in welfare loads. Here perhaps is where we get the most for the dollar spent in this area. This has been recognized, I believe, by people as early as the middle 1940's when the school system first began to move in the direction of replacement. This was followed by a statement by Strayer when he made his report in 1948 that this is a wholly inadequate school and should be replaced.

Efforts were made by the boards of educators and Commissioners to fund the acquisition of the site recommended by the House when it did approve funds for specifications and plans I believe a year ago on the assumption that these plans would be used on the 7th and O Street site. So it seems to me that the case for replacement is clear cut. The problem is where? My position on the replacement is that we ought to replace the building where it stands. You can do this without additional cost because it could be satisfied from the original scope of the 7th and O site. The community favors this location. It is more central to the population to be served. It will provide for the maintenance of the playground which has attracted the children and which by all odds is a demonstration of what can be done in a community where superior services of this kind are offered. So considering all factors I am hopeful that the Congress will move directly into the replacement of Shaw through giving us funds to buy the site adjacent to the present Shaw and that they may remove this eyesore from the community.

Senator BYRD. The House appropriation does not allow for the replacement of this school at any location, does it?

Dr. HANSEN. Not this year.

(The justifications follow:)

SHAW JUNIOR HIGH SCHOOL REPLACEMENT

PROJECT 10-66, $1,295,300

Six schools with a combined student capacity of 5,344 presently serve area 3, which contains the Shaw. Enrollments in fiscal year 1965 exceed this capacity by 1,055 or 20 percent. In fiscal year 1967 with the opening of the 1,498 pupil capacity Lincoln Junior High School at 16th and Irving Streets NW., a small surplus capacity, about 100 pupils, is projected, but a capacity deficit of 328 or 5 percent is expected the next year and the overcrowding in fiscal year 1971 will be over 1,100 or 17 percent.

The Shaw replacement will add 331 capacity to the area. The proposed schedule is for funding in fiscal year 1966 through fiscal year 1968 and occupancy in fiscal year 1969. Even with this replacement the area is expected to be overcrowded by 487 pupils or 7 percent in fiscal year 1969 and over 800 or 11 percent in fiscal year 1971.

The Shaw Junior High School is the most inadequate junior high school in the District. Built 63 years ago in 1902, the school has reached the end of its usefulness. Renovation and expansion of this school cannot be accomplished economically.

The present site of this school at 7th and Rhode Island Avenue NW., is 60,580 square feet in area. The proposed additional site has an area of 108,267 square feet and is assessed for taxation at $461,066.

The total request in fiscal year 1966 for the Shaw project is $1,295,300; $989,000 is for site and $306,300 is for plans and specifications.

THOMAS ELEMENTARY SCHOOL ADDITION AND ALTERATIONS TO EXISTING BUILDING

Senator BYRD. The next item is Thomas Elementary School, addition and alterations to existing building.

Mr. WOODSON. Mr. Chairman, we are requesting the restoration of $815,400 for plans and construction. The site will not be necessary here. The added capacity requested is 396 seats. This is an extremely urgent project as shown on this map which indicates that this is a very isolated portion of what we call area 8 in the elementary schools. The western side of this map is 34th Street. The area goes back to 64th Street, so there are about 60 blocks behind this. The heavy green stripe is the Kenilworth Avenue Freeway and the Baltimore & Ohio and Pennsylvania main freight lines. This constitutes a decided barrier between the section west of this and the section east of it. There are only two places that might be crossed, Dean Avenue which has been left in white and at Eastern Avenue, the city line. So we cannot really attempt to feed these pupils into other schools. The two schools that are immediately east of the green stripe are overcrowded today. The red represents a new housing project of 672 units which we calculate to give us 400 students. So it is in our opinion imperative that we get this building because we have no option other than to put these pupils on part time.

Senator BYRD. You are just asking for plans and specifications money?

Mr. WOODSON. Plans and construction at this time.

Senator BYRD. Plans and initiation of construction?

Mr. WOODSON. Yes, sir. Equipment money would be in fiscal 1967.

Senator BYRD. Of the $815,400 how much would be for planning?

Mr. WOODSON. $60,400.

Senator BYRD. When would you contemplate having your planning completed?

Mr. WOODSON. We would expect before next June.

Senator BYRD. Before June 1966?

Mr. WOODSON. Yes, sir.

Mr. ENGLE. We would have the building ready to issue for bids in May 1966.

Senator BYRD. Well you wouldn't need the entire amount, would you, if that is the timetable? You wouldn't need the entire amount of $815,400 at this time?

Mr. ENGLE. Yes, Mr. Chairman, we would need the amount before we can award the contract.

Dr. HANSEN. It would in effect produce a year's delay in the operation.

Mr. WOODSON. Every month saved here to us is important because the apartments are actually under construction. Here are a few photographs of the construction project. They intend to begin occupying these apartments this fall and to complete the total occupation of the project in the spring of the year. So that we are going to be a year late in any case.

ANTICIPATED SEAT SHORTAGE

Dr. HANSEN. Mr. Chairman, the problem here is one of justification. We did a poor job. We justified this building as if we had prearranged transportation moving of children from outside the Thomas area into the larger area, with the result that in 1968 it appears we may have an overage of 386 seats in the total area as against a shortage of 720 in the area if you don't build Thomas immediately on this schedule. But the fact is that Thomas is an isolated school, and with the new construction the impact on Thomas already is very great. If we do not move in on this the overall average distribution of the personnel would be misleading and we would be in a very difficult situation in terms of overtime, part time, and overloading at the Thomas School. We do make a total plea for the construction.

OCCUPANCY TARGET DATE

Senator BYRD. What is your target date for occupancy?

Mr. WOODSON. June of 1967, sir. This is assuming that we start construction in June of 1966.

Dr. CARROLL. Occupancy in September of that year. It wouldn't give us much service in 1966–67 school year because it would be too late.

Dr. HANSEN. It also demonstrates the lag of time between the authority to go ahead and the occupancy of the building, a year and a half to two years. So if this is delayed at this point the situation simply would be compounded.

DISALLOWANCE OF FUNDS BY HOUSE

Senator BYRD. As I understand it, the House did not allow any money for the alterations and addition to this school.

Mr. WOODSON. That is correct.

Senator BYRD. The estimate was $880,000. Now the request is $815,400.

Dr. HANSEN. That is the present request.

Mr. WOODSON. This is due to the fact that we have taken permanent features of air conditioning, left them in but not put any actual air-conditioning system itself in. Only the pipes which are buried in the walls would be placed in. So this has been reduced accordingly. We have an appeal later on for air conditioning, but this is the reason for the reduction in funds.

Senator BYRD. You say you have an appeal later on?

Mr. WOODSON. Yes, sir, at the very end of the capital outlay testimony.

Dr. CARROLL. It was pulled out separately and will be listed as a last item in the hearing.

Dr. HANSEN. We are not asking for an appeal on the Thomas air conditioning.

Senator BYRD. Therefore the reduction from $880,000 in the original estimate to $815,400 in the appeal is not made up somewhere else.

Dr. HANSEN. That is correct.

Senator BYRD. And for the record why is the reduction being made in connection with the Thomas Elementary School?

Mr. WOODSON. We took $50,000 out for the equipment feeling we could not get the building completed to use the $50,000. In other words we could afford to put the equipment in fiscal 1967.

Senator BYRD. And what about the other $14,600?

Mr. WOODSON. This is the air conditioning item.

Senator BYRD. That is out, and you are not asking for restoration elsewhere of this item?

Mr. RIECKS. In the back of our testimony. Two-percent reduction was allowed as far as plans and specifications.

TOTAL RESTORATION REQUEST

Senator BYRD. Would someone set the record straight?

Dr. HANSEN. The record would indicate, Mr. Chairman, that the reduction illustrated in the restoration we have requested is working down to the following two figures: $14,600 which is a 2-percent reduction in the estimate of costs of plans and specifications and $50,000 which is the amount estimated we need for equipment which is now deferred until the next year.

Senator BYRD. So that the restoration request in the amount of $815,400 for the Thomas Elementary School addition is indeed the total amount requested for Thomas?

Dr. HANSEN. That is correct.

(The justification follows:)

THOMAS ELEMENTARY SCHOOL ADDITION AND ALTERATIONS TO EXISTING BUILDING
PROJECT 10-162, $815,400

Elementary area 8, which contains the Thomas School, enrolls more students than any other elementary attendance area. Presently, 13,748 students are enrolled in the 17 elementary schools serving this area. With the opening of the Harris School, the capacity of the schools in area 8 exceeds enrollments by about 550 pupils, about 4 percent surplus capacity. However, this small surplus will last only through fiscal year 1965. By fiscal year 1966, even with the opening of the Kimball addition, enrollments are expected to exceed capacity. In fiscal year 1968 the new school at Texas Avenue and Burns Street SE., which the House of Representatives has allowed, is scheduled for occupancy. At that

time a small capacity surplus of about 100 pupils is projected. However, a small capacity deficit is expected the next year, and a 684 pupil or 4 percent capacity deficit is anticipated in fiscal year 1971. The following table presents this information on line 6.

Area 8 has a very considerable amount of land available for development and thus is an area which can and will experience sudden growth in enrollments. The pattern of enrollments is below projections this year by about 500 pupils. This is because of delays in completion of a large number of construction projects which are planned and are in varying stages of development in this area. However, there is clear evidence that enrollments will continue to increase. Presently, in area 8, there have been issued permits for 14 residential projects ranging from 20 to 672 dwelling units each, and for 173 other private homes. In total, permits for 2,444 dwelling units have been issued. The 14 projects, which total 2,271 dwelling units, are scheduled for occupancy by April 1966 or earlier.

For these reasons, a large increase of about 1,100 pupils is projected for fiscal year 1966 and enrollments are expected to continue to increase since more land is available for development in the area. Therefore a 396-pupil addition for the Thomas Elementary School is proposed to accommodate these expected increases. In fiscal year 1968, the first year the Thomas addition is expected to be in operation, the area 8 schools should have surplus capacity for about 500 pupils, a surplus of about 3 percent. This surplus should be eliminated by fiscal year 1970 and a capacity deficit of about 300 pupils or 2 percent is projected in fiscal year 1971. This is a very small margin for an area in which enrollments can be expected to increase substantially. A comparison of enrollments and school capacities is presented on line 9 of the following table.

The total request for the Thomas project in fiscal year 1966 is $815,400; $60,400 is for plans and specifications and $755,000 is for construction.

Comparison of enrollments and school capacities in the District of Columbia Public Schools, elementary area 8: fiscal year 1962-71

	Actual (fiscal year)				Projected (fiscal year)					
	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
Initial enrollments and capacities:										
1. Enrollment (October, single day)	13,213	13,495	13,647	13,748	14,830	15,270	15,480	15,730	16,000	16,280
2. Present capacity of all existing and full authorized buildings in area	12,642	12,822	13,318	14,304	14,760	14,760	14,760	14,760	14,760	14,760
3. Surplus or shortage of school capacity (line 2 minus line 1)	−571	−673	−329	+556	−70	−510	−720	−970	−1,240	−1,520
Effect of new school—Texas and Burns Sts. SE. (allowed by House):										
4. Capacity of new school					SP	CE	836	836	836	836
5. New capacity for area (line 2 plus line 4)							15,596	15,596	15,596	15,596
6. Surplus or shortage of school capacity (line 5 minus line 1)							116	−134	−404	−684
Effect of the Thomas addition:										
7. Capacity of the addition					PC	E	396	396	396	396
8. New capacity for area (line 5 plus line 7)							15,992	15,992	15,992	15,992
9. Surplus or shortage of school capacity (line 8 minus line 1)							512	262	−8	−288

EMERGY-ECKINGTON SCHOOLS REPLACEMENT

Mr. WOODSON. The next item is an appeal for restoration of the funds for the "Emery-Eckington replacement." In this case we are asking $94,300 for plans. The projected seat shortage, and this is our elementary school area 13—the projected seat shortage in October of 1967 is 622 seats. In October of 1970 we go up to 802 seats. This is a neighborhood which is presently almost completely built up with housing. What is happening here is that old people are moving out of the neighborhood and being replaced with families who have children. We have had a decided gain in what we term the "pupil-per-dwelling-unit ratio" from 0.369 in 1960 to 0.437 in 1964. Further than this, both of these buildings, the Emery and the Eckington, are very old—63 years for the Emery and 67 years for the Eckington. Neither has any supporting facilities for a modern educational program. By that we mean an all-purpose room which is a combination assembly, lunchroom, and playroom. It has no health unit, library, reading classrooms, or administrative offices. They are really in a space that is about 10 by 15 feet for the principal, the clerk, and the records. Both of these buildings should be replaced because of these tremendous seat shortages.

Dr. HANSEN. Arrangements were made with the Recreation Department to make a shift of property so that we were not required to ask for site acquisition funds here. This eliminated about $300,000 from the cost. We are moving onto this thing with a maximum of economy. The Emery School which I visited last week is also a disgraceful institution. I can't say enough about the urgency of getting that building out of the way and replaced with a modern establishment. It is very nearly in the class with the Shaw.

Mr. WOODSON. To show the urgency in the total use of this building, there are two rooms in which we now have classes that a few years ago I turned down because we didn't feel that they could be made adequate. But we now have had to put children in them as there was no alternative.

Dr. HANSEN. Even the question of rat control: If you visit the school you have clear evidence of the presence of dead rats somewhere in the foundations or in the walls which are impossible to reach.

HOUSE DISALLOWANCE OF FUNDS

Senator BYRD. The original estimate was for $434,100. Did the House allow anything for this item?

Mr. WOODSON. No, sir.

Senator BYRD. They did not?

Mr. WOODSON. They did not.

Senator BYRD. Then why is the request now for $94,300 instead of for the full amount?

Mr. WOODSON. This would be in between the time that the budget was sent up to Congress the Recreation Department came to us with a proposition. They are trying to build a new swimming pool and their existing old swimming pool is immediately behind our present Emery School. We in turn had a piece of land which projected into their playground. With this exchange of property we take their old swimming pool and give them a piece of our ground. We were able to avoid buying a piece of private property. So the item for the pri-

vate property was taken out of the request leaving only the request for the planning money.

Senator BYRD. Only the request for planning money?

Mr. WOODSON. Yes.

Senator BYRD. And the $94,300 represents that request for planning money?

Mr. WOODSON. Yes, sir.

Senator BYRD. When you were before the House what was the situation? Were you requesting $94,300 or requesting $434,100?

Mr. WOODSON. We amended our request in the time to take the $308,100 for site.

Senator BYRD. Dr. Hansen, do you care to add anything in justification of this item?

REDUCTION IN PLANNING FUNDS AND AIR CONDITIONING

Dr. HANSEN. I have already discussed, Mr. Chairman, the nature of the two schools. I think I ought to explain another reduction is 2 percent planned cost of $25,200 and the reduction of $7,800 in air conditioning features also. The justifications are clear cut and mandatory I think in terms of pupils' needs and quality of services we render to them. It is really a very disgraceful institution.

Senator BYRD. There are no requests elsewhere now for this particular item, are there?

Dr. HANSEN. There are not.

(The justifications follow:)

EMERY-ECKINGTON SCHOOLS REPLACEMENT

PROJECT 10-155, $94,300

Five schools, including the Emery and the Eckington, with a combined capacity of 2,708 presently serve elementary area 13. The Lewis School, completed in November 1962, did provide an additional capacity of 758. However, with increased enrollments, the capacity of the five schools has proved to be inadequate. In fiscal year 1966 the projected shortage of pupil stations will be 452 or 17 percent. Projections indicate that by fiscal year 1971 the shortage will have increased to 802 or about 30 percent. Additional facilities clearly are needed to reduce this serious overcrowding.

To reduce this overcrowding in area 13, a project for the Emery-Eckington replacement is requested. This project will provide a net increase in pupil capacity of 316. This project will reduce overcrowding to about 10 percent in fiscal year 1968, the year this new school is scheduled for occupancy. However, by fiscal year 1971, a capacity deficit of about 486 or 16 percent is projected.

The replacement of the Emery School and the Eckington School is requested in accordance with the Board of Education's policy concerning replacement of obsolete schools which requires that obsolete schools should be replaced when the school cannot be economically renovated and when the facilities necessary to support a modern elementary school program cannot be added economically or for structural reasons. Also, schools to be replaced first should serve areas which are most overcrowded. The Emery and the Eckington Schools meet these criteria.

The Emery School was constructed in 1902 and the Eckington was opened in 1898. Thus, these schools are 60 to 70 years of age. Neither school can be renovated and added to economically. The Eckington site comprises only 22,500 square feet and is too small to allow for new construction. However, the Emery site is 63,449 square feet in area and can be expanded to allow construction of the new school.

The total request in fiscal year 1966 for the Emery-Eckington project is $94,300 which is for plans and specifications.

BRENT ELEMENTARY SCHOOL REPLACEMENT

Senator BYRD. Brent Elementary School replacement.

Mr. WOODSON. Brent is a very old eight-room building built in 1883 with none of the modern facilities which I described a moment ago, and we are asking for its replacement with a larger building. The additional size of the building would add a net gain of 268 seats in the space in this area. We are requesting $69,200 for plans, $865,000 for construction for a total of $934,200 in fiscal 1966. We volunteered in the House an equipment item of $59,000. In addition to that, there is a 2 percent reduction in the planning funds amounting to $16,800 and a reduction of $12,750 due to air conditioning reductions.

Senator BYRD. Leaving an amount being requested at this point of how much?

Mr. WOODSON. $934,200.

Senator BYRD. Why couldn't the construction moneys be delayed?

Mr. WOODSON. Here again, sir, we are very badly overcrowded in this neighborhood.

Dr. HANSEN. I wonder if I could ask Mr. Engle to give the answer.

Mr. ENGLE. Mr. Chairman, we will start preparation of plans and specification in July of 1965 with this appropriation. We will complete the plans in March 1966, open bids in April and be prepared to start construction in June of 1966. With that starting date we can completed construction in June 1967.

Sentor BYRD. Dr. Hansen, if we would be able to come through with money for plans and specifications, the construction money could be put in a supplemental appropriation.

Dr. HANSEN. It could be, but it would mean we are losing 6 or 7 monts as I compute the time on this because with the money approved it would be possible to go into bids in April and start the construction of the building before the appropriation acts on the next fiscal year will be completed.

Senator BYRD. You could have a supplemental coming along early next year probably in February or March, and then depending on how well you develop the plans and specifications it would seem this would give you ample time to have your construction money.

Dr. HANSEN. It seems to me it is the wiser and safer thing to do to anticipate that the Buildings and Grounds people will get the bids out on schedule and construction funds have been authorized, if not funded, authorized, go immediately into bids and move rapidly into the construction of the new plant. Supplemental entails certain hazards. There is a temptation always to get toward the end of the fiscal year and there is only a month to shoot the bill through. It would be very difficult really to be sure we can drive in on this thing as fast as if the Congress would authorize construction funds this year.

POSSIBILITY OF SHIFTING FUNDS

Senator BYRD. Are you permitted to shift from one plant to another in the event the one may be progressing more slowly than was anticipated thus allowing you to utilize certain funds to go forward with the second?

Dr. HANSEN. There is some degree of flexibility, sir, but I will have to ask the fiscal experts to answer that question.

Mr. HERMAN. The question is if we could shift money to construction not allowed by the committee? No, sir; we follow the intent of the committee and do not shift money specifically allowed by the committee.

Senator BYRD. But you have been able to get the approval of the committee from time to time for——

Mr. HERMAN. For some emergency items, yes, sir; but this is a large item and it would be difficult to save money on the project.

(The justification follows:)

BRENT ELEMENTARY SCHOOL REPLACEMENT

PROJECT 10–46, $934,200

Five schools, with a combined capacity of 3,000, serve area 20. The Brent is one of these schools. With a fiscal year 1965 enrollment of 3,510, there is 510, or 17 percent, shortage of capacity. In fiscal year 1967, the first year the Tyler addition, which was allowed by the House of Representatives, will be in operation, a capacity deficit of 252 pupils, or 7 percent, is projected. The overcrowding is expected to increase steadily to about 500 pupils, or 15 percent, in fiscal year 1971.

To reduce this severe overcrowding, it is recommended that a replacement for the present Brent School with net pupil capacity of 268 be constructed in fiscal year 1966. This project will alleviate but not eliminate overcrowding in area 20. In fiscal year 1968, the first year the project is expected to be in operation, enrollment will closely approximate capacity. However, by fiscal year 1971 a capacity deficit of 7 percent is projected.

The replacement of the Brent School is requested in accordance with the Board of Education's policy concerning replacement of obsolete schools. This policy requires that obsolete schools should be replaced when the school cannot be economically renovated or when the facilities necessary to support a modern elementary school program cannot be added economically or for structural reasons. Also, other factors being equal, the first schools to be replaced should serve areas which are overcrowded. The Brent School meets these criteria.

The Brent School was constructed in 1883. The school cannot be economically renovated and expanded and therefore replacement is necessary.

A total of $934,200 is requested in fiscal year 1966 for this project. This amount includes $69,200 for plans and specifications and $865,000 for construction.

DUNBAR HIGH SCHOOL

Mr. WOODSON. The next item is the Dunbar High School for which we are making a request of $661,800 for site and $360,000 for planning and specification funds, making a total in 1966 of $1,021,800. Here the additional capacity will be 1,236 seats. In October 1967 we will have a shortage of seats in this area of high schools No. 3 of 895, and in 1970 the shortage will be 1,505 seats. The school itself was built 50 years ago in 1916, and included in this scope of work was a great deal of modernization in addition to the additional capacity which is being requested. Here we have two gymnasiums which are not quite as bad as Shaw except that they are extremely small, too small for regulation games. The only thing that they have in their favor is a ceiling height which will permit the playing of basketball. The cafeteria also is very small and our people have a great deal of problems trying to operate this cafeteria. I think that this is the essence of the case. We will have a severe seat shortage in the area if we are not able to get this addition.

Senator BYRD. What is the explanation for the reduction?

REDUCTION IN PLANNING FUNDS AND AIR CONDITIONING

Mr. WOODSON. From the original figures there is a 2-percent reduction in the planning funds which amounts to $94,000. There is a reduction of $19,200 for air conditioning. This will make us a net figure of $1,021,800.

Dr. HANSEN. In further defense of this project, may I add this is an area of very rapidly expanding secondary school enrollments. It is a school that a few years ago was running about 60-percent capacity and is now attaining capacity. With the increased enrollments expected from children coming in from junior high schools plus a holding power in senior high schools which is rapidly increasing, for which I am very grateful, we are faced with a real shortage problem in the Dunbar zone. In addition, this is a school that was inadequate when it was built in 1916, inadequate by even the most common standards. It has been the intention of the Board of Education for many years, as long as I have been in Washington, actually, to add to Dunbar to bring it up to the minimum standards in terms of its facilities. Now in addition to this need which has been long standing and long recognized, there is the imperative need of adding 1,236 additional senior high school seats in this area of town which may I say without becoming maudlin about it, which is an area which must have maximum educational services to offset some of the handicaps that children bring into school.

LOCATION AND COST OF SITE

Senator BYRD. Do you have a site in mind?

Dr. HANSEN. Yes. The site is adjacent to the existing building.

Senator BYRD. And does this amount $661,800 represent, in your judgment, the amount that will be required to purchase the site?

Dr. HANSEN. This is the estimate which has been given us by Mr. McAllister.

Senator BYRD. Is that a current estimate?

Mr. BOGARDUS. Our appraisal on that was in August of 1964. The land itself, $544,000 would be increased for the 1 year and there is a normal appreciation in value. The difference is made up of the other items required in connection with the acquisition, condemnation, and relocation.

Senator BYRD. Does the $661,800 represent in your judgment the current estimate of the amount needed for purchase of this site?

Mr. BOGARDUS. Yes. This is based on the work of a professional fee appraiser and is reviewed by review appraisers in our office.

Senator BYRD. How close do you normally get to these appraisals?

Mr. BOGARDUS. Very close. We get about 80 percent of the acquisitions by negotiation at these prices. When we do have to resort to condemnation, we hit fairly close. We have a very small rate of increase.

(The justification follows:)

DUNBAR SENIOR HIGH SCHOOL ADDITION AND ALTERATIONS
PROJECT 10-30, $1,021,800

Senior high school area 3 is served by McKinley High School, Cardozo High School, and Dunbar High School. The combined enrollments of these senior

schools is 5,123 which exceeds the capacity by 298 or 6 percent. In fiscal year 1966 the projected enrollments will exceed the capacity by 655 or about 14 percent, by fiscal year 1971 the deficit in capacity will have reached 1,505 or about 31 percent.

It is recommended that a 1,236 pupil addition be built on and a renovation program be conducted at Dunbar High School to eliminate overcrowding in this area.

In fiscal year 1968, the year this addition is scheduled for completion, a capacity surplus of about 340 or about 6 percent is projected. However, by fiscal year 1971, this capacity surplus is expected to be fully utilized and enrollments are expected to exceed capacity by about 270 or approximately 4 percent.

However, it should be observed that presently about one-third of the District's ninth grade students do not complete high school. There is evidence that the dropout programs of the District schools, supported by the public emphasis on the importance of staying in school, are causing more young people to stay in school. The dropout rate is expected to decline. If this occurs, it is anticipated that senior high enrollments will increase more rapidly than indicated in these projections.

The proposed site for the Dunbar addition has an area of 65,994 square feet and is assessed for taxation at $198,847.

The total amount requested in fiscal year 1966 is $1,021,800; $661,800 of this is for site and $360,000 for plans and specifications.

TAKOMA ELEMENTARY SCHOOL REPLACEMENT

Dr. HANSEN. The next item is the replacement of the Takoma Elementary School. The funds requested, $447,000, represent a reduction of $23,200 as a result of a 2-percent savings in plans and specifications and $6,500 for deletion of air-conditioning features.

Mr. WOODSON. This makes a total request of $447,000. The site is $357,600 and planning funds of $89,400. This again is an elementary area, one where in 1967 we expect a shortage of 392 seats and in October of 1970 a shortage of 422 seats. The additional capacity requested is 256 seats. This is an area where we have had additional construction and some potential new construction, and also a reoccupation of these homes in this area by families with children.

Senator BYRD. Do you feel that $357,600 represents a sound estimate for the site?

Mr. WOODSON. Yes, sir. These are estimates which have proven reliable in the past as furnished by the Department of General Administration.

Senator BYRD. And you have a site in mind.

Mr. WOODSON. Yes, sir; adjacent to the school. We will expand the existing site.

(The justification follows:)

TAKOMA ELEMENTARY SCHOOL REPLACEMENT

PROJECT 10-135, $447,000

The Takoma and two other schools, with a combined capacity of 1,978 in fiscal year 1965, serve area 21. Pupil enrollment projections indicate a capacity deficit in fiscal year 1966 of 302 or 15 percent. This capacity deficit is projected to increase to 422 or 21 percent in fiscal year 1971.

To relieve this overcrowding, it is recommended that a replacement for the Takoma School be constructed to provide a net increase in capacity of 256. The completion of this project will relieve but not eliminate overcrowding in area 21. In fiscal year 1968, when the Takoma replacement is scheduled for occupancy, the area's schools will still be 6 percent overcrowded, and this level of overcrowding is projected to continue through fiscal year 1971.

The replacement of the Takoma School is requested in accordance with the Board of Education's policy concerning replacement of obsolete schools which requires that obsolete schools should be replaced when the school cannot be

economically renovated and when the faciilties necessary to support a modern elementary school program cannot be added economically or for structural reasons. Also, schools to be replaced first should serve areas which are most overcrowded. The Takoma School meets these criteria. This school was built 66 years ago in 1899. It has served its usefulness and it is not economically feasible to renovate and expand this building.

The proposed site for the Takoma replacement has an area of 136,838 square feet and is assessed for taxation at $140,837.

The total request in fiscal year 1966 for this project is $447,0000; $357,600 is for site and $89,400 is for plans and specifications.

NEW ELEMENTARY SCHOOL, LINCOLN ROAD AND DOUGLAS STREET NE.

Dr. HANSEN. The next item is the new elementary school at Lincoln Road and Douglas Street NE. The restoration request is $380,000 including $301,600 for site and $105,000 for plans and specifications. I am sorry, $78,400 for plans and specifications totaling $380,000 as against requests submitted to the House of $406,600. The reduction is caused by 2 percent reduction in plans and specifications costs amounting to $21,000 and the deletion of air conditioning features amounting to $6,600.

Now for the justification if we may for just a moment.

ANTICIPATED SEAT SHORTAGE

Mr. WOODSON. In the case of the school at Lincoln Road and Douglas, our capacity request is 836. By 1970 we will have a seat shortage of 960 seats in this area. We are faced here with the two additional National Capital Housing Authority housing projects which will give us 447 elementary aged pupils in one case and another large project of 300 units which will give us 637 seats. Of course, on the basis of these figures our building wouldn't be large enough. However the building is being made extendable and the second project of the Housing Authority is not yet finalized. So that we will have sufficient space if we get this. On the other hand, if we do not get this we are going to suffer the 600-seat shortage in 1967 and 960-seat shortage in 1970.

Dr. HANSEN. I think this has been well discussed. We would expect a shortage of a severe kind in 1968 if we do not move in on this school, in 1967 of 600.

(The justification follows:)

NEW ELEMENTARY SCHOOL, LINCOLN ROAD AND DOUGLAS STREET, NE., PROJECT 10-129, $380,000

Seven schools presently serve area 4 and with the Bunker Hill addition which will be opened by fiscal year 1966, the total pupil capacity of the area's schools will be 4,830. This area's schools are expected to be 17 percent over capacity in fiscal year 1966, and there will still be a 600 pupil or 11 percent deficit in fiscal year 1967 when the Slowe addition opens. This capacity deficit is expected to increase to about 1,000 pupils by fiscal year 1971. To provide properly for this enrollment, a new 836 capacity school is requested to be constructed at Lincoln Road and Douglas Street, NE. This project should provide a slight 4 percent capacity surplus in fiscal year 1968 when it is scheduled to open. However, a slight deficit in capacity is projected for fiscal year 1971.

The proposed site at Lincoln Road and Douglas Street NE., has an area of 35,086 square feet and is assessed for taxation at $119,311.

The total requested for the new elementary school in fiscal year 1966 is $380,000; $301,600 is for site and $78,400 is for plans and specifications.

DEAL JUNIOR HIGH SCHOOL ADDITION, ALTERATIONS TO EXISTING FACILITIES, AND GROUNDS IMPROVEMENTS

Mr. WOODSON. The next project is the Deal Junior High School where we are requesting $40,000 for plans and $400,000 for construction for a total of $440,000. For this we volunteered $69,000 for the equipment which can be gotten in fiscal 1967 and still be in time for the completion of this project. This accounts for the total reduction of $69,000.

Senator BYRD. Why do you not have the usual reduction in addition thereto?

Mr. WOODSON. This is a small project but I believe that Mr. Engle could answer this question.

Mr. ENGLE. Mr. Chairman, on the budget estimates submitted to the House plans and specifications were figured at 10 percent. The House allowed 8 percent for projects over $500,000 and 10 percent for projects up to $500,000. That accounts for all the reductions of 2 percent. This project being under $500,000 is still 10 percent. The deduction pertaining to air conditioning for this school is not applicable.

(The justification follows:)

DEAL JUNIOR HIGH SCHOOL ADDITION, ALTERATIONS TO EXISTING FACILITIES AND GROUND IMPROVEMENTS, PROJECT 10-136, $440,000

Junior high area 1 is served by two schools, the Deal and the Gordon, with a combined student capacity of 1,991. Presently this area's enrollments exceed capacity by about 271 students or approximately 14 percent. This capacity deficit is expected to increase to about 500 or approximately 25 percent by the fiscal year 1971.

Additional school capacity is needed to accommodate these enrollments. Therefore, a 200 student capacity addition is requested for the Deal Junior High School. This addition will reduce the capacity deficit to about 119 or about 15 percent in fiscal year 1968, the year this addition is scheduled for occupancy. A capacity deficit of about 300 or approximately 14 percent is projected for fiscal year 1971.

The total request in fiscal year 1966 for the Deal project is $440,000; $40,000 is for plans and specifications and $400,000 is for construction.

BEERS ELEMENTARY SCHOOL ADDITION AND ALTERATIONS TO EXISTING BUILDINGS

Mr. WOODSON. The next item is an appeal for restoration for an addition to Beers Elementary School. We are requesting $174,000 for site, $49,000 for plans making a total of $223,000. The additional capacity will be 228 seats. We will have a seat shortage in 1970 of 190. This area is growing very rapidly and we have some difficulty with it too since the schools are spread on a long narrow axis. Our prime problem here is that at Beers School itself we have now four classes in the lunchroom. This is how overcrowded it is. The other three buildings in this area are also over capacity at this time. Here again we are experiencing a rise in the pupil per dwelling unit ratio indicating that families are moving in with more children than were there in the past.

Senator BYRD. And you break down the $223,000 into site moneys amounting to $174,000 and plans amounting to $49,000?

Mr. WOODSON. Yes, sir.

(The justifications follows:)

BEERS ELEMENTARY SCHOOL ADDITION AND ALTERATIONS TO EXISTING BUILDING
PROJECT 10-165, $223,000

Elementary area 10, one of the smaller attendance areas, presently is served by three schools, including the Beers, with a combined capacity of 1,220 students. The elementary enrollments in area 10 exceed school capacity by 242 pupils or about 20 percent. Enrollments are projected to be stable in this area through fiscal year 1971. However, there is need to remedy the current overcrowding of the schools in area 10.

A 228 pupil addition to the Beers School is requested to provide the needed capacity. Upon completion of this addition, area 10 is expected to have a small, 2 to 3 percent, capacity surplus.

The fiscal year 1966 request of $223,000 provides $174,00 for site and $49,000 for plans and specifications.

NEW SCHOOL FOR THE SEVERELY MENTALLY RETARDED

Mr. WOODSON. The next item is a school for the severely mentally retarded pupils, those with IQ's less than 50 generally. You will recall in the past 2 budget years we have received funds for teachers. However we would now like to build a building for these pupils. We have them presently in the Military Road School which we have been using since 1957, and we have the remainder of the pupils scattered in 17 different buildings. We are about to open the Greene School next week and it will also have one classroom for severely mentally retarded children in it. We would like very much to get these children into a school which is designed for them. They need special facilities, and the building which we plan to build will have the facilities in it that should be in it for this type of child.

SPECIAL FACILITIES REQUIREMENT

Senator BYRD. What special facilities are you alluding to?

Mr. WOODSON. Well these children need rooms that are not like the ordinary classroom. They have certain special furniture and equipment and learning devices so that the space actually is a little larger per pupil than we would find in the normal school. In addition to that we have got to provide for special services. This is a specialized staff actually. We will be using a psychologist, a nurse, a speech therapist, and a social worker full time. Part time a physician and a psychiatrist part of the time. These people need spaces to work. In addition to that there would be a very small gymnasium attached to this building for these youngsters.

JUSTIFICATION

Dr. HANSEN. Mr. Chairman, one of the most important projects under the leadership of this committee was the severely retarded. As you know, the program has expanded from four positions to some 33 or 34 at the present time so that every youngster certified as eligible has a place in school. This is the next logical step. We have had to make use of available classrooms around the city in far distant places. Actually except for the Military Road School where we have five classes the other classes are in that position on sufferance. As soon as the space is needed for children living in the area classes will have to be moved elsewhere, and it is very likely that eventually this space flexibility will be severe and we will have no place for these children.

So the needed space is in this plan. But more than that there has been here a plan designed after about 2 years of study by outstanding experts in the field of mentally retarded. Mr. Riecks headed this committee. They have done a scientific job in judging the kind of a program for these children to put these classes under one roof along with the specialties designed for it. It is a fine step. We believe that this is a highly important project and one that is consistent with what has already been done for this program by the committee and by the Congress.

Senator BYRD. Is there presently a waiting list? I believe you indicated the other day there was not.

Dr. HANSEN. To my knowledge there was not.

Mr. RIECKS. No waiting list.

Senator BYRD. What waiting lists are you referring to on page 184 in the penultimate paragraph—300 pupils are enrolled or on waiting lists for these classes?

Mr. RIECKS. That does not represent the current situation.

Mr. WOODSON. It was written before we had the appropriation for the teachers.

TOTAL NUMBER OF STUDENTS

Senator BYRD. What is the total number of students now involved?

Dr. HANSEN. May I supply that for the record? It is well over 300.

Mr. WOODSON. I can give you a projected figure—300 for 1967 and 336 for 1970.

FORD FOUNDATION CONTRIBUTION

Senator BYRD. I note in your justification that the Ford Foundation has contributed $12,500 to assist in the planning of the school. Is that correct?

Dr. HANSEN. That is correct. But may I say this is preliminary study and planning. The planning here is used to define the kind of program that ought to be placed in the school and the formulation of educational specifications as well as design of the structure of the school. But this does not take place as a necessary design cost for a building of this kind.

Senator BYRD. You are saying then that the estimate for the plans in the amount of $93,400 still stands?

Dr. HANSEN. That is correct.

Senator BYRD. Did you account for the reduction from $429,700 in the budget estimate to $302,400?

REVISION IN SITE COSTS

Mr. WOODSON. There is a 2-percent reduction for plans amounting to $27,000. There is a reduction for air conditioning of $7,600 and there was a revision in the site costs.

Dr. HANSEN. The site situation may deserve some explanation. We were able at the very last moment even before we could testify before the House to make an arrangement for the acquisition of a piece of property which is really contiguous to the property owned by the parks system of the Capital Parks on Fort Totten Drive just south of Keene School. Through an arrangement with the Park Division

we acquire this site and then we are permitted to use the site adjacent to it which abuts the road and just work out a partnership arrangement here and placing the building where it is accessible rather than on the interior portion of the land which is privately owned. It is possible to get this land at an economical price much lower than the original estimate for 14th and Perry Streets; where we had a reaction of people who had to move from the site. This is much better.

Senator BYRD. The amount set forth for the purchase of the site represents the amount that you currently estimate?

Dr. HANSEN. Yes, sir.

Mr. WOODSON. That is correct. There is a savings of $85,000 in the site.

NO REQUEST BEFORE HOUSE

Senator BYRD. When you testified before the House, Dr. Hansen, were your figures above the figures you are quoting today?

Dr. HANSEN. We really did not present this request before the House because the arrangement with the Capital Parks people had not been completed. So I think we did say for the record that we would amend this request and present it to the Senate.

Senator BYRD. Apparently then the House did not go into this item when you were testifying.

Dr. HANSEN. That is correct. We did not discuss it. It was not before the House actually.

Senator BYRD. At the present time these students are scattered around?

Dr. HANSEN. That is correct.

Senator BYRD. Which involves transportation costs that will be saved once there is one school in which to place the students?

Dr. HANSEN. There may be some reductions.

Mr. WOODSON. It will not be eliminated because we do transport all of these children.

Senator BYRD. Yes, I understand that. But there would be some saving. Are there other savings which might be anticipated?

Dr. HANSEN. There might be a little more flexibility in the assignment of teachers. But I think in a general sense I would have to answer by saying, no, this will not necessarily result in a savings because we will have the upkeep and maintenance of the new building whereas we have the other buildings maintained and kept up anyhow. We have to balance that with the improvement of service for this program and the concentration upon the needs of children with these kinds of handicaps which we possibly get having them dispersed in dozen or more buildings. The principal has to manage the program as an adjunct to the regular program. There will be a saving in that respect in that the quality of the education will be improved, but not in dollars and cents.

BUDGET REQUEST

Mr. MCALLISTER. Mr. Chairman, at the time this item was presented to the House there were a very few days permitted to make the $209,000 estimate and we didn't have a great deal of time to estimate. As a result we have reduced that estimate from $209,000 to $148,000.

Senator BYRD. The $148,000 for the site?

Mr. MCALLISTER. Yes, sir.

Senator BYRD. The plans and specifications item would remain the same, would it?

Mr. ENGLE. Yes, sir; it remains the same.

Senator BYRD. So that plans and specifications would still require $93,400 and the site would amount to $148,000 making a total of how much, Mr. Woodson, for this item?

Mr. WOODSON. With the $61,000 reduction making a total of $241,400.

Senator BYRD. Dr. Hansen, unless you have something more let's proceed to the next item.

(The justification follows:)

NEW SCHOOL FOR THE SEVERELY MENTALLY RETARDED

PROJECT 10-166, $302,400

The District of Columbia public school system was established to provide all young people a full and equal opportunity to achieve that level of education of which they are capable, limited only by their willingness to work and their natural endowment. Consistent with this philosophy, it is the objective of the Board of Education to provide appropriate opportunities to children who are educable but who suffer from severe mental retardation. Programs to provide these opportunities have been developed and substantial additional staff has been recently provided to allow enrollment of all severely mentally retarded students.

Presently, only one school is devoted to this program, the Military Road School. Other classes are housed in schools located in many areas of the District. Since these children are transported to school and require an appropriately specialized program, the Board of Education wishes to provide facilities designed specifically for this program. This school is the first in the District to be so designed. This project has attracted considerable interest, and the Ford Foundation has contributed $12,500 to assist in the planning of this school. Thus, it is anticipated that this will be a significant school.

Presently, 300 pupils are enrolled or are on waiting lists for these classes. This number is expected to increase to about 360 pupils in fiscal year 1971. The Military Road School provides capacity for only 40 students. The second school for the severely mentally retarded, requested in this budget, is to provide capacity for 200 students. With this school, the total capacity for severely mentally retarded children will be 240, or about 100 less than projected enrollments. Though this facility will not consolidate all of these classes, it will do much to bring these students together in facilities designed specifically to serve their needs.

An appropriation of $302,400 is requested in fiscal year 1966 for this new school to provide $209,000 for site and $93,400 for plans and specifications.

RESTORATION FOR AIR CONDITIONING, CONSTRUCTION, SPECIFICATIONS, AND PLANS

Dr. HANSEN. The next is a request for restoration of $48,250 for air conditioning, which has been deleted from the schools identified as the 7th and Webster, Nichols Avenue, and Tyler, all at the elementary school level, at a construction cost of $36,250. Also, a total of $11,400 is requested for plans to air-condition five schools including the new high school.

Mr. WOODSON. In some of these buildings, sir, we had full air conditioning on the premise that we needed it for existing summer school programs, and for those summer school programs which we anticipated being able to effect in the immediate future. Certain other buildings in the program carried only the installation of the permanent feeders, those feeders which are actually within the walls and the structure of the building. The House disallowed air conditioning altogether in

this request, and we are appealing now to provide $48,250 which will permit us to put in the permanent features of air conditioning, parts of it which are literally buried within the walls.

(The justification follows:)

PROVISIONS FOR FUTURE AIR CONDITIONING, $48,250

To the extent possible, school buildings should be designed to support a transition from the programs of the present to the programs of the future. The reason justifying this approach to design is that, basically, school buildings can be shaped to a program only when they are being planned; after they are built, the program is often shaped by the limitations of the building. Space flexibility and foresight should be the keystones of school design in today's rapidly changing educational world.

There is no question that education, on necessity, is becoming a year-round function. The only question is the rate of expansion of the summer programs. There is no question that people, whether clerks, administrators, or students, work less efficiently in overheated rooms. The pattern of our national life in offices, stores, houses, and even cars is toward air conditioning for more efficient work, more comfortable living, or safer driving. Thus, schools should also be air conditioned for more effective teaching.

Schools are built for service over a period of about 50 years. Indeed, 60 of our present schools range from 50 to 96 years in age. Any school built today can expect to serve a summer program, probably within a decade. Therefore, provisions should be made in the design of all new schools for the economical installation of air conditioning in the years ahead. If this is not done, the cost of such installations will be greatly increased and the installations may well be less efficient, thus increasing long-term operating costs.

A total of $48,250 is requested to allow design or construction of eight schools in a manner that will allow for economical installation of air conditioning at a later date. The projects and cost estimates are listed on the following page.

BUILDING PRIORITIES

Senator BYRD. Dr. Hansen, would you supply to the committee a list which would indicate the priorities of the buildings?

Dr. HANSEN. We will be very glad to do that.

(The information requested follows:)

SUMMARY OF CAPITAL OUTLAY PROJECTS (FISCAL YEAR 1966 RESTORATION)

Project No.	Restoration priority	Original priority	Project title	Amount
10-66	1	13	Shaw Junior High School, replacement and community center (site and plans) (area 3)	$1,295,300
10-162	2	16	Thomas Elementary School, addition and alterations to existing building (plans and construction) (area 8)	815,400
10-155	3	20	Emery-Eckington Elementary Schools, replacement (plans) (area 13)	94,300
10-46	4	21	Brent Elementary School, replacement (plans and construction) (area 20)	934,200
10-30	5	22	Dunbar Senior High School, addition and alterations (site and plans) (area 3)	1,621,800
10-135	6	24	Takoma Elementary School, replacement (site and plans) (area 21)	447,000
10-129	7	26	New elementary school, Lincoln Road and Douglas Street NE. (site and plans) (area 4)	380,000
10-136	8	29	Deal Junior High School, addition, alterations to existing facilities, and ground improvements (plans and construction) (area 1)	440,000
10-165	9	34	Beers Elementary School, addition and alterations to existing building (site and plans) (area 10)	223,000
10-166	10	35	New school for severely mentally retarded, Hamilton Street and Fort Totten Drive NE. (site and plans)	302,400
			Provisions for future air-conditioning	48,250
			Total estimate for restorations	6,001,650

TOTAL REQUESTED RESTORATION

Senator BYRD. The total amount being requested for restoration for building construction, specifications, plans and construction is how much?

Dr. HANSEN. Altogether for restoration $6,001,600 savings.

Senator BYRD. I have no further questions. Would the Commissioners have anything to say in support of the justification?

Mr. DUNCAN. None, except, Mr. Chairman, than to say we have looked upon the school budget as a very important budget this year recognizing the many needs as have been expressed here today by the administrators. To that extent we strongly support their requests for restoration.

Senator BYRD. Thank you, Dr. Hansen.

METROPOLITAN POLICE DEPARTMENT

STATEMENT OF JOHN B. LAYTON, CHIEF OF POLICE; ACCOMPANIED BY GERALD V. WILSON, BUDGET OFFICER, METROPOLITAN POLICE

FISCAL YEAR 1966 BUDGET REQUEST

Senator BYRD. The next item relates to the Metropolitan Police budget for 1966. The budget estimate was $36,439,800; The House allowed $36,391,100, a reduction of $48,700 which was not appealed.

NEW POSITIONS

The House allowance provides for 107 more positions. Chief Layton, what is the breakdown of the 107 new positions?

CHIEF LAYTON. One hundred of those, Mr. Chairman, are for police private positions. The others are two additional civilian clerks in our Detective Division, two clerks in our Training Divisions, and three additional janitors.

POSITIONS DISALLOWED BY HOUSE

Senator BYRD. Did the reduction involve any positions?

Chief LAYTON. Yes, sir, a few. Six additional janitor positions were not allowed. One telephone operator and one automotive mechanic were not allowed.

Senator BYRD. Will the disallowance of these positions require you to use personnel who otherwise would be out policing the streets?

Chief LAYTON. No, sir, they would not.

REPLACEMENT OF POLICEMEN WHO HAVE CLERICAL DUTIES

Senator BYRD. What is the present situation in shifting policemen doing clerical work to outside enforcement work?

Chief LAYTON. We have made requests previously, Mr. Chairman, for this purpose. It is my intention to follow that and to obtain as many civilian positions as we can to replace police officers who are doing clerical duties. In addition, we have a cadet program that was authorized by the Congress that we are engaged in and we expect to

use these cadet positions to handle some of the clerical duties and relieve police officers.

Senator BYRD. Chief Layton, I didn't give you an opportunity to make a statement at the beginning.

Chief LAYTON. These estimates for fiscal year 1966 total $36,391,100, an increase of $3,933,150 or 10.8 percent from the base appropriation.

INCREASES REQUESTED FOR 1966

It is significant that 86 percent of the increases requested (a total of $3,395,000) is to finance operating costs of programs approved in the base appropriation. The majority of the remainder is requested to increase the authorized force by 100 positions (on a 6-month basis); other increases are requested for added civilian positions, for additional school crossing guards, for adding to our janitor force for the precincts, for providing additional officials for the Cadet Corps, the Police-Community Relations Unit, and the Detective Division, for financing the cost of National Guard services at Major events, and for three additional scout cars, a patrol wagon, and other equipment.

RECRUITMENT OF POLICE PERSONNEL

Mr. Chairman, as you know, we have experienced some difficulty in recruiting police personnel during this fiscal year, and because of these problems Commissioner Tobriner in February requested permission from your committee and from the House Committee on Appropriations for us to use funds accruing from vacancies to work policemen on their assigned days off as a means of immediate improvement in coverage provided by our police patrol force. As Commissioner Tobriner pointed out in this letter, our severe problems in recruiting police personnel are not unique among police departments of major cities; however, in January of this year we began working with the U.S. Civil Service Commission in developing imaginative new recruiting procedures which we expect will enable us to fill our current vacancies by the end of this fiscal year.

These procedures have included the establishment of walk-in-type examinations held in this city on the second and fourth Saturdays of each month, which began February 27, 1965, and the sending of recruiting teams from this Department to Wilkes-Barre, Pa., Pittsburgh, Pa., and Charleston, W. Va., where they held walk-in examinations on Friday nights and on Saturdays and then remained in the area to make background investigations on applicants who passed the mental and the physical tests administered. From these procedures we have built up a backlog of some 678 applicants which we are confident will be sufficient to enable us to fill our existing vacancies as well as to replace normal attrition from the Department by the end of this fiscal year. I would not want to mislead this committee into thinking that our police recruiting problems are permanently solved. I believe that we who are responsible for police administration must reconcile ourselves to the fact that there is, and probably will continue to be, an acute shortage of qualified applicants for police service. It is for this reason that I have adopted a policy within the Police Department that we shall continuously engage in positive recruiting efforts, even during periods when we are not drastically below our authorized strength.

POLICE CADET PROGRAM

Because of the interest shown by this committee last year in our police cadets, it may be well for me to bring you up-to-date on this program. As you know, we were authorized 25 police cadet positions in the 1965 appropriation. We have had good response in applications for this employment, but actual appointments of cadets have been slow because the majority of our qualified applicants are high school students scheduled for graduation this June. We have, therefore, held these vacancies rather than insist that these applicants drop out from school to accept immediate employment. We now have six cadets on the rolls and 25 applicants who have passed the physical examination and are undergoing background investigation.

100 ADDITIONAL POSITIONS REQUESTED FOR 1966

Mr. Chairman, I believe that all of the items included in these estimates are well justified and deserve favorable consideration of this committee. And I do sincerely believe, Mr. Chairman, that with our special recruiting efforts we will be able to recruit policemen for the 100 additional positions requested for 1966.

HOUSE ACTION

Senator BYRD. The House allowance provides for the positions in totality, does it?

Chief LAYTON. No, sir; on a 6-month basis.

Senator BYRD. The House did not disallow any money for police positions.

Chief LAYTON. No, Mr. Chairman, they did not.

Senator BYRD. You are presently authorized 3,000 police positions?

Chief LAYTON. That is correct, sir.

Senator BYRD. How many of these positions do you now have filled?

Chief LAYTON. At the present time 2,878.

Senator BYRD. And how many additional positions are allowed by the House?

Chief LAYTON. One hundred which would mean that we would go to 3,100 authorized strength. We have some appointments scheduled, four appointments scheduled for May 10, and 12 scheduled for May 24.

Senator BYRD. You are trying to fill the additional 100 positions on a 6-month basis and when it is spread all across the year it will approximate 6 months for the 100?

Chief LAYTON. That is correct.

Senator BYRD. In other words, some of them you might take on in August and some in September, but the total effect would be a 6-month allowance for the 100; is that right?

Chief LAYTON. That is correct.

Senator BYRD. Some you would not get until next March perhaps?

Chief LAYTON. That is correct.

Senator BYRD. But you would hope by the end of the next fiscal year to have the 3,100 positions filled?

REDUCTION IN INTERVAL BETWEEN APPLICANT'S FILING APPLICATION AND BEING ACCEPTED

Chief LAYTON. Yes, sir. As I have indicated, we have had a good response in the recruiting efforts that we have made, both within the

city and out in the field, and we have approached this, our planning in it is to attempt to reduce the timelag from the time a man indicates his intention or interest in coming into the Department and when our investigation is completed and he is finally hired. In the past, because time for filing applications and taking written examinations and physical examinations, this has spread out over a period of some months. We are able to and believe we will continue to be able to hold that down to a period of weeks. We believe that in some cases in the past men have become discouraged by not being able to be hired shortly after they have indicated their intention. We have a backlog of some 678 applicants. I feel that with the approach we have taken these will provide us with enough men to fill 100 vacancies that we have now and go on to provide us with sufficient manpower for the increase.

PERSONNEL TURNOVER

Senator BYRD. What is the percent of turnover among your men?

Chief LAYTON. We generally are losing approximately 20 men per month. This fluctuates some, but on an average it runs approximately 20 men a month or 240 in a year's time.

Senator BYRD. Does this represent an increase over the past?

Chief LAYTON. Going back some years, yes, it would. I might say that we have seen, following pay increases, a decline in the number of resignations, for instance, and this sort of thing is reflected in the separations of the Department, but generally this figure of 20 is higher than it has been in some years past.

USE OF REGULAR FORCE ON SIXTH DAY

Senator BYRD. How is the Department progressing in using the regular patrol force on the sixth day of a given week?

Chief LAYTON. We have had very good response from the members of the Department, Mr. Chairman, on this. We have allotted man-days so that men who wanted to take advantage of that were able to do so, and we had sufficient volunteers for this program. We have directed that, in using those additional man-days or permitting a man to work on his sixth day, he be used in areas of high crime incidence, and the hours of the day and days of the week that would fit in with crime peaks.

Senator BYRD. Do you feel that with the additional positions that have been authorized by the House, there would be any need for continuing with the program of utilizing your regular force on the sixth day?

Chief LAYTON. We will probably have some lag period before we are able to fill up to the 100 men. It would be well I would think for us to have that authorization in order to move men and provide for coverage in areas that we might have special problems in.

RECRUITING DIFFICULTIES

Senator BYRD. It seems that last year it was indicated that you had more applicants than you had vacancies to fill. I am a little surprised to learn that you are having recruiting difficulties.

Chief LAYTON. Yes, sir. It is true that at the end of 1963 and the beginning of 1964 we did have an excess of applicants. A number of these men, of course, were held on the list for some period of time. As our vacancies occurred, we depleted the existing lists, and we did engage in recruiting efforts during the summer last year that did not provide as many men as we had hoped they would, and it was for this reason that we have instituted the procedures that we have now.

Actually your recollection is true, Mr. Chairman. We were for a while somewhat over our authorized strength at that time of 2,900 men, but as we got the authorization for the additional 100 men and as vacancies occurred, there were not sufficient applicants.

SALARY FACTOR

Senator BYRD. You indicated that salary might be a factor in the turnover of personnel. Would you say that salary is a factor in your inability to get sufficient applicants?

Chief LAYTON. I would think this is not a major factor. It is reflected. We apparently do not have the same number of young men attracted to the police service or have a sufficient number, I should say, attracted to the police service to bring them in. We do find the salary increases reflected in a rate of resignations, and certainly it is one point, one item, that would be attractive to young men looking at the police profession.

QUALIFICATIONS REQUIRED

Senator BYRD. What are the requirements to be met by an applicant?

Chief LAYTON. He must be between the ages of 21 and 29, 5 feet 8 inches tall, 145 pounds in weight. He must have good vision, and be in good physical health. He is given a complete physical examination by our Board of Surgeons finally—although we have arranged to have physicians out in the field make a preliminary check of the man under our new program. But he is checked over completely to determine that he is, in the judgment of the Board of Surgeons, physically able to discharge the duties of the job.

In addition, a character investigation is conducted to determine, as far as we can, that he is a man of good moral character.

Senator BYRD. Do you have a maximum height and maximum weight?

Chief LAYTON. Six feet five is the maximum height, Mr. Chairman, and there is a weight schedule that runs according to the height.

Senator BYRD. Would you say that your police recruiting problems in Washington are more troublesome than the problems of departments in other cities?

Chief LAYTON. I am aware that all of the major cities are experiencing difficulties. We have seen some difficulties by other major police departments. Our neighboring city of Baltimore has been having recruiting problems. We see evidence out in the field at times that other police departments are recruiting, and I do know from conversations with other police administrators that they likewise are experiencing similar difficulties.

NEED OF AUTHORIZATION TO CONTINUE WORKING POLICEMEN ON SIXTH DAY

Senator BYRD. Let us go back to this matter of working regular policemen on the sixth day. Are you going to need authority to continue this practice past July 1, or has your experience with your new recruiting effort indicated that you will be able to fill your authorized positions by that date?

Chief LAYTON. Mr. Chairman, we feel from our recruiting efforts that we will be able to fill those vacancies by that date. By the end of this fiscal year. There is a legislative authority, I understand, but we have sought the approval of the Appropriations Committees. I would want to see that authorization continued so that we could meet any problems that might occur in the way of special coverage for a period of time or in certain areas where we may need greater coverage.

Senator BYRD. One of your problems has been the large number of men in the Department who have not completed the recruiting course. In September 1963 you had 241 men assigned to the precincts who did not have the training.

TRAINING OF RECRUITS

Would you tell us what your situation is at this time regarding your recruiting?

Chief LAYTON. Yes, Mr. Chairman. We engaged in a crash program last summer. We got the facilities of one of our high schools, and trained some 200 men at that time, and in a recruiting class that was just graduated this past Friday, we took all of the men who had not up to that time been given their recruiting training, put them in this class, and they have just finished.

We have appointed men in the meantime, while that class was in session, we have appointed almost 60 men, and those men will be going into their recruit training next week, so that we will not have any officers in the patrol force who have not had their recruit training.

NO ADDITIONAL POSITIONS REQUESTED

Senator BYRD. Your statement indicates that you were authorized 25 police cadet positions in the 1965 appropriation. I take it you are not requesting any additional positions.

Chief LAYTON. No, sir; we are not at this time. This was set up as a pilot program, and we would want to see how this works out before we ask for additional positions. Of course we are asking that this be continued.

Senator BYRD. At this point I presume you are encouraged with the progress you have made.

Chief LAYTON. Yes, sir. One of the encouraging features I think is that while it prevented our filling the 25 positions, it is encouraging to me that the majority of these young men are still in school. It means that we will be able to give them their first job. This, we feel, will be one of the advantages of this type of program, to bring young men into the Department immediately after their high school education is completed, and get them acquainted in the Department. We hope that this will be an additional reservoir of applicants.

Senator BYRD. Would you say then that you have been successful in obtaining enough applicants to fill the authorized positions?

Chief LAYTON. Yes, Mr. Chairman.

Senator BYRD. Considering the fact that some are in school and coming on.

Chief LAYTON. Yes, sir; this is correct.

CURRENT OVERALL STATUS OF CRIME

Senator BYRD. What is the current overall status of crime in the District of Columbia?

Chief LAYTON. Mr. Chairman, our previous peak in recent times was in 1952. Then our crime graph showed a declining rate until June of 1957. It has been increasing since that time. We had what appeared to be a slight leveling off in January and February of this year, but March showed an increase again. When I say leveling off, I mean that there was just a slight increase over the same month of last year, but March showed an increase, and it appears that we will have an increase again for the month of April. Our statistics are just about ready for publication now for last month.

Senator BYRD. So at this point, over a period of how many consecutive months has there been an increase in the crime rate?

Chief LAYTON. Thirty-four, Mr. Chairman.

Senator BYRD. Thirty-four?

Chief LAYTON. Yes, sir.

COMPARISON OF CRIME TRENDS OF THE DISTRICT WITH OTHER CITIES

Senator BYRD. How do crime trends in the District compare with the trends in other cities?

Chief LAYTON. There has been a general increase in the rate of crime throughout the country. We find that since 1957 the rate of increase in the District of Columbia has been a good deal sharper than in a number of other jurisdictions, particularly the cities of comparable size from 500,000 population to 1 million. We range No. 12 in place among the 16 cities in 1957 for the number of serious crimes per thousand population. We moved upward in this graph until last year, 1964, we ranked fourth.

Senator BYRD. As I recall, we have been asking questions about this every year since I joined the subcommittee, and as I recall, perhaps a couple of years ago or maybe it was even last year—and my recollection may not be good on this point—we were seventh.

Chief LAYTON. Last year—this is for 1963—my recollection is we stood fifth. For 1964 we stood fourth. In 1962 we were in seventh position.

Senator BYRD. Seventh?

Chief LAYTON. Yes.

Senator BYRD. So now we are in fourth position?

Chief LAYTON. This is correct.

ACCELERATED UPWARD TREND IN CRIME

Senator BYRD. Which means that the upward trend is more accelerated and pronounced here in the District than it is in other cities of comparable size throughout the country.

Chief LAYTON. That is correct, sir.

Senator BYRD. While crime is increasing all over the country, it is increasing at an accelerated rate here in the District.

Chief LAYTON. Yes, Mr. Chairman, that is correct.

Senator BYRD. It is increasing faster than it is generally?

Chief LAYTON. Yes, sir.

Senator BYRD. Now, perhaps you could insert in the record some tables and/or graphs which would indicate this.

Chief LAYTON. Yes, sir. We will be glad to furnish that to the committee.

Senator BYRD. Indicate the names of the cities against which we are comparing the District of Columbia.

Chief LAYTON. Yes, sir; we will be glad to do that.

(The information referred to follows:)

DISTRICT OF COLUMBIA CRIME

WASHINGTON COMPARED WITH OTHER CITIES

In terms of current, nationwide crime rates, the District compares favorably with other cities of comparable size. FBI statistics just released for 1964 show that for 16 cities in the 500,000 to 1 million population class, as indicated in the tabulation below, Washington ranks fourth in rate of crime index offenses per 1,000 population.

In the various categories of crime index offenses during 1964, the District, as shown in the next tabulation, ranked as follows among such cities:

First in aggravated assault (assault with a dangerous weapon).
First in robbery.
Second in murder and nonnegligent manslaughter.
Fifth in housebreaking.
Sixth in auto theft.
Tenth in forcible rape.
Tenth in larceny.

Crime index offenses—Calendar year 1964[1]

[Cities 500,000 to 1,000,000 population]

City	Population 1960 census	Total offenses	Murder	Rape	Robbery	Aggravated assult	Housebreaking	Larceny $50 and over	Auto theft
Baltimore	939,024	18,245	144	147	1,385	2,595	4,793	5,007	4,174
Boston	697,197	19,011	52	84	858	884	4,582	2,349	10,202
Buffalo	532,759	9,798	21	42	379	347	4,096	2,208	2,705
Cincinnati	502,550	6,871	38	113	457	702	2,764	1,709	1,088
Cleveland	876,050	17,254	116	106	1,691	1,088	8,739	1,042	4,472
Dallas	679,684	12,852	149	114	664	930	5,634	1,573	3,788
Houston	938,219	27,787	137	236	1,437	2,499	13,995	4,973	4,510
Milwaukee	741,324	9,965	29	51	245	442	2,324	3,938	2,936
New Orleans	627,525	19,626	82	152	1,289	1,074	6,970	4,455	5,604
Pittsburgh	604,332	16,556	41	139	1,132	759	5,777	3,427	5,281
St. Louis	750,026	26,692	120	249	2,202	2,054	13,463	2,767	5,837
San Antonio	587,718	14,697	57	78	339	1,036	6,843	4,329	2,024
San Diego	573,224	9,859	17	52	419	447	3,073	4,089	1,762
San Francisco	740,316	24,303	51	93	1,708	1,653	9,974	3,663	7,161
Seattle	557,087	11,718	23	72	491	328	4,932	3,983	1,889
Washington, D.C.	763,956	22,932	132	96	2,279	2,605	8,910	3,518	5,392
Rank order Washington:									
Actual number		4th	4th	9th	1st	1st	4th	9th	5th
Rate per 1,000 population		4th	2d	10th	1st	1st	5th	10th	6th

[1] Based on "Uniform Crime Reports"—1964 preliminary annual release—issued by the Federal Bureau of Investigation, Mar. 10, 1965.

For 1964, the FBI reports summarized below in "Crime index trends" present the regrettable showing that whereas for the year 1964, crime in volume was 13 percent greater for the whole county than for the year 1963, in the District of Columbia the increase, as stated, was 25 percent in the same period, far ahead of other cities of comparable size. Also, in the District there has been a very

substantial increase in all categories of crime excepting aggravated assault, which showed a decrease.

Crime index trends [1]

[Percent change, 1964 over 1963, offenses known to the police]

Population group and area	Number of agencies	Population	Total	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny, $50 and over	Auto theft
Total, all agencies	4,742	135,433,000	+13	+9	+19	+12	+18	+12	+13	+16
Total, cities 500,000 to 1,000,000	18	11,542,000	+13	+15	+18	+15	+16	+11	+12	+14
Washington, D.C.	1	763,956	+25	+39	+10	+34	−9	+28	+12	+56

[1] Uniform Crime Reports, issued by J. Edgar Hoover, Director, Federal Bureau of Investigation, released Mar. 10, 1965.

METROPOLITAN POLICE DEPARTMENT TABULATIONS

The following tables show the rank order of the District of Columbia in number and rate per 1,000 population of crime index offenses [1] among the 16 cities in the 1960 population group of 500,000 to 1 million population.

Actual number of offenses, rank order of District

	Calendar years					
	1948	1953	1957	1962	1963	1964
Murder	3d	4th	5th	4th	5th	4th.
Robbery	2d	4th	7th	7th	2d	1st.
Aggravated assault	1st	1st	1st	1st	1st	1st.
Housebreaking	2d	6th	10th	5th	4th	4th.
Larceny ($50 and over)	1st	2d	11th	10th	9th	9th.
Auto theft	7th	7th	11th	10th	7th	5th.
Total	1st	2d	8th	5th	4th	4th.

Offenses per 1,000 population, rank order of District

	Calendar years					
	1948	1953	1957	1962	1963	1964
Murder	7th	6th	4th	3d	4th	2d.
Robbery	2d	3d	7th	2d	2d	1st.
Aggravated assault	1st	1st	1st	1st	1st	1st.
Housebreaking	3d	6th	11th	9th	6th	5th.
Larceny ($50 and over)	2d	8th	12th	11th	11th	10th.
Auto theft	10th	10th	15th	7th	7th	6th.
Total	1st	3d	12th	7th	5th	4th.

Actual offenses reported, District of Columbia

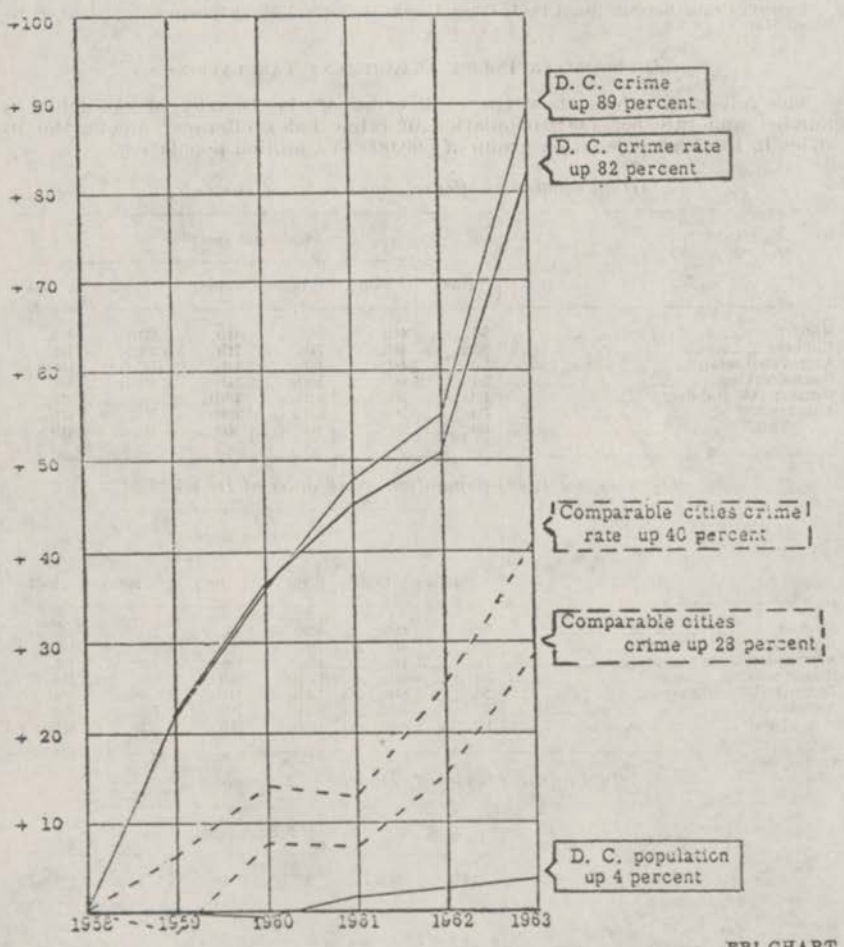
	Calendar years					
	1948	1953	1957	1962	1963	1964
Murder	73	74	78	91	95	132
Robbery	1,023	904	718	1,572	1,707	2,279
Aggravated assault	4,049	4,521	2,708	3,005	2,851	2,605
Housebreaking	4,543	4,580	3,058	5,022	6,984	8,910
Larceny ($50 and over)	1,993	1,939	1,849	2,666	3,140	3,518
Auto theft	1,438	2,060	1,758	2,581	3,465	5,392
Total	13,119	14,078	10,169	14,937	18,242	22,836

[1] Rape was omitted from FBI reports on individual cities prior to 1957 and is, therefore, omitted from these comparisons.

DISTRICT OF COLUMBIA CRIME

CRIME INDEX

Washington, D. C. and Cities 500,000 to 1,000,000 in Population

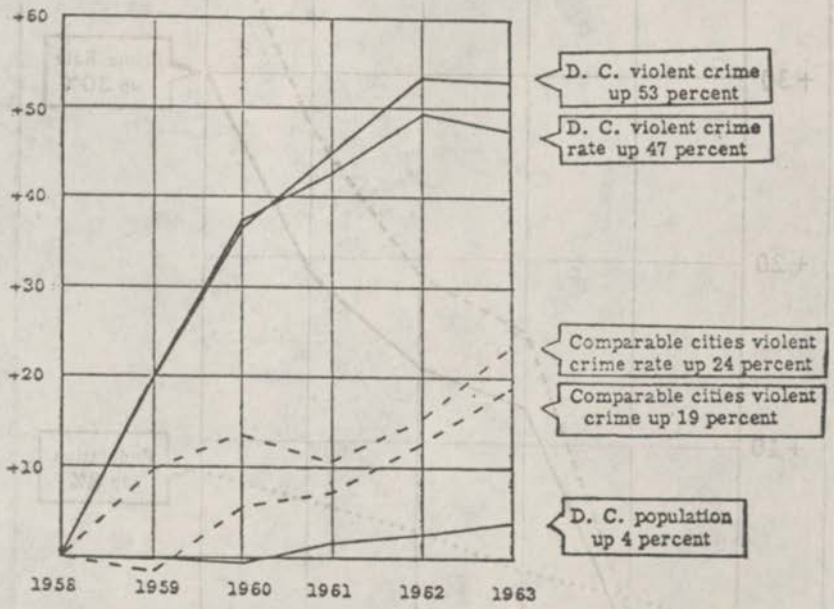


FBI CHART

DISTRICT OF COLUMBIA CRIME

VIOLENT CRIME
(Murder, Forcible Rape, Robbery and Aggravated Assault)

Washington, D..C. and Cities 500,000 to 1,000,000 in Population



FBI CHART

DISTRICT OF COLUMBIA CRIME

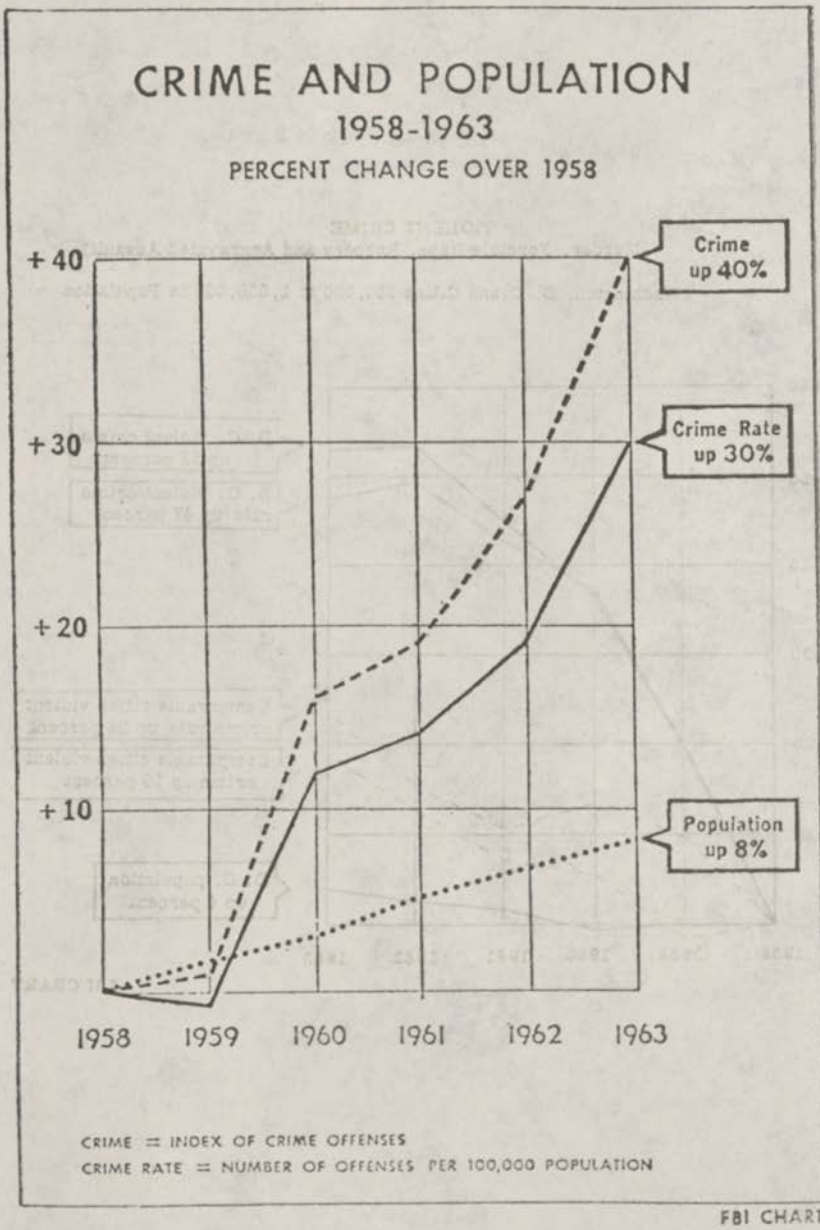


Chart 1

DISTRICT OF COLUMBIA CRIME

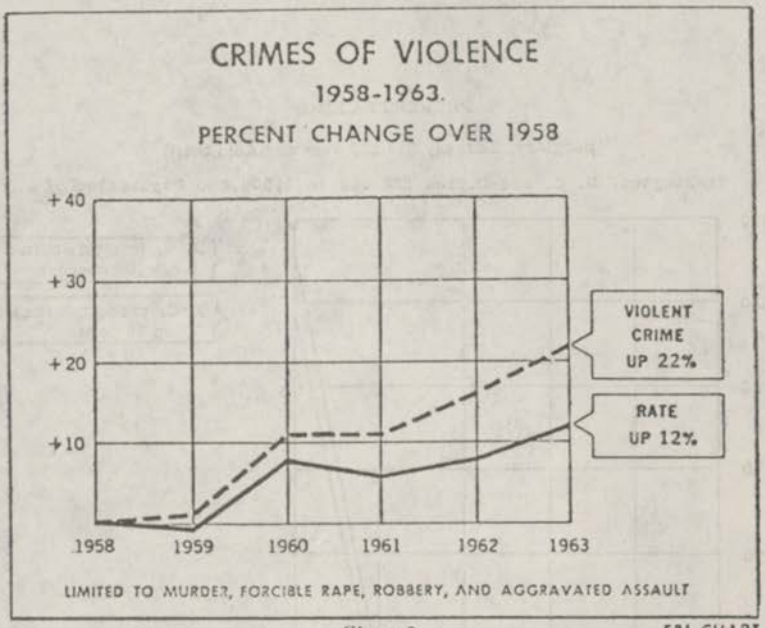


Chart 2 FBI CHART

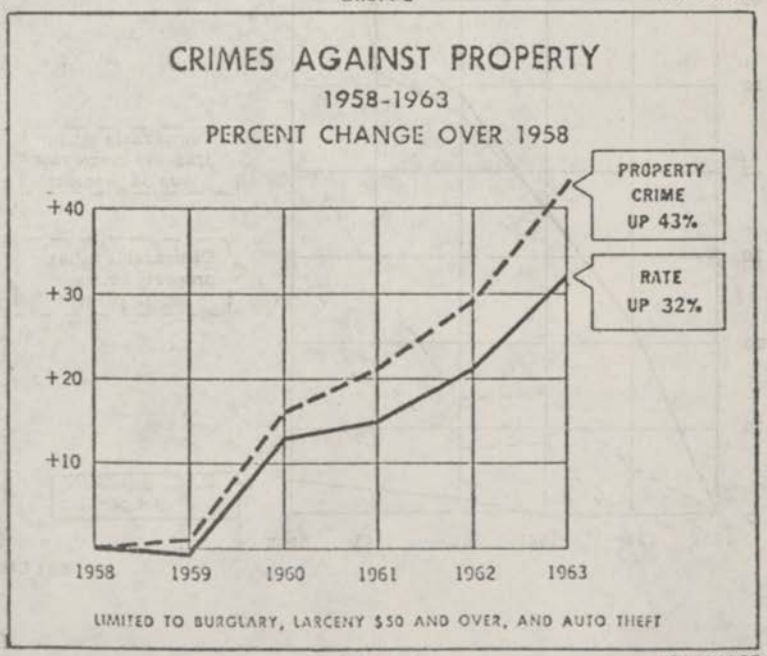
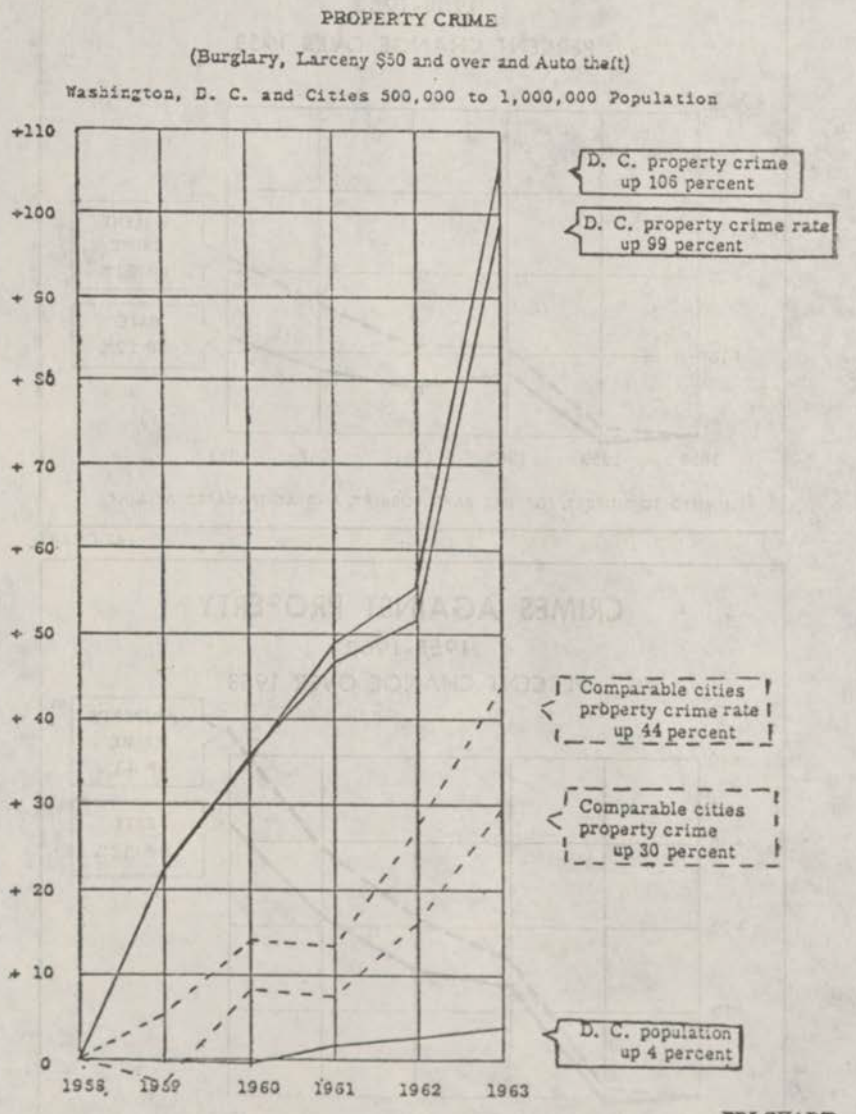


Chart 3 FBI CHART

DISTRICT OF COLUMBIA CRIME



FBI CHART

CATEGORIES OF SERIOUS CRIMES

Senator BYRD. When you speak of serious crimes, can you categorize these?

Chief LAYTON. We generally refer to the part I offenses, which are homicide, rape, robbery, aggravated assault, automobile theft, larceny, and housebreaking.

Senator BYRD. Automobile theft is included?

Chief LAYTON. Yes, sir.

Senator BYRD. When you speak of aggravated assault, just what do you mean?

Chief LAYTON. This would be an assault with a dangerous weapon. It might be a gun or a knife, a club, or some dangerous weapon.

Senator BYRD. It could be a natural weapon, a rock?

Chief LAYTON. Yes, sir.

Senator BYRD. A stick of wood?

Chief LAYTON. That is correct.

Senator BYRD. You go back to 1957. Is this the date of the *Mallory* rule?

Chief LAYTON. Yes, sir. The *Mallory* rule was handed down by the Supreme Court in June of 1957.

Senator BYRD. And what about the *Durham* rule? When was it handed down?

Chief LAYTON. The *Durham* rule was in 1954.

REASONS FOR INCREASE IN CRIME RATE IN THE DISTRICT

Senator BYRD. To what in the main do you ascribe this increasing crime rate here in the District over and above the increase in the rate throughout the country?

Mr. LAYTON. I feel, Mr. Chairman, that there are many factors that bear on crime. I feel, for instance, that a breakdown in the home situation that I think we see all too frequently in these times has a bearing on the crime rate. There are many other factors, economic factors, I am sure. From my experience I cannot help but feel that the *Mallory* doctrine that you have inquired about has had some effect on our rate, both the rate of increase and certainly in the clearance rate of our criminal offenses. This is reflected most often, I think, in the matter of multiple offenses where, because of the lack of opportunity of inquiring into additional offenses that an individual may have committed, many of these crimes are not cleared.

This is reflected, and I cannot help but feel that where an individual is not held responsible for the offenses that he has committed, that he will be more inclined to commit additional offenses, and for this reason I think the *Mallory* rule does have a bearing on our increased crime rate.

Senator BYRD. Your are substantiating the position that was taken by your predecessor, Chief Murray, in this regard.

Chief LAYTON. Yes, sir. I feel this way about it.

Senator BYRD. What about the *Durham* rule. Has this had any noticeable effect, would you say, in this regard?

Chief LAYTON. The *Durham* rule is somewhat different. We do not meet that actually in our enforcement procedures until after the in-

dividual is in court and being prosecuted for the offense. This is more a problem for the prosecution.

DECISION ALLEVIATING "DURHAM" RULE EFFECT

There has been a decision that the U.S. attorney feels does alleviate somewhat the effect of the *Durham* rule.

Senator BYRD. What is that decision? Would you cite it for the record?

Chief LAYTON. Yes, sir, we will get that for you.

(The information referred to follows:)

McDonald v. *United States* (312 F. 2d 847, 1962).

IMPACT ON CRIME OF "MALLORY" DECISION

Senator BYRD. As I have indicated in the past, I feel as you do and as Chief Murray did, that the *Mallory* decision certainly has had a decided impact on this thing, and I should think that the increasing trend of crime here and the statistics which you have referred to would appear to substantiate this. I commend you on the position which you have taken in appearing before the other committee of the Senate which has been considering the problem of crime and the matter of designing legislation to meet this problem. I compliment you on the position you took there that the *Mallory* rule has inhibited the Department and has created problems which are extremely difficult to overcome.

Chief LAYTON. Thank you, Mr. Chairman. I feel that it is one of my responsibilities to relate to the Congress and to the committee, the interested committees, what I think is the situation.

Senator BYRD. I think you are to be congratulated on that. This is your duty, and you are stating the situation as you see it. You certainly have the experience, knowledge, training, and facts upon which to base this position which you have expressed. I am inclined to want to say at this point that I continue to support your position in that regard.

USEFULNESS OF COMPUTER TECHNOLOGY IN POLICE OPERATIONS

Last December there was a newspaper report that the Police Department was examining the feasibility of using computers for police work. Will you advise this subcommittee whether your examination of computer technology has indicated its usefulness for police operations?

Chief LAYTON. Yes, Mr. Chairman. This is one of the areas that I would expect would be very helpful to us. In fact, it was one of the first policy decisions I made on taking office, to continue that study. The results of that—while the study is only a preliminary study—do indicate to us that this is an area that I would want to proceed on. We have been in conference with our District Management Office, and of course with the staff of the International Association of Chiefs of Police, and there are some preliminary steps that we feel need to be taken in order to develop this program and get the most use of it, and that would be setting up a planning unit, because there are a number of areas that need to be explored, both within our department as well as outside the department, to set up a program that would get us the

most use from the computer system. But it is something that I am encouraged in.

I think that with the great increase in crime that it is most necessary for us to have a means not only of storing information but of getting answers to various questions out of the system rapidly. We know from some systems that have been put into production in other cities, other jurisdictions, that they have had some encouraging results. Information on automobiles or checking arrested persons against wanted notices and the distribution of manpower and this sort of thing, we feel that this type of system would be very helpful.

DISPOSITION OF CASES IN COURT

Senator BYRD. I have a feeling, Chief Layton, that one of the areas which should be carefully studied in this whole business of crime and the prevention of it and so on is the area of case dispositions that are made by the courts. It seems to me that the courts are entirely too lenient—and I am speaking mostly with regard to the Federal courts, and particularly with regard to the Supreme Court of the United States.

Has there been any study which would indicate in regard to the dispositions that have been made of cases involving serious crime what the trend may be, something which would be helpful to the Congress in this regard?

Chief LAYTON. There was a proposal by a citizen's crime commission here a few years back to make a study of this kind. They were not able to continue with this. There has not been that kind of study. I think there have been some comparisons made between jurisdictions, but the kind of study that I think the chairman is referring to would be the sort that the crime commission envisioned and wanted to get into and study the defendant from the time he was first arrested by the police, following through his case and the disposition of that case, and check that against his prior record, and it was proposed as a complete and thorough study. I do not know of any study of that kind that has been engaged in, Mr. Chairman.

Senator BYRD. Much attention is being given to crime, and various solutions are being suggested which include the increase in the number of police positions and so on, but too little attention is being seriously given to the handling of criminals by the courts. A constructive study which would indicate just precisely what the facts are would appear to be justified.

I get the impression from reading the newspapers day after day that while the Police Department does a good job in apprehending the criminals, the courts too often literaly turn the criminals back out on the streets. It seems to me that the Federal courts in particular have in recent years displayed a rather doctrinaire zeal for the protection of the rights of the criminal, and as a result the rights of the ordinary citizen to go about the streets and the parks and even to work in his own home in safety have been severely curtailed, indirectly of course, as a result.

DEFENDANTS IN CRIMINAL CASES CONTINUING TO COMMIT CRIMES

Chief LAYTON. We do know as a practical matter, Mr. Chairman, that we have instances and cases where defendants in criminal cases are

continuing to commit crimes. There are many things that can be said. We had an occasion not too long ago where one housebreaking defendant was on five or six different bonds, in other words five or six different cases, two in nearby jurisdictions as well as cases in the District, and he was continuing to be found in situations where he was being charged with housebreaking offenses. Now, this was all presented to the court. His bond was revoked. But we had here a situation where a criminal defendant was continuing to commit offenses. We have had, as a practical matter, other cases where people have been charged with offenses, sometimes completed their terms or in other ways released, have repeated the offenses, the type of offenses that they previously committed.

EXAMPLES OF APPLICATION OF MALLORY RULE

Senator BYRD. With regard to the Mallory rule, I shall insert in the record a story from the May 7 edition of the Evening Star which had to do with a 5-minute police interrogation of an individual who had been convicted of manslaughter. I would like to read the decision in this case, and I have to get the facts on it, but based on the newspaper story, it seems to be a rather shocking application of this rule.

"In a 2 to 1 decision," the story said, "Chief Judge David L. Bazelon said a 5-minute police interrogation of Tom E. Alston, 25, of the first block of I Street NW, violated the Mallory rule."

This kind of an application of the rule straitjackets your organization, does it not?

Chief LAYTON. Mr. Chairman, it certainly confines us to a point where you would have to say that almost no questioning can be engaged in, although the dissent in that case by Judge Burger indicates that in his opinion this is not the law, that there is some opportunity in his judgment, as indicated by his opinion, there is some opportunity for some questioning. But the fact that we have a 2 to 1 decision, that on the basis of a 5-minute period of interrogation certainly pretty well closes the door if this is the law.

(The article referred to follows:)

[From the Evening Star, May 7, 1965]

JUDGES DIFFER IN UPSET OF SLAYING CONVICTION

(By William Basham, Star staff writer)

The U.S. court of appeals ruled yesterday that a Washington man convicted of manslaughter deserved a new trial, but the judges gave different reasons for the reversal.

In a 2 to 1 decision, Chief Judge David L. Bazelon said a 5-minute police interrogation of Tom E. Alston, 25, of the first block of I Street NW., violated the *Mallory* rule.

QUERIED 5 MINUTES

The rule, based on a 1957 U.S. Supreme Court decision, provides that a suspect must be taken before a committing magistrate as quickly as possible to be advised of his constitutional rights. Judge Bazelon said police used the questioning period as a delay to obtain Alston's confession.

Alston, convicted of fatally stabbing William T. Scott, 19, of the 1000 block of Sixth Street NW., on February 21, 1964, was questioned for 5 minutes by police at headquarters. Police testified that Alston denied knowledge of the crime during the questioning period but said he confessed after he was allowed to talk to his wife.

Judge Carl McGowan, writing a separate opinion in support of reversal, said he was not convinced that Alston was properly advised of his rights by police before interrogation began.

For this reason, he said, he felt it was not necessary to go into the *Mallory* rule in this case.

But he added that he believed the rule "leaves some room" for questioning suspects prior to their appearance before a magistrate, if police have told them of their rights.

In his dissent, Judge Warren E. Burger said he would uphold the conviction because he believed Alston had been properly advised before the questioning began.

CITES WIFE'S PRESENCE

Noting the concern of some court members about an arrested person giving a confession without access to friends or relatives, the judge said Alston's wife held a private discussion with the defendant before the confession and was present when he admited his guilt.

In a footnote, Bazelon said one purpose of the *Mallory* doctrine was to eliminate "swearing contests" between police and the defendant as to what each said and did, by promptly bringing the suspect before a magistrate.

STUDY OF DISPOSAL OF CASES

Senator BYRD. I think he is right. The door is virtually closed now.

Chief LAYTON. This is correct, Senator.

Senator BYRD. This appears to complete the closing of it. In your judgment, and perhaps I should not ask you this question, do you feel that such a study as I have referred to would be helpful?

Chief LAYTON. Yes, sir; I certainly think that it would be helpful. We recognize, of course, in the Police Department, that the responsibility for determining what penalty an individual should receive lies with the courts, but it would seem to me that if there were such a study as you have indicated, that this would spell out for all those concerned with the process of justice what has been occurring and might open up other areas for improvement of our system.

Senator BYRD. Yes. Well, there is no question but that the responsibility rests with the court. But at a time when the public generally is becoming increasingly alarmed about the crime rate, and at a time when the trend here in our own National City is increasing over and above the rate in other cities of comparable size, at a time when the Congress itself is delving into this whole matter and seeking to ascribe to this or that or something else the reasons therefor, it would seem to me that these court decisions should not go unnoticed.

For the sake of developing the facts, it seems that there should be a careful study of the cases involving serious crimes, to document the dispositions, to see what has happened in the cases of various repeaters, for example, for the purpose of establishing beyond question whether or not the courts are indeed bending over backward to protect the criminal, and whether or not indeed the criminals are going free more and more on the basis of legal technicalities. The cold facts should be spread upon the record and the public informed.

But as far as I am concerned, and I hope I am being objective in this, I think the Federal courts are going to have to assume the major responsibility in this business of accounting for the increasing crime rate in this country.

The purpose of the study would be to document cases and perhaps give some clear indication as to whether or not this is true. The people have a right to know where the fault lies.

I shall include in the record also an editorial which appeared in the May 8 edition of the Washington Daily News entitled "Certain Inalienable Rights."

(The article referred to follows.)

[From the Washington Daily News, May 8, 1965]

CERTAIN INALIENABLE RIGHTS

The first 10 amendments to our Constitution were designed to defend decent, law-abiding citizens from unjust treatment by the courts—and from unreasonable interference in their daily lives by the police.

Of these amendments, the fifth is most familiar, largely because of its abuse; but there are other provisions directly affecting criminal law enforcement, notably in the fourth, sixth, and eighth.

No reasonable person, we think, would think of tolerating any proposal to withdraw these safeguards for the innocent even if, through their reasonable operation, an occasional miscreant escaped punishment. It is sound tradition that it is better for one guilty criminal to go unpunished than for one innocent man to suffer unjustly.

But it does not follow that any citizen should be exempted from his share of responsibility for preserving order and achieving justice.

We have suggested previously that some of the provisions of the Bill of Rights, especially the fifth amendment, need reexamination in the light of modern developments. And yet, there is nothing fundamentally wrong with the Bill of Rights, including the fifth amendment. Most of the trouble lies in the application by the courts of what are known as "procedural safeguards"—decisions which, in our opinion, have tortured the Bill of Rights clear out of its logical meaning.

Brazen gangsters with long criminal records are permitted to mock congressional investigators with cynical resort to "the fifth."

Burglars caught redhanded with their loot are freed because the arresting policeman didn't actually see them commit the crime. This is "unreasonable search and seizure?"

Confessed killers and rapists are turned out to repeat their crimes because police questioned them briefly before taking them before a magistrate.

These decisions, and a host of others along similar lines, do not offer the innocent any protection whatsoever. They do not insure a "fair" trial, which is the last thing a criminal wants. Instead they protect the obviously—even admittedly—guilty, surrounding their arrest and prosecution with an intricate set of rules which tend to make criminal justice a game, with demerits for foot faults or bad syntax—rather than an effort to get at the truth.

Recent court decisions which actually help the innocent are wholesome. For instance a person, no matter how poor, is entitled to legal counsel. Bond requirements act unfairly for the poor as against the rich. Policemen, like other men, can be stupid or brutal and the citizen must be protected against their actually unreasonable acts.

But a doctrinaire zeal for these protections has, in fact, tended to deny hosts of law-abiding citizens of their civil rights by favoring the criminal.

Decent citizens are denied the use of their parks and even their streets. Women do their housework behind chained doors. "The right of the people to be secure in their persons, houses, papers, and effects" is constantly violated, with a crime rate rising five times as fast as the population according to statistics kept by the FBI.

Almost a generation before the 10 amendments the basic philosophy behind the Bill of Rights was succinctly defined in the Declaration of Independence:

"We hold these truths to be self-evident, that all men * * * are endowed by their Creator with certain inalienable rights, that among these are life, liberty and the pursuit of happiness. That to secure these rights, governments are instituted among men * * *."

The plain fact is that, under current procedures, these rights are not secure and government is failing in the objectives which the Founding Fathers placed at the top of the list.

SUNDAY STAR ARTICLE

Senator BYRD. A very interesting article appeared in the Washington Sunday Star yesterday, May 9, on the "Crisis in Crime," and I shall include this in the record also.

(The article referred to follows:)

[From the Sunday Star, May 9, 1965]

SPECIAL REPORT CRISIS IN CRIME—NO HOPE SEEN TO REVERSE TREND UNTIL CONGRESS ACTS

(By Miriam Ottenberg, Star staff writer)

Your chances of being robbed in Washington are three times greater today than in 1958—greater than in any city of comparable size in the country.

Your chances of burglars breaking into your home, your store, or your office have likewise tripled in Washington since 1958.

If you fled to the nearby Maryland and Virginia suburbs to escape city crime, you're safer, but the rate of serious crime in suburbia is increasing twice as fast as the population growth.

Suburbia's growing pains are the same all over—populations burgeoning at a greater rate than police forces, high-speed highways giving access to suburban loot and assuring fast getaways. For the suburbs, expanded police forces and swift communications are expected to discourage the beltway bandits.

In Washington, however, serious crime from armed robbery to murder has reached an alltime peak and shows no signs of leveling off. Knowledgeable people now believe that until Congress acts, nothing Washington police can do—and they have already made many changes in police methods—will stem the tide of crime, much less reverse its course.

RESULTS OF CRIME

As a result:

For the first time in half a century, Washington apartment houses are beginning to lock their doors at night.

Some new apartments have installed closed circuit television with concealed cameras at all entrances for instant spotting of prowlers.

Several large department stores keep their fitting rooms locked and admit customers only with a saleswoman to prevent shoplifters from walking out with half the ladies ready-to-wear under their old clothes.

Nurses and others working night shifts are taking YMCA courses in self-defense and a finishing school includes instruction in screaming and whistle blowing.

Churches and synagogues with evening services are hiring private guards to patrol the grounds and parking lots.

The largest independent detective agency in town reports business has increased by 35 percent in the past year as its 450-man force is called on to guard more private homes, small hotels, and office buildings.

A burglar alarm firm reports a 75-percent increase in the dollar volume of its business here in the past 5 years and more demand in the past 2 months for burglar alarms in private homes than in all the previous years.

One tear gas pen firm claims that 2,000 of its pen guns are being sold here weekly and another firm reports its product is selling at a 500-a-week clip.

There's a brisk and increasing business in chains that can be locked and unlocked from the outside and lights with a timer device to go on and off while the owner is away. Both the chain and the light gimmick are intended to discourage housebreakers.

WHITE HOUSE CONCERNED

The alarm of private citizens and their efforts to protect themselves and their property is now being matched at the White House, the Justice Department, and Congress.

During the past week, President Johnson prodded Charles A. Horsky, his adviser on Washington affairs, to get on with establishing the District Crime Commission announced months ago. The Justice Department's Office of Criminal Justice started lining up projects for the Commission to undertake once the panel is appointed. Four Senators joined in sponsoring a 1-year crime survey for the District. The Senate District Committee chairman promised immediate attention to bills to aid law enforcement.

Echoing across Capitol Hill was an insistent refrain: Court decisions have imposed impossible odds against law enforcement, now apparently correctable only by Congress.

A Star survey of crime in Washington indicates all this concern is long overdue. Crime is on the increase throughout the country but in Washington, it's skyrocketing.

Senseless violence, casual and callous, is becoming more and more a habit pattern for holdup men, purse snatchers, and yoke robbers.

A 74-year-old woman, confronted suddenly by a holdup man as she entered a relative's car, kept moaning, "No, no." Every time she said it, the man smashed her face with the butt of his gun. . . . A holdup man collected the cash of an East Capitol Street carryout shop, then spotted a customer and shot him. . . . Several store owners have been shot after they turned over their money to the holdup men. . . . Some bandits have playfully sprayed a store with gunfire as they fled. . . . Muggers tear wallets from men's pockets and then beat them into unconsciousness. . . . A fractured skull has followed more than one purse snatching.

Why the needless brutality?

Dr. Mauris Platkin, chief of St. Elizabeths maximum security division, said the easy answer was that these are men disenchanted with society and striking back, but he was suspicious of that as a valid explanation. He thought some criminals might be using violence as a warning of what lay in store if the victim notified police.

PATTERNS CHANGE

The old predictable patterns of crime in Washington have given way to sinister innovations.

Dope addicts.—They used to finance their supply through shoplifting but the stores tightened their security. Meanwhile, hard-to-get heroin was becoming so adulterated that addicts had to buy more capsules to get the same effect. Since robberies supply more cash than the average larceny, the addicts joined the trigger-happy holdup men. It was a narcotics violator, out on bond pending sentencing, who felled a pursuing policeman recently with his sawed-off shotgun.

Gangs.—Where run-of-the-mill holdup men used to operate solo, they now have the added bravado of three or four companions. Boys too small for mugging now run in knife-wielding packs. A gang of 11- and 13-year-olds recently attacked two grown men and got their wallets.

Guns.—Where only one member of a holdup crew used to show a pistol, now all of them go armed, frequently with sawed-off shotguns. Instead of snatching purses, more robbers are taking them at gunpoint. Guns are now standard equipment for anyone bent on crime in Washington. In the first 2 months of this year, more than 200 guns were used in robberies, nearly half as many as for all of the previous fiscal year. As for murder and near-murder, more guns were used to injure and kill during the past fiscal year than in any previous year.

Daylight robberies.—Bandits used to pick the lonely night hours just before closing when the stores were empty of customers. Now they go in any time, day or night, often with a dozen customers in the store. Customers are robbed and sometimes wounded along with the store owner.

Housebreakings.—Burglars used to make a point of moving so quietly through an occupied house that residents slept through the visit. Recently, they have deliberately awakened the residents and forced them at gunpoint to turn over their jewelry or open the safe. It's a new method of operation for the housebreakers and much more dangerous for the residents.

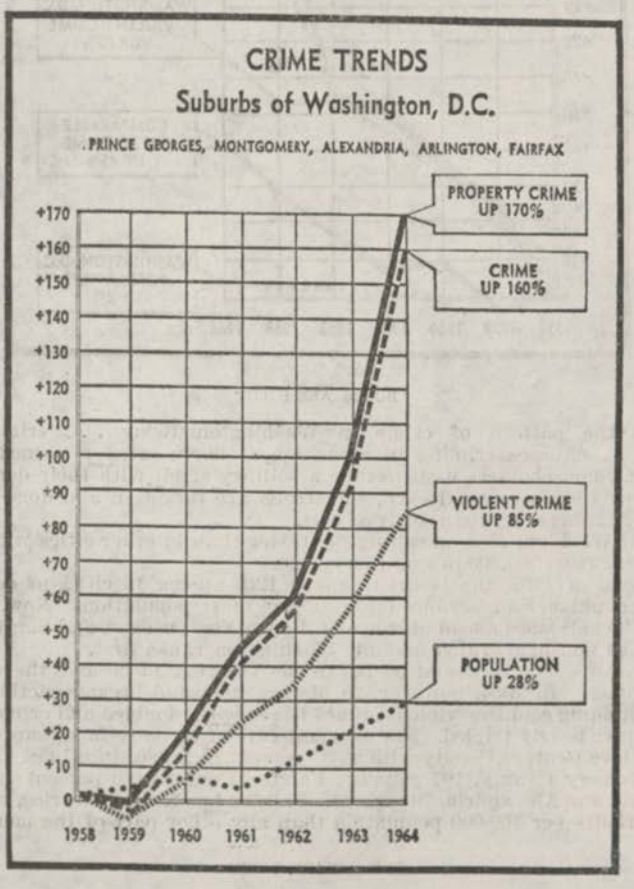
Apartment forays.—The thief slipping through apartment corridors has given way to the gang of burglars starting on the upper floors and fanning out through a high-rise apartment building where prowlers are less noticeable and neighbors are strangers. Result: Apartment burglaries rose from 509 in fiscal 1957 to 2,788 in the past fiscal year.

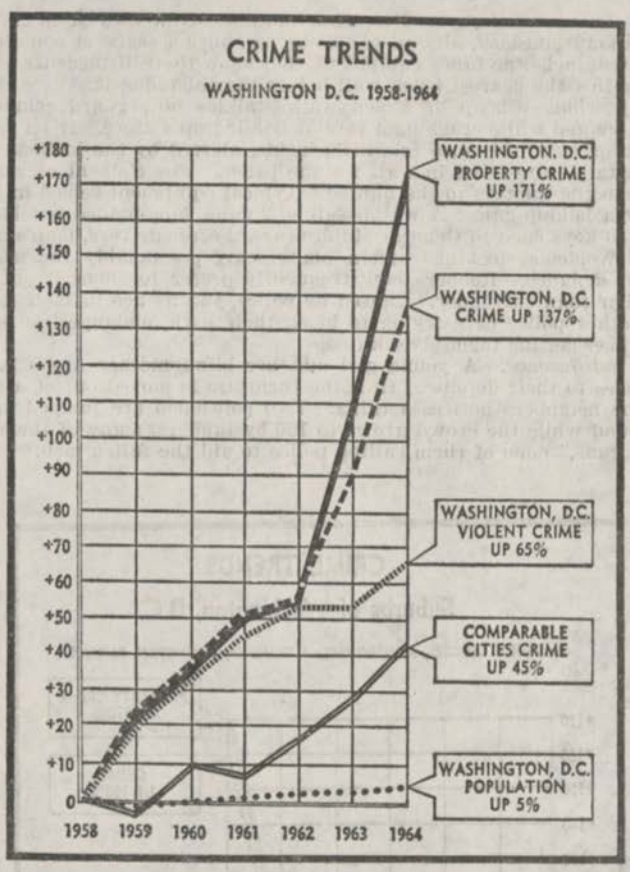
Auto destruction.—Boys used to steal hubcaps. Now they strip cars of their four-speed transmissions, high-powered engines, bucket seats, or consoles. If the car they steal lacks the fancy equipment, they show their displeasure by scraping the car against the nearest brick wall before they abandon it.

Tools of crime.—Cheap or stolen walkie-talkies now guard criminals from being interrupted while cracking a safe or holding up a store. It's a new danger for law enforcement because criminals inside, alerted by the lookout man with his walkie-talkie are lying in wait for the police. The element of surprise has shifted from the hunters to the hunted. Typical equipment seized in the recent capture of a holdup gang: A walkie-talkie, 2 guns, long-bladed butcher knife, 2 chains of 30 keys each to General Motors cars, 2 screwdrivers, man's gloves and a pair of women's stockings and a black scarf presumably for masquerade.

Criminal defiance.—Robbers now frequently prefer to shoot it out with the police rather than surrender. Chased by police, youths flee in their stolen cars, ramming other police cars trying to block their path, endangering pedestrians and sometimes getting themselves killed.

Citizen indifference.—A young girl and her blind mother are attacked and no one comes to their defense. Half the furniture is moved out of a house and none of the neighbors notices a thing. Two policemen are jumped and beaten to the ground while the crowd grows to 150 bystanders, many of them chanting "get their guns," none of them calling police to aid the fallen men.





DOORS ARE SHUT

This is the pattern of crime in Washington today . . . crime on the increase . . . offenses tripling in areas where doors often remained open all evening and householders used to take a solitary stroll with their dogs at midnight. Now the doors are locked, the strolls are forgotten and dogs are being bought as guards rather than solely as pets.

Crime in Washington is spiralling far faster than in other cities with populations ranging from 500,000 to a million people.

At the end of 1957, the District ranked 12th among 16 cities of comparable size in the number of serious offenses per 1,000 population. Now, it ranks fourth. The only ones ahead of it are St. Louis, New Orleans, and San Francisco. In robberies and aggravated assault, Washington ranks first.

In 1958, for every thousand people in the District, 13 became the victims of serious crimes. In 1964, however, 28 of that thousand became victims.

In surrounding counties, violent crimes have nearly doubled and crimes against property have nearly tripled. The sharpest rate of increase in serious crime has been in Prince Georges County with a 333 percent increase since 1958. Following are Montgomery County, 197 percent; Fairfax County, 160 percent; Arlington, 106 percent; and Alexandria, 79 percent. Fairfax has fewer robberies, burglaries, and auto thefts per 100,000 population than any other part of the metropolitan area.

LOW POLICE RATIO

In nearby Maryland and Virginia police forces, there's an average of 1.1 police employees per thousand population, compared with a national average of 1.9 police for every thousand residents.

The counties with their 28-percent increase in population can hope to curb the upward trend of crime as they expand their police forces. The new linking of seven police forces via police radio and teletype also is expected to pay off against the boundary-crossing bandits. Recently, holdup men staged a robbery in Fairfax and minutes later were caught on the run in Prince Georges County.

In Washington, officials feel it's going to take more than men and equipment alone—although both are necessary—to reverse the crime trend.

In June 1957, serious crime in Washington was moving steadily downward in contrast with the upward movement of crime elsewhere in the country. Public confidence in law enforcement, shaken a few years earlier by the preceding police administration, had been restored. Detectives were solving crimes at twice the national rate and judges were meting out consecutive sentences for multiple offenses.

That June, the Supreme Court threw out the confession of one Andrew Mallory because of a delay between his arrest as a rape suspect and his appearance before a committing magistrate.

IMPACT FELT HERE

The *Mallory* decision applies in all Federal courts but it's impact has been felt more in Washington than elsewhere in the country because:

1. Washington is the only jurisdiction in the country where such State crimes as robbery and murder are always tried in Federal courts.

2. The U.S. court of appeals here has gone beyond any other appellate court in excluding the evidence that results from police questioning.

Since the decisions flowing from the *Mallory* case, the rate of solving crimes has plummeted while the volume of crime has spiraled. District police used to clear up more than half their serious crimes. Last year, they cleared only 38 percent.

As Police Chief John E. Layton explained it, police may have enough evidence to arrest a man and charge him with a crime but proving in court that he committed the crime requires enough evidence to convince judge and jury beyond a reasonable doubt. Since there's no time after his arrest now to question him nor confront him with witnesses, police delay making an arrest until they have enough evidence to assure conviction. Meanwhile, the criminal strikes again.

BRIEFING OF DETECTIVE

To keep District detectives advised on the latest limitations put on them by the appellate court, a prosecutor briefs them every 2 weeks. Nevertheless, ranking detectives differ on how to operate under the post-*Mallory* edicts—just as the appellate judges differ among themselves. Confusion compounds crime.

All this has prompted the Justice Department finally to conclude publicly that Washington police cannot effectively protect the public under the constant revising and tightening of the *Mallory* rule by the appellate court here. The Department has made that point to the Senate District Committee and intends to draft legislation that will give police some leeway to question suspects.

Washington's crime problems are manifold as Congress continues its prolonged discussion on causes and possible cures. Two of the more prominent threats to the safety of life and property in the city are juveniles on the rampage and offenders continuing their criminal careers while on bond.

Again, the police are helpless to do more than catch them. The offenders keep on repeating themselves until they're "put away." Sometimes they're not "put away" for a long time, if at all.

Take the revolving doors of juvenile court. Latest court figures show that in the first 3 months of this year, 804 of the 1,310 juveniles referred to the court had been there before. Of the repeaters, 306 were waiting disposition of their last case when they committed another crime.

Currently, if the juvenile denies he committed an offense and is on the street, he doesn't come to trial for from 4 to 6 months—in some cases not for a year. That gives him an opportunity to rejoin his more crime-prone buddies and many of them do—despite the warning they get at arraignment from Chief Judge Morris Miller.

His trial doesn't necessarily assure an end to his taking ways, either. Of the repeaters during the first 3 months of this year, 142 were on probation and 104 were wards of the Welfare Department but obviously not in institutions at the time of the offense.

The court also has a system of committing a juvenile but suspending the commitment, to see how he does without confinement.

One juvenile did just fine. He made use of his suspended commitment for a crime spree so spectacular that when police finally unraveled the depradations of his gang, more than 50 robberies were solved.

FEWER COMMITMENTS

Although police report a 25 percent increase in arrests of juvenile and court statistics likewise have reached record proportions, available institutions for juveniles fail to reflect the increase. In fact, the National Training School for Boys received 88 youths from the District in 1964 compared to 138 boys in 1963. As of May 1, the training school had 97 residents from the District compared to 102 on May 1, 1964.

Most juvenile offenders remain juveniles in the eyes of the law despite the seriousness of the offense, including 10 murders during the past fiscal year. In the 1961 fiscal year, 108 youths were sent to District court for trial as adults. In the first 9 months of this fiscal year, juvenile court jurisdiction was waived in only 45 cases.

One of those whose cases stayed in juvenile court was a 15-year-old boy who killed a cab driver on a dare. The cab driver, father of four sons, had survived 3 years in a Japanese prison camp. The youth who killed him will be out of the training school by his 21st birthday, if not earlier.

Because so many youths are no longer children but not yet adults, because children's institutions aren't equipped to handle them and the District court judges are reluctant to sentence them to adult prisons, Deputy Chief John E. Winters of the Police Youth Aid Division is ready to propose a youth court.

His idea would be a separate court which could sentence older and more sophisticated juveniles under the Youth Corrections Act. He believes both the community would be safer and the youths more likely to be rehabilitated under such a set-up.

When the President's crime commission for Washington is finally appointed, one of its projects for study is expected to be the workings of the juvenile court where cases are now backing up despite a three-judge court and where a novel procedure is followed. One judge tries the cases. Another judge sentences the offenders after their trial and conviction.

MEN ON BOND

Another threat to law and order that police cope with only through repeated arrests are the forays of men on bond. U.S. Attorney David Acheson is now collecting cases to back up his intention of requesting new law to make bond less available to those who misuse it.

Some typical cases: Until recently when the prosecutor finally prevailed on a judge to jail the offender, a man was free on $39,500 worth of bonds in four different District cases, one in Prince Georges County and another in Montgomery County. His crime forays made it easy to pay premiums on the bonds. Two men on bond for a robbery together were arrested together for another robbery. An accused robber was released on bond one morning last week. The next day, police asked for a warrant for his arrest on charges of robbery on the afternoon of his release on bond.

Faced by severely handicapped police, harassed prosecutors, overburdened courts and rising crime rates, much of the public is now looking elsewhere for protection. People are turning to their organizations, their neighbors, and themselves.

Increasingly, self-help and mutual help are becoming the vogue in Washington.

CITYWIDE DRIVE

NAACP President H. Carl Moultrie has launched a citywide program to fight the city's crime crisis. The goal: To redirect the activities of offenders and try to inject some sense of community responsibility into residents of crime-prone neighborhoods.

One of the first and most effective mutual help programs among neighbors came in the Foxhall Road area where a series of twilight burglaries climaxed in January with the still unsolved $265,000 jewel robbery at the home of Mrs. Gwen Cafritz.

Aroused neighbors developed what they called the "chain of watching eyes." They tell each other when they will be out for the evening or away for the weekend. They look out their windows more often and call police to report suspicious persons in the neighborhood.

The idea was expanded when 350 residents of the Wesley Heights-Spring Valley-American University area met with police to learn more about how to protect themselves and each other. Again the emphasis was on neighborly cooperation—"you watch my house and I'll watch yours."

BURGLARIES DECREASED

The result: A sharp decrease in burglaries in the whole area.

The thieves moved on but so did the idea of mutual help. Two weeks ago, bandits took $25,000 in jewelry from the home of Fred Burka, president of the K–B Theaters chain. Last week, the Forest Hills Citizens Association in the upper Connecticut Avenue area where the Burkas lived adopted a "house-watching" plan.

Various professional and business organizations are now getting into the crime fight here.

Former U.S. Attorney Oliver Gasch, now president of the District Bar Association, has set up a committee charged with the double duty of preventing crime and helping citizens protect themselves.

Gasch named as chairman former Assistant Attorney General Herbert J. Miller, Jr., who headed the Justice Department's Criminal Division before his recent return to private practice.

The Retail Liquor Dealers Association is now offering rewards up to $500 at the discretion of police for information leading to the arrest and conviction of liquor store bandits. The reward has already been paid several times.

Association President Ruben R. Rudden said the rash of liquor store robberies has frightened half a dozen owners into putting up their stores for sale, some liquor store insurance has been canceled and one hapless owner had to go to Lloyds of London for insurance coverage.

POOL INFORMATION

The Mutual Protection Association formed 6 years ago by representatives of four downtown department stores now has 31 stores pooling information on bad checks, shoplifting techniques, fraud buying and dishonest employees.

The association is trying to get a shoplifting law similar to ones now in effect in Maryland and Virginia under which a store official could stop a customer on probable cause to believe that the object hidden under his coat was unpaid-for merchandise.

A committee of the Washington Board of Realtors has been set up to work closely with the District Bar Association on means of "taking away the harmful effects of the Mallory decision" and "examining the responsibilities of various groups and their failure to aid policemen in trouble," said Realtor Henry Nichols, chairman of the committee.

The Federation of Businessmen's Associations recently blamed the courts for the crime plague and voted to indorse an expanded canine corps, a gun law, and a four-time loser law.

The Columbia Heights Businessmen's Association in the high-crime Tenth Precinct protested to the Commissioners that policemen are being pulled out of the precinct for relatively unimportant assignments at public events . . . called for passage of a long-pending measure enabling the city heads to call out the reserves for something short of a catastrophe.

In the course of the Star's survey, scores of individuals and spokesmen for groups were interviewed—victims, businessmen, private detectives, judges, prosecutors, landlords, homeowners, and many others.

Not one criticized the police for the present danger. The Star's survey showed that none of the usual reasons for unbridled crime are valid here—not inefficiency, nor indifference, nor corruption.

As for the police, an inspector studied the latest crime figures and shook his head. "I never thought crime could have gone up this way in a city with as many police as we have. We've gotten rid of the worst of the slums. We have relatively high employment. We're adding a hundred men to the police force a year and we haven't even been able to make a dent."

Until police can make a dent, until Congress or the courts or both act to help reverse the tide of crime, the captain of a police precinct had this advice: "You

can't go about your business as you did 5 years ago in Washington. It could happen to you."

ESTIMATED COST OF STUDY

Senator BYRD. Is there any indication, Chief Layton or Commissioner Tobriner, as to what such a study might cost here in the District of Columbia?

Mr. TOBRINER. I have no indication of that, Senator.

Chief LAYTON. I do not either, Mr. Chairman, have indication of cost. I am informed that the Citizen's Crime Commission was asking for $5,000 for their study. I do not believe that what they had in mind, even in that, was as broad as you have indicated here, Mr. Chairman.

Senator BYRD. I do not think so.

Chief LAYTON. I have no figures to indicate cost.

USE OF CIVILIAN PERSONNEL TO RELIEVE POLICE OFFICERS

Senator BYRD. One of the problems in which this committee has a continuing interest is that of using civilian personnel to relieve police officers from clerical assignments.

Chief LAYTON. Yes, sir.

Senator BYRD. What has been done about this?

Chief LAYTON. We have been able to obtain some civilian positions, Mr. Chairman; while I was chief of detectives we were able to obtain four civilian positions there. We have several in the budget estimates for this year. It is my policy to continue this, and as we can, to relieve police officers for street duty by replacing them with civilians in clerical positions.

APPLICATION OF COMPUTER SYSTEM

Senator BYRD. Back to our discussion with regard to computers for police work, what application of computers could we expect to be useful?

Chief LAYTON. In a couple of areas in the country—St. Louis and in California—they have set up systems already where an officer out on the street can call in and have relayed to a computer system an inquiry on a tag, for instance, and he can get the answer back in just a few minutes time, including the transmission and the return.

Other applications are that we would determine areas and hours of the day on a much shorter time lag. We can put the information into a computer system, store it, and then retrieve it in a very short period of time.

One of the other possibilities would be automatically checking the names of those persons who were arrested against wanted notices and getting that information back immediately. For example, if a person were arrested on an offense that he could post collateral on, and if he were wanted, if there were a wanted notice, this information could be received before he would post his collateral. The shifting of manpower and applications to fingerprint searching is being studied. There are some promising developments in this area. Modus operandi files would be another area we would hope the computer could be applied to.

ESTIMATED COST OF COMPUTER SYSTEM

Senator BYRD. How expensive are computer applications for the Metropolitan Police Department likely to be?

Chief LAYTON. This would be pretty much an off-the-cuff estimate. But we would think that we would want to put into effect at least four civilian positions for one thing, and we would want to develop a planning unit within the Department, and contractual obligations initially would probably run on the order of $100,000, so that personnel and contractual obligations is something close to $200,000 in round figures. And then there would be recurring expenses, rental of the equipment, which might run $10,000 or $15,000 a month.

Senator BYRD. Do you have any estimate as to the degree to which computer applications would amplify the efficiency of the Metropolitan Police Department?

Chief LAYTON. Percentagewise or the extent I am not in position to set down very accurately. I understand that St. Louis has indicated something on the order of 20 percent improvement in their manpower time obligations. Certainly we feel that it would provide a more effective force and improve the efficiency of the force to have this kind of information readily available to us, as I indicated, particularly in view of the great increase in the crime rate.

INITIATION OF COMPUTER SYSTEM

Senator BYRD. Once you are given authorization, how long do you think it would take you to initiate and begin using computer application?

Chief LAYTON. I would guess, Mr. Chairman, that if we had authorization now, it would take some months. We feel that by December of 1966 we could be making some applications of it. But as I have indicated, it would take some planning, programing, setting up the systems, determining just what we were going to put into them, and then getting the best equipment or rather the equipment best suited for those needs.

OTHER CHANGES OR IMPROVEMENTS SUGGESTED

Senator BYRD. What other changes or improvements do you foresee as being needed for the better operation of your Department?

Chief LAYTON. We have considered several areas, Mr. Chairman. One of the items that involves money that I am committed to and would be asking the Appropriations Committees to authorize as we can work it in would be an increase in the number of our vehicles. The great increase in housebreaking cases, particularly in some of our outlying areas, indicates to me that we need more mobility for our footmen, and I would attempt to do this by putting just one men in a vehicle rather than two. I would not abolish the two-man cars, but particularly in the outlying areas, I would want to put one man in a car, give him that mobility so he could cover those areas with greater frequency.

NEED FOR ADDITIONAL VEHICLES

We have a need in our detective force as well as in the scout car type of operation for additional vehicles.

Senator BYRD. How many one-man cars would you need?

Chief LAYTON. We have set up a program, Mr. Chairman, that we would be asking for an additional 36 cars above the 3 that we have in the current estimates, which would make a total of 39.

Senator BYRD. And you are looking ahead for the next fiscal year.

Chief LAYTON. Yes, sir. We would want these, of course, as soon as we could get them, but we have to program them as funds are available.

Senator BYRD. They have not been requested in this budget?

Chief LAYTON. In the current budget, no, sir, they have not.

Senator BYRD. How many additional automobiles would be needed to put this plan into effect would you say?

Chief LAYTON. A total of 39; 36 would be the additional cars. We have 3 requested in the current budget, so it would be an additional 36 plus 3, or 39.

FOOTMAN RADIO PROGRAM

Senator BYRD. Before you get into the overtime, what have you to say with regard to your footman radio program? How are you coming along with that?

Chief LAYTON. The Congress has provided what we have asked for in that. This was one other area that I have looked at, and I would be interested in speeding that program up if we can.

Senator BYRD. Is there anything in the present budget to help you do that?

Chief LAYTON. We have only the recurring item in this budget, Mr. Chairman.

Senator BYRD. How many precincts do you have completely covered by this type of service?

Chief LAYTON. We have two at the present time.

Senator BYRD. Two.

Chief LAYTON. And we will have two more added to that in June.

Senator BYRD. This is around the clock?

Chief LAYTON. This is correct, sir; they are set up so that they operate 24 hours.

Senator BYRD. So whereas you now have two precincts in which you have walkie-talkie service, you plan to have four precincts very shortly, is that correct?

Chief LAYTON. Yes, sir. We expect by June we will have those other two in operation.

Senator BYRD. Will these other two be made possible as a result of the appropriations of last year?

Chief LAYTON. That is correct, sir. As I say, I am interested in moving along in this program as rapidly as we can. We are encouraged by the results. We feel there would be some limitation on physically putting them into operation.

Senator BYRD. How many precincts do you have?

Chief LAYTON. Fourteen.

Senator BYRD. Fourteen?

Chief LAYTON. Yes, sir.

Senator BYRD. So you will soon have 4 out of 14?

Chief LAYTON. That is correct.

Senator BYRD. I would assume you would never consider it necessary to have all 14 covered by this.

Chief LAYTON. We envision that.

Senator BYRD. You do?

Chief LAYTON. Yes, Mr. Chairman. It is in our plan to equip footmen throughout the city.

CANINE CORPS PROGRAM

Senator BYRD. One other question. How are you coming along with your canine corps?

Chief LAYTON. We have at the present time a total of 90 teams: 84 of those are on the street, and 6 are currently in training.

Senator BYRD. You have been authorized 100, I believe.

Chief LAYTON. That is correct, sir.

Senator BYRD. Are you going to be able to fill out your authorization?

Chief LAYTON. Yes, sir. Time is the only factor there. It takes 14 weeks to train a man-dog team.

Senator BYRD. Do you hope to increase the authorization?

Chief LAYTON. We had not asked for an increase in that at this time. As I started to indicate, we looked at overtime legislation as a means of providing manpower. This figure is what we have aimed at in the canine corps.

OVERTIME LEGISLATION

Senator BYRD. All right; perhaps you would like to develop the overtime.

Chief LAYTON. The thing on this, Mr. Chairman, in the Department, as you know, we are called on from time to time at large functions to provide a large number of men to take care of traffic and other matters related to those functions. We necessarily must draw on the manpower we have available, and certainly for the day of that function, whatever it may be, it depletes our coverage on the streets, and if the time is given back to the man at some future date, this cuts into our patrol force to some extent, so that the overtime legislation that has been introduced is to provide payment to men who would be willing to work on an overtime basis on their otherwise off-duty time on these details and in that way prevent depleting our patrol force.

The legislation also would provide for overtime in other situations. But it is aimed at preventing the reduction of our patrol force.

I think I have indicated in my testimony already that we would like to be able to provide additional manpower, and I think the overtime legislation would help us to do this, provide manpower for special situations in areas of high crime incidence or special situations where we need additional coverage in our patrol force saturation technique in certain areas. This would help us to do that.

PLANNING AND DEVELOPMENT BUREAU

COMPUTER INSTALLATION

I have mentioned also the Planning and Development Bureau in connection with our computer installation. We would want to move

ahead with that as soon as possible. We feel that one of the areas that needs to be improved is in police training facilities. This is programed in the District public works program, and this is another item that we would want to move on as soon as we can.

We would want to continue adding civilian positions to release police officers for patrol duty, and we have been taking a preliminary look at closed circuit television with the idea of distributing to the various units, precinct units, information from headquarters. We think this could be used as a training aid as well as using it possibly to replace our present practice of the lineup and getting wider distribution throughout the Department through this means.

COST OF MARCH 11–17 CIVIL RIGHTS PICKETING

Senator BYRD. I just have two more questions at this point. What was the cost of the civil rights picketing during the week of March 11 through 17, 1965, determined in man-hours, man-days, and direct salary costs?

Chief LAYTON. Would you indulge me a minute, Mr. Chairman. May we supply that for the record, Mr. Chairman?

Senator BYRD. Yes. The information you would supply would not reflect activities which were furnished by other District agencies, nor would it reflect the costs of the police work in the vicinity of the White House which was provided by U.S. Park police.

Chief LAYTON. That is correct. It would not. It would only reflect the cost in time and salaries for our own personnel.

(The information referred to follows:)

COST OF CIVIL RIGHTS PICKETING, MAR. 11–17, 1965

Date	Man-hours	Man-days	Direct salary costs [1]
Thursday, Mar. 11	727	91	$2,930
Friday, Mar. 12	2,058	257	8,294
Saturday, Mar. 13	2,327	291	9,378
Sunday, Mar. 14	6,095	762	24,563
Monday, Mar. 15	3,759	470	15,149
Tuesday, Mar. 16	289	36	1,165
Wednesday, Mar. 17	3,448	431	13,895
Total	18,703	2,338	75,374

[1] Based on average work year of 226 days.

FEEDING OF POLICE DURING DEMONSTRATIONS

Senator BYRD. Incidentally, how are your own personnel fed during situations of that kind?

Chief LAYTON. Well, during that particular time, Mr. Chairman, they were fed by a volunteer group for the most part. The officials on the scene found that during some hours the places where the officers might go to get meals were some little distance away, and the ordinary business establishments were such that it took a good deal of time. So a volunteer group came in and provided sandwiches and coffee for them. We do program-feeding for parades and things of that kind. We work into our detailed plans feeding arrangements. But this kind of thing we do not have feeding arrangements.

Senator BYRD. I thought I recalled reading something to the effect that the wives of the policemen were on hand and they provided food for the men.

Chief LAYTON. This was not a general thing. The voluntary group was made up of wives, but not of policemen's wives necessarily .

We have by the way, Mr. Chairman, asked for legislative authority for providing meals in this type of situation in the future.

Senator BYRD. Nothing in the present budget for it.

Chief LAYTON. No, sir.

Senator BYRD. Your men did a fine job. I received letters from various citizens in the community complimenting you and your department, Chief Layton.

Chief LAYTON. Thank you, Mr. Chairman. We always hope, of course, that our men will merit that kind of compliment. We do make an effort in this type of situation to have the men conduct themselves as impersonally as they can, and some steps are taken from time to time to give men some break, a little relief so that they do not stay on that kind of duty for long periods of time without a break, and we hope that they do conduct themselves as police officers and gentlemen.

EMERGENCY POLICE FOR SUMMER MONTHS

Senator BYRD. Now one final item. The President mentioned last week the possibility of getting emergency policemen for the summer months. He asked Mr. Horsky to look into the matter. Perhaps you might care to comment on this.

Chief LAYTON. I can say, Mr. Chairman, that we had one meeting with Mr. Horsky—that is Commissioner Tobriner and myself. We have met with him, and we are studying several means of providing additional manpower.

In the first place, we are aware of course—although we have a backlog of some 678 applicants at the present time, it takes time to process those men. It takes time to train them, and this would not provide a very ready answer to hiring a large number of men in a short period of time.

We have looked at the prospects of doing the same thing that the Appropriations Committees have permitted us to do in connection with these vacancies as a means of building up the manpower over a short period of time. That would be to authorize, through legislation, paying men to work a sixth day. This could increase the effective force on the street.

USE OF RESERVE CORPS

We have and we had talked about the reserve corps, and there is legislation proposed. There is a bill that has been introduced to authorize the use of the reserve corps. Now, this would not provide for full-time police officers of course. It would be a part-time situation at best. But it would be some reservoir and of some help in increasing the manpower coverage. It would provide us at least with more eyes and ears on the street.

DATA PERTAINING TO ARRESTS

Senator BYRD. All right, now we might bring the record up to date. Supply information in connection with crime and also in connection

with juvenile delinquency and indicate the percent of those persons who are white and the percent who are nonwhite, the percent who are male, and the percent who are female.

Chief LAYTON. All right, sir.

(The information requested follows:)

ARRESTS FOR PART 1 OFFENSES, FISCAL YEAR 1964

Category of persons arrested	Number of arrests	Percent of total arrests
Juveniles	3,451	33.8
Nonjuveniles	6,769	66.2
Total	10,220	100
White	1,322	12.9
Nonwhite	8,898	87.1
Total	10,220	100
Male	9,019	88.2
Female	1,201	11.8
Total	10,220	100

ESTIMATE OF SHRINE CONVENTION EXPENDITURE

Senator BYRD. Also would you include for the record a breakdown of this item: $221,200 for payment of the basic salary rates for services performed by officers and members of the Police and Fire Departments in excess of the regular tours of duty during the Imperial Shrine convention.

Chief LAYTON. All right, sir, we will be glad to supply that for you.

Senator BYRD. I think this item was authorized by law.

Chief LAYTON. Yes, sir.

Senator BYRD. So if you will give us a breakdown of that amount, will you?

Chief LAYTON. Yes, sir; we will be glad to supply that.

(The information referred to follows:)

ADDITIONAL MUNICIPAL SERVICES, SHRINE CONVENTION, 1965, $221,200

Activity 1—Additional police service.—This activity includes the furnishing of additional police services to prevent crime throughout the Shriners' Convention and to control crowds congregating to view the parades and other functions during this convention.

This program provides funds for payment of days off which will be canceled to provide details to handle the crowds and vehicular traffic during the parades and other functions in connection with the Shriners' Convention. These functions occur over a period of 1 week and at different locations in the city. Also included in this program are funds for meals for policemen, printing and reproduction, supplies, and equipment.

The total increase of $75,000 is applied as follows:

Cancellation of days off	$50,000
Communication services	2,000
Printing and reproduction	3,000
Other contractual services	17,000
Equipment	3,000
Total increase from 1966 base	75,000

Activity 2—Additional miscellaneous services.—This activity includes funds for additional services during the Shriners' parades, such as additional street cleaning, installation and removal of public comfort stations, first-aid stations, information booths, etc.

This program provides funds for additional street cleaning to dispose of litter created by parade crowds, for installation and removal of pedestrian barricades, temporary traffic control signs, public water fountains, and convenience stations. Also included are funds for furnishing and staffing first aid stations, and for providing ambulance service during the parades. In addition, funds are included for the preparation of special maps and regulations. These services will be performed by the appropriate District departments: however, to simplify the budget presentation, all necessary funds are included in this one request.

The total increase of $146,200 is applied as follows:

District of Columbia Fire Department	$5,000
Department of Highways and Traffic	33,700
Department of Sanitary Engineering	100,000
Department of Public Health	7,500
Total increase from 1966 base	146,200

Senator BYRD. All right, Chief Layton, many thanks to you.

Chief LAYTON. Thank you.

Senator BYRD. Keep up your good work, and we will do the best we can for you. You have given us an easy job this year. We do not have to provide any additional moneys.

Chief LAYTON. Thank you, Mr. Chairman. We have received good treatment by the Appropriations Committees.

EFFECT OF HOUSE ACTION

Senator BYRD. Would you say that the disallowance by the House, which was a very small amount of money, should have been appealed? Will this curtail your activities? Will this hamstring you, or should it have been appealed.

Chief LAYTON. In the overall matter of fighting crime, I would say no, it does not hamstring us. The one item, that of janitors, we wanted to get more efficient service in that area. But this is not directly related to fighting crime.

Senator BYRD. You know we want to do whatever we can to appropriate the moneys that are necessary for you and your department to do a good job.

Chief LAYTON. Thank you, Mr. Chairman.

Senator BYRD. We hope that we can be helpful to you at all times.

Chief LAYTON. Thank you, you certainly have been. The committees have been in the past, and I appreciate the reception that we have received before your committee.

COMMITTEE RECESS

Senator BYRD. The subcommittee will recess until 4 o'clock.

(Whereupon, at 2:35 p.m., Monday, May 10, 1965, the subcommittee recessed, to reconvene at 4 p.m. the same day.)

(AFTERNOON SESSION, 4:05 P.M., MONDAY, MAY 10, 1965)

Senator BYRD. The subcommittee will be in order. The next item relates to the Department of Public Welfare.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF DONALD D. BREWER, DIRECTOR; ACCOMPANIED BY MRS. JULIANNA K. CHAMBERS, BUDGET AND ACCOUNTING OFFICER; A. R. ROSIN, CONTROLLER AND DEPUTY DIRECTOR; ALBERT P. RUSSO, DEPUTY DIRECTOR; MISS WINIFRED G. THOMPSON, DEPUTY DIRECTOR; WILLIAM R. GALVIN, INVESTIGATION AND COLLECTIONS OFFICER; AND SHEPARD COHEN, FINANCE AND BUSINESS MANAGER

BUDGET ESTIMATE, HOUSE ALLOWANCE, AND RESTORATION REQUEST

Senator BYRD. The fiscal year 1966 estimate is $28,669,500. The House allowance is $27,984,100, a reduction of $685,400. The restoration request is for $301,500.

Mr. Brewer, you may begin with your justification.

Mr. BREWER. I have a brief opening statement, Mr. Chairman. Would you like me to read this?

Senator BYRD. Yes.

Mr. BREWER. I appreciate the opportunity to testify on the Department of Public Welfare's request for restoration of selected amounts that were deleted by the House in its action on the District of Columbia appropriations bill, fiscal year 1966 (H.R. 6453). In the budget as submitted to the Congress in January of this year, the Department of Public Welfare requested 257 new positions and net increases amounting to $3,062,925 over the 1965 allotment. This amount reflected the difference between decreases of $96,369 in determining the 1966 base and increases requested by the Department in the amount of $3,159,294. Decreases in the 1965 base are due to the transfer of the services of "Displaced persons" activity to the Redevelopment Land Agency and other nonrecurring expense items. The Department requested also for "Capital outlay" $6,689,500—$4 million of which is for a new facility to provide for District of Columbia delinquent boys now provided for at the National Training School for Boys.

POSITIONS

The House recommended $27,984,100 and 2,924 positions for meeting the operating expenses of the Department. This provides $2,473,894 and 126 positions of the increases requested; and is a reduction of $685,400 and 131 positions.

CAPITAL OUTLAY FUNDS

In addition, the House provided "Capital outlay" funds in the amount of $4,547,400. This is a reduction of $2,142,100 from the requests made.

RESTORATION REQUEST

The Department's present appeals before the Senate Appropriations Committee are limited to amounts that can be financed from presently available District resources. We are requesting the restoration of $301,500 and 49 positions for our "Operating expense" budget. As to "Capital outlay" funds, we are appealing the restoration of $1,487,400.

JUNIOR VILLAGE

The Department is concerned over the continued increase in population at Junior Village and in the increasing number of children accepted by CWD for care and services. We are requesting the restoration of 38 new positions and $226,378 for child welfare services. We need these positions to recruit and service additional foster homes which are necessary to curtail and reduce the population at Junior Village. This will also provide additional services in our Intake and Protective Services Sections to help children and parents so the family can remain together.

CHILDREN'S CENTER PSYCHIATRIC PROGRAM

We are requesting also the restoration of five positions and $33,568 for the psychiatric program at Children's Center so that we may more adequately discharge our responsibility to those children that are committed as charges of the District of Columbia. Funds are requested to provide services for those emotionally disturbed delinquents committed to our care who require special treatment. These children must receive the maximum help while in the institution if we are to break the pattern of delinquency. The positions requested are needed to return the children to the community better equipped to be productive citizens.

We are requesting also the restoration of $6,791 for a Coordinator of Volunteers at Junior Village. In addition, five positions and $34,763 are necessary to strengthen the administrative services provided throughout the Department.

CAPITAL OUTLAY ITEMS

As to "Capital outlay," the $1,487,400 request for restoration meets the needs for a school activities building ($949,700) and a storage building ($18,700) at Junior Village; for a shop building ($387,000) at Cedar Knoll School; and for repair or replacement of roofs and/or flashings at Maple Glen and Cedar Knoll Schools ($132,000). Training facilities represented by the Junior Village school and the Cedar Knoll shop building are essential to prepare residents who have special handicaps—social, emotional, economical, cultural—to enter today's specialized labor market. The completion of a storage building would free space suitable for activities rooms that is presently being used for storage.

In making these requests, the Department is attempting to continue its program to strengthen its services in all areas.

PARTICIPATION IN ANTIPOVERTY PROGRAM

We are continuing to work with all community groups, are participating in the District's antipoverty program, and are making every effort not only to meet the immediate needs of the individuals we serve

but also to strike at some of the basic factors which contribute to dependency and delinquency in all of its forms. I am confident that we will continue to make strides in this direction.

Thank you, Mr. Chairman.

SUMMARY OF INCREASES REQUESTED

Senator BYRD. Thank you, Mr. Brewer. At this point in the record I will insert a table showing the summary of increases requested in connection with the fiscal year 1966 budget.

(The table referred to follows:)

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
1. Office of the Director (1966 base, $176,566; positions, 17)	------	$22,054	------	$22,090	------	+$36	------	----------
2. Planning, Finance, and Management Services (1966 base, $601,991; positions, 72)	15	104,216	------	29,107	15	75,109	1	$7,442
3. Family and Children Services (1966 base, $11,058,075; positions, 619)	96	1,618,885	56	1,368,088	40	250,797	38	226,378
4. District of Columbia welfare institutions (1966 base, $6,295,979; positions, 1,013)	56	660,785	36	559,419	20	101,366	2	24,233
5. Children's Center (1966 base, $6,597,908; positions, 929)	72	675,287	28	454,850	44	220,437	8	43,447
6. Office of Investigations and Collections (1966 base, $779,687; positions, 148)	18	78,067	6	40,340	12	37,727	------	----------
Total, Department of Public Welfare (1966 base, $25,510,206; positions, 2,798)	257	3,159,294	126	2,473,894	131	685,400	49	301,500

1. OFFICE OF THE DIRECTOR (1966 BASE, $176,566; POSITIONS, 17)

Within-grade advancement	------	$4,074	------	$4,074	------	----------	------	----------
Pay increase (classified employees)	------	17,980	------	18,016	------	+$36	------	----------
Total, Office of the Director	------	22,054	------	22,090	------	+36	------	----------

2. PLANNING, FINANCE, AND MANAGEMENT SERVICES (1966 BASE, $601,991; POSITIONS, 72)

A. Program planning (1966 base, $120,040; positions, 10):								
Within-grade advancement	------	$1,994	------	$1,994	------	----------	------	----------
Pay increase (classified employees)	------	4,344	------	4,344	------	----------	------	----------
Total	------	6,338	------	6,338	------	----------	------	----------

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)—Continued

2. PLANNING, FINANCE, AND MANAGEMENT SERVICES (1966 BASE, $601,991; POSITIONS, 72)—Continued

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
B. Administrative services (1966 base, $160,849; positions, 21):								
Within-grade advancement	------	$6,048	------	$6,048	------	----------	------	----------
Pay increase (classified employees)	------	7,892	------	7,892	------	----------	------	----------
GS-11 personnel management specialist	1	7,442	------	----------	1	$7,442	1	$7,442
GS-9 position classifier	2	12,596	------	----------	2	12,596	------	----------
GS-7 placement assistant	1	5,635	------	----------	1	5,635	------	----------
GS-4 appointment clerk	1	4,343	------	----------	1	4,343	------	----------
GS-9 assistant secretary, board of USCSC	1	6,298	------	----------	1	6,298	------	----------
GS-6 administrative services clerk	1	5,197	------	----------	1	5,197	------	----------
GS-5 supervisor central mail and files	1	4,299	------	----------	1	4,299	------	----------
GS-4 clerk-typist	1	4,343	------	----------	1	4,343	------	----------
Total	9	64,093	------	13,940	9	50,153	1	7,442
C. Data processing unit (1966 base, $68,862; positions, 7):								
Within-grade advancement	------	800	------	800	------	----------	------	----------
Pay increase (classified employees)	------	1,896	------	1,896	------	----------	------	----------
GS-4 machine operators	2	7,236	------	----------	2	7,236	------	----------
GS-3 key-punch operator	1	3,239	------	----------	1	3,239	------	----------
Total	3	13,171	------	2,696	3	10,475	------	----------
D. Control of eligibility determination (1966 base, $83,277; positions, 17):								
Within-grade advancement	------	2,075	------	2,075	------	----------	------	----------
Pay increase (classified employees)	------	1,342	------	1,342	------	----------	------	----------
GS-7 administrative aid	1	3,752	------	----------	1	3,752	------	----------
Total	1	7,169	------	3,417	1	3,752	------	----------
E. Surplus food distribution (1966 base, $168,963; positions, 17):								
Pay increase (classified employees)	------	2,716	------	2,716	------	----------	------	----------
GS-7 supervisor-storekeeper	1	6,200	------	----------	1	6,200	------	----------
GS-3 storekeeper	1	4,529	------	----------	1	4,529	------	----------
Total	2	13,445	------	2,716	2	10,729	------	----------
Total, Planning, Finance and Management Services	15	104,216	------	29,107	15	75,109	1	7,442

3. FAMILY AND CHILDREN SERVICES (1966 BASE, $11,058,075; POSITIONS, 619)

A-1. Providing public assistance services (1966 base, $1,115,506; positions, 275):								
Classified pay increase	------	$44,583	------	$44,583	------	----------	------	----------
GS-13 assistant division chief	1	6,166	1	6,166	------	----------	------	----------
GS-12 section chief	1	5,217	1	5,217	------	----------	------	----------
GS-11 supervisor	3	13,714	3	13,714	------	----------	------	----------
GS-9 social worker	15	61,452	15	61,452	------	----------	------	----------
GS-4 clerk-typist	1	2,628	1	2,628	------	----------	------	----------
GS-4 unit clerks	3	7,885	3	7,885	------	----------	------	----------
GS-3 assistant unit clerks	3	7,204	3	7,204	------	----------	------	----------
GS-3 clerk dictating machine transcriber	3	7,770	3	7,770	------	----------	------	----------
Reallocations	------	6,000	------	6,000	------	----------	------	----------
Annualization of 13 positions	------	8,600	------	8,600	------	----------	------	----------
Total	30	171,219	30	171,219	------	----------	------	----------

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)—Continued

3. FAMILY AND CHILDREN SERVICES (1966 BASE, $11,058,075; POSITIONS, 619)—Con.

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
A-2. Financial aid (1966 base $4,435,400; positions,—): Grants and gratuities	.....	$539,600	.....	$539,600	.....	.....	.....	.....
A-3. Community work and training program (1966 base,—: positions,—): GS-14 community work and training officer	1	3,005	1	3,005	.....	.....	.....	.....
A-4. AFDC, unemployed parents (1966 base ...; positions, ...):								
GS-12 Service chief	1	3,025	1	3,025	.....	.....	.....	.....
GS-11 supervisor	2	2,306	2	2,306	.....	.....	.....	.....
GS-9 Social worker	10	9,914	10	9,914	.....	.....	.....	.....
GS-7 liaison worker	1	2,201	1	2,201	.....	.....	.....	.....
GS-4 clerk stenographer	1	1,568	1	1,568	.....	.....	.....	.....
GS-4 unit clerk	2	3,972	2	3,972	.....	.....	.....	.....
GS-4 statistical clerk	1	2,360	1	2,360	.....	.....	.....	.....
GS-4 accounting clerk	1	2,875	1	2,875	.....	.....	.....	.....
GS-4 disbursing clerk	1	1,973	1	1,973	.....	.....	.....	.....
GS-3 assistant unit clerk	2	2,667	2	2,667	.....	.....	.....	.....
GS-3 clerk dictating machine transcriber	2	4,000	2	4,000	.....	.....	.....	.....
GS-2 clerk-typist	1	1,429	1	1,429	.....	.....	.....	.....
Insurance premiums	.....	14,750	.....	14,750	.....	.....	.....	.....
Grants and gratuities	.....	252,458	.....	252,458	.....	.....	.....	.....
Other contractual services (miscellaneous)	.....	6,500	.....	6,500	.....	.....	.....	.....
Total	25	311,998	25	311,998	.....	.....	.....	.....
A-5. Surplus food certification (*1966 base, $86,824; positions, 15*):								
Classified pay increase	.....	3,038	.....	3,038	.....	.....	.....	.....
Within-grade advancement	.....	1,800	.....	1,800	.....	.....	.....	.....
Total	.....	4,838	.....	4,838	.....	.....	.....	.....
Total public assistance program (1966 base, $5,637,730; positions, 288)	56	1,030,660	56	1,030,660	.....	.....	.....	.....
B-1. Providing child welfare services (1966 base, $2,022,712; positions, 179):								
Classified pay increase	.....	47,210	.....	47,210	.....	.....	.....	.....
Within-grade advancements	.....	26,226	.....	26,226	.....	.....	.....	.....
GS-12 liaison representative JC	1	8,762	.....	.....	1	$8,762	1	$8,762
GS-11 supervisory social worker	4	29,916	.....	.....	4	29,916	4	29,916
GS-10 case analyst	1	7,054	.....	.....	1	7,054	1	7,054
GS-9 case worker	15	99,855	.....	.....	15	99,855	15	99,855
GS-9 social worker	5	32,555	.....	.....	5	32,555	5	32,555
GS-4 unit clerk	4	17,312	.....	.....	4	17,312	4	17,312
GS-4 unit clerk (relief)	3	12,984	.....	.....	3	12,984	3	12,984
GS-3 clerk dictating machine transcriber	4	12,780	.....	.....	4	12,780	4	12,780
GS-3 storekeeping clerk	1	2,660	.....	.....	1	2,660	1	2,660
Homemaker service	.....	5,000	.....	2,500	.....	2,500	.....	2,500
Fees, professional	.....	5,000	.....	.....	.....	5,000	.....	.....
Clothing	.....	39,000	.....	39,000	.....	.....	.....	.....
Orthopedic	.....	1,000	.....	1,000	.....	.....	.....	.....
Total	38	347,314	.....	115,936	38	231,378	38	226,378

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)—Continued

3. FAMILY AND CHILDREN SERVICES (1966 BASE, $11,058,075; POSITIONS, 619)—Con.

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
B-2. Payments for board and care (1966 base, $2,042,010); positions, ...):								
Increased caseload:								
Regular foster homes:								
Infant to 6 months, 5 children, at $70	------	$4,200	------	$4,200	------	----------	------	----------
6 months through 5 years, 46 children at $60	------	33,120	------	33,120	------	----------	------	----------
6 years through 11 years, 83 children at $65	------	64,740	------	64,740	------	----------	------	----------
12 years and over 69 children, at $75	------	62,100	------	62,100	------	----------	------	----------
Increased cost: Regular institutions, 146 children, at $10	------	17,530	------	17,530	------	----------	------	----------
Total	------	181,690	------	181,690	------	----------	------	----------
B-3. Payments for institutional care (1966 base, $600,000; positions, ...):	------	----------	------	----------	------	----------	------	----------
B-4. Elementary school free lunch (1966 base, $62,447; positions, 8):								
Classified pay increase	------	2,117	------	2,117	------	----------	------	----------
Within-grade advancement	------	800	------	800	------	----------	------	----------
Total	------	2,917	------	2,917	------	----------	------	----------
B-5. Day care (1966 base, $136,472; position 2): Classified pay increase	------	477	------	477	------	----------	------	----------
Total child welfare program (1966 base, $4,863,641, positions, 189)	38	532,398	------	301,020	38	$231,378	38	$226,378
C. Services to landlord and Tenants (1966 base, $29,319; positions, 4): Classified pay increase	------	2,406	------	2,406	------	----------	------	----------
D. Administrative services (1966 base $527,385; positions, 138):								
Classified pay increase	------	25,239	------	25,239	------	----------	------	----------
Within-grade advancement	------	8,763	------	8,763	------	----------	------	----------
GS-3 telephone operator	2	1,955	------	----------	2	1,955	------	----------
Communications	------	17,464	------	----------	------	17,464	------	----------
Total	2	53,421	------	34,002	2	19,419	------	----------
Total, Family and Children Services	96	1,618,885	56	1,368,088	40	250,797	38	226,378

4. DISTRICT OF COLUMBIA WELFARE INSTITUTIONS (1966 BASE, $6,295,979; POSITIONS, 1,013)

A. Central administration (1966 base, $63,729; positions, 10):								
Within-grade advancement	------	$865	------	$865	------	----------	------	----------
Pay increase (classified employees)	------	3,498	------	3,498	------	----------	------	----------
GS-9 chaplain	2	12,696	------	----------	2	$12,696	------	----------
Total	2	17,059	------	4,363	2	12,696	------	----------

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)—Continued

4. DISTRICT OF COLUMBIA WELFARE INSTITUTIONS (1966 BASE, $6,295,979; POSITIONS, 1,013)—Continued

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
B. District of Columbia Village (1966 base, $2,275,167; positions, 379):								
Within-grade advancement	.....	$39,649	.....	$39,649	.....	.....	.....	.....
Pay increase (classified employees)	.....	58,800	.....	58,800	.....	.....	.....	.....
WBR-2 cleaners	4	11,252	.....	.....	4	$11,252	.....	.....
Clothing	.....	8,000	.....	8,000	.....	.....	.....	.....
Provisions	.....	31,000	.....	31,000	.....	.....	.....	.....
Equipment	.....	20,000	.....	20,000	.....	.....	.....	.....
Total	4	168,701	.....	157,449	4	11,252	.....	.....
C. Receiving Home for Children (1966 base, $437,288; positions, 61):								
Within-grade advancement	.....	6,712	.....	6,712	.....	.....	.....	.....
Pay increase (classified employees)	.....	18,382	.....	18,382	.....	.....	.....	.....
GS-6 recreation leader	1	4,872	.....	.....	1	4,872	.....	.....
Recreation supplies	.....	600	.....	.....	.....	600	.....	.....
GS-5 counselor	3	12,207	.....	.....	3	12,207	.....	.....
Clothing	.....	600	.....	600	.....	.....	.....	.....
WBR-3 custodial leader	1	3,279	.....	.....	1	3,279	.....	.....
Cleaning and toilet supplies	.....	700	.....	700	.....	.....	.....	.....
Provisions	.....	13,000	.....	13,000	.....	.....	.....	.....
Total	5	60,352	.....	39,394	5	20,958	.....	.....
D. Junior Village (1966 base, $2,514,155, positions, 404):								
Within-grade advancement	.....	45,241	.....	45,241	.....	.....	.....	.....
Pay increase (classified employees)	.....	91,259	.....	91,259	.....	.....	.....	.....
GS-10 coordinator of volunteers	1	6,791	.....	.....	1	6,791	1	$6,791
GS-7 Nurse	1	4,910	1	4,910	.....	.....	.....	.....
GS-5 nursing assistant	5	20,595	5	20,595	.....	.....	.....	.....
GS-3 nursing assistant	27	88,803	27	88,803	.....	.....	.....	.....
WBR-2 cleaners	1	2,813	1	2,813	.....	.....	.....	.....
WBF-2 food servers	2	4,492	2	4,492	.....	.....	.....	.....
Total	37	264,904	36	258,113	1	6,791	1	6,791
E. Municipal Lodging House (1966 base, $32,527; positions, 4):								
Within-grade advancement	.....	577	.....	577	.....	.....	.....	.....
Pay increase (classified employees)	.....	772	.....	772	.....	.....	.....	.....
Total	.....	1,349	.....	1,349	.....	.....	.....	.....
F. Administrative Services (1966 base, $933,554; positions, 134):								
Within-grade advancement	.....	6,712	.....	6,712	.....	.....	.....	.....
Pay increase (classified employees)	.....	10,280	.....	10,280	.....	.....	.....	.....
GS-11 deputy administrative officer	1	7,442	.....	.....	1	7,442	1	7,442
WBR-13 steamfitter-plumber	1	4,879	.....	.....	1	4,879	.....	.....
WBR-5 electrician-helper	1	3,811	.....	.....	1	3,811	.....	.....
WBR-5 storekeeper	1	4,226	.....	.....	1	4,226	.....	.....
WBL-3 pressers	2	4,426	.....	.....	2	4,426	.....	.....
Fuel oil	.....	20,000	.....	20,000	.....	.....	.....	.....
Telephone	.....	6,000	.....	6,000	.....	.....	.....	.....
Electricity	.....	35,000	.....	35,000	.....	.....	.....	.....
Printing	.....	300	.....	300	.....	.....	.....	.....
Repairs to plant equipment	.....	1,000	.....	1,000	.....	.....	.....	.....
Collection of refuse	.....	10,000	.....	.....	.....	10,000	.....	10,000
Maintenance of motor vehicles	.....	5,000	.....	5,000	.....	.....	.....	.....
Preventive maintenance	.....	25,000	.....	12,500	.....	12,500	.....	.....
Total	6	144,076	.....	96,792	6	47,284	1	17,442

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)—Continued

4. DISTRICT OF COLUMBIA WELFARE INSTITUTIONS (1966 BASE, $6,295,979; POSITIONS, 1,013)—Continued

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Position	Amount	Position	Amount	Position	Amount	Position	Amount
G. Welfare Training Center (1966 base, $39,559; positions, 21):								
Pay increase (classified employees)	------	$1,189	------	$1,189	------	----------	------	----------
Within-grade advancements	------	770	------	770	------	----------	------	----------
GS–9 social worker	1	1,574	------	----------	1	$1,574	------	----------
WBF–8 cook	1	811	------	----------	1	811	------	----------
Total	2	4,344	------	1,959	2	2,385	------	----------
Total, District of Columbia welfare institutions	56	660,785	36	559,419	20	101,366	2	$24,233

5. CHILDREN'S CENTER (1966 BASE, $6,597,908; POSITIONS, 929)

A. Central administration (1966 base, $675,940; positions, 74):								
Within-grade advancements	------	$11,965	------	$11,965	------	----------	------	----------
Pay raise (classified employees)	------	23,264	------	23,264	------	----------	------	----------
GS–12 clinical psychologist	1	8,575	------	----------	1	$8,575	1	$8,575
GS–11 assistant director of nurses	1	7,292	------	----------	1	7,292	------	----------
GS–11 psychiatric nurses	1	6,992	------	----------	1	6,992	1	6,992
GS–9 supervisor of volunteers	1	6,148	------	----------	1	6,148	------	----------
GS–7 psychology aid	1	5,210	------	----------	1	5,210	1	5,210
GS–7 occupational therapist	1	5,210	------	----------	1	5,210	1	5,210
GS–5 stenographer	1	4,569	------	----------	1	4,569	------	----------
GS–4 secretary	1	4,118	------	----------	1	4,118	------	----------
GS–4 stenographer	1	4,118	------	----------	1	4,118	------	----------
GS–4 dental technician	1	3,618	------	----------	1	3,618	------	----------
GS–3 nursing assistant	2	6,478	------	----------	2	6,478	------	----------
GS–3 clerk-typist	2	7,478	------	----------	2	7,478	1	3,739
Contractual services and supplies	------	13,000	------	3,990	------	9,010	------	3,842
Total	14	118,035	------	39,219	14	78,816	5	33,568
B. District Training School (1966 base, $2,120,127; positions, 419):								
Within-grade advancements	------	41,554	------	41,554	------	----------	------	----------
Pay raise (classified employees)	------	87,993	------	87,993	------	----------	------	----------
GS–9 social worker	2	12,296	------	----------	2	12,296	------	----------
GS–6 recreation leader	1	4,472	------	----------	1	4,472	------	----------
GS–6 senior counselor	1	4,472	------	----------	1	4,472	------	----------
GS–5 counselor	18	73,242	9	36,621	9	36,621	------	----------
GS–3 nursing assistant	6	19,434	3	9,717	3	9,717	------	----------
WBR–2 cleaner	1	2,763	------	----------	1	2,763	------	----------
WBF–4 food server	7	17,591	7	17,591	------	----------	------	----------
Total	36	263,817	19	193,476	17	70,341	------	----------
C. Cedar Knoll School (1966 base, $1,218,335; positions, 206):								
Within-grade advancements	------	18,288	------	18,288	------	----------	------	----------
Pay raise (classified employees)	------	57,613	------	57,613	------	----------	------	----------
GS–9 social worker	1	6,148	------	----------	1	6,148	------	----------
GS–5 counselor	6	24,414	3	12,207	3	12,207	------	----------
WBF–11 cook	1	3,695	1	3,695	------	----------	------	----------
WBF–4 food server	3	7,539	3	7,539	------	----------	------	----------
Total	11	117,697	7	99,342	4	18,355	------	----------

SUMMARY OF INCREASES REQUESTED (FISCAL YEAR 1966)—Continued

5. CHILDREN'S CENTER (1966 BASE, $6,597,908; POSITIONS, 939)—Continued

Activity and program	Increases requested		House action				Senate restoration requested	
			Allowance		Reduction			
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
D. Maple Glen School (1966 base, $528,649; positions, 89):								
Within-grade advancement	------	$7,426	------	$7,426	------	----------	------	----------
Pay raise (classified employees)	------	24,640	------	24,640	------	----------	------	----------
GS-5 counselor	4	16,276	2	8,138	2	$8,138	------	----------
Total	4	48,342	2	40,204	2	8,138	------	----------
E. Administrative services (1966 base, $2,054,857; positions 141):								
Within-grade advancements	------	7,069	------	7,069	------	----------	------	----------
Pay raise (classified employees)	------	9,040	------	9,040	------	----------	------	----------
GS-11 deputy administrative officer	1	7,292	------	----------	1	7,292	------	----------
GS-11 laundry manager	1	7,292	------	----------	1	7,292	------	----------
GS-3 stock clerk	1	3,539	------	----------	1	3,539	1	$3,539
WBR-12 painter	1	4,662	------	----------	1	4,662	------	----------
WBR-12 sheetmetal worker	1	4,662	------	----------	1	4,662	------	----------
WBR-6 automotive equipment operator	1	3,944	------	----------	1	3,944	1	3,944
WBL-6 laundry worker	1	2,396	------	----------	1	2,396	1	2,396
Contractual services and supplies	------	72,500	------	64,000	------	8,500	------	----------
Equipment	------	5,000	------	2,500	------	2,500	------	----------
Total	7	127,396	------	82,609	7	44,787	3	9,879
Total, Children's Center	72	675,287	28	454,850	44	220,437	3	43,447

6. INVESTIGATIONS AND COLLECTIONS (1966 BASE, $779,687; POSITIONS, 148)

Classified pay increase	------	$24,590	------	$24,590	------	----------	------	----------
GS-11 collections supervisor	1	4,699	------	----------	1	$4,699	------	----------
GS-11 supervisor (6 months)	1	3,353	1	3,353	------	----------	------	----------
GS-9 Investigators (6 months)	3	8,382	3	8,382	------	----------	------	----------
GS-9 R. & C. agent	2	7,876	------	----------	2	7,876	------	----------
GS-7 R. & C. agent	2	6,752	------	----------	2	6,752	------	----------
GS-4 unit clerk (6 months)	1	1,941	1	1,941	------	----------	------	----------
GS-4 clerk typist	3	7,884	------	----------	3	7,884	------	----------
GS-4 clerk typist	4	10,516	------	----------	4	10,516	------	----------
GS-3 clerk-dictating machine transcriber (6 months)	1	2,074	1	2,074	------	----------	------	----------
Total	18	78,067	6	40,340	12	37,727	------	----------

REQUESTS FOR MATERIAL FOR THE RECORD

Senator BYRD. Mr. Brewer, would you please insert in the record the following information: The amounts of overtime pay and holiday pay for fiscal year 1964 and 1965 through March 31, 1965. Also supply for the record the amounts and the program under which Federal grants in aid are made to the Department of Public Welfare. You might indicate the year of the origin of the program. Give us the actual for 1965, the estimate for 1965 and 1966.

Indicate for the committee the number of authorized positions throughout the Department and the number of vacancies.

Also supply a summary of social worker positions authorized in 1965, and indicate where they are to be found.

Provide the daily average population of institutions, the population at the end of the year by race and by sex. You might go back over the last 3 years.

Please indicate the income scale and the eligibility requirements for donated food.

SURPLUS FOOD DISTRIBUTION

Indicate the retail value of surplus food received by families of specified size. In other words, how much a family of one receives in surplus food. How much for a family of two, how much for a family of three, and so on.

Provide for the committee information showing the total pounds of food distributed and the total dollar value of the food distributed. You might go back to the year 1959 if you care to. Indicate also the average number of pounds of donated food received per case and per person over the past year.

Indicate the number of cases and persons eligible for donated food by month and the average per month.

Indicate the number that are PAD and the number that are non-PAD cases.

SOCIAL WORKER POSITIONS

Bring the record up to date, Mr. Brewer, as to the number of social work positions authorized, the number filled, and the number carrying caseloads so as to show the average caseload in each regard.

Indicate the number of workers carrying caseloads in old-age assistance, aid to the blind, aid to dependent children, aid to the totally and permanently disabled, and general public assistance, and the average caseload per worker in each of the five categories.

Supply for the record information concerning the number of persons who have been rehabilitated by the Department of Vocational Rehabilitation and who have been taken off the welfare roles as a result thereof.

SCHOLARSHIP PROGRAM

Let us have information concerning the scholarship program, the number of schools, students participating over the past year. Give us that by weeks over the past year. Also, if you will in that connection, supply information as to the program earnings of the work scholarship recipients, public assistance family money payments in each instance. You might indicate the number of persons in the assistance units.

The subcommittee would like to have the total of all cases receiving assistance each month over the past several years. You might break this down into categories.

Let us have information concerning the number of applications received in the past 3 fiscal years—1963, 1964, and to date in 1965—the number of applications received. You might indicate also the percentage of the applications approved.

PUBLIC ASSISTANCE

Let us have the number of openings in public assistance by month going back 5 years prior to the present fiscal year, the number of openings in each category.

Indicate, if you will, the cases reopened by category and show the percent of total openings for the fiscal year 1964 and as much of the present fiscal year as you can give us.

Indicate the number of closings by months over a similar period, and by category.

Indicate the number of applications received, disposed of, approved and the percent of approvals in all categories of assistance over the past 5 years. And then break those down, if you will, by category for the past 5 years.

Indicate the number of cases opened which received money payments and the number which received no money payments in the past year.

Give us the public assistance caseload by race and by category of assistance, showing the number of cases and the percentages.

I wish you would also indicate the distribution of public assistance cases by place of birth. For example, whether a recipient was born in the District or came from outside the District.

Indicate the number of public assistance recipients living in NCHA housing.

Supply for the record the number of cases which have received public assistance benefits over a period of 1 year, the number over a period of 2 years, the number over a period of 3 years, and so on up to the maximum.

Indicate the average length of time on public assistance by category, if you will. Also we should have information which would indicate the amount of money payments received by recipients of the District of Columbia; compare this with the amount received in adjoining counties for the various categories of assistance so that we can have a comparison of District of Columbia payments as against Arlington County, Va., say, and the other counties throughout. You might show the same with regard to a selected number of cities of comparable size. Give us information on the various categories of assistance.

MONEY GRANTS

Bring the record up to date with reference to expenditure for money grants by source of funds, by category, for fiscal years covering the past 3 fiscal years. Show here the average number of cases, the average number of persons, the monthly grant per person, the monthly grant per case, total payments, the Federal share and the local share.

Give us something with reference to the Consumer Price Index so we can see how the cost of food, housing, and apparel, for example, range with the costs back as far as 1957. Let us have the average payments in each category. I would like to have the average per person and the average per family. You might also insert in the record the average per person and per family by states for the 50 States and the District of Columbia. Could you do this?

Mr. BREWER. Yes, sir.

YEARLY CASELOAD TREND

Senator BYRD. Let us have the yearly caseload trend, and in this regard let us have the local cost, the Federal cost, the average grant per person, the average monthly grant, the average number of persons, and the average number of cases. Then give us a table which would indicate the number of cases in which there is one person, the number of cases in which there are two persons per unit, the number in which there are three, and so on to the highest number. That will be a distribution of cases by size of assistance unit and by race.

Indicate the average number of children in ADC families. Go back over a period of 10 years if you can so we can get some idea as to whether or not the average family is increasing.

LEGITIMACY STATUS OF CHILDREN

Let us have information which would indicate the legitimacy status of children and the reported number of fathers. Break this down to show how many units, for example, with one child, how many with two children, and how many with three, and so on. And in those instances show the number of children that are legitimate, the number that are illegitimate, and the number of fathers wherever you can.

Give us the total number of children on the ADC rolls, the total number of illegitimate children, and indicate the percent of the total which the latter figure comprises.

Supply a summary of AFDC families receiving assistance for periods of time, showing the amounts of money received, the total amount, the Federal and local share, the total number of persons involved, and break this down by periods over which the cases have been receiving payments.

Do I make myself clear on this?

Mr. BREWER. Yes, sir.

AID TO FAMILIES WITH DEPENDENT CHILDREN

Senator BYRD. As in the past, give us the data on the 100 aid to families with dependent children cases that receive the highest payments.

Also, as we have been doing in the past, we would like to ask you to supply the information with reference to the dollar value of surplus food that goes to each of those 100 families, the total number of persons, as I say, the number of children, the length of time in which these cases have been continuously on public assistance.

I asked you for a State-by-State breakdown, did I not?

Mr. BREWER. Yes, sir.

Senator BYRD. By category?

Mr. BREWER. Federal.

Senator BYRD. Yes. Let us have the proportion of population receiving public assistance in the United States. For example, how many children per 1,000 receive ADC payments.

Mr. BREWER. This is the Federal statement?

Senator BYRD. Yes.

Mr. BREWER. Yes, sir.

Senator BYRD. For State and local funds for fiscal 1964, indicate the expenditure for public assistance by States.

UNEMPLOYMENT IN THE DISTRICT OF COLUMBIA

Indicate, if you will, the unemployment in the District of Columbia by number and by percent. Go back over a period of a year and a half or 2 or more years. I think you have that. We have been putting it in the record each year. Bring it up to date.

Mr. BREWER. Yes, sir.

Senator BYRD. Bring it up to date. You might also include in the record those States that participate in the Federal AFDT–UP program of which I believe there are about 18 in number. Indicate the unemployment figures for each of those as of the most recent date.

Also let us have a comparison of unemployment compensation rates for the District of Columbia as against the proposed welfare payments to unemployed parents of dependent children.

STATISTICS ON CHILDREN

Indicate the whereabouts of children receiving service at the end of each fiscal year. Go back over the past 3 or 4 years.

Indicate as you have in the past the number of children whose families were known to public assistance at the time of their acceptance at Junior Village.

Indicate the number of children living in foster homes by type. You can give us past years for comparison.

Supply information concerning foster homes, board and care, average number of children per month. Break this down by category—infants to 6 months, 6 months through 5 years, and so on—showing the rate and the total cost for the past 6 months or a year, whatever may be convenient for you.

Indicate the disposition of foster home applications received for each year over the past 5 years including the present one to date, as to whether they were received, withdrawn, rejected, and so forth.

Let us have information on the board rates in surrounding counties.

Let us have information on the number of mothers and babies in maternity homes whose care is paid for by the Department of Public Welfare. Go back over the last 5 years.

Let us have information on day-care centers, rate per child per day, the number of DPW children in each of those day-care centers.

POPULATION AT JUNIOR VILLAGE AND DISTRICT OF COLUMBIA VILLAGE

As in the past, you might indicate the population at Junior Village and at District of Columbia Village, the daily average population.

Indicate how many of the children admitted at Junior Village during the past fiscal year were admitted once, how many were admitted twice, how many were admitted three times, four times, five times, and so on. You have done this for us in the past. Give us information on the admissions and discharges at Junior Village.

You have also shown in the past the population at Junior Village per day over the previous year, so if you will please, bring this up to date.

PUBLIC WELFARE TRAINING CENTER

Also, in order that we will not have to go into it by way of questions, give us information concerning the Public Welfare Training Center, the number of persons who have entered the Center, the number who have been trained and completed their training. Indicate what happened to those who completed their training, whether they were given employment, and if so, whether or not they are still employed.

Indicate the number who have reapplied for assistance after having been trained at the Center, perhaps after having gotten employment.

Mr. BREWER. Mr. Chairman, we have just completed a study of mothers who have been out of the training center for 2 years, which is just ready. May I also submit this for the record?

Senator BYRD. We would be very glad to have it.

In the past we have asked you, Mr. Brewer, for information on the average cost per trainee.

Mr. BREWER. Yes, sir.

Senator BYRD. The average cost per trainee at the training center, so if you could just fill this in for us and bring the record up to date.

Mr. BREWER. Yes, sir.

Senator BYRD. Just go back over the past record. You know what we have been asking for in the past.

ADDITIONAL INFORMATION REQUESTED

You might also give us data on those mothers with regard to the types of jobs they have held down and the amount of welfare moneys in each instance that was saved.

Mr. BREWER. Yes, sir.

Senator BYRD. By virtue of the persons going off the welfare rolls, and you might, if you can, indicate the salary that they are receiving——

Mr. BREWER. Yes, sir.

Senator BYRD (continuing). In those newly found jobs.

Give us the population of the Cedar Knolls School, the District Training School, and so on.

Also supply information on the collections, cash collections, information on overpayments, and so on. I may want to ask you a little something about one or two of these items later. Also some information concerning cases in the juvenile court for fiscal years 1964 and 1965, as far as you can in 1965.

I want information on nonsupport cases, born out of wedlock cases, and so on. Give us information on the burial of indigents, the amounts of money spent in the past years for burials, the average per burial.

(The information referred to follows:)

Overtime and Holiday Pay, Fiscal Year 1964 and 1965 Through Mar. 31, 1965

	Fiscal year 1964			Fiscal year 1965 through Mar. 31, 1965		
	Overtime	Holiday pay	Total	Overtime	Holiday pay	Total
Office of the Director	$17,724	$66	$17,790	$10,070		$10,070
Family and children services:						
Providing public assistance services	52,921		52,921	32,134		32,134
Surplus food certification	3,305		3,305	5,253	$19	5,272
Providing child welfare services	8,202	35	8,237	20,988		20,988
Administrative services	49,247		49,247	45,138	19	45,157
Subtotal	113,675	35	113,710	103,513	38	103,551
District of Columbia welfare institutions:						
District of Columbia Village	50,389	22,251	72,640	35,466	32,586	68,052
Receiving Home for Children	13,741	6,688	20,429	11,747	7,347	19,094
Junior Village	49,464	31,466	80,930	28,204	41,620	69,824
Municipal Lodging House	446	660	1,106	380	662	1,042
Welfare Training Center	747	173	920	552	151	703
Administrative services	21,146	3,480	24,626	18,562	3,908	22,470
Central administration				469	20	489
Subtotal	135,933	64,718	200,651	95,380	86,294	181,674
Children's Center:						
Central administration	2,092	2,873	4,965	1,307	2,970	4,277
Maple Glen School	5,256	8,142	13,398	3,274	8,243	11,517
District Training School	41,652	35,642	77,294	29,976	37,656	67,632
Cedar Knoll School	35,759	19,500	55,259	22,386	18,749	41,135
Administrative services	18,641	6,375	25,016	17,667	5,622	23,289
Subtotal	103,400	72,532	175,932	74,610	73,240	147,850
Office of Investigations and Collections	27,790		27,790	8,240		8,240
Total, Department of Public Welfare	398,522	137,351	535,873	291,813	159,572	451,385

Federal Grants and Gratuities

Federal grants-in-aid to the Department of Public Welfare

	Actual fiscal year 1964	Estimate fiscal year 1965	Estimate fiscal year 1966	Year of origin
Program:				
(a) Old-age assistance	$1,922,500	$1,946,886	$1,626,472	1936
(b) Aid to families with dependent children	5,642,741	6,519,306	6,280,353	1936
(c) Aid to the blind	120,590	146,372	126,731	1936
(d) Aid to permanently and totally disabled	2,009,836	2,221,675	1,989,183	1950
(e) Medical assistance for the aged	903,841	1,419,190	1,420,000	1963
(f) Assistance to repatriates		1,500	1,500	1961
(g) Aid to Cuban refugees	19,156	20,500	20,500	1962
(h) Children's Bureau	130,368	165,837	140,436	1936
	10,749,032	12,441,266	11,605,175	
Other programs:				
AFDC-Work scholarship program	28,250	112,600	89,400	1964
DVR-PAD demonstration program		45,600		1965
Youth rehabilitation house		48,600	N.A.	1965
Title V planning grant		52,800	2,230,000	1965
HEW emergency services		115,000	N.A.	1965
Total	10,777,282	12,815,866	13,924,575	

Fiscal year 1965 authorized positions—employment and vacancies as of Mar. 27, 1965

	Authorized positions	Status as of Mar. 27, 1965	
		Employment	Vacancies
LOCAL FUNDS			
Office of the Director	17	17	
Planning, finance, and management services:			
Program planning	10	9	1
Administrative services	21	19	2
Data processing	7	7	
Control of eligibility determination	17	15	2
Surplus food distribution	17	17	
Subtotal	72	67	5
Family and children services:			
Providing parental assistance services	275	252	23
Surplus food certification	13	12	1
Providing child welfare services	179	145	34
Elementary school free lunch	8	8	
Day care	2	2	
Landlords and tenants and displaced families	8	8	
Administrative services	138	120	18
Subtotal	623	547	76
D.C. Welfare institutions:			
Central Administration	2	2	
D.C. Village	385	338	47
Receiving Home	61	57	4
Junior Village	407	395	12
Municipal Lodging House	4	4	
Administrative services	133	129	4
Welfare Training Center	21	19	2
Subtotal	1,013	944	69
Children's Center:			
Central administration	74	61	13
District Training School	419	387	32
Cedar Knoll School	206	185	21
Maple Glen School	89	84	5
Administrative services	141	132	9
Subtotal	929	849	80
Office of Investigations and Collections	148	124	24
Subtotal Department of Public Welfare (local funds)	2,802	2,548	254
FEDERAL FUNDS			
MAA	65	58	7
OAA	51	50	1
Children's Bureau	18	15	3
Title V (Project approved Mar. 15, 1965)	10	3	7
Youth rehabilitation house (Project approved Mar. 30, 1965)	10	1	9
Subtotal Department of Public Welfare (Federal funds)	154	127	27
Grand total Department of Public Welfare	2,956	2,675	281

Summary of social worker positions authorized 1965

Total positions	Positions	Office of the Director	PAD	CWD	L&T and disp. fam.	D.C. Welfare institutions				Children's Center			
						DCV	JV	RH	PWTC	MG	DTS	CK	CA
2	GS–15 Supplemental Social Worker		1	1									
1	GS–14 Social Welfare Consultant	1											
1	GS–14 Supplemental Social Worker			1									
2	GS–13 Supplemental Social Worker		1	1									
1	GS–13 Social Welfare Consultant	1											
1	GS–12 Social Welfare Specialist	1											
1	GS–12 Social Welfare Progress Analyst	1											
1	GS–12 Social Welfare Consultant				1								1
4	GS–12 Supplemental Social Worker		2	1									
1	GS–12 Social Worker		1										
7	GS–12 Section Chief		7 (1)								1		
39	GS–11 Supplemental Social Worker	1	13	22 (2)		1	1					1	
1	GS–10 Supplemental Social Worker							1			1		
5	GS–10 Social Worker			3									
1	GS–9 Supplemental Welfare Specialist		1										
15	GS–9 Supplemental Social Worker		15 (2)										
213	GS–9 Social Worker	7(2)	64	113(27)		8(1)	6		3(1)	3	4(1)	5	
6	GS–7 Social Service Representative		3		3								
81	GS–7 Social Worker		81 (8)										
8	GS–5 Social Worker		8										
391(45)		12(2)	197(11)	142(29)	4	9(1)	7	1	3(1)	3	6(1)	6	1

( ) Indicates vacancies as of March 27, 1965.

Daily average population of institutions and population at end of year by race and by sex, fiscal years 1962–64

Institution	Daily average population	Total under care at end of year [1]			
		Race		Sex	
		White	Non-white	Male	Female
1962					
Maple Glen School	223	34	173	204	3
Cedar Knoll School	420	38	382	296	124
District Training School	1,062	644	1,061	980	725
Junior Village	519	54	545	343	256
Receiving Home	110	15	126	109	32
District of Columbia Village	668	307	375	361	321
Municipal Lodging House	33	16	14	30	----------
Temporary Home for Soldiers and Sailors	41	43	3	46	----------
1963					
Maple Glen School	211	24	196	216	4
Cedar Knoll School	454	37	447	336	148
District Training School	1,111	657	1,125	1,025	757
Junior Village	693	60	699	437	322
Receiving Home	122	21	77	80	18
District of Columbia Village	674	307	381	372	316
Municipal Lodging House	31	10	11	21	----------
Temporary Home for Soldiers and Sailors	43	46	3	49	----------
1964					
Maple Glen School	212	30	189	214	5
Cedar Knoll School	470	53	453	333	173
District Training School	1,143	634	1,018	957	695
Junior Village	777	67	720	431	356
Receiving Home	133	10	81	63	28
District of Columbia Village	661	294	376	359	311
Municipal Lodging House	29	20	12	32	----------

[1] Includes residents not currently in but under care of the institution.

Income scale and eligibility requirement for donated food, February 1965

Size of family	Amount of monthly income, not to exceed
1	$95
2	135
3	175
4	200
5	225
6	250
7	275
8	300

For larger families add $25 for each additional member.

Retail value of donated food by families of specified sizes, as of Apr. 30, 1965

Number of persons in family	Number of children in family	Retail value of food	Number of persons in family	Number of children in family	Retail value of food
1	0	$5.82	8	7	$28.78
2	1	9.26	9	7	31.49
3	2	12.63	10	9	33.34
4	3	15.15	11	9	41.41
5	4	18.52	12	10	45.45
6	5	23.56	13	11	45.45
7	6	26.93			

The kinds and quantity of food items are changed during various periods because of availability from the Department of Agriculture. Therefore, the values as of April 1965 differ from December 1964.

TOTAL POUNDS OF FOOD DISTRIBUTED AND TOTAL DOLLAR VALUE OF FOOD DISTRIBUTED, FISCAL YEARS 1958–64 AND 1965 THROUGH MARCH

Fiscal year	Total number of pounds of food distributed	Total dollar value of food distributed
1958	2,285,733	$593,000.00
1959	4,748,993	1,187,260.00
1960	3,796,613	1,954,730.84
1961	5,613,913	1,499,822.02
1962	9,510,874	2,896,050.64
1963	7,740,750	2,281,037.98
1964	5,153,284	1,493,984.81
1965 through March	3,945,049	1,447,378.11

Donated foods: Average number of pounds received per case, per person, July 1964 to March 1965

Year and month	Total pounds	Total cases	Average pounds per case	Total persons	Average pound per person	Retail value
1964:						
July	533,798	4,782	111.6	20,241	26.4	$192,923
August	432,969	5,840	74.1	25,732	16.8	152,075
September	547,871	5,907	92.7	25,735	21.3	197,893
October	434,492	5,911	73.5	26,104	16.6	152,171
November	414,738	5,663	73.2	24,639	16.8	145,193
December	413,459	5,999	68.9	25,835	16.0	152,246
1965:						
January	431,088	5,883	73.3	25,708	16.8	165,217
February	400,333	5,905	67.8	25,622	15.6	147,855
March	336,309	5,826	57.7	25,203	13.3	141,806

Cases and persons eligible for donated food, by month and average per month, fiscal 1962–64 and 1st 9 months of fiscal 1965

Year and month	Number of cases		Number of persons	
	PAD	Non-PAD	PAD	Non-PAD
Fiscal 1962:				
July	10,427	3,733	31,215	19,811
August	10,673	3,769	32,055	19,855
September	10,241	3,793	31,277	19,834
October	10,493	3,851	32,211	19,967
November	10,883	2,828	33,178	19,812
December	11,078	3,789	33,812	19,300
January	11,200	4,152	34,240	21,258
February	11,227	4,529	34,323	23,138
March	10,968	4,760	33,385	24,018
April	10,803	4,517	32,784	22,869
May	11,000	4,144	33,339	21,365
June	10,931	3,877	32,898	19,848
Average per month	10,827	4,062	32,893	20,923
Fiscal 1963:				
July	10,383	3,886	30,684	19,872
August	9,643	4,112	28,420	20,524
September	8,856	4,042	26,509	20,142
October	8,910	3,977	26,669	19,801
November	8,913	4,021	26,679	20,099
December	9,057	4,189	27,150	20,894
January	9,104	4,586	27,260	22,404
February	9,101	4,449	27,235	21,947
March	8,571	4,454	25,445	21,718
April	7,920	3,845	23,610	18,872
May	7,633	3,547	22,865	17,496
June	7,709	3,505	23,212	17,359
Average per month	8,817	4,051	26,312	20,094
Fiscal 1964:				
July	7,642	3,333	23,089	16,546
August	7,237	2,996	22,068	14,743
September	6,735	3,008	20,786	15,065
October	6,676	2,885	20,663	14,620
November	6,680	2,552	20,809	13,188
December	6,510	2,330	20,300	12,053
January	6,319	2,391	19,999	12,517
February	6,685	2,674	21,203	14,028
March	6,645	2,591	21,370	13,696
April	6,630	2,473	22,004	13,231
May	6,116	2,109	20,900	11,183
June	5,858	2,020	20,445	10,918
Average per month	6,644	2,614	21,136	13,482
Fiscal 1965:				
July	5,836	1,810	20,454	9,771
August	5,919	1,798	20,689	9,747
September	5,965	1,779	20,742	9,740
October	6,011	1,766	20,868	9,667
November	6,052	1,686	21,046	9,086
December	6,038	1,598	20,998	8,572
January	6,030	1,637	21,040	8,748
February	5,848	1,589	20,330	8,458
March	5,476	1,467	20,183	8,002
9-month average	5,908	1,792	20,706	9,088

OFFICE OF THE DIRECTOR

Status of social work positions authorized in continuing service and average caseload as of Mar. 31, 1965

Social work positions	Number	Average caseload
Authorized	114	95
Filled	107	102
Carry caseloads	99	116
Educational leave	4	
Trainee	2	
Maternity leave	2	
Vacancies	7	

Average caseloads by category by filled positions in continuing services during March 1965

Public assistance category	Cases opened during month	Workers carrying caseloads	Average caseload per worker
Total	11,493	99	116
OAA	2,420	16	151
AB	215	1	215
AFDC	4,531	61	74
APTD	3,460	16	216
GPA	867	5	173

Public assistance cases rehabilitated by DVR, July 1, 1963, to June 30, 1964

During fiscal 1964, the Department of Vocational Rehabilitation completed services to 201 [1] persons known to the Public Assistance Division. Twenty-six cases remained on assistance with reductions in monthly grants as a result of part-time earnings or deletion of the rehabilitated person from the grant. Of the 173 cases closed in PAD, either during or after training, 18 reapplied for assistance. As of March 1, 1965, nine of the applicants were approved for assistance and six received money payments during the month. Two cases were known to PAD but their applications had never been approved for assistance.

The 164 cases remaining closed, as of March 1965, represent an average PAD grant of $118.57 monthly and an annual grant expenditure of $233,340.

The attached tables give further data on cases reported rehabilitated.

Public assistance cases rehabilitated by DVR during fiscal 1964, status as of Mar. 1, 1965

PAD status	Cases	Average grant per case	Annual grant expenditure
Total	201		
Closed, during or after rehabilitation	173	$119.82	$248,748
Remained closed	164	118.57	233,340
Reopened after rehabilitation	9	[1] 144.89	15,408
Received payment in March	6	128.17	
No payment in March	3		
Remained on assistance	26	107.54	33,552
Received payment in March	19	113.84	25,956
No payment in March	7		
Known to PA, applications rejected	2		

[1] Average grant at time of closing.

[1] Includes 60 physically able AFDC mothers enrolled in the Public Welfare Training Center.

Public assistance cases rehabilitated by DVR, fiscal 1964: Job classification at time of DVR closure and PAD status, Mar. 1, 1965

Job classification	Total	Public assistance status	
		Not receiving PA	Receiving PA
Total	201	166	35
Professional occupations	3	2	1
Semi-professional, managerial, official occupations	3	2	1
Clerical and sales occupations	37	36	1
Service occupations	97	88	9
Skilled occupations	16	12	4
Semi-skilled occupations	16	11	5
Unskilled occupations	10	7	3
Sheltered workshop operators:			
Semiskilled	3	2	1
Unskilled	16	6	9

AFDC Work—Scholarship Program: Number of Schools and Students Participating, by Week, During the Initial Year of the Project, February 1964 to February 1965

Week of—	Schools	Students	Week of—	Schools	Students
Feb. 17 to 20	14	58	Aug. 24 to 28	11	57
Feb. 24 to 28	19	96	Aug. 31 to Sept. 4	9	51
Mar. 2 to 6	19	100	Sept. 9 to 11	11	45
Mar. 9 to 13	19	101	Sept. 14 to 28	12	84
Mar. 16 to 20	21	147	Sept. 21 to 25	26	167
Mar. 23 to 26	22	166	Sept. 28 to Oct. 1	25	210
Mar. 30 to Apr. 3	8	42	Oct. 2 to 8	25	329
Apr. 6 to 10	22	164	Oct. 9 to 15	30	367
Apr. 13 to 17	22	178	Oct. 16 to 22	32	393
Apr. 20 to 24	22	193	Oct. 23 to 30	34	459
Apr. 27 to May 1	22	230	Oct. 31 to Nov. 5	34	459
May 4 to 8	24	260	Nov. 6 to 12	33	486
May 11 to 15	27	276	Nov. 13 to 19	34	510
May 18 to 22	27	276	Nov. 20 to 25	34	509
May 25 to 28	28	269	Nov. 30 to Dec. 3	35	535
June 1 to 5	23	250	Dec. 4 to 10	36	535
June 8 to 12	22	231	Dec. 11 to 17	36	545
June 15 to 19	13	88	Dec. 18 to 23	27	495
June 22 to 26	15	81	Dec. 28 to Jan. 1	14	44
June 29 to July 3	16	80	Jan. 4 to 7	37	529
July 6 to 10	14	66	Jan. 8 to 14	37	547
July 13 to 17	10	44	Jan. 15 to 21	36	540
July 20 to 24	13	55	Jan. 22 to 28	36	536
July 27 to 31	12	58	Jan. 29 to Feb. 4	36	533
Aug. 3 to 7	11	52	Feb. 5 to 11	36	531
Aug. 10 to 15	10	53	Feb. 12 to 18	36	513
Aug. 17 to 21	10	49	Feb. 19 to 25	35	507

AFDC WORK-SCHOLARSHIP PROGRAM

As of February 1, 1965, 909 students from 612 AFDC families were enrolled in the program. Of this number, 593 received income during January for performance of work assignments during December and January. Fifty-four students from 46 AFDC families, received earnings but their families did not receive checks (service cases, payments suspended, or checks canceled) for the month of January. The total earnings for these students was $795.23.

The attached table represents 539 students from 403 AFDC cases who received income from the program and their families also received public assistance payments during January.

AFDC work-scholarship program, January 1965

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
Total	$8,052.04	$78,711	2,494	2,095
1	16.25			
2	15.00	408	14	13
3	3.75			
4	16.25			
5	15.63	365	12	11
6	5.00			
7	21.25			
8	17.50			
9	15.00	359	11	10
10	13.75			
11	18.75			
12	13.75	346	10	9
13	7.50			
14	18.75			
15	6.25	343	11	10
16	16.25	338	10	8
17	17.50	337	12	11
18	6.25	333	10	9
19	16.25	330	10	8
20	3.75			
21	5.00	326	10	9
22	17.50	319	10	9
23	18.75			
24	18.75	317	10	9
25	18.75			
26	12.50	317	8	7
27	17.50	316	10	9
28	17.50	315	9	8
29	10.00	312	11	10
30	13.75			
31	10.00	312	9	7
32	16.25	311	9	8
33	16.25			
34	6.25	310	9	7
35	17.50	309	10	9
36	36.25			
37	18.75	309	10	9
38	16.25	305	9	8
39	28.75	304	9	8
40	18.75	302	11	10
41	13.75			
42	23.75	302	8	7
43	25.00			
44	15.00	301	9	8
45	12.50			
46	11.25	299	9	8
47	16.25	299	9	8
48	10.00	299	9	8
49	11.25	294	8	7
50	12.50	293	9	8
51	20.00	293	9	8
52	17.50	292	10	9
53	16.25			
54	12.50	290	8	7
55	18.75	289	8	7
56	25.00			
57	25.00	289	8	7
58	18.75			
59	18.75	287	9	8
60	11.25	287	9	8
61	6.56	282	8	6
62	11.25	278	8	6
63	13.75	276	8	6
64	8.75	275	9	8
65	10.00	275	8	7
66	18.75	274	8	7
67	18.75			
68	12.50			
69	9.38	273	7	6
70	3.13			
71	15.00	272	8	7
72	13.75			
73	11.88	272	7	6
74	5.00			
75	17.50	271	8	7
76	17.50			
77	9.38	269	8	7

AFDC work-scholarship program, January 1965—Continued

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
78	$22.50	$268	9	8
79	22.50			
80	6.25	267	9	8
81	17.50	266	9	8
82	18.45	266	6	5
83	2.50			
84	3.75	265	11	10
85	17.50	265	8	7
86	15.00	265	8	7
87	7.50	265	8	7
88	17.50	264	7	5
89	18.75	263	8	7
90	30.00	263	8	7
91	18.75			
92	11.25	261	8	7
93	18.75	259	8	7
94	18.75	259	8	7
95	15.00	259	7	6
96	18.75	259	7	6
97	18.75			
98	24.06	259	7	6
99	13.13			
100	22.50	258	7	5
101	1.25	257	8	7
102	22.50	257	8	7
103	18.75			
104	17.50	257	6	5
105	17.50			
106	16.25	256	8	6
107	13.75			
108	10.00	256	7	6
109	16.25	253	7	6
110	6.25	253	7	6
111	12.50	253	7	6
112	18.75	253	7	6
113	12.50			
114	16.25	253	7	6
115	16.25	253	7	6
116	18.75	252	14	13
117	8.75			
118	21.25	252	7	5
119	18.75			
120	14.38	251	11	9
121	6.25	251	11	9
122	1.25			
123	18.75	251	7	6
124	2.50	250	8	7
125	17.50	249	8	7
126	16.25			
127	18.75	249	7	6
128	17.50	248	8	7
129	6.25	248	7	6
130	16.88	248	7	6
131	11.25			
132	18.75	247	7	6
133	16.25	247	7	6
134	15.63	247	7	6
135	16.25	247	7	6
136	18.75			
137	17.50	247	7	6
138	15.00			
139	18.75	246	7	6
140	16.25	246	7	6
141	22.50	245	8	7
142	15.00	245	8	7
143	6.25	244	7	6
144	18.75	243	8	7
145	12.50	243	8	7
146	14.38	243	7	6
147	15.00	242	7	6
148	17.50	242	7	6
149	1.25			
150	16.25	242	7	6
151	16.25	241	7	6
152	18.75	241	7	6
153	11.26	241	7	9
154	16.25	240	11	10
155	6.25	240	9	8
156	15.00	240	7	6

AFDC work-scholarship program, January 1965—Continued

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
157	$18.75	$239	7	6
158	8.75	239	7	6
159	10.00	237	6	5
160	6.25			
161	16.25	237	6	5
162	16.25			
163	12.50	236	7	6
164	17.50	236	6	5
165	18.75	236	6	5
166	23.75	235	7	6
167	16.25	235	7	6
168	13.75	235	7	6
169	13.75			
170	13.13	235	7	6
171	16.25	234	7	6
172	11.88			
173	.63	233	10	9
174	16.25	233	8	7
175	17.50	233	7	6
176	15.63	233	6	5
177	2.50	233	6	5
178	16.25	233	6	5
179	10.00			
180	22.50	233	6	5
181	22.50			
182	8.75			
183	18.75	231	7	7
184	18.75			
185	18.75	231	7	6
186	11.25			
187	11.25			
188	16.25	231	6	5
189	16.25	231	6	5
190	18.75	231	6	5
191	17.50	229	7	6
192	18.75	228	7	6
193	17.50			
194	2.50	227	9	8
195	16.25	227	9	7
196	11.25	227	7	6
197	18.75	227	6	5
198	18.75	227	6	5
199	12.50	227	6	5
200	16.88	226	5	4
201	10.00			
202	18.75	225	7	6
203	15.00	225	6	5
204	15.00	224	7	6
205	11.25	224	5	4
206	8.75	223	9	8
207	16.25	223	8	7
208	13.75			
209	7.50	222	6	6
210	17.50	222	6	4
211	25.00	221	8	7
212	25.00			
213	18.75			
214	18.75	221	6	5
215	18.75			
216	16.25	221	6	5
217	16.25	221	6	5
218	18.75	221	6	5
219	15.00	220	6	5
220	17.50	220	6	4
221	13.75	219	8	7
222	17.50	218	6	5
223	13.75	218	5	4
224	16.25	217	11	9
225	13.75	217	10	9
226	15.01	217	6	5
227	13.13			
228	12.50			
229	8.75			
230	26.25	217	6	5
231	5.63			
232	15.00	217	6	5
233	12.50	215	7	6
234	6.25	215	7	6
235	10.00	215	5	4

AFDC work-scholarship program, January 1965—Continued

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
236	$22.50	$215	4	3
237	16.25			
238	23.75			
239	17.50	214	8	7
240	15.00			
241	10.00			
242	18.75	214	6	5
243	17.50	213	6	5
244	17.50	212	6	5
245	16.25			
246	13.75	211	8	8
247	19.06	211	5	4
248	13.75			
249	17.50	211	5	4
250	17.50			
251	2.50	210	11	10
252	22.50	210	6	5
253	18.03	209	9	8
254	16.25			
255	12.50			
256	10.00			
257	18.75	209	7	6
258	12.50			
259	13.75	209	7	6
260	21.25	209	6	5
261	16.25	209	6	5
262	12.50			
263	2.50			
264	18.75	209	6	5
265	18.75	209	5	4
266	16.25	209	5	4
267	6.25	209	5	4
268	17.50	208	6	5
269	18.75	208	5	3
270	18.75	207	10	8
271	17.50			
272	3.75	207	8	7
273	1.25	207	8	7
274	16.25	207	7	6
275	11.25			
276	8.25			
277	6.25	207	6	5
278	20.00	207	5	4
279	18.75	205	5	4
280	13.75			
281	5.00			
282	16.25	204	8	7
283	12.50	204	5	5
284	6.25			
285	17.50	203	6	5
286	8.75	202	5	4
287	6.25	201	6	5
288	17.50	201	5	4
289	16.25			
290	8.75			
291	16.25	199	5	4
292	12.50			
293	16.25	199	5	4
294	16.25	199	5	4
295	13.75	198	6	5
296	12.50	198	4	3
297	12.50	197	6	5
298	25.00	197	5	4
299	1.25	197	4	3
300	1.25			
301	17.50	196	8	7
302	17.50			
303	23.75	196	7	6
304	12.50	196	5	4
305	18.13	195	7	6
306	5.00	195	7	6
307	18.75	195	6	5
308	18.75	193	10	8
309	25.00	193	7	6
310	17.50	193	5	4
311	17.50	193	5	4
312	5.00			

AFDC work-scholarship program, January 1965—Continued

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
313	$17.50	$193	5	4
314	17.50	193	4	3
315	8.75	192	6	5
316	13.75	192	4	3
317	16.25	191	6	5
318	16.25	190	6	5
319	16.25			
320	6.25	189	6	5
321	17.50	189	5	4
322	18.75	188	5	4
323	2.50	187	9	8
324	17.50	187	7	5
325	13.75	187	7	
326	5.00			
327	16.25	186	7	6
328	17.50	186	6	5
329	5.00	186	6	5
330	10.00	184	6	5
331	18.75	184	4	3
332	18.75			
333	15.00	184	4	3
334	13.75	184	4	3
335	16.25	183	7	6
336	15.63	182	4	3
337	15.00			
338	25.00	181	4	4
339	5.00			
340	20.00	180	6	5
341	18.75	178	5	5
342	12.50			
343	17.50	176	5	4
344	17.50	175	5	4
345	16.88			
346	17.50	175	5	4
347	25.00	175	4	4
348	12.50	174	5	4
349	11.25	173	4	3
350	16.25	172	4	3
351	8.75	172	4	3
352	8.75	172	4	3
353	15.00	171	8	7
354	17.50	171	4	3
355	10.00	169	6	5
356	5.00	168	9	8
357	18.75	168	8	7
358	10.94			
359	11.25	168	5	3
360	15.00	167	4	3
361	18.75	167	4	2
362	18.75	166	9	8
363	18.75			
364	18.75			
365	6.25	166	7	6
366	11.25	166	6	5
367	7.50	166	4	3
368	17.50	166	4	3
369	15.00			
370	15.00	165	7	6
371	11.25			
372	18.75	165	5	4
373	18.75	165	5	4
374	22.50	165	4	3
375	21.25			
376	21.25	164	3	2
377	18.75	163	4	3
378	6.25	163	4	3
379	16.25	162	4	3
380	1.25	161	3	2
381	18.75	160	4	3
382	12.50	160	3	2
383	12.50			
384	10.01	160	3	2
385	1.25			
386	15.00	159	9	8
387	16.25	158	4	3
388	11.25			
389	16.25	157	8	7
390	13.75	157	7	6
391	30.00	157	5	5

AFDC work-scholarship program, January 1965—Continued

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
392	$16.25	$157	5	4
393	12.13	156	5	4
394	23.75	156	4	3
395	3.75	155	4	3
396	18.75	154	3	2
397	15.00	154	3	1
398	16.25	153	6	5
399	11.25	153	5	4
400	16.25	153	4	3
401	13.75			
402	18.75	152	6	5
403	17.50			
404	17.50	152	5	4
405	23.75	152	4	3
406	18.75	152	3	3
407	18.75			
408	17.50	151	6	5
409	13.75	150	3	3
410	25.00	149	7	6
411	8.75	149	3	2
412	21.25	148	5	4
413	12.50	147	4	3
414	18.75	146	5	4
415	14.38	146	5	4
416	5.00	145	4	4
417	18.75	144	3	3
418	16.25			
419	18.75	143	9	8
420	11.25			
421	11.25	142	10	9
422	21.25	142	7	6
423	16.25			
424	10.00			
425	16.25	142	3	2
426	12.50	141	5	4
427	2.50			
428	22.50	141	4	3
429	1.25	141	3	2
430	16.25	140	9	7
431	18.75	140	5	4
432	5.00	139	4	3
433	11.25	138	6	5
434	17.50	138	3	2
435	11.25			
436	22.50	137	6	5
437	6.25			
438	3.13	137	5	4
439	16.25	137	3	3
440	15.00	137	3	2
441	16.25	136	6	5
442	11.25			
443	21.25	135	8	6
444	16.25			
445	2.50			
446	11.25	134	7	6
447	16.25	134	5	4
448	3.75	134	3	2
449	10.00	133	3	2
450	15.00	132	3	2
451	15.00	129	2	1
452	18.75	125	7	6
453	10.00	125	3	3
454	2.50			
455	18.75	125	2	1
456	17.50	125	2	1
457	17.50	125	2	1
458	12.50	125	2	1
459	17.50	124	2	2
460	20.00	122	4	3
461	20.00	121	9	8
462	17.50			
463	18.75	120	5	5
464	13.75	119	2	2
465	12.51			
466	17.50	118	2	2
467	13.75	117	4	3
468	18.75	113	5	4
469	2.50	112	2	1

AFDC work-scholarship program, January 1965—Continued

	Work-scholarship program earnings received during January 1965	Public assistance family money payment, January 1965	Number of persons in assistance unit	
			Total persons	Children
470	$10.00	$110	2	2
471	25.00			
472	22.50	109	10	8
473	16.25			
474	20.00			
475	18.75	109	3	3
476	15.00			
477	13.75	107	6	5
478	16.25	107	2	2
479	16.88	105	6	4
480	23.76	105	2	2
481	13.75	105	2	1
482	5.00	103	9	8
483	18.75	102	7	6
484	15.00	102	3	1
485	22.50			
486	18.75	101	10	9
487	13.75			
488	5.00			
489	18.75	101	2	2
490	12.50	97	11	9
491	16.25	97	6	5
492	15.00	97	4	3
493	16.25	97	3	2
494	15.00			
495	18.75	96	4	3
496	17.50	95	9	8
497	18.75	94	4	3
498	20.00	92	2	2
499	13.13	91	3	2
500	18.75	91	3	2
501	10.00	90	3	3
502	18.75	90	2	2
503	18.75			
504	18.75	89	4	3
505	10.00	88	2	1
506	23.75	87	4	3
507	17.50	87	4	3
508	20.00			
509	12.51	86	10	9
510	10.63			
511	15.00	86	3	2
512	18.75	84	3	3
513	18.75	81	4	3
514	12.50	78	6	5
515	20.00	77	4	3
516	15.00			
517	16.25	76	3	2
518	27.50	75	6	6
519	18.75	75	2	1
520	18.75	75	1	1
521	11.25	74	7	6
522	10.00			
523	17.50	72	2	1
524	7.50	71	4	4
525	13.75	70	2	2
526	13.75	67	3	2
527	13.75	65	2	1
528	27.50	63	2	1
529	8.75	63	1	1
530	20.00	57	3	3
531	16.25			
532	17.50	55	1	1
533	18.75	44	9	7
534	18.75			
535	16.25	38	1	1
536	7.50	36	7	6
537	25.00	35	1	1
538	18.75	20	2	1
539	17.50	15	1	1

Average number of cases receiving assistance, per month, fiscal 1956–64, by category

Year	Total	Category				
		OAA	AFDC	AB	APTD	GPA
1956	8,230	3,069	2,081	255	2,252	573
1957	8,592	3,005	2,241	261	2,458	627
1958	9,532	3,100	2,834	243	2,454	901
1959	10,680	3,115	3,539	235	2,474	1,317
1960	11,458	3,012	4,168	231	2,623	1,424
1961	12,497	2,954	5,069	216	2,779	1,479
1962	12,706	2,839	5,444	202	2,712	1,509
1963	11,067	2,650	4,373	190	2,976	878
1964	10,134	2,465	3,932	189	2,948	600

All cases receiving assistance each month, all categories, fiscal years 1959–65

Month	Fiscal year						
	1965	1964	1963	1962	1961	1960	1959
Average		10,134	11,067	12,706	12,497	11,458	10,680
July	10,304	10,369	11,971	12,895	11,949	11,149	10,110
August	10,427	10,154	11,773	13,000	12,116	11,132	10,132
September	10,457	10,050	11,521	12,969	12,100	11,138	10,185
October	10,484	9,964	11,340	12,955	12,251	11,218	10,356
November	10,492	9,909	11,206	12,942	12,379	11,222	10,447
December	10,622	10,013	11,072	12,919	12,471	11,415	10,704
January	10,621	10,055	10,932	12,806	12,597	11,454	10,798
February	10,661	10,072	10,769	12,645	12,703	11,576	10,941
March	10,866	10,256	10,672	12,574	12,810	11,780	11,135
April		10,185	10,591	12,406	12,788	11,747	11,085
May		10,267	10,602	12,275	12,915	11,813	11,131
June		10,310	10,349	12,093	12,882	11,865	11,146

Cases receiving old age assistance, fiscal years 1959–65

Month	Fiscal year						
	1965	1964	1963	1962	1961	1960	1959
Average		2,465	2,650	2,839	2,954	3,012	3,115
July	2,402	2,550	2,747	2,893	2,999	3,078	3,113
August	2,413	2,457	2,747	2,889	2,991	3,051	3,110
September	2,402	2,525	2,710	2,875	2,965	3,035	3,106
October	2,400	2,515	2,710	2,853	2,969	3,028	3,118
November	2,402	2,496	2,689	2,853	2,975	3,018	3,135
December	2,405	2,464	2,669	2,875	2,970	3,026	3,141
January	2,392	2,461	2,656	2,856	2,970	3,010	3,135
February	2,345	2,435	2,619	2,829	2,955	3,000	3,120
March	2,379	2,421	2,586	2,823	2,929	2,992	3,119
April		2,387	2,574	2,795	2,921	2,974	3,107
May		2,383	2,540	2,782	2,902	2,962	3,099
June		2,402	2,554	2,747	2,901	2,968	3,074

Cases receiving aid to families of dependent children, fiscal years 1959–65

Month	Fiscal year						
	1965	1964	1963	1962	1961	1960	1959
Average		3,932	4,373	5,444	5,069	4,168	3,539
July	4,039	4,063	4,849	5,530	4,650	3,860	3,177
August	4,066	3,949	4,757	5,597	4,762	3,874	3,199
September	4,103	3,857	4,615	5,601	4,809	3,884	3,246
October	4,113	3,823	4,491	5,607	4,884	3,955	3,338
November	4,106	3,791	4,396	5,628	4,955	3,992	3,388
December	4,165	3,871	4,353	5,611	5,003	4,091	3,548
January	4,179	3,885	4,262	5,553	5,078	4,158	3,610
February	4,228	3,904	4,184	5,471	5,166	4,288	3,709
March	4,295	4,017	4,189	5,392	5,285	4,406	3,813
April		3,993	4,157	5,251	5,323	4,433	3,782
May		4,010	4,155	5,111	5,431	4,501	3,822
June		4,023	4,062	4,976	5,481	4,578	3,835

Cases receiving aid to the blind, fiscal years 1959–65

Month	Fiscal year						
	1965	1964	1963	1962	1961	1960	1959
Average		189	190	202	216	231	235
July	204	181	196	205	225	232	236
August	201	183	195	211	222	229	231
September	201	183	197	208	221	229	233
October	200	178	192	204	220	230	233
November	199	188	191	208	221	234	239
December	198	192	190	205	220	235	240
January	201	191	192	200	215	237	239
February	202	190	183	200	213	236	236
March	202	193	187	199	212	234	242
April		196	188	195	209	227	237
May		193	188	196	210	226	228
June		204	184	193	207	225	228

Cases receiving aid to the permanently and totally disabled, fiscal years 1959–65

Month	Fiscal year						
	1965	1964	1963	1962	1961	1960	1959
Average		2,953	2,976	2,712	2,779	2,623	2,474
July	3,053	2,900	3,057	2,702	2,762	2,608	2,418
August	3,057	2,909	3,042	2,663	2,787	2,598	2,430
September	3,062	2,916	3,005	2,668	2,769	2,579	2,421
October	3,091	2,880	2,989	2,660	2,798	2,606	2,444
November	3,102	2,929	2,982	2,665	2,804	2,584	2,455
December	3,146	2,935	2,972	2,634	2,810	2,596	2,479
January	3,112	2,973	2,954	2,630	2,812	2,592	2,475
February	3,132	2,967	2,955	2,641	2,799	2,581	2,466
March	3,183	2,997	2,959	2,648	2,796	2,646	2,482
April		2,983	2,946	2,732	2,757	2,671	2,501
May		2,996	2,966	2,903	2,735	2,696	2,539
June		3,053	2,886	3,003	2,720	2,723	2,581

Cases receiving general public assistance, fiscal years 1959–65

Month	Fiscal year						
	1965	1964	1963	1962	1961	1960	1959
Average		592	878	1,509	1,479	1,424	1,317
July	606	675	1,122	1,565	1,313	1,371	1,166
August	690	566	1,032	1,640	1,354	1,380	1,162
September	689	569	994	1,617	1,336	1,411	1,179
October	680	568	958	1,631	1,380	1,399	1,223
November	683	505	948	1,588	1,424	1,394	1,230
December	708	551	888	1,594	1,468	1,467	1,296
January	737	545	868	1,567	1,522	1,457	1,339
February	754	576	828	1,504	1,570	1,471	1,410
March	807	628	751	1,512	1,588	1,502	1,479
April		626	726	1,433	1,578	1,442	1,458
May		685	753	1,283	1,637	1,428	1,443
June		606	663	1,174	1,576	1,371	1,428

Number of applications received in public assistance, fiscal 1963–65 to date

Month	Fiscal 1963	Fiscal 1964	Fiscal 1965 to date	Difference between 1964 and 1965
Total	9,429	9,610		
July	918	748	796	+48
August	964	883	931	+48
September	793	803	881	+78
October	742	842	728	−114
November	796	774	902	+128
December	672	671	631	−40
January	778	818	775	−43
February	742	930	906	−24
March	772	780	797	+17
April	795	787		
May	723	807		
June	734	767		

TOTAL OPENINGS IN PUBLIC ASSISTANCE, FISCAL YEARS 1960–65, BY MONTH

Month	1960	1961	1962	1963	1964	1965
July	385	430	401	368	343	332
August	361	499	484	341	235	384
September	348	407	441	282	220	339
October	424	417	382	293	232	312
November	351	479	370	289	280	444
December	418	384	391	273	303	347
January	410	487	430	287	293	262
February	430	416	369	309	371	433
March	555	378	300	274	392	383
April	427	331	402	310	344	
May	438	509	510	308	422	
June	486	430	435	257	379	
Total	5,033	5,167	4,915	3,571	3,814	
Difference		+134	−252	−1,344	+243	

Number of openings in OAA, fiscal years 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	40	62	39	40	41	39
August	33	45	42	40	26	38
September	43	47	34	30	33	28
October	40	50	34	38	27	23
November	31	48	47	25	22	40
December	43	42	55	34	22	28
January	42	39	54	16	28	25
February	46	24	36	22	28	28
March	47	30	30	23	29	39
April	39	23	26	27	31	
May	43	42	40	26	36	
June	64	46	30	38	58	
Total	511	498	467	359	381	
Difference		−13	−31	−108	+22	

Number of openings in AFDC, fiscal year 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	161	175	190	106	131	136
August	159	206	213	113	67	172
September	132	161	206	88	72	161
October	176	165	166	102	85	142
November	150	201	176	86	112	179
December	195	126	155	87	152	159
January	167	218	151	83	100	103
February	201	176	144	91	174	187
March	242	181	108	107	161	164
April	173	170	134	130	119	
May	176	230	107	117	149	
June	210	202	103	93	149	
Total	2,142	2,211	1,853	1,203	1,471	
Difference		+69	−358	−650	+268	

Number of openings in AB, fiscal years 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	5	2	1	1	4	5
August	3	3	6	3	2	2
September	1	4	1	3	1	1
October	4	1	1	2	3	3
November	2	4	2	2	6	2
December	1	2		2	5	1
January	2		3	2	3	1
February	3	2	3	1	4	5
March	1	3		3	3	3
April	2	4	2	2	3	
May	2	2	2	3	5	
June	2	4	2	1	4	
Total	28	31	23	25	43	
Difference		+3	−8	+2	+18	

Number of openings in APTD, fiscal years 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	85	85	39	128	84	98
August	64	111	47	112	97	104
September	74	87	57	86	78	86
October	91	81	57	77	74	81
November	61	71	62	86	88	131
December	50	96	74	80	97	85
January	80	70	93	79	99	72
February	77	83	53	98	112	102
March	129	55	38	66	116	91
April	95	38	154	60	104	----------
May	110	61	253	84	153	----------
June	101	52	186	73	98	----------
Total	1,017	890	1,113	1,029	1,200	----------
Difference		−127	+223	−84	+171	

Number of openings in GPA, fiscal years 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	94	106	132	93	83	54
August	102	134	176	73	43	68
September	98	108	143	75	36	63
October	113	120	124	74	43	63
November	107	155	83	90	52	92
December	129	118	107	70	27	74
January	119	160	129	87	63	61
February	103	131	133	97	53	111
March	136	109	124	75	83	86
April	118	96	86	91	87	----------
May	107	174	108	78	79	----------
June	109	126	114	52	70	----------
Total	1,335	1,537	1,459	957	719	----------
Difference		+202	−78	−502	−238	

Cases reopened in public assistance by category and percent of total openings, fiscal 1964 and fiscal 1965 through March

Year and month	Total		OAA		AFDC		AB		APTD		GPA	
	No. reopened	Percent of total openings	No. reopened	Percent of total openings	No. reopened	Percent of total openings	No. reopened	Percent of total openings	No. reopened	Percent of total openings	No. reopened	Percent of total openings
Fiscal 1964, total	707		66		435		6		109		91	
July	71	20.6	7	17.1	42	32.1			7	8.3	15	18.1
August	41	17.4	7	26.9	20	29.9	1	50.0	9	9.3	4	9.3
September	37	16.8	4	12.1	24	33.3			8	10.3	1	2.8
October	51	21.9	8	29.6	34	40.0	1	33.3	3	4.1	5	11.6
November	55	19.6	1	4.5	40	35.7			8	9.1	6	11.5
December	70	23.1	5	22.7	48	31.6			11	11.3	6	22.2
January	45	15.4	5	17.9	24	24.0			6	6.1	10	15.9
February	61	16.4	2	7.1	46	26.4			6	5.4	7	13.2
March	72	18.4	7	24.1	44	27.3	1	33.3	8	6.9	12	14.5
April	74	21.5	8	25.8	34	28.6	1	33.3	21	20.2	10	11.5
May	62	14.7	7	19.4	37	24.8	2	40.0	11	7.2	5	6.3
June	68	17.9	5	8.6	42	28.2			11	11.2	10	14.3
Fiscal 1965, total												
July	65	19.6	5	12.8	45	33.1			4	4.1	11	20.3
August	82	21.4	7	18.4	50	29.1			17	16.3	8	11.8
September	69	20.4	2	7.1	56	34.8			6	6.9	5	7.9
October	47	15.1	2	8.7	36	25.4			3	3.7	6	9.5
November	102	22.9	12	30.0	60	33.5			15	11.4	15	16.3
December	103	29.7	12	42.9	56	35.2	1	100.0	13	15.3	21	28.4
January	66	25.2	4	16.0	41	39.8			11	15.3	10	16.4
February	136	31.4	10	35.7	80	42.8	2	40.0	16	15.7	28	25.2
March	91	23.8	8	20.5	50	30.5			14	15.4	19	22.1

Number of closings in public assistance, fiscal 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	320	333	316	481	647	274
August	453	356	429	604	239	305
September	354	383	393	514	259	320
October	344	299	422	414	312	327
November	230	356	390	509	320	280
December	180	264	438	298	273	281
January	330	426	560	416	315	284
February	241	348	430	387	317	383
March	345	358	272	368	395	338
April	456	456	655	422	355	----------
May	350	318	600	437	306	----------
June	354	301	674	464	301	----------
Total	3957	4198	5579	5314	3949	----------
Difference		+241	+1381	−265	−1365	

Number of closings in OAA, fiscal 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	40	32	42	49	[1] 223	30
August	62	44	60	48	13	43
September	48	45	46	45	41	34
October	54	44	54	60	42	25
November	26	49	39	31	34	25
December	26	34	49	19	47	29
January	52	60	56	54	52	35
February	33	51	52	56	58	61
March	61	65	33	50	43	47
April	60	58	81	65	60	----------
May	43	42	48	50	37	----------
June	42	42	58	34	34	----------
Total	547	566	618	561	684	----------
Difference		+19	+52	−57	+123	

[1] Includes 173 OA-MC cases that were certified for MAA.

Number of closings in AFDC, fiscal 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	101	104	123	195	176	108
August	174	114	158	239	128	135
September	130	122	160	263	110	154
October	119	107	149	170	121	140
November	77	124	180	239	127	128
December	66	82	180	126	116	112
January	102	159	216	157	110	105
February	59	103	174	137	128	152
March	95	87	141	145	125	132
April	148	173	227	181	128	----------
May	127	90	278	136	126	----------
June	109	106	279	162	133	----------
Total	1,307	1,371	2,165	2,150	1,528	----------
Difference		+64	+794	−15	−622	

Number of closings in AB, fiscal years 1960–65, by month

Month	1960	1961	1962	1963	1964	1965
July	1	2	2	3	4	1
August	6	3	4	1	2	5
September	3	2	3	4	1	2
October	1	1	3	4	----------	2
November	2	7	3	2	1	----------
December	----------	1	5	4	4	3
January	1	7	----------	4	1	1
Feburary	3	3	1	4	5	1
March	2	6	1	4	1	4
April	4	7	8	2	2	----------
May	4	3	2	5	----------	----------
June	5	4	2	1	3	----------
Total	32	46	34	38	24	----------
Difference		+12	−12	+4	−14	----------

Number of closings in APTD, fiscal years 1960–65 by month

Month	1960	1961	1962	1963	1964	1965
July	65	69	56	84	102	77
August	90	69	73	104	28	76
September	63	76	74	102	58	94
October	54	57	75	97	94	70
November	55	79	60	116	90	60
December	31	55	67	54	61	73
January	70	92	89	98	98	65
February	56	73	72	93	80	91
March	63	77	47	91	96	85
April	86	92	77	109	91	----------
May	56	68	63	72	100	----------
June	71	61	92	114	89	----------
Total	760	868	845	1134	987	----------
Difference		+108	−23	+289	−147	----------

Number of closings in GPA, fiscal years 1960–65 by month

Month	1960	1961	1962	1963	1964	1965
July	113	126	93	150	142	58
August	121	126	134	212	68	46
September	110	138	110	100	49	36
October	116	90	141	83	55	[1]90
November	70	97	108	121	68	67
December	57	92	137	95	45	64
January	105	108	199	103	54	78
February	90	118	131	97	46	78
March	124	123	50	78	40	70
April	158	92	262	65	74	----------
May	120	115	209	174	43	----------
June	127	88	243	153	42	----------
Total	1311	1313	1817	1431	726	----------
Difference		+2	+504	−386	−705	----------

[1] Includes 33 cases transferred to another category: APTD and/or AFDC.

Number of applications received, disposed of, approved and percent of approvals in all categories of assistance, fiscal years 1960–65, by quarters

Year and quarter	Number of applications received	Number of applications disposed of	Applications approved	
			Number	Percent
1960:				
1st quarter	3,021	2,604	1,094	42.0
2d quarter	3,051	2,775	1,193	42.9
3d quarter	3,362	3,410	1,395	40.9
4th quarter	2,837	3,089	1,351	43.7
Fiscal year total	12,271	11,878	5,033	42.4
1961:				
1st quarter	3,050	2,929	1,337	45.6
2d quarter	2,865	2,696	1,224	45.4
3d quarter	3,151	2,999	1,281	42.7
4th quarter	2,917	2,830	1,268	44.8
Fiscal year, total	11,983	11,454	5,110	44.6
1962:				
1st quarter	2,935	2,961	1,326	44.8
2d quarter	2,673	2,751	1,205	43.8
3d quarter	2,636	2,511	1,099	43.8
4th quarter	2,528	2,649	1,337	50.5
Fiscal year total	10,772	10,872	4,967	45.7
1963:				
1st quarter	2,675	2,586	991	38.3
2d quarter	2,210	2,117	855	40.4
3d quarter	2,292	2,091	841	40.2
4th quarter	2,252	2,239	876	39.1
Fiscal year total	9,429	9,033	3,563	39.4
1964:				
1st quarter	2,434	2,188	798	36.5
2d quarter	2,287	2,353	815	34.6
3d quarter	2,528	2,460	1,056	42.9
4th quarter	2,358	2,584	1,145	44.3
Fiscal year total	9,607	9,585	3,814	39.8
1965:				
1st quarter	2,608	2,537	1,055	41.6
2d quarter	2,261	2,313	1,103	47.7
3d quarter	2,478	2,368	1,032	43.6
4th quarter				
Fiscal year total				

Number of applications received, disposed of, approved and percent of approvals in old age assistance, fiscal years 1960–65, by quarters

Year and quarter	Number of applications received	Number of applications disposed of	Applications approved	
			Number	Percent
1960:				
1st quarter	330	306	116	37.9
2d quarter	363	326	114	34.9
3d quarter	371	398	135	33.9
4th quarter	376	383	146	38.1
Fiscal year total	1,440	1,413	511	36.1
1961:				
1st quarter	370	342	154	45.0
2d quarter	335	328	135	41.1
3d quarter	290	283	93	32.8
4th quarter	327	310	111	35.8
Fiscal year total	1,322	1,263	493	39.0
1962:				
1st quarter	313	283	115	38.9
2d quarter	333	336	149	44.3
3d quarter	258	289	120	41.5
4th quarter	243	228	96	42.1
Fiscal year total	1,147	1,148	480	41.8
1963:				
1st quarter	322	283	110	38.9
2d quarter	197	237	97	40.9
3d quarter	208	177	48	27.1
4th quarter	246	237	91	38.4
Fiscal year total	973	934	346	37.0
1964:				
1st quarter	267	253	100	39.5
2d quarter	214	248	71	28.6
3d quarter	217	206	85	41.3
4th quarter	264	271	125	46.1
Fiscal year total	962	978	381	38.9
1965:				
1st quarter	271	289	105	36.3
2d quarter	220	204	91	44.6
3d quarter	209	194	89	45.9

Number of applications received, disposed of, approved and percent of approvals in aid to dependent children, fiscal years 1960–65, by quarters

Year and quarter	Number of applications received	Number of applications disposed of	Applications approved	
			Number	Percent
1960:				
1st quarter	1,509	1,256	452	35.9
2d quarter	1,533	1,390	521	37.4
3d quarter	1,660	1,734	610	35.1
4th quarter	1,322	1,425	559	39.2
Fiscal year total	6,024	5,805	2,142	36.8
1961:				
1st quarter	1,450	1,386	542	39.1
2d quarter	1,358	1,276	488	38.2
3d quarter	1,664	1,553	575	37.0
4th quarter	1,466	1,429	602	42.1
Fiscal year total	5,938	5,644	2,207	39.1
1962:				
1st quarter	1,426	1,464	609	41.5
2d quarter	1,281	1,304	499	38.2
3d quarter	1,150	1,127	403	35.8
4th quarter	961	1,039	344	33.1
Fiscal year total	4,818	4,934	1,855	37.6
1963:				
1st quarter	1,282	1,220	307	25.2
2d quarter	1,026	972	275	28.3
3d quarter	1,043	857	278	29.0
4th quarter	1,011	1,044	340	32.6
Fiscal year total	4,362	4,093	1,200	29.3
1964:				
1st quarter	1,134	984	270	27.4
2d quarter	1,067	1,091	349	32.0
3d quarter	1,150	1,168	435	37.2
4th quarter	994	1,074	417	38.8
Fiscal year total	4,345	4,317	1,471	34.0
1965:				
1st quarter	1,245	1,190	469	39.4
2d quarter	1,053	1,110	480	43.2
3d quarter	1,113	1,080	453	41.9

Number of applications received, disposed of, approved and percent of approvals in aid to the blind, fiscal years 1960–65, by quarters

Year and quarter	Number of applications received	Number of applications disposed of	Applications approved	
			Number	Percent
1960:				
1st quarter	20	16	9	56.2
2d quarter	16	17	7	41.1
3d quarter	13	21	6	28.5
4th quarter	13	12	6	50.0
Fiscal year total	62	66	28	42.4
1961:				
1st quarter	12	12	7	58.3
2d quarter	10	10	6	60.0
3d quarter	15	10	5	50.0
4th quarter	15	17	8	47.0
Fiscal year total	52	49	26	53.0
1962:				
1st quarter	14	15	8	53.3
2d quarter	10	9	3	33.3
3d quarter	10	9	6	66.7
4th quarter	7	10	6	60.0
Fiscal year total	41	43	23	53.5
1963:				
1st quarter	10	9	7	77.8
2d quarter	8	7	6	85.7
3d quarter	9	9	5	55.6
4th quarter	11	10	7	70.0
Fiscal year total	38	35	25	71.4
1964:				
1st quarter	9	9	7	77.8
2d quarter	19	18	14	77.8
3d quarter	20	15	10	66.6
4th quarter	18	17	12	70.6
Fiscal year total	66	59	43	72.9
1965:				
1st quarter	3	12	8	66.6
2d quarter	13	9	6	66.6
3d quarter	14	14	8	57.1

Number of applications received, disposed of, approved and percent of approvals in aid to the disabled, fiscal years 1960–65, by quarters

Year and quarter	Number of applications received	Number of applications disposed of	Applications approved	
			Number	Percent
1960:				
1st quarter	272	270	223	82.5
2d quarter	238	251	202	80.4
3d quarter	357	361	286	79.2
4th quarter	399	393	306	77.8
Fiscal year total	1,266	1,275	1,017	79.7
1961:				
1st quarter	364	378	286	75.6
2d quarter	276	250	210	84.0
3d quarter	129	231	208	90.0
4th quarter	160	189	151	79.8
Fiscal year total	929	1,048	855	81.5
1962:				
1st quarter	167	165	143	86.6
2d quarter	210	253	232	91.6
3d quarter	349	206	184	89.3
4th quarter	537	614	593	96.6
Fiscal year total	1,263	1,238	1,152	93.1
1963:				
1st quarter	313	347	326	93.9
2d quarter	264	254	243	95.7
3d quarter	286	281	268	95.4
4th quarter	286	267	217	81.3
Fiscal year total	1,149	1,149	1,054	91.7
1964:				
1st quarter	343	323	259	80.2
2d quarter	373	355	259	73.0
3d quarter	439	431	327	75.9
4th quarter	497	471	355	75.4
Fiscal year total	1,652	1,580	1,200	75.9
1965:				
1st quarter	471	439	288	65.6
2d quarter	390	426	297	69.7
3d quarter	458	393	229	58.3

Number of applications received, disposed of, approved and percent of approvals in general public assistance, fiscal years 1960–65, by quarters

Year and quarter	Number of applications received	Number of applications disposed of	Applications approved	
			Number	Percent
1960:				
1st quarter	890	756	294	38.8
2d quarter	901	791	349	41.1
3d quarter	961	896	358	39.9
4th quarter	727	876	334	38.1
Fiscal year total	3,479	3,319	1,335	40.2
1961:				
1st quarter	854	811	348	42.9
2d quarter	886	832	385	46.2
3d quarter	1,053	922	400	43.3
4th quarter	949	885	396	44.7
Fiscal year total	3,742	3,450	1,529	44.3
1962:				
1st quarter	1,015	1,022	451	44.1
2d quarter	839	849	322	37.9
3d quarter	869	880	386	43.9
4th quarter	780	758	298	39.3
Fiscal year total	3,503	3,509	1,457	41.5
1963:				
1st quarter	748	727	241	33.1
2d quarter	715	647	234	36.2
3d quarter	746	767	242	31.6
4th quarter	698	681	221	32.5
Fiscal year total	2,907	2,822	938	33.2
1964:				
1st quarter	681	619	162	26.2
2d quarter	614	641	122	19.0
3d quarter	702	640	199	31.0
4th quarter	585	751	236	31.4
Fiscal year total	2,582	2,651	719	27.1
1965:				
1st quarter	618	607	185	30.5
2d quarter	585	564	229	40.6
3d quarter	684	685	253	36.9

Total cases opened, receiving money payments and receiving no money payments, July 1964 through March 1965

Year and month	Total open	Difference	Receiving money payment	Difference	Receiving no money payment	Difference
1964:						
July	11,043	----------	10,304	----------	642	----------
August	11,153	+110	10,427	+123	631	−11
September	11,187	+34	10,457	+30	636	+5
October	11,179	−8	10,484	+27	596	−40
November	11,296	+117	10,492	+8	804	+208
December	11,363	+67	10,622	+130	641	−163
1965:						
January	11,344	+19	10,621	−1	620	−21
February	11,493	+149	10,661	+40	728	+108
March	11,493	----------	10,866	+205	525	−203

Public assistance caseload by race and category of assistance, Jan. 1, 1965

Category of assistance	Total	White	Nonwhite	Percent nonwhite of total
Total	11,082	1,525	9,557	86.2
Old age assistance	2,424	608	1,816	74.9
Aid to the blind	208	17	191	91.8
Aid to families with dependent children	4,334	226	4,108	94.8
Aid to permanently and totally disabled	3,351	544	2,807	83.8
General public assistance	765	130	635	83.0

Distribution of public assistance case by place of birth, Jan. 1, 1965

	Category of assistance					
	Total	OAA	AB	AFDC	APTD	GPA
Total	11,082	2,424	208	4,334	3,351	765
District of Columbia	3,598	1,164	25	1,527	716	166
Other States	7,353	1,203	178	2,794	2,588	590
Outside the United States	131	57	5	13	47	9

Number of public assistance recipients living in NCHA housing, by category, February 1965

Category	Cases	Persons
Total	1,774	7,000
Old-age assistance	209	228
Aid to dependent children	1,242	6,424
Aid to the blind	19	21
Aid to the disabled	272	289
General public assistance	32	38

PUBLIC ASSISTANCE CASES BY LENGTH OF TIME AUTHORIZED FOR ASSISTANCE, AS OF JAN. 1, 1965

Length of time authorized for assistance	Number of cases					
	Total	OAA	AB	AFDC	APTD	GPA
Total	11,082	2,424	208	4,334	3,351	765
Less than 1 year	3,075	366	38	1,293	878	500
1 year, less than 2	1,417	201	28	518	506	164
2 years, less than 3	1,126	191	13	377	492	53
3 years, less than 4	828	162	21	452	176	17
4 years, less than 5	783	172	2	423	172	14
5 years, less than 6	788	161	14	341	263	9
6 years, less than 7	696	207	8	292	183	6
7 years, less than 8	547	180	13	218	134	2
8 years, less than 9	392	146	12	104	130	----
9 years, less than 10	286	129	8	64	85	----
10 years, less than 11	315	151	5	65	114	----
11 years, less than 12	195	70	5	48	72	----
12 years, less than 13	112	49	5	23	35	----
13 years, less than 14	134	50	4	19	61	----
14 years, less than 15	134	63	4	20	47	----
15 years, less than 16	62	46	2	14	----	----
16 years, less than 17	62	35	5	22	----	----
17 years, less than 18	29	15	1	13	----	----
18 years, less than 19	28	7	1	17	3	----
19 years, less than 20	8	3	----	5	----	----
20 years, less than 21	12	7	1	4	----	----
21 years, less than 22	6	4	1	1	----	----
22 years, less than 23	9	6	2	1	----	----
23 years, less than 24	8	7	1	----	----	----
24 years, less than 25	4	3	1	----	----	----
25 years, less than 26	2	2	----	----	----	----
26 years, less than 27	13	5	8	----	----	----
27 years, less than 28	6	2	4	----	----	----
28 years, less than 29	5	4	1	----	----	----

Length of time on public assistance by category, Jan. 1, 1965

Item	Arithmetic average length of time on assistance		Mode (months)	Median time spent on assistance	
	Years	Months		Years	Months
Total caseload	4	2	6	2	9
Old age assistance	6	3	6	5	7
Aid to the blind	7	1	6	5	1
Aid to families with dependent children	4	2	6	2	9
Aid to the disabled	3	9	6	2	6
General public assistance	1	0	6	0	9

Average monthly grants to public assistance recipients for the District of Columbia and adjacent selected counties, by category, Dec. 31, 1964

City or county	OAA		AFDC		AB		APTD		GPA	
	Per person	Per case	Per person	Per family	Per person	Per case	Per person	Per case	Per person	Per case
District of Columbia	$62.50	$64.55	$32.75	$157.02	$70.54	$73.39	$71.08	$74.06	$71.61	$76.67
Montgomery County, Md.	70.09	70.09	34.68	131.71	64.02	64.02	67.18	67.18	69.15	69.15
Prince Georges County, Md.	65.85	65.85	32.06	144.45	71.71	71.71	65.56	65.56	66.61	66.61
Arlington County, Va.	77.02	77.02	35.42	163.78	(1)	(1)	99.29	99.29	(1)	59.91
Alexandria, Va.	87.29	87.29	26.62	124.89	(1)	(1)	75.32	78.32	35.95	35.95

[1] Not available.

Grants authorized in specific case situations by standard of assistance in effect in the District of Columbia and in counties adjacent to the District, April 1965

City or county	Man, 65 years, living alone, keeping house	Family of mother and 4 children, ages 4, 6, 9 and 13	Single adult, living alone, keeping house
District of Columbia	$87.20	$195.00	$83.00
Prince Georges County, Md.	83.50	197.00	83.50
Arlington County, Va.	122.00	251.50	122.00
Alexandria, Va.	110.00	175.00	110.00

Average grants in District of Columbia and 7 large cities, January 1965

City	OAA per person	AFDC per family	AB per person	APTD per person	GPA per case
District of Columbia	$62.25	$156.49	$70.87	$70.99	$76.63
Baltimore City	65.02	149.64	75.06	76.03	76.78
Boston [1]	74.32	180.02	N.A.	77.89	74.26
Cook County (Chicago)	97.48	222.45	104.90	102.69	108.05
Cleveland	N.A.	139.28	85.10	79.79	N.A.
New York City	82.44	178.49	99.49	94.79	90.05
Philadelphia	71.14	145.49	71.15	67.71	73.91
San Francisco	100.23	167.24	116.95	81.51	50.90

[1] Figures shown are for February 1965.

Public assistance grants, fiscal years 1962–64

Item	Total	Old age assistance	Aid to dependent children	Aid to the blind	Aid to the disabled	General public assistance
ACTUAL 1962						
Average number of cases	12,706	2,839	5,444	202	2,712	1,509
Average number of persons	32,864	2,958	25,175	212	2,880	1,639
Average monthly grant per case		$59.15	$51.22	$68.39	$73.16	$75.56
Average monthly grant per person		56.78	32.70	65.24	68.90	69.55
Total payments	$15,806,329	$2,015,344	$9,878,726	$165,777	$2,381,219	$1,368,263
Federal share	8,971,474	1,434,238	6,067,815	102,034	1,370,387	
Local share	6,834,855	581,106	3,810,911	63,743	1,010,832	1,368,263
ACTUAL 1963						
Average number of cases	11,067	2,650	4,373	190	2,976	878
Average number of persons	27,597	2,759	20,543	199	3,151	946
Average monthly grant per case		$61.47	$152.19	$71.03	$74.79	$74.94
Average monthly grant per person		59.04	32.39	67.99	70.64	68.64
Total payments	$13,562,327	$1,954,832	$7,985,217	$162,162	$2,670,902	$789,214
Federal share	8,174,674	1,439,289	5,009,276	103,691	1,622,418	
Local share	5,387,653	515,543	2,975,941	58,471	1,048,484	789,214
ACTUAL 1964						
Average number of cases	10,134	2,465	3,932	189	2,948	600
Average number of persons	25,202	2,560	18,691	197	3,101	653
Average monthly grant per case		$63.05	$154.66	$72.02	$74.88	$74.60
Average monthly grant per person		60.72	32.54	69.10	71.17	68.48
Total payments	$12,511,631	$1,865,322	$7,297,672	$163,417	$2,648,529	$536,691
Federal share	7,711,887	1,371,298	4,588,330	105,508	1,646,751	
Local share	4,799,744	494,024	2,709,342	57,909	1,001,778	536,691

Consumer Price Index Comparison, Washington, D.C., February 1965 and February 1964

Item	February 1965	February 1964	May 1957 [1]	Percentage difference, February 1965 and May 1957
Total	108.8	107.3	97.3	+11.5
Food	106.1	104.9	97.2	+8.9
Food at home	103.5	102.7	96.9	+6.6
Housing	107.6	105.9	98.1	+9.5
Apparel	107.1	107.2	99.7	+7.4

[1] The indexes for food and apparel are those most immediate to the prevailing prive level of April 1957 which was used in establishing the Commissioner budget standard now in effect for these items. The index for housing is the average for 1953, the year in which the present budget standard for housing costs was established.

Old-age assistance: Recipients and payments to recipients, by States, February 1965 [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	January 1965 in—		February 1964 in—	
				Number	Amount	Number	Amount
Total [2]	2,150,283	$170,186,062	$79.15	−0.2	+0.6	−1.7	−0.7
Alabama	111,508	7,567,005	67.86	+.2	−1.3	+2.4	+1.4
Alaska [3 4]	1,368	[4] 125,703	91.89	−.4	+20.4	−1.4	+1.8
Arizona	13,189	835,160	63.32	−.4	(5)	−1.2	+.2
Arkansas	58,913	3,671,829	62.33	+.1	−2.5	+2.1	+3.1
California	272,493	30,354,973	111.40	−.3	+1.6	+1.0	+2.1
Colorado [3]	43,680	4,193,702	96.01	−.4	+.8	−1.7	−14.4
Connecticut	6,980	563,510	80.73	−2.3	−5.4	−12.7	−14.1
Delaware	1,407	107,403	76.33	−.5	+18.6	+17.0	+32.2
District of Columbia	2,348	206,459	87.93	−2.0	+4.2	−3.7	−.8
Florida [3]	73,346	4,864,326	66.32	+.1	−1.2	+2.8	+2.6
Georgia	92,015	5,254,784	57.11	(5)	+1.7	+.1	+2.8
Guam [7]	148	4,711	31.83				
Hawaii [3]	1,183	87,064	73.60	+1.2	−6.4	+3.6	+15.7
Idaho	4,392	323,016	73.55	−.5	−1.7	−9.5	−8.7
Illinois [3]	56,158	5,259,521	93.66	−.7	−.6	−6.1	+.1
Indiana	22,730	1,894,952	83.37	−.4	−.5	−2.3	+6.2
Iowa	27,434	2,565,246	93.51	−.6	+1.2	−6.2	−3.9
Kansas [3]	21,849	1,990,426	91.10	(5)	−2.7	−5.6	−2.7
Kentucky [3]	58,565	3,790,398	64.72	+.9	+9.3	+3.9	+9.5
Louisiana	130,817	11,127,931	85.06	+.1	+.1	+.8	+1.4
Maine [3]	10,941	903,322	82.56	−.6	−.7	−2.1	−3.4
Maryland [3]	9,897	726,348	73.39	(5)	(5)	+5.0	+7.0
Massachusetts	52,480	4,705,961	89.67	−1.7	+2.6	−5.0	−7.3
Michigan	49,092	4,802,596	97.83	(5)	+7.6	−2.2	+10.5
Minnesota	32,163	2,693,230	83.74	−.9	−1.3	−25.5	−44.9
Mississippi	73,072	2,869,950	39.28	+.1	+.5	−2.3	−1.4
Missouri	102,035	6,815,952	66.80	−.2	−1.7	−2.1	−2.6
Montana	5,243	377,401	71.98	−.7	−.8	−6.7	−6.7
Nebraska	12,506	1,160,236	92.77	+.2	+.9	−2.2	+1.5
Nevada	2,625	235,314	89.64	−.4	−.3	+2.9	+4.1
New Hampshire	4,396	447,584	101.82	−.2	−.3	−3.1	−2.3
New Jersey	13,832	1,200,108	86.76	−.1	+.3	−1.1	+6.9
New Mexico [3]	10,340	825,968	79.88	−.4	−.5	−4.0	+2.8
New York [3]	55,957	5,140,084	91.86	−1.0	−2.2	−.5	+.1
North Carolina	42,647	2,566,386	60.18	−.4	−.5	−2.3	+1.5
North Dakota [3]	5,160	534,964	103.68	−.7	+15.4	−6.4	−6.4

Ohio	82,398	7,134,981	86.59	−.5	−.4	−3.1	−2.9
Oklahoma [2]	82,735	7,975,199	96.39	−.2	(5)	−1.0	+1.7
Oregon	10,285	735,899	71.55	−.5	−.9	−11.5	−6.3
Pennsylvania	46,014	3,631,770	78.93	−.6	−2.9	−2.2	+3.6
Puerto Rico [3]	30,642	291,384	9.51	−.7	+1.0	−6.8	−3.0
Rhode Island [3]	5,890	558,536	94.83	−.5	−.4	−1.5	+9.9
South Carolina	25,532	1,331,743	52.16	−.3	−1.8	−3.8	+.4
South Dakota	7,108	604,058	84.98	−.5	−.6	−3.9	−1.8
Tennessee	44,773	2,574,798	57.51	−.3	+2.1	−3.5	+1.0
Texas	230,299	16,149,798	70.13	+.1	+.1	+.7	+.9
Utah	4,826	331,053	68.60	−.6	−.9	−7.3	−9.8
Vermont [3]	5,408	457,877	84.67	−.2	−1.4	−1.2	−3.7
Virgin Islands	444	18,182	40.95	−1.6	−1.2	−5.9	+3.6
Virginia	13,222	848,851	64.20	−.6	−.1	−1.5	+2.2
Washington	32,669	2,628,817	80.47	+.1	+5.2	−4.9	+2.7
West Virginia	14,102	703,952	49.92	−.3	−.2	−5.7	−3.9
Wisconsin	28,581	3,194,389	111.77	+.7	+4.5	−4.0	+3.4
Wyoming	2,446	221,252	90.45	−.5	+3.8	−4.9	+1.2

[1] All data subject to revision.
[2] Includes 3,874 recipients aged 60–64 in Colorado and payments of $337,485 to these recipients. Such payments were made without Federal participation.
[3] Represents aid to the aged under program for aid to the aged, blind, or disabled, or for such aid and medical assistance for the aged.
[4] Partly estimated.
[5] In addition, supplemental payments from general assistance funds were made to recipients.
[6] Increases of less than 0.05 percent.
[7] Data for September; later data not available.
[8] Decrease of less than 0.05 percent.

Aid to the blind: Recipients and payments to recipients, by State, February 1965 [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	January 1965 in—		February 1964 in—	
				Number	Amount	Number	Amount
Total [2]	95,834	$8,267,841	$86.27	−0.3	−0.1	−1.8	+2.4
Alabama	1,823	125,554	68.87	−.3	+.3	+5.2	+33.1
Alaska [3] [4]	110	9,021	82.01	0	0	+5.8	+11.7
Arizona	819	58,311	71.20	−.5	−.8	−1.6	−2.9
Arkansas	1,929	135,329	70.16	−.4	−1.6	−2.0	+1.5
California [3]	12,374	1,732,570	140.02	−.4	−.8	+.5	+8.8
Colorado	251	21,523	85.75	−1.6	+1.8	−3.1	−4.5
Connecticut	309	37,835	122.44	−1.6	+3.9	−2.2	+11.7
Delaware	297	26,079	87.81	−.7	+.6	+1.7	+10.0
District of Columbia	203	16,044	79.03	+.5	+5.3	+6.3	+15.0
Florida [3]	2,592	179,048	69.08	+.3	+.9	+1.3	+5.0
Georgia	3,196	190,950	59.75	−.2	+1.2	+1.3	+4.5
Guam [4]	7	132	[5]				
Hawaii [3]	76	7,705	101.38	[6]	[6]	[6]	[6]
Idaho	137	10,336	75.45	+3.8	+4.5	+6.2	+11.3
Illinois [3]	2,459	231,789	94.26	−.4	−1.4	−6.8	−1.3
Indiana	1,776	148,388	83.55	−.3	−7.6	−.3	+5.5
Iowa	1,150	117,038	101.77	−.1	+1.7	−6.4	−5.2
Kansas [3]	515	48,423	93.03	0	−11.6	0	+9.0
Kentucky [3]	2,489	181,325	72.85	+.6	+5.1	+2.4	+5.3
Louisiana	2,775	225,786	81.36	−.5	+.4	−1.8	−1.2
Maine [3]	307	25,359	82.60	−.6	−1.0	−17.0	−18.9
Maryland [3]	387	31,479	81.34	+1.6	+1.9	−5.6	−2.2
Massachusetts	2,280	303,814	133.25	+1.4	−5.4	[7]	+.7
Michigan	1,674	160,396	95.82	−.5	+10.9	−1.1	+2.8
Minnesota	1,045	115,683	110.70	−.3	+.3	−3.0	−2.0
Mississippi	2,637	117,220	44.45	−.9	−1.9	−12.0	−9.5
Missouri [3]	4,417	331,275	75.00	−.6	−.6	−3.6	−3.6
Montana	250	21,659	86.64	+.4	+1.3	−4.2	−1.5
Nebraska	626	68,698	109.74	−1.3	−.7	−7.5	−1.7
Nevada	156	17,850	114.42	−.6	+.4	−8.2	−11.6
New Hampshire	267	28,242	105.78	+.8	[8] −1.6	+.8	+3.1
New Jersey	931	82,255	88.35	−.7	+1.0	−.6	+5.2
New Mexico [3]	345	33,135	96.04	+.3	+.4	+.3	+7.3
New York [3]	3,095	344,960	111.46	−1.0	+2.0	−3.2	[7]
North Carolina	4,975	346,090	69.57	−.4	−.9	−1.9	+3.8
North Dakota [3]	75	7,082	94.43	[6]	[6]	[6]	[6]

Ohio	3,274	275,262	84.08	+.2	+6.2	−4.0	−3.1
Oklahoma [3]	1,640	200,248	122.10	−.5	−.7	−3.4	−1.2
Oregon	453	41,371	91.33	+1.8	+1.8	+13.8	+25.5
Pennsylvania [3]	17,637	1,337,666	75.84	−.4	−.4	−1.3	−.8
Puerto Rico [3]	1,398	11,855	8.48	+.3	+.6	−9.3	−7.2
Rhode Island [3]	101	9,383	92.90	−2.9	−4.4	([6])	([6])
South Carolina	1,846	115,264	62.44	+.6	+1.4	+6.3	+7.0
South Dakota	116	8,070	69.57	−.9	−1.6	−10.1	−9.3
Tennessee	2,120	118,380	55.84	−.6	+.5	−7.8	([7])
Texas	4,741	329,797	69.56	−.3	−.3	−2.1	−1.8
Utah	168	12,090	71.96	−1.8	−7.2	−4.5	−8.6
Vermont [3]	120	8,832	73.60	0	−2.3	+9.1	+9.5
Virgin Islands	15	602	([5])	([5])	([5])	([5])	([5])
Virginia	1,136	80,166	70.57	+.2	−1.3	−1.2	+3.6
Washington	669	58,483	87.42	+.9	+2.5	+.1	+4.1
West Virginia	793	38,029	47.96	0	+.2	−5.6	−5.5
Wisconsin	795	78,476	98.70	−.5	+.8	−2.9	−.8
Wyoming	58	5,493	94.71	([6])	([6])	([6])	([6])

[1] All data subject to revision.

[2] Data include recipients of payments made without Federal participation and payments to these recipients as follows: California, $24,992 to 149 recipients; Missouri, $54,985 to 708 recipients; and Pennsylvania, $953,254 to 12,827 recipients.

[3] Represents aid to the blind under program for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged.

[4] Partly estimated.

[5] Data for September; later data not available.

[6] Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients.

[7] Increase of less than 0.05 percent.

Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, February 1965 [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	January 1965 in—		February 1964 in—	
				Number	Amount	Number	Amount
Total	534,282	$43,300,119	$81.04	−0.1	+1.9	+9.9	+16.0
Alaska	14,813	694,224	46.87	−.2	+1.0	+5.1	+6.2
Alaska [2] [3]	204	22,740	111.47	0	+2.2	+1.9	+74.4
Arizona	3,407	229,407	67.33	+.8	+.6	+30.4	+30.1
Arkansas	9,504	562,700	59.21	+.2	−3.8	+4.6	+7.8
California	64,334	7,366,872	114.51	+3.5	+4.5	+45.8	+56.0
Colorado	6,041	459,954	76.14	−41.1	−8.7	+.8	+2.9
Connecticut	7,956	653,872	82.19	+1.4	+8.7	+14.1	+31.2
Delaware	440	33,400	75.91	−1.1	−.4	+1.9	+7.3
District of Columbia	3,232	267,038	82.62	+.7	+.8	+7.4	+15.2
Florida [2]	17,357	1,219,445	70.26	+.5	−2.3	+11.4	+9.2
Georgia	26,976	1,633,670	60.56	+.2	+2.7	+5.4	+9.0
Guam [4]	50	1,259	25.18				
Hawaii [3]	1,151	151,553	131.67	+5.0	+4.5	+9.9	+23.2
Idaho	3,036	172,259	56.74	+1.0	+1.4	+14.0	+19.6
Illinois [2]	29,192	2,817,215	96.51	+.5	+.3	+5.3	+10.0
Indiana	1,454	188,299	129.50	+3.3	+2.7	+63.0	+109.0
Iowa	1,251	102,242	81.73	+1.3	+1.1	+15.4	+13.6
Kansas [2]	5,005	568,874	113.66	+.9	+.6	+11.9	+18.4
Kentucky [2]	10,847	843,325	77.75	+2.0	+8.6	+12.7	+18.8
Louisiana	19,511	1,144,457	58.66	+.5	+1.3	+5.0	+6.6
Maine [3]	2,267	202,240	89.21	+.3	+.6	+1.3	+3.0
Maryland [3]	7,737	617,427	79.80	+.4	+.7	+9.0	+12.8
Massachusetts	12,610	1,743,209	138.24	−.7	(5)	+11.7	+6.9
Michigan	10,145	1,145,224	112.89	+3.8	+10.0	+40.6	+36.4
Minnesota	3,777	232,202	61.48	+1.0	+1.4	+13.0	+13.8
Mississippi	18,548	805,132	43.41	+.5	+.5	+11.4	+10.9
Missouri	15,108	1,063,557	70.40	+.3	−1.0	+3.8	+3.9
Montana	1,358	106,703	78.57	+.2	+.3	+8.3	+6.9
Nebraska	2,656	254,929	95.98	+1.3	+1.0	+10.1	+20.0
New Hampshire	609	56,783	93.24	+.3	−16.8	+8.9	−10.1
New Jersey	8,698	854,769	98.27	+.2	−1.5	+6.1	+11.1
New Mexico [3]	3,754	346,203	92.22	+.3	+.5	+8.9	+17.1
New York [2]	34,722	4,383,700	126.25	−.5	+4.8	−.5	(5)
North Carolina	21,887	1,459,726	66.69	−1.3	−8.4	+3.3	+1.6
North Dakota [3]	1,633	210,629	128.98	+1.5	+16.5	+17.7	+20.4
Ohio	19,501	1,537,047	78.82	+.8	+3.3	+6.5	+11.9

Oklahoma [4]	14,132	1,585,011	112.16	+.8	+1.1	+12.5	+16.4
Oregon	8,050	554,928	68.94	+.7	+.3	+3.7	+11.3
Pennsylvania	20,534	1,591,406	77.50	−.3	+.4	+5.7	+17.8
Puerto Rico [3]	20,897	180,260	8.68	(5)	(5)	−2.9	−2.5
Rhode Island [3]	2,844	270,012	94.94	−.1	(5)	+4.5	+9.5
South Carolina	8,911	472,976	53.08	−.2	−2.9	+5.9	+9.6
South Dakota	1,113	77,202	69.36	+.6	+.4	+1.4	+1.7
Tennessee	13,209	719,904	54.50	+.5	+1.4	+5.9	+14.0
Texas	9,767	557,926	57.12	+.2	+.1	+9.1	+8.6
Utah	5,005	336,588	67.25	+.9	−2.8	+6.9	+2.7
Vermont [3]	1,216	103,203	84.87	+2.1	+6.1	+19.2	+27.5
Virgin Islands	75	3,028	40.37	(7)	(7)	(7)	(7)
Virginia	6,879	473,946	68.90	−.4	+.1	+3.9	+7.2
Washington	18,147	1,101,925	60.72	+.8	+8.0	−2.1	+9.1
West Virginia	5,833	297,868	51.07	−.1	−.2	−7.6	−8.2
Wisconsin	6,245	763,255	122.22	+1.7	+6.4	+9.5	+19.9
Wyoming	654	58,396	89.29	+2.2	+3.6	+4.8	+6.3

[1] All data subject to revision.
[2] Partly estimated.
[3] Represents aid to the permanently and totally disabled under program for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged.
[4] Data for September; later data not available.
[5] Decrease of less than 0.05 percent.
[6] Increase of less than 0.05 percent.
[7] Percentage change not computed on fewer than 100 recipients.

Aid to families with dependent children: Recipients and payments to recipients, by State, February 1965 [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total [2]	Children	Total amount	Average per—		January 1965 in—		February 1964 in—	
					Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total	1,056,156	4,423,988	3,311,689	$148,888,057	$140.97	$33.65	+1.2	+2.2	+6.8	+12.2
Alabama [3]	18,628	76,056	60,108	896,295	48.12	11.78	−.6	−.3	−16.7	−15.9
Alaska [3 4]	1,291	4,728	3,620	162,919	126.20	34.46	+1.9	+.1	+1.9	+2.0
Arizona [3]	9,481	40,601	30,692	1,154,561	121.78	28.44	+.1	−.1	−3.4	−3.9
Arkansas	7,328	30,374	22,846	505,928	69.04	16.66	+1.9	+2.4	+8.7	+7.3
California [3 5]	135,351	561,775	413,942	25,114,874	185.55	44.71	+3.9	+4.8	+29.5	+29.3
Colorado	10,901	42,522	32,938	1,542,153	141.47	36.27	+1.3	+.9	+6.5	+11.0
Connecticut [3]	14,903	59,963	43,584	2,806,566	188.32	46.80	−1.2	−1.2	+6.1	+9.4
Delaware [3]	2,879	13,211	9,966	372,203	129.28	28.17	+3.3	+4.8	+5.1	+36.4
District of Columbia	4,228	20,319	16,386	665,599	157.43	32.76	+1.7	+1.8	+9.8	+9.9
Florida	28,012	106,870	86,015	1,714,843	61.22	16.05	+.9	+1.4	+3.9	+3.3
Georgia	18,086	73,321	56,187	1,620,937	89.62	22.11	+1.6	+1.5	+20.6	+14.9
Guam [6]	115	595	497	7,722	67.15	12.98				
Hawaii [3]	3,254	14,094	10,480	516,156	158.62	36.62	+1.0	−.2	+.3	+2.0
Idaho	2,635	10,160	7,406	392,835	149.08	38.66	+2.2	+1.9	−1.8	−4.7
Illinois [3 5]	56,073	264,552	203,771	11,866,709	211.63	44.86	+.9	+.3	+.2	+5.8
Indiana [3]	11,836	48,256	36,106	1,396,374	117.98	28.94	−.2	−.7	+2.2	+4.0
Iowa	10,962	44,013	32,016	1,700,359	155.11	38.63	+1.4	+2.2	+8.1	+30.6
Kansas [3 5]	8,844	37,546	28,722	1,466,262	165.79	39.05	+1.5	+1.7	+12.9	+15.8
Kentucky [3]	21,015	82,112	59,059	2,143,959	102.02	26.11	+1.6	+8.6	+6.9	+9.0
Louisiana [3]	23,955	104,748	79,455	2,449,046	102.24	23.38	+.2	+1.7	+3.5	+4.6
Maine	5,266	19,217	14,157	553,357	105.08	28.80	+1.0	+1.0	−3.7	−5.2
Maryland [3 5]	19,380	83,188	63,922	2,770,251	142.94	33.30	+1.7	+2.7	+19.5	+22.1
Massachusetts [3]	25,301	94,889	71,029	4,572,829	180.74	48.19	+1.0	+4.1	+10.3	+8.8
Michigan [3 5]	40,342	166,046	122,183	5,979,339	148.22	36.01	+1.5	+2.1	+30.4	+27.3
Minnesota [3]	13,865	50,953	39,712	2,578,959	186.00	50.61	+.3	+3.6	+11.8	+13.7
Mississippi	20,633	82,417	65,940	818,661	39.68	9.93	+.2	+.2	+1.6	+5.5
Missouri [3]	26,107	107,158	81,970	2,590,993	99.25	24.18	−.1	+.1	+1.2	+1.9
Montana	1,794	7,112	5,484	257,225	143.38	36.17	+.2	+.1	+1.4	+5.2
Nebraska	4,008	16,482	12,557	517,599	129.14	31.40	+2.4	+4.7	+12.8	+17.0
Nevada	1,275	5,234	4,136	162,887	127.75	31.12	+1.0	+.8	+10.7	+8.3
New Hampshire	1,088	4,516	3,376	196,806	180.89	43.58	+1.8	+1.5	+3.1	+3.0
New Jersey	26,625	105,317	79,818	5,210,658	195.71	49.48	+.9	+.1	+9.9	+13.8
New Mexico [3]	7,156	29,503	22,484	1,005,765	140.55	34.09	+.1	−.5	−3.7	+4.6
New York [3]	122,364	529,889	387,745	24,037,266	196.44	45.36	+.1	+1.6	+7.6	+12.2
North Carolina [3]	26,766	111,277	83,265	2,680,216	100.14	24.09	−.5	−2.2	−3.7	−1.9

North Dakota	1,978	7,866	6,008	357,144	180.56	45.40	+1.6	+2.3	+14.7	+19.6
Ohio [3]	45,724	194,743	144,340	6,158,204	134.68	31.62	+4.0	+6.0	+25.8	+28.1
Oklahoma [3] [5]	18,551	73,098	54,242	2,385,190	128.57	32.63	+.5	+1.6	+.8	−4.9
Oregon [3] [5]	8,250	33,489	24,371	1,309,282	158.70	39.10	+6.8	+6.7	+4.0	+9.2
Pennsylvania [3]	69,257	307,675	220,510	9,878,692	142.64	32.11	−.8	−.1	−8.6	+1.8
Puerto Rico	49,734	201,446	161,006	825,079	16.59	4.10	−.2	−.4	−4.5	+7.6
Rhode Island [3]	6,092	24,745	18,076	1,017,336	167.00	41.11	+1.6	−1.7	+3.2	+6.1
South Carolina	7,412	29,694	23,885	464,345	62.65	15.64	+.3	−1.9	−7.6	−9.0
South Dakota	3,005	11,185	8,420	351,942	117.12	31.47	+1.8	+2.1	+11.1	+15.6
Tennessee [3]	19,139	76,623	58,209	1,732,182	90.51	22.61	+.8	+1.9	−.7	+21.5
Texas	20,233	92,549	69,750	1,725,720	85.29	18.65	+1.2	+1.4	+4.6	+9.6
Utah [3] [5]	5,561	23,369	16,766	768,162	138.13	32.87	+2.4	+5.6	+10.2	+10.8
Vermont	1,410	5,418	3,978	161,174	114.31	29.75	0	+.2	+4.0	+3.1
Virgin Islands	314	1,172	991	22,059	70.25	18.82	−3.1	−1.1	−.8	+10.3
Virginia [3]	10,861	46,390	35,794	1,148,013	105.70	24.74	+.4	+.6	+2.6	+6.7
Washington [3] [5]	19,104	79,288	55,851	2,773,598	145.18	34.98	+4.3	+5.6	+10.6	+10.3
West Virginia [3] [5]	25,569	118,060	81,498	3,078,557	120.40	26.08	+1.1	+1.4	−5.1	−7.3
Wisconsin [3]	11,296	44,643	33,713	2,161,540	191.35	48.42	+1.4	+2.3	+1.6	+2.6
Wyoming	919	3,521	2,707	140,727	153.13	39.97	+1.8	+4.7	+7.9	+9.4

[1] All data subject to revision.
[2] Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance.
[3] Includes data on foster-family care; see table 10.
[4] Partly estimated.
[5] Includes data on unemployed-parent segment; see table 8.
[6] Data for September; later data not available.

General assistance: Recipients and payments to recipients, by State, February 1965 [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of—		Payments to recipients			Percentage change from—			
	Cases	Recipients	Total amount	Average per—		January 1965 in—		February 1964 in—	
				Case	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total [2]	353,000	802,000	$23,426,000	$66.40	$29.22	−0.6	+1.0	−14.0	−6.1
Alabama	68	68	895	13.16	13.16	(3)	(3)	(3)	(3)
Alaska	236	860	17,886	75.79	20.80	+5.8	+23.7	−16.3	−1.2
Arizona	2,201	5,337	117,268	53.28	21.97	−3.4	−1.3	−2.8	−.2
Arkansas	368	1,494	5,231	14.21	3.50	−8.1	−18.4	+5.3	−1.9
California	22,812	39,055	1,277,591	56.01	32.71	−17.1	−7.2	−52.5	−29.0
Colorado	2,773	11,187	149,371	53.87	13.35	+22.3	+8.6	+22.3	+22.8
Connecticut	[4] 4,484	[4] 11,366	[4] 314,574	70.15	27.68	+5.3	+6.6	+12.9	+16.1
Delaware	1,576	2,924	88,039	55.86	30.11	−.1	+4.1	−3.5	−6.2
District of Columbia	754	811	57,411	76.14	70.79	+2.1	+1.7	+27.9	+33.0
Florida [5]	8,300	(6)	249,000						
Georgia	2,556	6,428	76,761	30.03	11.94	−.8	+5.3	+.6	−4.1
Guam [7]	16	37	850	(3)	(3)				
Hawaii	1,089	1,337	72,818	66.87	54.46	+.7	−3.4	−3.9	−.2
Illinois	29,234	64,943	2,302,085	78.75	35.45	+.2	+.3	−6.9	−6.4
Iowa [8]	4,300	11,000	176,000						
Kansas	3,337	8,459	223,491	66.97	26.42	+1.5	+2.4	−5.6	+.3
Kentucky	1,611	4,935	52,449	32.56	10.63	+12.0	+.1	−21.1	−32.5
Louisiana	8,302	9,165	435,104	52.41	47.47	+1.2	+1.9	+3.2	+4.0
Maine	3,418	11,777	164,906	48.25	14.00	+8.8	−.3	+.1	+3.5
Maryland	7,509	8,727	557,469	74.24	63.88	+1.2	+2.5	+29.7	+30.4
Massachusetts	8,320	18,281	605,482	72.89	33.18	+7.2	+4.5	−6.8	−3.1
Michigan	22,015	66,563	1,700,710	77.25	25.55	−.1	+2.3	−37.9	−41.3
Minnesota	11,964	36,180	999,151	83.51	27.62	+2.3	(3)	−1.8	−3.0
Mississippi	1,287	1,714	19,374	15.05	11.30	+4.8	+2.4	+11.0	+17.6
Missiouri	10,150	13,745	669,118	65.92	48.68	+2.4	+.3	+3.6	+4.4
Montana	1,676	5,335	92,840	55.39	17.40	+9.8	+11.7	−39.2	−15.3
Nevada	375	824	21,042	56.11	25.54	0	−4.1	−20.2	+18.4
New Hampshire	1,215	4,322	80,346	66.13	18.59	+1.8	+3.1	−2.8	−4.3
New Jersey [9]	12,363	42,311	1,482,255	119.89	35.03	+4.1	+6.9	−2.5	+2.5
New Mexico	249	493	13,001	52.21	26.37	−11.0	+7.7	−63.6	−49.2
New York [10]	49,968	106,429	4,194,418	83.94	39.41	−.3	+1.8	+15.4	+21.1
North Carolina	2,192	7,305	57,044	26.02	7.81	−11.2	+7.1	−9.8	−3.2
North Dakota	727	3,370	50,584	69.58	15.01	+9.7	+9.0	+5.2	+11.4
Ohio	29,852	97,467	1,987,058	66.56	20.39	−4.8	+1.1	−24.3	−24.7
Oklahoma	7,927	(6)	95,037	11.99			−7.6		−9.3

Oregon	6,187	(6)	362,287	58.56			+1.8		+11.3
Pennsylvania	37,508	45,541	2,457,290	65.51	53.96	+.7	+1.7	−5.1	+4.0
Puerto Rico	1,112	1,112	9,342	8.40	8.40	−17.8	−19.8	+14.4	+27.9
Rhode Island	3,291	7,820	202,751	61.61	25.93	+1.5	−1.0	+19.1	+18.8
South Carolina	1,345	1,755	34,216	25.44	19.50	+13.9	−14.3	−6.5	−28.1
South Dakota	771	2,847	28,105	36.45	9.87	+25.5	+19.2	+37.1	+21.9
Tennessee	2,258	4,034	48,213	21.35	11.95	+4.1	−8.5	−34.3	+14.9
Texas [11 13]	9,100	(6)	250,000						
Utah	2,172	6,502	163,610	75.33	25.16	+2.2	+3.2	+9.6	+11.7
Vermont [11 13]	1,000	(6)	33,000						
Virgin Islands	177	183	6,447	36.42	35.23	+3.4	+.2	+19.6	+32.8
Virginia	2,888	7,642	141,719	49.07	18.54	+4.6	−4.7	−18.2	+.9
Washington	10,490	17,820	730,258	69.61	40.98	−17.1	−5.9	+6.6	+18.1
West Virginia	1,672	2,774	61,365	36.70	22.12	+3.7	+3.0	+22.5	+24.0
Wisconsin	7,853	24,668	728,409	92.76	29.53	+2.5	−.7	−18.9	−18.2
Wyoming	759	3,248	68,512	90.27	21.09	+19.1	+21.4	+12.8	+5.0

[1] All data subject to revision.
[2] Partly estimated; does not represent sum of State figures because totals exclude for New Jersey an estimated number of cases and persons receiving only medical care, hospitalization, and/or burial and payments for such services; recipient count also includes an estimate for States not reporting such data. Excludes Idaho, Indiana, and Nebraska; data not available.
[3] Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients.
[4] About 8 percent of this total is estimated.
[5] Partly estimated.
[6] Data not available.
[7] Data for September; later data not available.
[8] Decrease of less than 0.05 percent.
[9] Includes an unknown number of cases and persons receiving only medical care, hospitalization, and/or burial, and total payments for such services.
[10] Includes an unknown number of cases and persons receiving only medical care.
[11] Estimated on basis of reports from sample of local jurisdictions.
[12] Data for January; February data not available.

Yearly caseload trend (et al.) aid to dependent children

Year	Average number of cases	Average number of persons	Average monthly grant	Average grant per person	Local cost	Federal cost	Total
1955	2,335	9,740	$105.97	$25.41	$1,165,569	$1,803,862	$2,969,431
1956	2,081	8,957	108.98	25.32	1,068,161	1,653,717	2,721,878
1957	2,241	9,764	110.23	25.29	1,065,000	1,898,729	2,963,729
1958	2,834	12,509	122.83	27.83	1,653.565	2,523,454	4,177,019
1959	3,539	15,900	143.20	31.87	2,388,382	3,692,990	6,081,372
1960	4,168	18,878	148.39	32.76	2,878,432	4,543,949	7,422,381
1961	5,069	23,240	151.07	32.95	3,600,743	5,588,479	9,189,222
1962	5,444	25,175	152.00	32.70	3,810,911	6,067,815	9,878,726
1963	4,373	20,543	152.19	32.39	2,975,941	5,009,276	7,985,217
1964	3,932	18,691	154.66	32.54	2,709.342	4,588,330	7,297,672

Aid to families with dependent children: Distribution of cases by size of assistance unit and race, Jan. 1, 1965

Number of persons in assistance unit	Number of cases		
	Total	White	Nonwhite
Total	4,334	226	4,108
1	161	9	152
2	523	47	476
3	713	42	671
4	743	43	700
5	721	39	682
6	578	27	551
7	389	5	384
8	340	5	235
9	131	5	126
10	76	2	74
11	33		33
12	14		14
13	10	2	8
14 or more	2		2

Average number of children in ADC families, June 30, 1954–1965

Year:	*Average number of children per family*	Year—Con.	*Average number of children per family*
1954	3.18	1960	3.53
1955	3.19	1961	3.55
1956	3.34	1962	3.64
1957	3.34	1963	3.73
1958	3.38	1964	3.84
1959	3.44	1965	

AFDC Cases by Number and Legitimacy Status of Children and Reported Number of Fathers, Jan. 1, 1965

Number of children in grant and legitimacy status	Total cases	Number of fathers						
		1	2	3	4	5	6	7
Total	4,334	2,433	1,228	484	141	38	9	1
All legitimate children	1,585	1,553	30	2				
All illegitimate children	1,766	816	562	266	84	30	7	1
1 or more illegitimate children	983	64	636	216	57	8	2	
1 child	633	633						
Legitimate	221	221						
Illegitimate	412	412						
2 children	815	491	324					
Both legitimate	281	275	6					
Both illegitimate	419	174	245					
1 illegitimate child	115	42	73					
3 children	782	381	271	130				
All legitimate	280	273	7					
All illegitimate	335	104	125	106				
1-2 illegitimate children	167	4	139	24				
4 children	655	249	236	125	45			
All legitimate	188	184	3	1				
All illegitimate	258	58	98	67	35			
1-3 illegitimate children	209	7	135	57	10			

AFDC CASES BY NUMBER AND LEGITIMACY STATUS OF CHILDREN AND REPORTED NUMBER OF FATHERS, JAN. 1, 1965—Continued

Number of children in grant and legitimacy status	Total cases	Number of fathers						
		1	2	3	4	5	6	7
5 children	598	272	164	95	47	20		
All legitimate	232	228	4					
All illegitimate	170	38	44	43	27	18		
1–4 illegitimate children	196	6	116	52	20	2		
6 children	380	187	101	63	15	8	6	
All legitimate	177	169	7	1				
All illegitimate	86	16	26	23	9	7	5	
1–5 illegitimate children	117	2	68	39	6	1	1	
7 children	234	104	64	41	20	5		
All legitimate	97	97						
All illegitimate	41	6	11	15	6	3		
1–6 illegitimate children	96	1	53	26	14	2		
8 children	123	59	32	16	10	4	1	1
All legitimate	57	56	1					
All illegitimate	18	2	5	4	4	2		1
1–7 illegitimate children	48	1	26	12	6	2	1	
9 children	64	30	21	7	3	1	2	
All legitimate	28	26	2					
All illegitimate	14	4	2	4	2		2	
1–8 illegitimate children	22		17	3	1	1		
10 children	30	16	9	4	1			
All legitimate	13	13						
All illegitimate	13	2	6	4	1			
1–9 illegitimate children	4	1	3					
11 children	14	9	3	2				
All legitimate	9	9						
All illegitimate								
1–10 illegitimate children	5		3	2				
12 children	5	2	2	1				
All legitimate	2	2						
All illegitimate								
1–11 illegitimate children	3		2	1				
13 children	1		1					
All legitimate								
All illegitimate								
1–12 illegitimate children	1		1					

Number of illegitimate children on AFDC rolls as of Jan. 1, 1965

Total	15,368
Illegitimate	6,274
Percent illegitimate	40.8

Summary of AFDC families receiving assistance for specified periods of time, as of December 1964

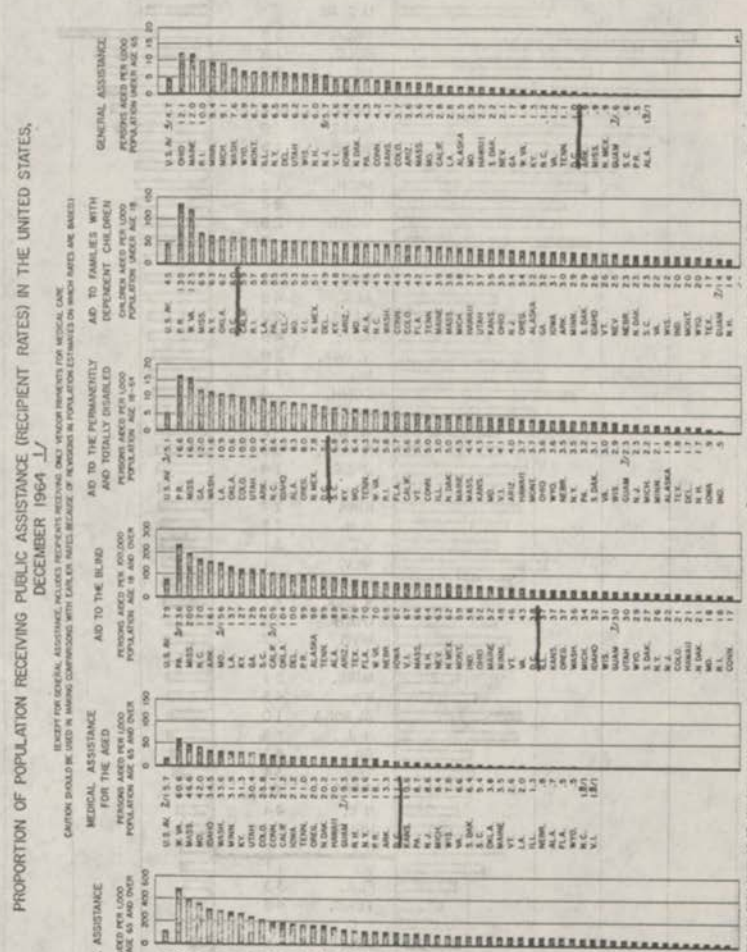
Length of time receiving assistance	Number of cases	Amount received			Number of persons in assistance unit			
		Total	Federal	Local	Total persons	Adults	Children	
							Total	Illegitimate
Total	3,976	$625,191	$430,407.00	$194,784.00	19,074	3,706	15,368	6,274
Less than 1 year	985	141,638	99,202.00	42,436.00	4,507	971	3,536	1,454
1 year, less than 2	554	88,186	60,657.00	27,529.00	2,709	522	2,187	749
2 years, less than 3	371	58,734	40,865.00	17,869.00	1,846	340	1,506	534
3 years, less than 4	425	69,599	48,294.50	21,304.50	2,183	395	1,788	726
4 years, less than 5	409	67,264	46,337.50	20,926.50	2,040	376	1,664	686
5 years, less than 6	330	52,731	35,954.00	16,777.00	1,570	288	1,282	506
6 years, less than 7	280	47,965	32,781.00	15,184.00	1,441	255	1,186	513
7 years, less than 8	211	36,041	24,402.50	11,638.50	1,046	197	849	403
8 years, less than 9	103	16,395	10,967.00	5,428.00	459	88	371	167
9 years, less than 10	63	9,172	6,026.50	3,145.50	247	54	193	78
10 years, less than 11	63	10,075	6,716.00	3,359.00	279	55	224	94
11 years, less than 12	47	7,434	4,934.50	2,499.50	204	45	159	73
12 years, less than 13	24	3,607	2,531.00	1,076.00	109	22	87	36
13 years, less than 14	18	3,242	2,125.50	1,116.50	87	17	70	37
14 years, less than 15	20	2,731	1,845.50	885.50	77	16	61	34
15 years, less than 16	13	1,642	1,074.00	568.00	41	13	28	15
16 years, less than 17	21	2,995	1,981.00	1,014.00	82	16	66	30
17 years, less than 18	12	1,614	1,049.50	564.50	41	10	31	25
18 years, less than 19	16	2,516	1,645.00	871.00	68	15	53	37
19 years, less than 20	5	643	409.50	233.50	16	5	11	6
20 years, less than 21	4	590	355.50	234.50	11	4	7	6
21 years, less than 22	1	205	130.00	75.00	5	1	4	4
22 years, less than 23	1	172	123.00	49.00	6	1	5	1

Data on 100 Aid to Families With Dependent Children Cases Receiving Highest Payment During December 1964

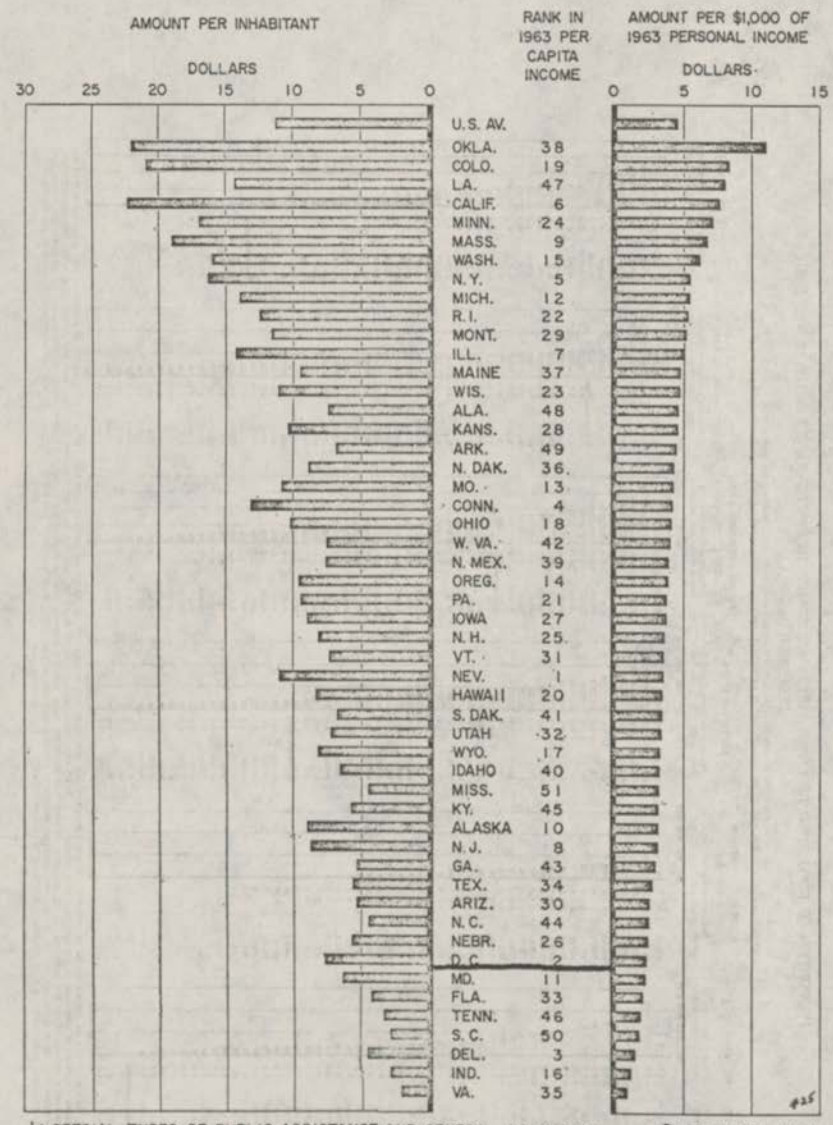
Total persons in assistance unit	Number of children	Length of time on assistance continuously since most recent opening		Number of months on assistance prior to most recent opening	Amount of grant received in December 1964	Retail value of surplus food received in December 1964
		Years	Months			
14	13	3	0	0	$408	$71.63
14	12	4	7	15	408	71.63
13	12	1	4	74	391	71.63
14	12	1	4	0	390	71.63
14	13	2	4	43	380	71.63
12	11	3	3	0	369	71.63
12	11	4	1	8	365	71.63
12	11	13	9	0	365	71.63
11	10		4	59	361	71.63
12	11	2	6	0	359	71.63
13	12		3	58	357	71.63
11	10	1	0	14	355	71.63
11	9		1	0	348	71.63
12	10	1	1	16	348	71.63
12	11	2	5	16	347	71.63
12	11		2	10	347	71.63
11	10	3	1	0	346	71.63
11	10	6	2	0	343	71.63
15	13	2	7	0	339	71.63
10	8	4	4	15	338	55.44
10	8	4	10	0	338	55.44
12	11	5	4	0	337	71.63
11	10	6	4	87	337	71.63
10	9	6	6	14	336	55.44
10	9	6	1	18	333	71.63
11	10	1	3	41	332	71.63
12	11		10	92	329	71.63
10	9	4	2	49	327	55.44
10	9	7	0	0	327	55.44
10	9	3	4	0	327	55.44
10	9	7	4	0	326	55.44
9	8	7	6	7	325	55.44
10	9	1	7	5	325	55.44
11	9	4	0	0	324	55.44
9	7	1	7	36	322	55.44
10	9	3	3	5	321	55.44
10	8	4	8	0	320	55.44
10	9	7	2	0	319	55.44
10	9	2	11	0	319	55.44
9	8	7	5	3	319	55.44
10	9	5	10	3	317	55.44
10	9	2	11	32	317	55.44
9	8	1	0	0	317	55.44
10	9	4	4	0	315	55.44
10	9	2	10	37	315	55.44
9	7		2	0	315	55.44
10	9	3	6	15	315	55.44
10	9	2	0	0	314	55.44
11	10	4	7	0	313	71.63
10	9	18	7	0	313	55.44
9	8	5	4	25	313	55.44
12	11	4	5	0	312	71.63
9	8	8	2	0	311	55.44
8	7	4	10	0	311	55.44
9	8	2	6	62	311	55.44
9	8	7	8	43	311	55.44
9	8	5	3	4	310	55.44
10	9	2	1	115	309	55.44
10	9		2	79	309	55.44
10	9	1	2	31	309	55.44
10	9	3	5	45	309	55.44
10	8		5	0	308	55.44
9	8	5	0	75	306	55.44
9	8	6	8	8	305	55.44
9	8	1	2	76	305	55.44
9	8	7	1	105	305	55.44
9	8	12	11	0	305	55.44
9	8	6	5	0	305	55.44
9	8	5	3	0	304	55.44
10	9	10	3	31	304	55.44
9	8	11	4	0	303	55.44
11	10	4	2	25	302	71.63
8	7	7	3	0	302	55.44
9	8	4	3	13	299	55.44
9	8	5	2	0	299	55.44
9	8	2	8	0	299	55.44

DATA ON 100 AID TO FAMILIES WITH DEPENDENT CHILDREN CASES RECEIVING HIGHEST PAYMENT DURING DECEMBER 1964—Continued

Total persons in assistance unit	Number of children	Length of time on assistance continuously since most recent opening		Number of months on assistance prior to most recent opening	Amount of grant received in December 1964	Retail value of surplus food received in December 1964
		Years	Months			
9	8	8	2	2	299	$55.44
9	8	4	11	2	299	55.44
9	8	5	3	47	299	55.44
9	7		8	23	298	55.44
9	8	7	10	0	298	55.44
10	9		9	27	297	55.44
10	9	3	0	0	297	55.44
10	9		9	0	297	55.44
10	9	2	8	19	297	55.44
9	8	9	1	22	297	55.44
11	10	1	0	28	296	71.63
8	7	11	1	0	294	55.44
9	8	4	11	59	293	55.44
9	8		3	54	293	55.44
9	8	6	5	0	293	55.44
9	8		7	20	293	55.44
9	8	4	10	6	293	55.44
9	7	1	9	0	293	55.44
9	8	6	6	0	293	55.44
10	9		4	0	292	55.44
9	8	1	1	0	292	55.44
8	7	1	7	84	292	55.44
1	7	2	0	17	292	55.44
85	14		7	0	291	71.63


PROPORTION OF POPULATION RECEIVING PUBLIC ASSISTANCE (RECIPIENT RATES) IN THE UNITED STATES, DECEMBER 1964 1/
EXCEPT FOR GENERAL ASSISTANCE, INCLUDES RECIPIENTS RECEIVING ONLY VENDOR PAYMENTS FOR MEDICAL CARE
CAUTION SHOULD BE USED IN MAKING COMPARISONS WITH EARLIER RATES BECAUSE OF REVISIONS IN POPULATION ESTIMATES ON WHICH RATES ARE BASED
OLD-AGE ASSISTANCE
PERSONS AIDED PER 1,000 POPULATION AGE 65 AND OVER
0 200 400 600
MEDICAL ASSISTANCE FOR THE AGED
PERSONS AIDED PER 1,000 POPULATION AGE 65 AND OVER
0 50 100 150
AID TO THE BLIND
PERSONS AIDED PER 100,000 POPULATION AGE 18 AND OVER
0 100 200 300
AID TO THE PERMANENTLY AND TOTALLY DISABLED
PERSONS AIDED PER 1,000 POPULATION AGE 18-64
0 5 10 15 20
AID TO FAMILIES WITH DEPENDENT CHILDREN
CHILDREN AIDED PER 1,000 POPULATION UNDER AGE 18
0 30 100 150
GENERAL ASSISTANCE
PERSONS AIDED PER 1,000 POPULATION AGE 18-64
0 5 10 15 20
U.S.W. 119
CAL. 359
ALA. 332
MISS. 364
OKLA. 333
ARK. 283
TEX. 240
COLO. 235
ALASKA 192
MO. 186
KY. 188
CALIF. 176
S.DAK. 172
V.I. 154
TENN. 154
N.C. 125
ARIZ. 121
WASH. 111
GUAM 101
CALIF. 100
MASS. 93
S.DAK. 93
ARIZ. 89
HAWAII 85
NEV. 84
MONT. 83
S.C. 82
OKLA. 82
ORE. 81
WYO. 79
N.DAK. 78
IDAHO 78
WIS. 74
MICH. 74
S.DAK. 74
S.C. 74
OKLA. 73
VT. 72
LA. 71
ILL. 70
ALASKA 70
FLA. 70
WYO. 69
V.I. 69
U.S.W. 2/ 157
CAL. 406
MISS. 366
MO. 420
IDAHO 344
ARK. 316
MINN. 313
KY. 307
UTAH 304
COLO. 284
CALIF. 272
TENN. 272
ORE. 270
N.DAK. 262
HAWAII 261
ALASKA 2/ 260
V.I. 255
TEX. 255
N.H. 251
ARK. 251
MASS. 248
FLA. 246
WASH. 245
IOWA 245
V.I. 244
NEV. 243
N.MEX. 242
NORTH 242
OHIO 242
MAINE 242
VT. 241
VA. 241
KANS. 240
ORE. 239
WASH. 239
WIS. 238
IDAHO 238
WYO. 237
S.DAK. 237
N.C. 237
OKLA. 236
S.C. 235
ILL. 234
GUAM 2/ 230
UTAH 230
WYO. 229
S.DAK. 227
N.C. 227
OKLA. 226
ALASKA 226
TEX. 225
DEL. 221
COLO. 221
HAWAII 221
N.DAK. 221
R.I. 218
CONN. 217
U.S.W. 2/ 45
CAL. 135
MISS. 83
WASH. 82
CALIF. 82
ARK. 82
COLO. 81
UTAH 80
KY. 80
LA. 80
MO. 80
N.MEX. 80
DEL. 80
KANS. 79
ORE. 79
ALASKA 79
N.C. 78
MONT. 78
ILL. 78
MICH. 77
WASH. 77
WYO. 77
N.Y. 76
N.DAK. 76
S.DAK. 76
VA. 75
WIS. 75
GUAM 2/ 75
UTAH 75
N.DAK. 74
S.C. 74
OKLA. 74
WYO. 73
MICH. 73
MINN. 73
ALASKA 73
TEX. 72
DEL. 72
N.H. 72
MD. 72
U.S.W. 5/ 4.7
OHIO 12.1
CALIF. 12.0
R.I. 11.0
WASH. 9.4
MICH. 9.1
WYO. 8.6
MONT. 8.5
N.J. 8.3
N.C. 8.3
DEL. 8.3
UTAH 8.2
KY. 8.0
N.J. 8.0
N.C. 8.0
N.MEX. 7.9
CONN. 7.8
COLO. 7.7
ARIZ. 7.6
MASS. 7.6
CALIF. 7.5
LA. 7.5
ALASKA 7.5
MD. 7.4
HAWAII 7.3
S.DAK. 7.3
NEV. 7.1
ORE. 7.0
R.I. 7.0
KY. 6.9
N.C. 6.9
GUAM 2/ 6.8
N.Y. 6.8
FLA. 6.8
TENN. 6.7
N.MEX. 6.6
MINN. 6.5
MAINE 6.5
V.I. 6.5
ILL. 6.4
N.DAK. 6.4
OKLA. 6.4
S.C. 6.4
ARK. 6.3
MISS. 6.2
ALA. 6.2
U.S.W. 119
CAL. 359
ALA. 332
MISS. 364
OKLA. 333
ARK. 283
TEX. 240
COLO. 235
ALASKA 192
MO. 186
KY. 188
CALIF. 176
S.DAK. 172
V.I. 154
TENN. 154
N.C. 125
ARIZ. 121
WASH. 111
GUAM 101
CALIF. 100
MASS. 93
S.DAK. 93
ARIZ. 89
HAWAII 85
NEV. 84
MONT. 83
S.C. 82
OKLA. 82
ORE. 81
WYO. 79
N.DAK. 78
IDAHO 78
WIS. 74
MICH. 74
S.DAK. 74
S.C. 74
OKLA. 73
VT. 72
LA. 71
ILL. 70
ALASKA 70
FLA. 70
WYO. 69
V.I. 69
1/ BASED ON CIVILIAN POPULATION AS OF JANUARY 1, 1964, ESTIMATED BY THE BUREAU OF THE CENSUS.
2/ BASED ON DATA FOR 43 STATES LISTED WITH PROGRAMS IN OPERATION. RATE INCLUDES STATES NOT HAVING PROGRAMS IN OPERATION IS 62.5 PER 1,000 AGED PERSONS.
3/ NO PROGRAM IN NEVADA.
4/ BASED ON DATA FOR 46 STATES. NUMBER AIDED NOT AVAILABLE FOR FLORIDA, IDAHO, INDIANA, NEBRASKA, OKLAHOMA, OREGON, TEXAS AND VERMONT.
5/ INCLUDES RECIPIENTS OF PAYMENTS MADE WITHOUT FEDERAL PARTICIPATION. RECIPIENT RATES EXCLUDING THESE RECIPIENTS ARE AS FOLLOWS: CALIFORNIA, 10.6; IOWA, 10.2; AND PENNSYLVANIA, 6.5.
6/ INCLUDES UNKNOWN NUMBER OF PERSONS RECEIVING MEDICAL CARE, HOSPITALIZATION, AND BURIAL ONLY.
7/ DATA FOR SEPTEMBER, LATEST DATA NOT AVAILABLE.
8/ PROGRAM IN OPERATION, BUT NO PAYMENTS MADE IN DECEMBER 1964.
9/ LESS THAN 0.05.

EXPENDITURES FOR PUBLIC ASSISTANCE 1/ FROM STATE AND LOCAL FUNDS, FISCAL YEAR 1964 2/



1/ SPECIAL TYPES OF PUBLIC ASSISTANCE AND GENERAL ASSISTANCE. PUERTO RICO, AND VIRGIN ISLANDS, INCOME DATA NOT AVAILABLE.

2/ EXCLUDES GUAM, REVISED

Unemployment in the District of Columbia

Month and year	Number	Percent
March 1965	16,700	4.4
February 1965	19,000	5.0
January 1965	19,300	5.0
March 1964	16,400	4.4

Source: Estimates from the U.S. Employment Service, April 1964.

THE RATE OF UNEMPLOYMENT FOR STATES WITH AID TO FAMILIES WITH DEPENDENT CHILDREN UNEMPLOYED PARENT SEGMENT

State	Percent unemployment			
	1964 [1]	1963	1962	1961
California	6.0	6.0	5.9	6.9
Connecticut	4.7	4.9	5.0	6.7
Delaware	3.7	3.7	4.5	5.6
Hawaii	4.1	4.7	4.7	4.0
Illinois	3.8	4.4	4.7	5.9
Kansas	3.4	3.8	3.7	4.8
Maryland	3.8	4.6	5.3	6.1
Massachusetts	5.3	5.8	5.6	6.0
Michigan	4.5	5.2	6.6	10.2
New York	5.2	5.6	5.4	6.2
Ohio	4.0	4.8	5.5	7.3
Oklahoma	4.3	4.7	4.7	5.6
Oregon	4.5	4.7	5.2	6.2
Pennsylvania	5.9	7.2	7.9	9.4
Rhode Island	6.5	7.1	7.0	7.8
Utah	5.2	4.8	4.5	5.0
Washington	6.1	6.0	5.4	6.8
West Virginia	8.0	9.5	10.8	12.8

[1] Preliminary (11 month) average.

Source: Total unemployment and total unemployment rates by State: Annual averages, 1957–64, U.S. Department of Labor, Bureau of Employment Security, U.S. Employment Security, Washington, D.C., Jan. 7, 1965.

Comparison of representative District of Columbia unemployment compensation rates with selected proposed welfare payments to unemployed parents of dependent children

Occupation	Average hourly rate [1]	Approximate monthly rate	Maximum rate of unemployment compensation [2]		AFDC-UP monthly income for 2 adults with number of children indicated					
			Per week	1 month	1	2	3	4	5	6
Elevator operator, passenger	1.34	232	31	134	148	167	196	220	246	270
Janitor, porter, cleaner	1.56	270	36	156	------	------	------	------	------	------
Watchmen and guards	1.60	277	37	160	------	------	------	------	------	------
Laborer, materials handler	2.15	373	49	212	------	------	------	------	------	------
Order filler	2.19	380	50	217	------	------	------	------	------	------
Shipping packer	1.82	315	42	182	------	------	------	------	------	------
Receiving clerks	2.10	364	48	208	------	------	------	------	------	------
Shipping clerks	2.26	392	52	225	------	------	------	------	------	------
Truck driver, average	2.49	432	53	230	------	------	------	------	------	------

[1] Metropolitan Washington Occupational Wage Survey, Bureau of Labor Statistics, October 1964.
[2] Unemployment Compensation Board, District of Columbia.

NOTE.—A person working a straight 40-hour week for at least 1 year would receive the maximum unemployment compensation payment of $53 per week for 34 weeks, if he earned approximately $406 per month or $4,872 per year. To qualify for compensation, a person must have at least 2 calendar quarters credit. If a recipient worked other than a straight 40-hour week and received total wages of $3,604 with 1 high quarter of $1,802, he would receive the maximum benefit also. The average payment in the District of Columbia is $39 per week or $169 per month. A person may earn and retain up to 40 percent of his unemployment compensation while not fully employed.

Whereabouts of children receiving service at end of year, fiscal years 1959–64 and March 1965

Whereabouts of child	Fiscal years				End of March 1965
	1961	1962	1963	1964	
Total children receiving service at end of year	4,623	4,498	5,080	5,665	6,265
Free living arrangements	1,740	1,556	1,873	2,297	2,604
Parents or relatives	1,419	1,322	1,611	2,040	2,310
Foster home	118	97	91	75	93
Elsewhere [1]	203	137	171	182	201
Public expense	2,883	2,942	3,207	3,368	3,661
Department of Public Welfare institutions	1,192	1,220	1,379	1,429	1,624
Other institutions	223	231	213	235	250
Foster home	1,468	1,491	1,615	1,704	1,766
Elsewhere (foster care purchased through Family and Child Services					21

[1] Includes children living independently, absconded, serving in Armed Forces, imprisoned, and in hospitals.

Child Welfare Services: Total children in care at end of February 1965

Whereabouts	Total children	Children whose families were known to Public Assistance at time of acceptance
Total	6,220	2,080
Junior Village	850	342
Foster homes	1,758	515
Elsewhere	3,612	1,223

Children in foster homes by type, fiscal years 1959–64

Type of home	Fiscal year					
	1964	1963	1962	1961	1960	1959
Free	76	92	97	118	104	114
Boarding [1]	1,703	1,614	1,507	1,468	1,330	1,321

[1] Boarding care paid by the Department of Public Welfare.

Foster homes board and care, fiscal year 1965 (July 1–Dec. 31, 1964)

Type of care	Monthly average number of children	July 1–Dec. 31, 1964	
		Rate	Total cost
Regular foster homes	1,645		680,926
Infants to 6 months	40	70.00	17,451
6 months through 5 years	464	60.00	173,323
6 years through 11 years	683	65.00	276,336
12 years and over	458	75.00	213,816
Regular institutions	192	105.00	125,545
Special institutions	23	[1] 283.82	40,662
Total	1,860		847,133

[1] Average rate per month cost per month ranges from $93 to $515.

DISPOSITION OF FOSTER HOME APPLICATIONS RECEIVED, FISCAL YEARS 1960–64 AND FIRST 8 MONTHS OF FISCAL 1965

	1964	1963	1962	1961	1960	First 8 months of fiscal 1965
Foster home applications:						
Received	367	451	209	211	248	143
Withdrawn	79	102	86	94	111	49
Rejected	78	56	53	47	49	40
Approved	221	277	60	78	83	56
Pending end of year	23	34	37	5	13	----

BOARD RATES: SURROUNDING COUNTIES OF MARYLAND AND VIRGINIA AS OF DECEMBER 31, 1964

Prince Georges County

Regular board rate:	
Infants to 6 years	$58.50
6 to 12 years	64.00
12 years and older	78.00
Preadoptive care rate:	
Infants to 6 years	58.50
6 to 12 years	64.00
12 years and older	78.00
Special care rate:	
Infants to 6 years	83.50
6 to 12 years	89.00
12 years and older	93.00
Approximate number of foster homes	250
Dec. 31, 1964, number of children in foster homes	600

Montgomery County

Regular board rates:	
Infants to 6 years	58.50
6 to 12 years	64.00
12 years and older	88.00
Special care rates:	
Infants to 6 years	75.00
6 to 12 years	89.00
12 years and older	103.00
Resident institution rate	150.00
Emergency care rate	100.00
Approximate number of foster homes	233
Dec. 31, 1964, number of children in foster homes	455

Fairfax County

Basic foster care rate (all ages, clothing allowance) ($45 rural)	50.00
1 to 5 years	5.00
6 to 9 years	6.00
10 to 12 years	7.00
Over 12 years	10.00
School supplies (some furnished plus)	.60
Spending money:	
1st to 3rd grade	.75
4th to 5th grade	1.00
6th to 7th grade	1.25
8th through high school	1.50
Special care rate	60.00–25.00
Dec. 31, 1964, number of children in foster homes	450
Approximate number of foster homes	200

Arlington County

Regular board rate (clothing and medical care furnished):	
Infants to 1 year	$53.00
1 year to 12 years	50.00
12 years to 21 years	56.00
Allowances:	
4 to 6 years	1.00
6 to 8 years	1.50
8 to 10 years	2.50
10 to 12 years	3.50
12 to 16 years	4.00
16 to 18 years	5.00
Special care rates	75.00
Approximate number of foster homes	64
Dec. 31, 1964, number of children in foster homes	125

Alexandria, Va.

Regular board rate:	
Infants to 1 year	$50.00
1 to 5 years	45.00
6 to 12 years	45.00
13 years and over	45.00
Clothing:	
Infants to 1 year	3.00
1 to 5 years	8.00
6 to 12 years	7.50
13 years and over	12.50
Personal care:	
Infants to 1 year	1.50
1 to 5 years	1.50
6 to 12 years	1.50
13 years and over	2 50
Allowances:	
1 to 5 years	1.00
6 to 12 years	2.00
13 years and over	2.00
School supplies:	
6 to 12 years	.50
13 years and over	.50
Approximate number of foster homes	9
Number of children in foster homes	21

EFFECTIVE MAY 1, 1965

Regular board rate:	
Infants to 1 year	55.00
1 to 5 years	50.00
6 to 12 years	50.00
13 years and over	50.00

NOTE.—All other items will remain the same. Furnish all medical care. Basic clothing outfit issued. Foster parent supplements from clothing allowance. Shoes provided from a private fund.

Baltimore, Md.

Regular care:	
Infants to 6 years	$50.00
Clothing	8.50
6 to 12 years	50.00
Monthly clothing	14.00
12 years and over	53.00
Monthly clothing	18.00
Emergency care (children committed by the court):	
Infants to 6 years	75.00
Clothing	8.50
6 to 12 years	75.00
Clothing	14.00
12 years and over	75.00
Clothing	18.00
Special care (in local homes) for mentally retarded and physically handicapped:	
Infants to 6 years (board rate)	75.00
Clothing	8.50
6 to 12 years	75.00
Clothing	14.00
12 years and over	75.00
Clothing	18.00

NOTE.—Special care (cost of care not to exceed $150 per month) does not relate to age. Initial clothing issued for emergency care cases. Institution can be either in or outside Baltimore or Maryland.

Number of mothers and babies in maternity homes whose care is paid for by the Department of Public Welfare, fiscal years 1961–64 and first 7 months of fiscal 1965

Home	Mothers	Babies	Total
Fiscal year 1961:			
St. Ann's	7	7	14
Florence Crittenton	16	16	32
House of Mercy	5	3	8
Ionia Whipper	67	47	114
Total	95	73	168
Fiscal year 1962:			
St. Ann's	18	7	25
Florence Crittenton	19	17	36
House of Mercy	5	2	7
Ionia Whipper	59	36	95
Total	101	62	163
Fiscal year 1963:			
St. Ann's	6	10	16
Florence Crittenton	15	15	30
House of Mercy	4	6	10
Ionia Whipper	56	37	93
Total	81	68	149
Fiscal year 1964:			
St. Ann's	12	7	19
Florence Crittenton	17	18	35
House of Mercy	3	1	4
Ionia Whipper	69	39	108
Total	101	65	166
First 7 months of fiscal 1965:			
St. Ann's	8	5	13
Florence Crittenton	13	12	25
House of Mercy	3	3	6
Ionia Whipper	41	23	64
Total	65	43	108

Day care centers

Name and address	Rate per child per day	Capacity approved by health department	Number of DPW children as of Mar. 22, 1965
Bible Way Church, 1130 New Jersey Ave. NW	$2.50	50	5
First Baptist Church of Deanwood, 1008 45th St. NE	2.50	60	28
Greater First Baptist Church, 13th and Fairmont Sts. NW	2.50	40	3
Brice Nursery Kindergarten, 15th and R Sts. NW	2.50	30	3
Mount Jezreel Baptist Church, 501 E St. SE	2.50	60	15
Rehoboth Baptist Church, 1324 1st St. SE	2.50	25	7
Southeast Neighborhood House, 2263 Mount View Pl. SE	2.50	23	12
Canaan Day Nursery, 1607 Monroe St. NW	2.50	30	0
Fun and Frolic Nursery School, 4035 Grant St. NE	2.50	42	3
Second Baptist Church, 1200 Canal St. SW	2.50	40	2
Matthew Memorial Baptist Church, 2616 Nichols Ave. SE	2.50	30	4
Albright Day Care Center, 411 Rittenhouse St. NW	2.50	60	0
YWCA (not full day care program), 901 Rhode Island Ave. NW.[1]	8.50 per week.	28	0
YMCA (not full day care program), 1816 12th St. NW.[1]	12.50 per week.	28	0
Metropolitan Day Nursery, 1701 13th St. NW	2.50	45	0
Shiloh Day Nursery, 1500 9th St. NW	2.50	68	0

[1] Summer day camp program only.

Population at Junior Village: Admissions, discharges, and daily average population by months, fiscal 1963, 1964, and fiscal 1965 through March

Year and month	Admissions	Discharges	Daily average population by months
Fiscal 1963: Total	1,359	1,199	693
July	126	116	597
August	137	98	628
September	67	67	654
October	103	85	648
November	127	83	683
December	85	120	698
January	132	77	683
February	69	95	728
March	125	103	729
April	128	116	740
May	120	91	750
June	141	148	785
Fiscal 1964: Total	1,442	1,414	777
July	128	139	776
August	171	144	761
September	149	120	789
October	119	112	805
November	116	118	822
December	56	140	766
January	106	73	741
February	153	111	770
March	95	128	784
April	112	129	764
May	107	84	757
June	130	116	787
Fiscal 1965:			
July	143	115	793
August	168	131	834
September	133	131	847
October	165	144	860
November	79	113	867
December	121	107	839
January	131	102	862
February	130	124	899
March	107	119	891

Population at District of Columbia Village: Admissions, discharges, and daily average population, by month, fiscal 1963–64 and 1965 through March

Year and month	Admissions	Discharges	Daily average population by month
Fiscal 1963: Total	209	203	674
July	20	9	679
August	15	22	681
September	21	12	677
October	16	20	681
November	14	15	677
December	21	16	676
January	13	16	676
February	15	23	669
March	17	23	666
April	25	18	665
May	16	18	665
June	16	11	670
Fiscal 1964: Total	201	221	666
July	19	22	688
August	23	15	679
September	2	10	677
October	12	14	675
November	7	9	670
December	6	11	668
January	18	21	665
February	22	18	662
March	19	25	660
April	27	27	656
May	22	27	654
June	24	22	657
Fiscal 1965:			
July	31	29	673
August	29	23	661
September	17	10	668
October	20	20	674
November	17	19	669
December	20	18	664
January	17	21	637
February	21	21	667
March	18	15	672

Population statistics, Junior Village

Item	*Number*
Total number of children admitted during fiscal 1964	1,442
Of this total:	*Percent*
1,079 were admitted once	74.8
235 were admitted twice	16.3
86 were admitted 3 times	6.0
27 were admitted 4 times	1.9
15 were admitted 5 times	1.0
Total	100.0

Population of Junior Village for each day, Apr. 1, 1964 through Mar. 31, 1965

Year and month	Daily population
1964—Apr. 1	767
Apr. 2	760
Apr. 3	752
Apr. 4	756
Apr. 5	756
Apr. 6	756
Apr. 7	762
Apr. 8	759
Apr. 9	767
Apt. 10	753
Apr. 11	773
Apr. 12	772
Apr. 13	766
Apr. 14	765
Apr. 15	768
Apr. 16	769
Apr. 17	768
Apr. 18	780
Apr. 19	777
Apr. 20	775
Apr. 21	773
Apr. 22	764
Apr. 23	761
Apr. 24	759
Apr. 25	763
Apr. 26	756
Apr. 27	756
Apr. 28	755
Apr. 29	760
Apr. 30	758
May 1	750
May 2	741
May 3	741
May 4	744
May 5	745
May 6	748
May 7	750
May 8	752
May 9	754
May 10	751
May 11	744
May 12	746
May 13	736
May 14	744
May 15	753
May 16	756
May 17	753
May 18	756
May 19	755
May 20	756
May 21	761
May 22	760
May 23	764
May 24	767
May 25	770
May 26	773
May 27	774
May 28	781
May 29	776
May 30	773
May 31	773
June 1	773
June 2	776
1964—June 3	780
June 4	779
June 5	781
June 6	781
June 7	783
June 8	777
June 9	774
June 10	783
June 11	785
June 12	778
June 13	788
June 14	786
June 15	786
June 16	791
June 17	799
June 18	801
June 19	793
June 20	791
June 21	791
June 22	790
June 23	796
June 24	796
June 25	791
June 26	787
June 27	789
June 28	789
June 29	786
June 30	789
July 1	783
July 2	794
July 3	780
July 4	776
July 5	777
July 6	777
July 7	775
July 8	772
July 9	776
July 10	776
July 11	778
July 12	776
July 13	776
July 14	786
July 15	789
July 16	798
July 17	799
July 18	802
July 19	802
July 20	802
July 21	803
July 22	797
July 23	805
July 24	798
July 25	807
July 26	801
July 27	803
July 28	806
July 29	811
July 30	813
July 31	815
Aug. 1	810
Aug. 2	809
Aug. 3	807
Aug. 4	811

Population of Junior Village for each day, Apr. 1, 1964 through Mar. 31, 1965— Continued

Year and month	Daily population
1964—Aug. 5	814
Aug. 6	814
Aug. 7	819
Aug. 8	819
Aug. 9	811
Aug. 10	807
Aug. 11	822
Aug. 12	819
Aug. 13	819
Aug. 14	843
Aug. 15	843
Aug. 16	841
Aug. 17	850
Aug. 18	849
Aug. 19	849
Aug. 20	844
Aug. 21	844
Aug. 22	845
Aug. 23	842
Aug. 24	842
Aug. 25	839
Aug. 26	847
Aug. 27	847
Aug. 28	849
Aug. 29	860
Aug. 30	859
Aug. 31	852
Sept. 1	853
Sept. 2	845
Sept. 3	845
Sept. 4	848
Sept. 5	849
Sept. 6	842
Sept. 7	842
Sept. 8	849
Sept. 9	851
Sept. 10	847
Sept. 11	855
Sept. 12	855
Sept. 13	856
Sept. 14	856
Sept. 15	849
Sept. 16	852
Sept. 17	856
Sept. 18	848
Sept. 19	848
Sept. 20	854
Sept. 21	840
Sept. 22	840
Sept. 23	836
Sept. 24	842
Sept. 25	843
Sept. 26	841
Sept. 27	839
Sept. 28	849
Sept. 29	854
Sept. 30	850
Oct. 1	858
Oct. 2	866
Oct. 3	861
Oct. 4	856
Oct. 5	856
1964—Oct. 6	853
Oct. 7	857
Oct. 8	861
Oct. 9	856
Oct. 10	854
Oct. 11	851
Oct. 12	851
Oct. 13	854
Oct. 14	853
Oct. 15	846
Oct. 16	851
Oct. 17	850
Oct. 18	849
Oct. 19	849
Oct. 20	855
Oct. 21	859
Oct. 22	862
Oct. 23	866
Oct. 24	865
Oct. 25	862
Oct. 26	862
Oct. 27	868
Oct. 28	877
Oct. 29	875
Oct. 30	877
Oct. 31	875
Nov. 1	874
Nov. 2	874
Nov. 3	877
Nov. 4	880
Nov. 5	872
Nov. 6	870
Nov. 7	870
Nov. 8	870
Nov. 9	873
Nov. 10	858
Nov. 11	876
Nov. 12	881
Nov. 13	884
Nov. 14	884
Nov. 15	878
Nov. 16	869
Nov. 17	871
Nov. 18	872
Nov. 19	871
Nov. 20	866
Nov. 21	866
Nov. 22	865
Nov. 23	865
Nov. 24	861
Nov. 25	852
Nov. 26	847
Nov. 27	843
Nov. 28	843
Nov. 29	841
Nov. 30	841
Dec. 1	840
Dec. 2	842
Dec. 3	834
Dec. 4	830
Dec. 5	828
Dec. 6	830

Population of Junior Village for each day, Apr. 1, 1964 through Mar. 31, 1965—Continued

Year and month	Daily population
1964—Dec. 7	838
Dec. 8	841
Dec. 9	840
Dec. 10	847
Dec. 11	843
Dec. 12	843
Dec. 13	843
Dec. 14	843
Dec. 15	842
Dec. 16	848
Dec. 17	848
Dec. 18	835
Dec. 19	833
Dec. 20	831
Dec. 21	836
Dec. 22	833
Dec. 23	838
Dec. 24	836
Dec. 25	832
Dec. 26	832
Dec. 27	835
Dec. 28	835
Dec. 29	853
Dec. 30	850
Dec. 31	855
1965—Jan. 1	855
Jan. 2	855
Jan. 3	856
Jan. 4	858
Jan. 5	860
Jan. 6	857
Jan. 7	862
Jan. 8	862
Jan. 9	856
Jan. 10	855
Jan. 11	855
Jan. 12	859
Jan. 13	856
Jan. 14	854
Jan. 15	852
Jan. 16	853
Jan. 17	854
Jan. 18	853
Jan. 19	866
Jan. 20	861
Jan. 21	866
Jan. 22	860
Jan. 23	863
Jan. 24	862
Jan. 25	868
Jan. 26	869
Jan. 27	869
Jan. 28	876
Jan. 29	890
Jan. 30	888
Jan. 31	884
Feb. 1	891
1965—Feb. 2	894
Feb. 3	900
Feb. 4	910
Feb. 5	903
Feb. 6	901
Feb. 7	897
Feb. 8	897
Feb. 9	899
Feb. 10	899
Feb. 11	896
Feb. 12	898
Feb. 13	899
Feb. 14	902
Feb. 15	912
Feb. 16	902
Feb. 17	901
Feb. 18	901
Feb. 19	908
Feb. 20	901
Feb. 21	898
Feb. 22	896
Feb. 23	896
Feb. 24	896
Feb. 25	891
Feb. 26	891
Feb. 27	898
Feb. 28	898
Mar. 1	888
Mar. 2	890
Mar. 3	887
Mar. 4	878
Mar. 5	880
Mar. 6	880
Mar. 7	879
Mar. 8	879
Mar. 9	893
Mar. 10	974
Mar. 11	897
Mar. 12	894
Mar. 13	892
Mar. 14	885
Mar. 15	883
Mar. 16	887
Mar. 17	891
Mar. 18	896
Mar. 19	900
Mar. 20	899
Mar. 21	895
Mar. 22	895
Mar. 23	898
Mar. 24	900
Mar. 25	902
Mar. 26	896
Mar. 27	896
Mar. 28	892
Mar. 29	889
Mar. 30	882
Mar. 31	878

STATEMENT OF COSTS: PUBLIC WELFARE TRAINING CENTER

	Fiscal year 1961	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965 July 1, 1964, to Feb., 28, 1965
Local funds:					
Department of Public Welfare	$18,423	$55,305	$33,914	$25,185	$22,335
Board of Education	1,665	4,989	8,000	10,026	7,552
Public health	870	2,561	4,927	8,170	5,415
Recreation	1,164	4,695	3,199	4,514	2,563
Vocational rehabilitation	6,540	19,498	26,158	26,617	14,858
Total, local funds	28,662	87,048	76,198	74,512	52,723
Federal funds:					
Federal reimbursements	5,833	22,864	55,185	73,249	66,296
USES	(1)	(1)	6,705	7,124	4,752
Surplus foods	349	993	1,528	1,636	481
Total, Federal funds	6,182	23,857	63,418	82,009	71,529
Grand total	34,844	110,905	139,616	156,521	124,252
Through June 30, 1962		145,749			
Through June 30, 1963			285,365		
Through June 30, 1964				441,886	
Through Feb. 28, 1965					566,138

[1] Unavailable.

Average cost per trainee

	Amount	Admitted (156)	Completed (122)
Total costs	$566,138	$3,629	$4,641
Local funds	319,143	2,046	2,616
Federal funds	246,995	1,583	2,025

NOTE.—All costs have been charged to the mothers in residential training. For the period Jan. 7, 1963, through Mar. 31, 1965, 168 mothers have been admitted to the Center for day training and 88 have completed their training.

Welfare Training Center—residential

	Number	Percent distribution
Total mothers admitted	156	100.0
Completed training: Currently employed	98	62.8
Completed training: Self-sustained by means other than public assistance	24	15.4
Did not complete training	19	12.2
Voluntary withdrawals	5	
Infeasible for training	12	
Transferred to other training programs	2	
Currently in training	15	9.6
Specialized	8	
Nonspecialized training	7	

NOTE.—Training status of mothers admitted to District of Columbia Department of Public Welfare residential training program, Apr. 3, 1961 through Mar. 31, 1965.

Data on mothers who completed training in District of Columbia Department of Public Welfare Residential Center and were employed as of Mar. 31, 1965

Case name	Date enrolled	Date employed	Present position	Length of time continuously self-sustaining		Monthly salary (gross in dollars)	Amount of ADC grant (dollars)
				Years	Months		
1. Y. B.	May 1, 1961	Aug. 17, 1961	Clerk	3	7	307	144
2. M. B. W.	do	Sept. 18, 1961	Seamstress, laundry	3	6	228	141
3. P. B.	Apr. 3, 1961	July 10, 1961	Charwoman	3	8	267	123
4. G. C.	May 1, 1961	Aug. 8, 1961	Maid	3	7	252	99
5. I. C.	Apr. 5, 1961	Sept. 7, 1961	Child care	3	6	179	175
6. E. D.	Apr. 3, 1961	Aug. 28, 1961	Maid	3	7	190	123
7. Y. D. C.	June 1, 1961	Aug. 16, 1961	Charwoman	3	7	267	124
8. M. D.	Apr. 3, 1961	Mar. 30, 1964	Domestic	1	0	178	73
9. J. E.	Apr. 4, 1961	Aug. 22, 1961	Maid	3	7	217	74
10. J. F.	Apr. 3, 1961	Nov. 1, 1962	Clerk-typist	2	4	334	73
11. H. F.	do	Aug. 17, 1961	Seurlock	3	7	238	74
12. B. G.	June 1, 1961	Aug. 5, 1961	Charwoman	3	7	267	190
13. J. H.	July 1, 1961	Aug. 16, 1961	Cleaners, presser	3	7	207	127
14. C. L.	Apr. 3, 1961	Aug. 9, 1961	Laundry worker	3	7	217	191
15. E. Mc.	do	Sept. 20, 1961	Clerk, drugstore	3	6	197	157
16. L. M.	do	July 14, 1961	Cook's helper	3	8	217	184
17. T. M.	do	July 17, 1961	Maid	3	8	152	189
18. H. M.	do	Sept. 7, 1961	Domestic	3	6	191	90
19. B. P.	Apr. 4, 1961	July 24, 1961	Laundry worker	3	8	251	135
20. N. R.	Apr. 3, 1961	Aug. 5, 1961	Maid	3	6	191	186
21. M. R.	July 1, 1961	Aug. 21, 1961	Clerk-typist	3	7	373	134
22. K. R.	June 1, 1961	Aug. 22, 1961	Maid (part time)	3	7	57	109
23. B. S. M.	do	Aug. 29, 1961	Charwoman	3	7	217	195
24. M. T.	Apr. 3, 1961	Mar. 11, 1964	Domestic	1	0	191	159
25. V. W.	June 1, 1961	Aug. 2, 1961	Charwoman	3	7	267	134
26. R. B.	Oct. 2, 1961	June 1, 1964	Beautician	9	0	191	118
27. J. B.	Mar. 2, 1962	June 18, 1962	Charwoman	2	9	169	113
28. M. C.	Nov. 1, 1961	Apr. 9, 1962	Maid	2	11	366	134
29. N. C.	Dec. 8, 1961	Mar. 26, 1962	do	3	0	248	159
30. C. E.	Oct. 2, 1961	Apr. 16, 1962	Charwoman	2	11	267	134
31. D. F.	Nov. 1, 1961	Apr. 2, 1962	Dietary aid	2	11	231	73
32. E. G.	Feb. 22, 1962	May 5, 1962	Charwoman	2	10	267	103
33. A. H.	Oct. 2, 1961	Aug. 10, 1962	Maid	2	7	182	80
34. L. H.	do	Feb. 1, 1962	do	3	1	195	79
35. C. J.	Dec. 1, 1961	Apr. 4, 1962	Clerk-typist	2	11	258	148
36. E. J.	Oct. 2, 1961	Mar. 26, 1962	Maid	3	1	208	66
37. G. J.	do	Apr. 2, 1962	Telephone operator	2	11	403	109
38. P. K.	do	Sept. 16, 1963	Maid	1	6	191	123
39. M. L.	do	Apr. 23, 1962	Ironer	2	11	203	113
40. A. M.	do	Feb. 18, 1962	Maid	3	1	203	49
41. O. N. M.	do	Mar. 21, 1962	do	3	0	173	73

Data on mothers who completed training in District of Columbia Department of Public Welfare Residential Center and were employed as of Mar. 31, 1965—Continued

Case name	Date enrolled	Date employed	Present position	Length of time continuously self-sustaining		Monthly salary (gross in dollars)	Amount of ADC grant (dollars)
				Years	Months		
42. S. O	Dec. 11, 1961	Mar. 13, 1962	Cook's helper	3	0	203	148
43. S. Ow	Nov. 1, 1961	Feb. 20, 1962	Charwoman	3	1	267	73
44. A. P. H	Oct. 2, 1961	May 24, 1963	do	1	10	267	107
45. D. P	Nov. 1, 1961	Dec. 2, 1961	Maid	3	3	195	103
46. D. Pr	do	May 1, 1963	Charwoman	1	10	267	47
47. S. S	do	Dec. 12, 1962	Laboratory	3	1	260	141
48. G. W. P	Feb. 23, 1962	Apr. 28, 1962	Cleaning clerk	2	11	217	111
49. C. W	Dec. 1, 1961	Mar. 8, 1962	Food handler	3	0	156	134
50. S. H	Apr. 2, 1962	Aug. 30, 1962	Clerk-typist	2	7	351	101
51. S. B. H	July 2, 1962	Oct. 8, 1962	Domestic	2	5	186	113
52. D. B	May 1, 1962	Sept. 22, 1962	Clerk, cleaners	2	6	147	113
53. J. B	June 2, 1962	Aug. 15, 1963	Seamstress	1	7	208	90
54. F. L. C	Oct. 2, 1962	Apr. 22, 1964	Clerk		11	234	124
55. M. C. A	July 3, 1962	June 15, 1963	Maid	2	9	203	99
56. J. C	June 4, 1962	June 4, 1963	Beautician	1	9	186	113
57. A. C	May 2, 1962	Sept. 20, 1962	Maid	2	6	196	24
58. Ge. H	May 1, 1962	Aug. 9, 1962	Hospital maid	2	7	182	115
59. Gu. H	July 3, 1962	May 22, 1963	Maid (part time)	1	10	173	60
60. D. J	Aug. 1, 1962	Mar. 23, 1964	Clerk-typist	1		313	140
61. C. J	July 2, 1962	Apr. 16, 1964	Dental technician		11	217	73
62. R. M	June 4, 1962	Feb. 7, 1964	Beautician	1	1	186	138
63. E. M	May 1, 1962	Jan. 21, 1963	Domestic	2	2	182	40
64. B. J. N	Sept. 4, 1962	Apr. 24, 1963	Clerk	1	11	251	133
65. M. P	May 21, 1963	Jan. 28, 1963	Nurses aid	2	2	173	121
66. L. P	Sept. 4, 1962	Feb. 14, 1963	Dietary aid	2	1	216	134
67. L. P	Aug. 1, 1962	Jan. 28, 1963	Charwoman	2	2	173	73
68. L. E. S	Oct. 2, 1962	Sept. 21, 1964	Seamstress (part time)		6	152	90
69. Le. E. S	May 1, 1962	Jan. 7, 1963	Nurses aid	2	2	206	73
70. G. S. J	Oct. 2, 1962	Feb. 25, 1963	Waitress	2	1	199	113
71. V. S	May 1, 1962	July 5, 1962	Maid	2	8	217	134
72. S. W	June 4, 1962	Aug. 23, 1962	Cleaners	2	7	238	111
73. B. W	Oct. 2, 1962	Apr. 5, 1963	Receptionist	1	11	191	134
74. D. A	Jan. 2, 1963	Aug. 26, 1963	Clerk-typist	2	6	334	134
75. A. M. B	do	Aug. 5, 1964	Beautician		7	189	130
76. G. F	Sept. 14, 1963	Sept. 14, 1964	Nurses aid		3	206	133
77. T. G	Dec. 3, 1962	Apr. 6, 1964	Charwoman		11	267	134
78. D. L	Aug. 1, 1963	Mar. 13, 1964	do	1	0	267	118
79. G. M	Nov. 3, 1962	May 14, 1963	do		10	267	73
80. L. Mc	Jan. 14, 1963	Oct. 7, 1963	do		5	267	130
81. D. N	Nov. 1, 1962	May 24, 1963	Laundry worker		10	217	111
82. D. P	May 1, 1963	Apr. 6, 1964	Laundry		11	251	84

83. L. R	Jan. 2, 1963	Oct. 21, 1964	Charwoman		4	143		148
84. R. R	do	Oct. 7, 1963	do	1	5	267		110
85. R. S	May 1, 1963	May 11, 1964	Maid		10	238		83
86. D. T	Feb. 11, 1963	Oct. 19, 1964	Seamstress		4	237		134
87. J. W	May 1, 1963	Jan. 20, 1964	Clerk-typist	1	1	323		154
88. J. R	Dec. 2, 1963	Mar. 13, 1964	Charwoman	1	0	267		122
89. T. S	Feb. 29, 1964	Mar. 6, 1965	Waitress			237		156
90. W. A	Mar. 3, 1964	Sept. 28, 1964	Dietary aid		5	241		116
91. L. H	Apr. 1, 1964	July 9, 1964	Nursing assistant		7	190		110
92. C. J	Apr. 24, 1964	Feb. 23, 1965	do			190		57
93. R. S	May 1, 1964	Oct. 26, 1964	Maid	4	4	217		97
94. B. W	do	Mar. 1, 1965	Dietary aid			241		134
95. E. K	June 1, 1964	Dec. 29, 1964	Food handler	2	2	241		105
96. E. T	June 9, 1964	Feb. 16, 1965	Dietary aid			217		134
97. M. C	Sept. 1, 1964	Feb. 23, 1965	Interviewer			333		73
98. E. W	do	Jan. 25, 1965	Food handler			191		78

Welfare Training Center—day training

	Number	Percent distribution
Total mothers admitted	168	100.0
Completed training: Currently employed	80	47.6
Completed training: Self-sustained by means other than public assistance	8	4.8
Did not complete training	21	12.5
Voluntary withdrawals	0	
Infeasible for training	15	
Transferred to other training programs	6	
Currently in training	59	35.1
Specialized training	15	
Nonspecialized training	44	

NOTE.—Training status of mothers admitted to District of Columbia Department of Public Welfare nonresidential training program, Jan. 7, 1963, through Mar. 31, 1965.

Data on mothers who completed training in the District of Columbia Department of Public Welfare Residential Center and were employed as of Mar. 31, 1965

Case name	Date enrolled	Date employed	Present position	Length of time continuously self sustained		Monthly salary (gross in dollars)	Amount of ADC grant (dollars)
				Years	Months		
1. M. A	Apr. 8, 1963	July 11, 1963	Waitress	1	8	$216	$162
2. J. A	Apr. 8, 1963	Aug. 13, 1963	Nurses aid	1	7	318	134
3. S. B	Sept. 9, 1963	Dec. 15, 1964	Clerk, cleaners	1	3	297	94
4. E. C	Feb. 5, 1963	Apr. 20, 1964	Institutional maid		10	217	134
5. V. C	May 13, 1963	Oct. 7, 1963	Custodial laborer	1	5	294	160
6. Va. C	Jan. 22, 1963	Sept. 15, 1964	IBM card operator		5	237	134
7. P. M. D	Sept. 30, 1963	Feb. 5, 1964	Hospital maid	1	1	191	178
8. J. M. G	June 18, 1963	Aug. 26, 1964	Clerk-typist		7	242	141
9. L. G	Sept. 23, 1963	Mar. 30, 1964	Dietary aid	1		231	148
10. D. G	July 15, 1963	Sept. 23, 1964	Clerk		6	281	143
11. A. G	July 8, 1963	Oct. 7, 1963	Custodial laborer	1	5	267	112
12. P. H	Jan. 29, 1963	Aug. 7, 1963	do	1	5	267	127
13. C. H	Sept. 9, 1963	Nov. 4, 1963	Nurses aid	1	4	318	140
14. G. J	Sept. 16, 1963	Mar. 30, 1964	Dietary aid	1		279	148
15. Y. K	Sept. 5, 1963	Feb. 4, 1964	Hospital maid	1	1	191	138
16. M. K	Jan. 7, 1963	July 8, 1963	Custodial laborer	1	8	267	151
17. G. L	Sept. 16, 1963	Apr. 6, 1964	Hotel maid		11	273	139
18. T. L	May 6, 1963	Aug. 7, 1963	Custodial laborer	1	7	267	123
19. D. N	Jan. 7, 1963	May 15, 1963	Folder-laundry	1	10	251	160
20. B. M	May 13, 1963	Mar. 23, 1964	Mail clerk	1		267	111
21. G. N	Apr. 8, 1963	May 13, 1964	Clerk-typist		10	303	138
22. S. P	Jan. 7, 1963	Aug. 7, 1963	Custodial laborer	1	7	267	73
23. D. M. P	Feb. 11, 1963	June 23, 1963	Nurses assistant	1	9	234	134
24. D. N. P	Jan. 7, 1963	July 23, 1963	Custodial laborer	1	8	339	128
25. S. P	July 1, 1963	Sept. 26, 1964	Clerk-typist		6	307	154
26. D. P	June 18, 1963	Oct. 7, 1963	Custodial laborer	1	5	267	134
27. M. P	Jan. 28, 1963	Oct. 16, 1963	do	1	5	267	34
28. J. S	Aug. 19, 1963	Nov. 8, 1963	Institutional maid	1	4	235	171
29. L. S	May 20, 1963	Aug. 7, 1963	Custodial laborer	1	7	267	136
30. M. T	July 15, 1963	Feb. 4, 1964	Hospital laundress	1	1	191	159
31. R. T	Aug. 5, 1963	Oct. 27, 1964	Addressograph operator		4	300	166
32. D. W	July 1, 1963	Sept. 24, 1964	Clerk-typist		6	307	68
33. G. W	May 6, 1963	Aug. 7, 1963	Custodial laborer	1	7	267	145
34. E. W	May 13, 1963	Aug. 5, 1963	do	1	7	267	122
35. Gl. W	Aug. 5, 1963	Feb. 5, 1964	Hospital maid	1	1	191	181
36. C. W	July 15, 1963	Dec. 30, 1964	Seamstress		4	240	148
37. G. G	Jan. 22, 1963	June 4, 1963	Custodial laborer		9	267	111
38. C. B	Oct. 7, 1963	Sept. 28, 1964	Dietary aid		6	258	205
39. D. W	Oct. 7, 1963	Mar. 3, 1965	Practical nurse	1	6	286	187
40. A. L. M	July 1, 1963	Nov. 27, 1963	Office worker	1	3	264	166
41. L. G	Nov. 4, 1963	Sept. 26, 1964	Clerk-typist		6	307	83

Data on mothers who completed training in the District of Columbia Department of Public Welfare Residential Center and were employed as of Mar. 31, 1965—Continued

Case name	Date enrolled	Date employed	Present position	Length of time continuously self-sustaining		Monthly salary (Gross in dollars)	Amount of ADC grant (Dollars)
				Years	Months		
42. E. S.	Nov. 14, 1963	Oct. 10, 1964	Nurses aid		3	$200	$ 89
43. G. E.	Nov. 26, 1963	Mar. 23, 1964	Custodial laborer	1		267	160
44. E. M.	Jan. 6, 1964	Mar. 23, 1964	do	1		267	154
45. M. E.	Jan. 6, 1964	Mar. 25, 1964	do	1		267	148
46. R. B.	Jan. 13, 1964	Mar. 23, 1964	do	1		267	94
47. L. M.	Jan. 14, 1964	Sept. 29, 1964	Housekeeping maid		6	204	177
48. E. G.	Jan. 27, 1964	July 28, 1964	Custodial laborer		7	267	187
49. B. W.	June 22, 1964	Sept. 29, 1964	Clerk-typist		5	307	148
50. L. S.	Apr. 8, 1963	Aug. 7, 1963	Custodial laborer	1	5	267	113
51. A. C.	July 9, 1963	Mar. 11, 1964	Hotel maid	1		184	118
52. M. W.	May 13, 1963	Sept. 9, 1963	Custodial laborer	1	6	267	186
53. L. H.	Apr. 30, 1963	Oct. 16, 1963	do	1	4	191	134
54. E. L.	Apr. 13, 1964	May 8, 1964	Press operator		10	217	138
55. S. W.	Apr. 22, 1964	Aug. 14, 1964	Clerk cashier		7	217	199
56. F. R.	May 1, 1964	Oct. 19, 1964	Hospital maid		5	217	78
57. E. G.	May 18, 1964	Oct. 14, 1964	Clerk, department store		5	267	109
58. E. D.	Aug. 24, 1964	Feb. 11, 1965	Housekeeping maid		1	237	181
59. L. E.	Aug. 20, 1964	Feb. 11, 1965	Hospital maid		1	237	154
60. C. A.	Aug. 6, 1964	Sept. 8, 1964	Press operator		3	260	151
61. J. G.	Sept. 14, 1964	Jan. 20, 1964	Waitress		1	199	97
62. M. J.	Nov. 4, 1964	Feb. 8, 1965	Nurses aid		1	206	100
63. G. S.	Nov. 30, 1964	Feb. 8, 1965	do		1	206	172
64. B. S.	Dec. 14, 1964	Mar. 8, 1965	Dietary aid		1	260	141
65. J. R.	Apr. 13, 1964	Mar. 15, 1965	Nurses aid		1	243	175
66. E. Rq.	Feb. 5, 1964	Mar. 17, 1965	Counter girl		1	260	172
67. A. B.	Apr. 20, 1964	Mar. 17, 1965	do		1	260	161
68. H. C.	Dec. 19, 1964	Mar. 17, 1965	do		1	260	172
69. C. T.	Aug. 4, 1964	Mar. 15, 1965	Switchboard operator		1	216	181
70. Et. Re.	Feb. 15, 1965	Mar. 17, 1965	Counter girl		1	260	166
71. E. S.	Oct. 19, 1964	Mar. 17, 1965	do		1	260	154
72. A. T.	Nov. 2, 1964	Mar. 16, 1965	Nurses aid		1	Training	111
73. B. Sh.	Jan. 27, 1964	Mar. 15, 1965	Folder		1	217	148
74. C. R.	June 15, 1964	Mar. 29, 1965	Dietary aid		1	258	83
75. E. M.	Mar. 23, 1963	Apr. 1, 1964	Maid	1		239	148
76. D. J.	Mar. 5, 1964	Sept. 30, 1964	Clerk-typist		6	307	146
77. M. C.	June 17, 1963	Mar. 29, 1965	do		1	307	119
78. B. Sm.	Sept. 14, 1964	Mar. 18, 1965	Housekeeping aid		1	216	113
79. R. D.	May 14, 1963	Mar. 9, 1965	Shampoo girl		1	216	148
80. V. W.	May 25, 1964	Mar. 29, 1965	Clerk-typist		1	307	148

A PREVIEW REPORT: THE FIRST THREE YEARS OF THE PUBLIC WELFARE TRAINING CENTER, APRIL 1961–APRIL 1964

District of Columbia, Department of Public Welfare

The Public Welfare Training Center is a unique program in government and community action to attempt to rehabilitate mothers with young children who receive public assistance grants under the AFDC (Aid to Families With Dependent Children) program.

This is a preview informational report of its first 3 years of operation: April 1961–April 1964.

A comprehensive report and critique during this pioneering period has been prepared and is now being edited for publication. It will be available upon completion.

—*March 1965.*

POLICY STATEMENT APPROVED BY THE BOARD OF COMMISSIONERS—FEBRUARY 21, 1961

It is the policy of the commissioner that a residential training center for aid to dependent children mothers shall be established and operated under the administration and supervision of the Department of Public Welfare.

The purpose of this center is to bring to bear the full resources of the community to enducate and train a limited number of aid to dependent children mothers to become self-supporting and socially adjusted members of the community.

An average of 30 mothers with 1 or 2 young children from among the recipients of aid to dependent children shall be offered the opportunity to participate in the project for a period of approximately 4 to 6 months.

As aid to dependent children mothers complete the training course and enter upon employment, they shall be replaced in training by a like number of aid to dependent children families in the community who wish to avail themselves of the training opportunity.

The costs of the operation shall be paid to the extent possible from aid to dependent children payments to these families.

Basic training in home management and child care will extend into education and training for employment.

Work assignments in the Center will be related to classwork, applying the skills and techniques of housekeeping, child care and other skills learned in the class sessions, to the maintenance of the residence and the operation of the day care services.

It is expected that the job skills to be developed will lead to work in hotels, restaurants, laundries, office buildings, homes, hospitals, and other establishments.

In operating the Center, the Department of Public Welfare will collaborate with the Department of Public Health, Public Schools, the Department of Recreation, the Department of Vocational Rehabilitation, and the U.S. Employment Service of the District of Columbia.

An agreement shall be made between the Department of Public Welfare and the Department of Vocational Rehabilitation for integrated services within the project. Specifically, the Department of Vocational Rehabilitation will provide vocational counseling; prevocational evaluation; work tryouts; training not available elsewhere; necessary equipment and supplies for training purposes; specialized placement where indicated; and job follow-up.

The Department of Public Welfare, to the extent possible, will secure supportive services by the appropriate agency to assure that clients who have completed their initial training will be enabled to maintain their gains in achieving social and economic stability.

THE CRITERIA MOTHERS MUST MEET FOR SELECTION

The mother must be receiving an AFDC grant.

Her children must be in reasonably good health.

The mother must not have any serious permanent disability.

The mother must be between 17 and 45 years of age.

The mother must have no more than two children in her care, and they must be between 1 and 10 years of age. She may have three children in her care, but they must all be between 2 and 5 years old.

The mother must agree to pay for room and board for herself and her children from her monthly grant.

The mother must agree to the rules and regulations of the Center.

The following information concerns the 68 mothers who enrolled in the first 2 groups in the Center and completed training.

BEFORE ADMISSION TO THE CENTER

Age of mothers

Years of age	Mothers		Years of age	Mothers	
	Number	Percent		Number	Percent
Total	68	100.0	28 to 32 years	16	23.5
17 to 22 years	24	35.3	33 to 37 years	5	7.3
23 to 27 years	22	32.4	38 to 45 years	1	1.5

Length of residence in the District of Columbia

Length of time	Mothers		Length of time	Mothers	
	Number	Percent		Number	Percent
Total	68	100.0	5 to 9 years	11	16.2
			10 years and over	17	25.0
3 to 4 years	5	7.4	From birth	35	51.4

Marital status

Status	Mothers		Status	Mothers	
	Number	Percent		Number	Percent
Total	68	100.0	Married	[1] 28	41.3
			Divorced	7	10.1
Single	31	45.6	Widowed	2	3.0

[1] Husbands in prison, 4.

Educational achievement

Grades completed	Mothers		Grades completed	Mothers	
	Number	Percent		Number	Percent
Total	68	100.0	8th grade	10	14.7
			9th grade	16	23.5
4th grade	1	1.5	10th grade	17	24.9
5th grade	2	3.0	11th grade	9	13.2
6th grade	1	1.5	12th grade	11	16.2
7th grade	0		Business college, 1 year	1	1.5

Prior employment experience

Length of employment	Mothers		Length of employment	Mothers	
	Number	Percent		Number	Percent
Total	68	100.0	1 to 3 months	23	33.8
			1 to 2 years	10	14.7
None	17	25.0	3 to 4 years	6	8.8
Less than 1 month	8	11.8	5 or more years	4	5.9

Length of time as recipients

Length of time	Mothers		Length of time	Mothers	
	Number	Percent		Number	Percent
Total	68	100.0	2 to 2½ years	10	14.7
			1 to 1½ years	17	24.9
6 years	1	1.5	6 to 8 months	18	26.5
4 years	3	4.4	3 to 6 months	10	14.7
3 years	8	11.8	1 month	1	1.5

Psychological tests

I.Q. (revised beta)	Mothers		I.Q. (revised beta)	Mothers	
	Number	Percent		Number	Percent
Total	[1] 62	100.0	80 to 89 (dull normal)	19	30.7
			70 to 79 (borderline)	17	27.4
110 to 119 (above average)	2	2.3	61 to 69 (marginal)	7	11.3
90 to 109 (normal)	16	25.8	60 and below (mental defective)	1	1.6

[1] Records of 6 tests were not available.

AFTER LEAVING THE CENTER

Job placements

Number of placements	Mothers		Number of placements	Mothers	
	Number	Percent		Number	Percent
Total	[1] 55	100.0	2 to 3	28	50.9
			4 to 7	5	8.9
1	19	34.6	8 to 9	3	5.6

[1] 13 mothers were unavailable for employment.

Economic status

	Number	Percent
Completed training—Living in community	68	100.0
Self-sustaining	51	75.0
Employed, sole support of children	26	
Employed, living with husband	10	
Employed, receiving support	15	
Sustained by means other than public assistance	10	14.5
Supported by husband	4	
Receiving workmen's compensation	1	
Supported by putative fathers of children	3	
Unemployed	2	
Sustained by public assistance	6	9.0
Illness of children	1	
Care of infant children	2	
Emotional illness	3	
Unable to locate	1	1.5

Job classification and salary

Type of job	1st position		Current position (as of April 1963)	
	Number of mothers	Average salary per month	Number of mothers	Average salary per month
Total	51	$205	51	$231
Clerical	5	257	7	287
Custodial	2	243	6	272
Domestic	0	0	2	187
Food services	10	204	9	217
Laboratory aide	1	173	1	195
Laundry worker	12	192	11	209
Maid	11	191	6	194
Nurse's aid	3	194	5	193
Photo finisher	0	0	1	283
Receptionist	0	0	1	303
Salesgirl	3	189	1	199
Seamstress	2	199	0	0
Telephone operator	1	264	1	403
Vari-Type operator	1	228	0	0

NOTE.– Of the 68 mothers, 16 were unemployed and 1 was not located.

Monthly salary range of employed mothers

Monthly salary range	Number of mothers		Monthly salary range	Number of mothers	
	Upon completion of training	Currently		Upon completion of training	Currently
Total	51	51	$250 to $299	1	9
			$300 to $349	2	5
$170 to $199	36	22	$350 to $399	0	2
$200 to $249	12	12	$400 and over	0	1

NOTE.—Of the 68 mothers, 16 were unemployed and 1 was not located.

Day care

Number of employed mothers living in the community	51
Mothers' care of children in the home self-arranged	2
Child care plans within parental family setting	13
Purchased child care services in mothers' or caretakers' home	31
Purchased "interim" child care services	3
Child care plan unknown	2

NOTE: Of the 68 mothers, 16 were unemployed and 1 was not located.

Cost of day care

	Number of mothers	Monthly cost
Total	51	$1,676.[1]
Care of children by mothers in the home—self-managed	2	No cost.
Child care plans within parental family setting—mothers sharing expenses.	13	Cost undetermined.
After school care for 1 or 2 children	5	$21 to $33.
Child care for 1 or 2 preschool children or care of 1 child combined with afterschool care of 1 or 2 children.	11	$43.
Child care for 1, 2, or 3 preschool children or a combination of preschool and afterschool care for 1 or more children.	7	$52.
24-hour foster care for 1 school child (5 days per week)	1	$54.
Child care for 1, 2, or 3 preschool children or a combination of preschool and afterschool care for 1 or more children	10	$65.
Cost of child care unknown	2	Unknown.

[1] Total monthly cost of child care plan to 34 employed mothers.

NOTE.—Of the 68 mothers, 16 were unemployed and 1 was not located.

Estimated DPW savings[1]

	Prior to fiscal year 1965	Fiscal 1965	Fiscal 1966–82	Total
Total savings	$209,095	$95,203	$1,244,750	$1,549,048
Mothers employed and supporting their families (41)	158,060	70,184	854,347	1,082,591
Mothers employed and living with husband (10)	35,203	17,399	266,886	319,488
Mothers formerly employed prior to pregnancy in marriage; husband supporting (4)	15,832	7,620	123,517	146,969

[1] Based on 55 mothers; 13 were unavailable for employment.

DAILY AVERAGE POPULATION, BY MONTH, MAPLE GLEN, CEDAR KNOLL, AND DISTRICT TRAINING SCHOOLS, FISCAL 1964 AND FISCAL 1965 TO DATE

Maple Glen School	*Daily average population*
Fiscal 1964:	
July	199
August	216
September	218
October	215
November	211
December	210
January	206
February	210
March	209
April	201
May	213
June	228
Fiscal 1965:	
July	213
August	199
September	191
October	211
November	224
December	229
January	219
February	225
March	219
April	
May	
June	

Cedar Knoll School	*Daily average population*
Fiscal 1964:	
July	446
August	432
September	426
October	453
November	456
December	478
January	494
February	492
March	488
April	487
May	498
June	478
Fiscal 1965:	
July	473
August	463
September	449
October	430
November	450
December	435
January	426
February	449
March	462
April	
May	
June	

District Training Schools	*Daily average population*
Fiscal 1964:	
July	1,134
August	1,128
September	1,150
October	1,154
November	1,091
December	1,129
January	1,191
February	1,163
March	1,144
April	1,145
May	1,156
June	1,155
Fiscal 1965:	
July	1,143
August	1,144
September	1,160
October	1,164
November	1,161
December	1,113
January	1,166
February	1,183
March	1,197
April	
May	
June	

DEPARTMENT OF PUBLIC WELFARE
OFFICE OF INVESTIGATIONS AND COLLECTIONS

Investigations completed by Office of Investigations and Collections

Fiscal year	Complaint review	PR's	CR's	CRO's	Total CR and CRO	Locations	Audit				Intake			Total all	Persons located		
							AFDC	APTD	GPA	Total audit	AFDC	GPA	Total intake		In D.C.	Out D.C.	Total located
1963:																	
Field investigation	277	369				733	[1] 1		446	447	221	183	404	[1] 2,230	464	190	654
Desk review									29	29	2	1	3	32			
Total fiscal year 1963	277	369				733	1		475	476	223	184	407	2,262	464	190	654
1964:																	
Field investigation			313	150	463	1,555	551	432	57	1,040	928	356	1,284	4,342	1,056	398	1,454
Desk review							14	[2] 2	20	36	12	10	22	58			
Total fiscal year 1964			313	150	463	1,555	565	434	77	1,076	940	366	1,306	4,400			
1965 (to Mar. 31, 1965):																	
Field investigation			107	164	271	1,387	161	5		166	1,202	429	1,631	3,455	952	421	1,373
Desk review [2]							2	0		2	8	9	17	19			
Total fiscal year 1965 (to Mar. 31, 1965)			107	164	271	1,387	163	5		168	1,210	438	1,648	3,474	952	421	1,373

[1] One of the two previously reported as complete but unclassified was in error. Case actually assigned, not investigated, "Recipient in PWTC." Other 1963 figures corrected to reflect desk reviews.
[2] Desk review totals not complete. Audit-AFDC to December 1964 only. No "Intake" figures available at time of preparation of this report.

Cash collections, fiscal year 1960 to fiscal year 1965

	Fiscal year 1960	Fiscal year 1961	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965, through Mar. 31, 1965
PAD death benefits	$54,566.73	$75,643.34	$57,348.46	$49,7[illegible]4.10	$97,139.94	$62,351.90
PAD overpayments	11,275.74	8,047.98	18,450.00	17,910.41	13,478.34	
PAD grant deductions—AEOP	0	0	0	0	15,358.00	[1] 24,985.00
PAD grand deductions—Non-AEOP	0	0	0	0	32,209.00	[1] 59,809.00
DCV	196,332.43	218,784.39	239,779.72	284,614.02	286,117.30	276,691.73
DCV death benefits	0	0	17,945.34	11,204.24	29,822.64	
DCV resident fund	0	0	0	0	0	8,480.56
District Training School	8,395.57	7,212.30	11,482.09	9,723.07	17,937.07	7,512.96
District Training School court orders	0	0	0	0	52,315.80	54,103.28
District Training School trust	0	0	[2] 64,222.44	63,566.26	70,089.07	56,338.17
Child welfare division trust	44,282.98	51,355.59	60,642.78	72,006.77	72,686.16	52,442.18
Child welfare division care	18,606.04	22,768.49	24,884.47	20,096.90	16,668.65	16,560.53
Child welfare division, juvenile court	4,376.82	4,254.13	5,938.83	4,530.13	4,809.48	4,858.33
Miscellaneous	0	854.90	3,031.89	13,410.82	8,786.16	3,749.87
Total	337,836.31	388,921.12	503,726.02	546,766.72	717,417.61	627,883.51 [3] 837,178.12
Increase over previous fiscal year	37,496.56	51,084.81	114,804.90	43,040.70	170,650.89	119,760.51
Percent	12.5	15.1	29.5	8.5	31.2	16.7

[1] Includes deductions for period Dec. 1, 1962 through Aug. 31, 1963, of $24,130 ($15,504 for fiscal year 1963) ($8,626 for fiscal year 1964).

[2] One-time conversions of $48,445.04 U.S. savings bonds of District Training School wards not reflected for statistical comparisons. District Training School collections for fiscal year 1962 were $112,667.48 including this amount, and including this conversion, total collections for fiscal year 1962 were $552,171.06.
Increase over previous fiscal year including bond conversion, $163,249.94.
Percent increase over previous fiscal year including bond conversion, 42 percent.

[3] Fiscal year 1965. 12-month estimate.

See footnote 1 above—Not included in fiscal year computations as follows:

	Fiscal year 1963	Fiscal year 1964	Total
PAD grant deductions—AEOP	$5,148.00	$3,115.00	$8,263.00
PAD grant deductions—Non-AEOP	10,356.00	5,511.00	15,867.00
Total	15,504.00	8,626.00	24,130.00

Collections by month, fiscal year 1965, juvenile court orders

	NS	BOW	Total
July 1964	$2,010.39	$9,418.51	$11,428.90
August 1964	2,094.00	9,011.01	11,105.01
September 1964	2,003.97	8,360.75	10,364.72
October 1964 [1]	1,969.81	8,514.10	10,483.91
Total	8,078.17	35,304.37	43,382.54
Less returns		75.00	75.00
Total	8,078.17	35,229.37	43,307.54

[1] Latest figure available—Jan. 21, 1965 payroll.

Juvenile court accounts for public assistance recipients

Fiscal year	Receivables				Collections						Uncollected					
	Total	Federal share	Formula (percent)	District share	Total	Percent of receivables	Federal share	Percent of total receivables	District share	Percent of total receivables	Total	Percent of receivables	Federal share	Percent of total receivables	District share	Percent of total receivables
1965 (to September 1964)	$136,797	$84,814	38.0	$51,983	$32,824	24.0	$20,351	14.9	$12,473	9.1	$103,973	76.0	$64,463	47.1	$39,510	28.9
1964	525,460	320,531	39.0	204,929	118,319	22.5	72,175	13.7	46,144	8.8	407,141	77.5	248,356	47.3	158,785	30.2
1963	509,725	310,932	39.0	198,793	123,929	24.3	75,597	14.8	48,332	9.5	385,796	75.7	235,336	46.2	150,460	29.5
1962	500,551	305,336	39.0	195,215	141,449	28.3	86,284	17.3	55,165	11.0	359,102	71.7	219,052	43.8	140,050	27.9
1961	454,008	281,485	38.0	172,523	112,518	24.8	69,761	15.4	42,757	9.4	341,490	75.2	211,724	46.6	129,766	28.6
1960	461,346	286,035	38.0	175,311	104,176	22.6	64,589	14.0	39,587	8.6	357,170	77.4	221,445	48.0	135,725	29.4
1959	301,189	159,630	47.0	141,559	74,924	24.9	39,710	13.2	35,214	11.7	226,265	75.1	119,920	39.8	106,345	35.3
1958	270,024	78,307	71.0	191,717	71,434	26.5	20,716	7.7	50,718	18.8	198,590	73.5	57,591	21.3	140,999	52.2
Totals to September 1964	3,159,100	1,827,070	[1] 42.2	1,332,030	779,573	24.7	449,183	14.2	330,390	10.5	2,379,527	75.3	1,377,887	43.6	1,001,640	31.7

[1] Percentage on totals.

NOTE.—The significant change in percentage of participation between fiscal years 1958 and 1960 was caused by a change in the basic formula, effective in October 1958. Cents have been omitted.

PAD overpayment pending referrals Jan. 1 to Mar. 31, 1965, 3d quarter, fiscal year 1965

[With fiscal year accumulations] [1]

	January	February	March	Total 3d quarter	Total 1st quarter	2d quarter	Fiscal year 1965 total to Mar. 31, 1965
Active—AEOP:							
OA	3	4	5	12	14	11	37
AB	0	1	0	1	0	4	5
AFDC	26	25	22	73	74	70	217
APTD	5	7	4	16	22	18	56
GPA	4	4	2	10	12	5	27
Total	38	41	33	112	122	108	342
Active—Non-AEOP:							
OA	2	5	6	13	23	24	60
AB	0	0	0	0	2	2	4
AFDC	56	63	69	188	158	149	495
APTD	15	17	19	51	39	49	139
GPA	12	9	17	38	24	15	77
Total	85	94	111	290	246	239	775
Total—active	123	135	144	402	368	347	1,117
Closed—AEOP:							
OA	0	4	0	4	2	1	7
AB	0	0	0	0	0	0	0
AFDC	7	12	9	28	23	17	68
APTD	0	1	2	3	8	4	15
GPA	1	3	5	9	4	5	18
Total	8	20	16	44	37	27	108
Closed—non-AEOP:							
OA	1	2	2	5	14	5	24
AB	1	0	1	2	0	3	5
AFDC	24	28	31	83	88	83	254
APTD	8	10	10	28	34	20	82
GPA	8	19	13	40	19	22	81
Total	42	59	57	158	155	133	446
Total—closed	50	79	73	202	192	160	554
Total, active and closed	173	214	217	604	560	507	1,671

[1] As reported to OIC prior to computation for money value.

Overpayments—comparison by fiscal year

Fiscal year	AEOP						Non-AEOP								Total—all	
	Active		Closed		Total		Active		Closed		Lump sum	Total			Number	Value
	Number	Value	Number	Value	Number	Value	Number	Value	Number	Value		Number	Value			
1958 [1]																
1959 [1]																
1960 [2]					15	$4,159.33	72		83							
1961					43		100		105		30				278	$85,479.80
1962					136	24,725.67	227		139		104	470	$156,439.39		606	181,165.06
1963					283	45,651.24	410		259		83	752	208,126.29		1,035	253,777.53
1964 [3]	439	$43,854.00	144	$27,064.89	583	70,918.89	1,009	$169,557.32	569	$210,879.80		1,578	380,437.12		2,161	451,356.01
1965 [4] (to Mar. 31, 1965)	343	31,647.40	103	15,192.61	446	46,840.01	775	144,458.17	446	242,503.29		1,221	386,961.46		1,667	433,801.47

[1] No records.

[2] PAD staff first instructed to send AEOP directly to OIC by PAD Manual Release No. 116, dated May 18, 1961. Prior to that time OIC has no accurate records of AEOP. Those reported for fiscal years 1960 and 1961 were those sent to this office as regular OP and determined by this office as AEOP.

[3] Does not include 226 overpayments with a value of $17,335.46 which were handled by PAD, reported to OIC in total only for July and August 1963. Recovery to be made by reduction in assistance grants as follows:

	AEOP		Non-AEOP		Total	
July	49	$3,788.23	74	$3,823.90	123	$7,612.13
August	35	2,750.37	68	6,972.96	103	9,723.33
Total	84	6,538.60	142	10,796.86	226	17,335.46

[4] Dollar value estimated for 2d and 3d quarters.

Cases in juvenile court, fiscal years 1964 and 1965 to and including March 1965—Born out of wedlock cases

	Pending cases	Current appointments to file complaints	Complaints rejected by ACC	Appointments failed or canceled	Cases closed or rejected by PAD	Cases disposed of by court	
						Orders	Dismissals
Fiscal year 1964:							
July 1963	65	27	3	1	14	11	4
August	59	28	2	11	5	12	8
September	49	28	0	0	2	20	2
October	53	37	0	0	2	35	0
November	53	39	0	2	0	15	5
December	70	45	0	3	1	22	2
January 1964	87	41	2	18	0	32	4
February	72	49	2	3	0	28	7
March	81	45	0	6	2	26	14
April	78	33	0	3	0	7	5
May	96	50	0	3	0	25	3
June	115	58	1	7	0	20	2
Total			10	57	26	253	56
Fiscal year 1965 (To and including March 1965):							
July 1964	143	27	0	12	0	8	5
August	145	52	0	7	0	22	2
September	166	50	2	12	1	25	0
October	176	53	0	12	14	24	2
November	187	48	0	4	0	18	2
December	211	52	2	15	0	37	0
January 1965	209	61	0	15	2	23	0
February	230	56	2	12	0	21	0
March	251	73	0	0	3	16	0
Total			6	89	20	194	11

NOTE.—These figures have been increased by a total of 21 cases because of an error in the monthly reports occasioned by the deduction of commitments. Commitments do not constitute a disposition of BOW cases.

Cases in juvenile court, fiscal years 1964 and 1965 to and including March 1965—Nonsupport cases

	Pending cases	Current appointments to file complaints	Complaints rejected by ACC	Appointments failed or canceled	Cases closed or rejected by PAD	Cases disposed of by court		
						Orders	Commitments	Dismissals
Fiscal year 1964:								
July 1963	230	27	0	0	42	3	0	4
August	208	24	3	2	11	2	0	13
September	201	20	4	1	13	10	6	4
October	183	38	0	12	4	20	3	52
November	130	42	1	1	2	8	1	21
December	138	12	2	3	4	9	4	4
January 1964	124	30	10	8	0	15	2	18
February	101	34	5	9	3	16	3	11
March	88	38	0	3	2	16	0	13
April	92	41	0	4	0	3	0	5
May	121	27	0	3	0	10	0	2
June	133	40	0	5	0	12	0	16
Total			25	51	81	124	19	163
Fiscal Year 1965 (To and including March 1965):								
July 1964	140	24	0	5	0	6	2	6
August	155	25	0	11	0	1	0	3
September	165	42	8	10	1	18	0	6
October	163	42	2	5	20	30	0	5
November	143	37	0	3	0	15	0	2
December	160	39	0	10	0	15	0	8
January 1965	166	64	10	5	4	6	0	4
February	201	48	6	4	3	10	0	9
March	217	45	0	0	2	19	0	13
Total			26	53	30	120	2	56

Statistical data—Burial of indigents

Fiscal year	Budget request	Appropriation	Transfer		Transfer		Negro		Caucasian		Total	
			In—	From—	Out—	To—	Number	Expenditure	Number	Expenditure	Number	Expenditure
1960	$48,048	$48,048	$31,000	PAD	$5,468	Treasury	306	$50,938	98	$22,642	404	$73,580
1961	79,550	35,550	36,000	Children's Center	3,322	Treasury	258	50,953	78	17,334	336	68,228
1962	44,550	35,550	36,000	Children's Center	12,602	Treasury	248	42,418	69	16,530	317	58,948
1963	85,550	69,000					254	44,884	63	14,108	317	58,992
1964	69,000	69,000					(1)	(1)	(1)	(1)	397	63,845
1965 [2]	69,000	69,000					(1)	(1)	(1)	(1)	325	[2] 57,596
1966 [2]	69,000						(1)	(1)	(1)	(1)	350	[2] 69,000

[1] Beginning with contract for calendar year 1964 Negro and white burials covered in same contract at same cost.
[2] Estimated.

Burial estimates fiscal years 1965 and 1966

Present (1965 calendar year) contract costs, Negro and Caucasian (vary with each burial). Universal Funeral Home, Harmony Cemetery.

Adult	$214
Child	112
Infant	71

We estimate there will be 147 additional funerals for March 1, 1965 through June 30, 1965. Total burials for the year to be 325.

Burials for fiscal year 1966 are estimated at 350 burials at an average cost of $197.00 or a total for fiscal year 1966 of $69,000.

Burials, average costs—Caucasion and Negro

Fiscal year	Negro	Cost	Average cost	Caucasian	Cost	Average cost
1957 [1]	200	$23,721.29	$118.60	74	$12,097.25	$163.47
1958 [1]	244	30,518.48	125.07	86	15,501.23	180.24
1959 [1]	327	42,976.58	131.42	104	21,987.10	211.41
1960 [1]	306	50,938.08	166.46	98	22,642.14	231.04
1961 [1]	258	50,953.35	197.49	78	17,334.33	222.23
1962 [1]	248	42,418.00	171.04	69	16,530.22	239.56
1963	254	44,884.84	176.71	63	14,107.66	223.93
1964:						
July–December 1963	180	29,210.92	162.28	28	5,308.02	189.57
				Total	Cost	Average cost
February–June 1964—No racial differentiation				189	$29,326.31	($155.16)
Grand total, fiscal year 1964				397	63,845.25	160.81
1965 to Mar. 31, 1965				206	30,904.50	150.02

[1] Total burials and costs from FAO. Discrepancies in amounts due to difference in cutoff for accounting. OIC counts from day request sent to undertaker. FAO count from date of burial.

Cost per burial

Year	White	Negro	Combined total average
1958	$181	$124	$139
1959	223	132	151
1960	231	166	182
1961	222	197	203
1962	240	171	186
1963	224	177	186
1964 [1]			161
1965 (estimated) [2]			177
1966 (estimated) [3]			197

[1] Beginning with the contract for calendar year 1964 Negro and white burials are covered by the same contract and at the same costs.

[2] This is based on an estimated 147 funerals from Mar. 1, 1965, through June 30, 1965, at an average cost of $214. Total number of burials estimated at 325 at a total cost of $57,596.

[3] Based on an estimate of 350 funerals at $197.

Field investigation referrals, fiscal year 1965 (to Mar. 31, 1965)

	Intake			Audit				Complaints			Locations	Total—All
	AFDC	GU	Intake total	AFDC	APTD	GPA	Audit total	CR	CRO	Complaint total		
Balance, June 30, 1964	236	70	306	58	3	0	61	38	16	54	1,028	1,449
Assigned	1,210	441	1,651	181	5	.....	186	93	237	330	2,117	4,284
Total	1,446	511	1,957	239	8	.....	247	131	253	384	3,145	5,733
Withdrawn, no investigative credit	7	3	10	.....	1	.....	1	6	6	12	158	181
Total	1,439	508	1,947	239	7	.....	246	125	247	372	2,987	5,552
Completions	1,202	429	1,631	161	5	.....	166	107	164	271	1,387	3,455
Balance, Mar. 31, 1965	237	79	316	78	2	.....	80	18	83	101	1,600	2,097

Persons located:	
In the District of Columbia	952
Out of the District of Columbia	421
Total	1,373

Field investigation referrals, fiscal year 1964

	Intake			Audit				Complaint			Locations	Total—All
	AFDC	GU	Intake total	AFDC	APTD	GPA	Audit total	CR	CRO	Complaint total		
Balance under field investigation, June 30, 1963	85	30	115	66	----------	47	113	33	----------	33	634	895
Assigned to field investigation	1,080	398	1,478	545	440	10	995	320	168	488	2,027	4,988
Total	1,165	428	1,593	611	440	57	1,108	353	168	521	2,661	5,883
Withdrawn, no investigative credit	1	2	3	2	5	----------	7	2	2	4	78	92
Total for investigation	1,164	426	1,590	609	435	57	1,101	351	166	517	2,583	5,791
Completions by investigation	928	356	1,284	551	432	57	1,040	313	150	463	1,555	4,342
Balance under field investigation, June 30, 1964	236	70	306	58	3	0	61	38	16	54	1,028	1,449

CWD—parental support referrals

	Parental support
Fiscal year 1964:	
Balance on hand, beginning	655
Received	655
Total	1310
Completed	789
Balance, end of fiscal year	521
Fiscal year 1965:	
Balance on hand, beginning	521
Received	463
Total	984
Completed	591
Balance, Mar. 31, 1965	393

CWD—parental support, fiscal year 1965

Number of accounts, Mar 31, 1965	486
Total accounts receivable through Mar. 31, 1965	$281,270.58
Number of families making payment	137
Total amount collected through Mar. 31, 1965	$15,084.47
Average payment for families who paid	110.10
Percentage collected	5.4

CWD—parental support, fiscal year 1964

Number of accounts, June 30, 1964	480
Total accounts receivable for fiscal year 1964	$271,031.99
Number of families making payment	128
Total amount collected fiscal year 1964	$16,673.65
Average payment for families who paid	$130.26
Percentage collected	6.2

Relative responsibility referrals filed with corporation counsel, fiscal year 1965 (to Mar. 31, 1965)

Category	Number	Date referred
APTD	1	July 20, 1964
OA	1	July 23, 1964
APTD	1	Nov. 12, 1964
APTD	3	Mar. 29, 1965
Total	6	

Recapitulation: OA, 1; APTD, 5.

RESTORATIONS REQUESTED

Senator BYRD. Now, Mr. Brewer, let us take the items up that you are asking to have restored. Would you please justify them?

Mr. BREWER. Yes, sir; Mr. Chairman.

PLANNING, FINANCE, AND MANAGEMENT SERVICE

The first position that we asking for restoration is in our planning, finance, and management service.

Senator BYRD. What page is this, Mr. Brewer?

Mr. BREWER. This is page 74 of the appeal document, I believe, sir.

Senator BYRD. All right.

Mr. BREWER. Yes; this is correct. This is an assistant to my personnel officer. We have been fortunate enough to expand our total personnel over the past number of years. We have a very heavy workload in welfare. There is no one to assist the personnel officer in handling all of the special new and expanded programs. These include the merit promotion program, disciplinary actions, classification surveys, and recruitment activities. We have 2,936 authorized positions. I am told that the Federal ratio is about 135 employees to each personnel position. Our ratio is about 1 to 267. As an example, for instance——

Senator PROXMIRE. Will you give those figures again?

Mr. BREWER. Yes, sir.

FEDERAL STANDARD

The Federal standard is 1 position in personnel for each 135 authorized position. Ours is approximately 1 to 267. This includes, of course, recruitment, all of the civil service examining work for the department, all of the separations, promotions, and many other personnel actions. As an example, just this past month of March we had 136 different actions. 60 accessions, 2 reassignments, 22 promotions, 34 separations, and 18 other actions.

In classification and in other work we are behind in our surveys. This is the area in which I feel it is most vital that I keep up a standard ratio, because recruitment, particularly in the hard to fill jobs, is difficult at best. When we have someone that is interested in joining our staff, I am anxious that we process their application as soon as possible.

Senator PROXMIRE. What would the ratio be if you got the request.

Mr. BREWER. The ratio if we got the position we're requesting would be 1 to 259. This ratio is based upon the House allowance and this appealed position.

Senator BYRD. Was this position requested last year?

Mr. BREWER. Yes, sir.

Senator BYRD. How much money did the House allow under administrative services?

Mr. BREWER. $13,940. This was $6,048 for within grades, $7,892 for the Pay Act, and that was it.

NEED FOR POSITION

Senator BYRD. Do you feel that this position is pretty badly needed?

Mr. BREWER. Yes, sir, I do. I need the position to relieve the personnel officer so that he can give his attention to the broader aspects of the program—improve processing so we can bring people on duty as expeditiously as possible and help our division improve personnel standards. He now has too many people reporting directly to him and needs to be relieved of details.

As I indicated previously, we do do our own examining work for social workers and for several other categories. This is an important phase of our work. Our personnel office needs strengthening more than any other unit.

I therefore feel that this is of utmost importance. I have indicated in the past that it is in the personnel section we have carried our greatest overtime in the central office, and we have had people on duty almost every Saturday. There is a limit to the amount of overtime we can expect our people to carry in this respect.

FUNDS LAPSED DUE TO UNFILLED POSITIONS

Senator BYRD. I do not believe I asked for the amount of money that had lapsed because of positions not having been filled, did I, Mr. Brewer?

Mr. BREWER. No, sir, you did not.

Senator BYRD. Mr. Herman, would you supply us this across the board?

Mr. HERMAN. Yes, sir.

Senator BYRD. The amounts of money that have lapsed by virtue of positions going unfilled. Any questions on this item?

Senator PROXMIRE. Not on this item.

(The information requested follows:)

AUTHORIZED POSITIONS, VACANCIES AS OF MAR. 31, 1965, AND SALARY OF LAST INCUMBENTS, AND ESTIMATED SAVINGS FOR FISCAL YEAR 1965

Appropriation and agency	Total positions		Salary of last incumbents	Estimated savings, 1965—based on Mar. 31, 1965 data
	Authorized	Vacant as of Mar. 31, 1965		
General operating expenses:				
Executive office	41	1	$8,234	$18,000
Department of general administration	716	19	137,069	25,000
Regulatory and miscellaneous agencies:				
Alcoholic beverage control	28	1	6,547	
Administration of parole laws	41	1	8,520	6,000
Death investigations	16	1	18,277	4,000
Administration of insurance laws	24	2	15,857	5,000
Administration of wage, safety and hour laws	22			11,000
Filing and recording property and corporation papers	68	4	18,250	8,000
Public Service Commission	29	1	18,273	
Planning and zoning	12	1	19,405	4,000
Board of Appeals and Review	4	1	4,824	8,000
Commissioners' youth council	16	1	6,547	18,000
Office of Urban Renewal	11	3	26,742	1,000
Council on Human Relations	5			2,000
Total, regulatory and miscellaneous agencies	276	16		67,000
Occupations and professions	56	1	4,911	5,000
Public library	488	5	28,542	200,000
Veterans' affairs	12			2,000
Buildings and grounds	318	14	81,232	80,000
Surveyor	38	2	9,565	10,000
Total, general operating expenses	1,945	58		407,000
Public safety:				
Corporation Counsel	118	6	41,203	20,000
Metropolitan police	3,275	157	959,898	100,000
Fire department	1,476	43	259,812	75,000
Civil defense	13			12,000
Courts:				
Juvenile court	139	10	84,879	30,000
General sessions	221	8	71,262	75,000
Court of appeals	16			6,000
Tax court	3			2,000
Total courts	379	18		113,000
Corrections	936	36	275,264	40,000
Licenses and inspections	406	19	134,856	30,000
National Guard	25			6,000
Total, public safety	6,628	279		396,000
Education: Public schools:				
Teachers	6,019	15.5	133,688	
Classified and wage board	1,709	19	74,570	
Total, education	7,728	34.5		340,000

AUTHORIZED POSITIONS, VACANCIES AS OF MAR. 31, 1965, AND SALARY OF LAST INCUMBENT, AND ESTIMATED SAVINGS FOR FISCAL YEAR 1965—Continued

Appropriation and agency	Total positions		Salary of last incumbents	Estimated savings, 1965—based on Mar. 31, 1965 data
	Authorized	Vacant as of Mar. 31, 1965		
Parks and recreation:				
Recreation department	302	8	$49,921	$60,000
National Capital parks	626	41	272,646	
National Zoological Park	212	12	91,258	5,000
Total, parks and recreation	1,140	61		65,000
Health and welfare:				
Vocational rehabilitation	95	6	21,756	30,000
Public health	3,769	120	953,554	520,000
Public welfare	2,802	254	1,161,721	140,000
Total, health and welfare	6,666	380		690,000
Highways and traffic:				
Highways and traffic	1,502	[1] 203	[2] 188,018	70,000
Motor vehicles	223	7	34,421	40,000
Motor vehicle parking agency	13	1	4,036	30,000
Total, highways and traffic	1,738	211		140,000
Sanitary engineering:				
Sanitary engineering	3,061	134	700,608	450,000
Washington aqueduct	336	31	196,174	45,000
Total, sanitary engineering	3,397	165		495,000
Grand total	29,242	1,188.5		2,533,000

[1] Includes 170 positions payable from capital outlay funds.
[2] Current value of 33 positions payable from operating funds.

CHILD WELFARE DIVISION

Senator BYRD. The next item.

Mr. BREWER. The next item, Mr. Chairman, we are requesting positions in our Child Welfare Division which is the division that provides for our children in foster home care, children under protective service in their own family, delinquent children under supervision by the department, and adoption.

The request to the House was for 38 positions and $347,314.

The House allowed us $47,210 Pay Act, $26,226 within grade, $2,500 of the $5,000 requested for homemaker service, $39,000 for clothing, and $1,000 for orthopedic supplies, but no positions were allowed by the House.

Now, this is the group of positions that I have tried to speak to as forcibly as I can. As I have indicated before, our first approach in child welfare is to try to keep children in their own home. If we have staff to work with the families when we get reports from schools or other agencies that a child is not getting along well at home, we like to move in and work with the family to prevent a disruption. This is our protective services program. I have four such units now, a unit consists of five workers and a supervisor. I am requesting one additional unit for this service.

Senator BYRD. These are the positions which this subcommittee added, I believe, over and above the budget estimate.

Mr. BREWER. Yes, sir.

Senator BYRD. The year before last.

Mr. BREWER. In fiscal 1963?

Senator BYRD. Yes.

Mr. BREWER. These positions were essentially the same positions that were allowed by the Senate. The other group of positions that I am strongly in need of is in the intake service.

Senator BYRD. Yes.

Mr. BREWER. One unit is for foster home finding. I believe it was 3 years ago the Senate allowed one additional foster home unit for this purpose.

Senator BYRD. Yes.

Mr. BREWER. Which provides two.

VACANCIES IN CHILD WELFARE DIVISION

Senator BYRD. Now, in your Child Welfare Division, Mr. Brewer, how many positions are presently vacant?

Mr. BREWER. In the Child Welfare as of Mar. 31 there were 34 vacancies, 27 in the social work positions. Of the 27 social work positions—2 reported today, and 8 are in process. This reduces my social worker vacancies by 10. I indicated I believe at the opening of the hearings, Mr. Chairman, that I am greatly encouraged in recruitment for case workers in this division. We have been carrying up until several months ago the basic requirement of the master's degree in social worker, 2 years as an entrance in all child welfare positions, and this is the area of persons in which we have the greatest scarcity. We made a very careful survey of our positions, and while I have no desire to reduce standards—because this is a most important program, we have refined our positions. We have reduced some to the GS–7 level, so that we may recruit at the college graduation level and use the Government entrance examination. We have just started to do this in this first group that we are processing as a result of this, so that in spite of the vacancies that occur in this program, I am very much encouraged just within the last month, and I believe we can carry these positions and fill them as we did the first group that we received in 1963.

Senator BYRD. Do you feel that you can fill the vacancies——

Mr. BREWER. Yes, sir.

Senator BYRD (continuing). And also recruit for these new positions?

Mr. BREWER. Yes, sir; I do, because I have two sources of recruitment now, the master's level and the basic level.

BASIS OF POSITION RESTORATION REQUESTS

Senator BYRD. Is the restoration for the 38 new positions based on a 6-month period or a 9-month period?

Mr. BREWER. This is a 9-month period.

Senator BYRD. Nine months?

Mr. BREWER. Yes, sir.

Senator BYRD. So you would hope to have this filled by say September of this year?

Mr. BREWER. I would hope to have them filled by this fall.

Senator BYRD. October?

Mr. BREWER. Yes, sir; September–October.

JUSTIFICATION OF POSITIONS REQUESTED

Senator BYRD. As I have already indicated, this committee has been very receptive to requests for positions in Child Welfare. Why do you not justify, if you can briefly, each of the positions involved. You are asking for three relief clerks, for example.

Mr. BREWER. Yes, sir. In the Child Welfare Division, unlike Public Assistance, we carry one unit clerk per case work unit. A unit is a supervisor and five workers, and includes one unit clerk. In Public Assistance you will recall we carried two unit clerks because of the heavier clerical load.

Senator BYRD. So the three relief clerks would enable you to set up three units.

Mr. BREWER. They would be available——

Senator BYRD. For the three units.

Mr. BREWER. No, sir. The unit clerks we are requesting here are the four unit clerks required for each of the four new Child Welfare units plus three. The three relief unit Clerks who would substitute in case of illness and annual leave. I have no substitutions or relief for any of my unit clerks in Child Welfare. This means that a case worker gets involved in telephone and clerical work whenever we have an absence if we cannot double up.

The four unit clerks at the GS–4 level that appear directly above this are for the new units that I am requesting.

Senator BYRD. I see.

JUVENILE COURT LIAISON REPRESENTATIVE

Mr. BREWER. The first position that we are requesting restoration of is the GS–12 liaison representative with the juvenile court. This is a position I have requested previously and it has been recommended by Judge Miller of the juvenile court.

Senator BYRD. I thought we allowed that last year.

Mr. BREWER. No, sir.

Senator BYRD. Did we not?

Mr. BREWER. The Senate did allow it.

Senator BYRD. That is right, the Senate did.

Mr. BREWER. The Senate did allow it. It did not come out in the final bill. As you know, we carry cases with the juvenile court, both in the area of dependency and in delinquency. Our case workers have to appear as witnesses. I try to keep a representative in the court during as many of the court hearings as possible, particularly in delinquency actions. Other matters that relate to the court such as problems that come up during hearings when the judges want special consultation require more than the full time of one person. The four GS–11 supervisor positions are for the four units that I am requesting. I am requesting one additional GS–10 case analyst. This person will review our foster home placements and our foster home vacancies, to insure that we are filling them as fast as possible. He will check also on any special cases that we feel require followup.

REQUEST FOR CASE WORKERS

The request includes 20 GS–9 case workers. This is to establish four additional units. Two of these would be in intake, one for protective service and one for foster home care.

We have just completed this past month a special foster home drive. We received 580 inquiries that have progressed to the stage where we feel they should be studied further. About 60 of these today are actually in the application stage. We have been using the group method to try to shorten the study process. We have been meeting with the prospective foster parents as groups after we complete the telephone inquiry. Now, the speed with which we can process these homes depends on the number of workers that are available. I have 10 in the foster home finding unit at the present time. You will recall, I believe it was the 1963 appropriation, we doubled the number of foster home finders, which resulted in a sizable increase in the number of foster homes available. I need additional staff in this area, because while we are anxious to get foster homes, obviously we have to study carefully these homes. We have to be sure that the people can provide for the children and provide for them properly. This is as important as recruitment.

The Congress provided two recruiters 3 years ago. This has been a great help to us. We have been meeting with church groups and other groups creating interest but we have to have the social workers to do the actual home study.

FOSTER HOME CARE

Senator BYRD. Are you having success in your drive to find foster homes?

Mr. BREWER. Yes, sir. I think we are. We have had a steady interest in terms of foster homes. During the month of April, to spur this interest we had a special drive, using radio and TV communications and working with local church groups and so forth. During this month we had 580 inquiries that went beyond the telephone stage. I am told that the applications represent the highest caliber of persons that we have had for many years. As a result, we are very hopeful we'll develop many new foster homes.

Today we have 868 foster homes available. This represents a substantial increase.

Senator PROXMIRE. How many is that?

Mr. BREWER. 868, Senator Proxmire.

ADDITIONAL FOSTER HOMES NEEDED

Senator PROXMIRE. How about the other side of the ledger. How many foster homes do you need?

Mr. BREWER. We could use in my opinion, sir, twice this many in terms of the number of children we have to place if we are to reduce the population of Junior Village, and if we are to provide homes for the children that need them. Continuing our emphasis on what I refer to as our protective services, and keeping as many children as possible in——

FOSTER HOME PAYMENT

Senator PROXMIRE. You are not asking for an increase in the foster home payment?

Mr. BREWER. We are not asking for an increase in the foster home board payment in this budget.

Senator PROXMIRE. It was increased recently I understand from $57 to $75.

Mr. BREWER. It was increased this fiscal year, yes, sir.

Senator PROXMIRE. Do you feel that $75 is adequate?

Mr. BREWER. At this point I am not sure that it is, but I think we have two problems in regard to foster homes. One is the money payment and one is the availability of homes. Many people do not have space enough to take extra children into their homes. There are other motivating factors which work against people becoming foster parents in this area—the number of positions available with the Government with fringe benefits. Many more women are working today than were in the past. One reason we made this foster home drive was to find out if board rates and incomes made a substantial difference in being able to recruit foster parents. We are tabulating this information.

PILOT PROGRAM WITH FAMILY AND CHILD SERVICES

We are also trying a pilot program with Family and Child Services, a private agency in Washington.

They have a grant from the U.S. Children's Bureau to demonstrate the feasibility of small group homes. The agency rents the home and provides the parents with a small service fee for taking care of the children plus the board rate. Both of these items—the group foster home and the level of the board rate are under study. We will have a firm position on this request for our 1967 budget.

ACTUAL COST OF MAINTAINING A CHILD

Senator PROXMIRE. How does $75 compare with the actual cost of maintaining a child including everything?

Mr. BREWER. Our actual board rate, Senator, varies from $70 for infants——

Senator PROXMIRE. I understand there is a variation. $75 is a maximum?

Mr. BREWER. $75 is the maximum for the older child, in addition to this we provide clothing, which amounts to an average of about $9 or so a month. But the foster home rate provides for bare cost at this time, with very little for the extras, such as school expenses, recreation, etc.

Senator PROXMIRE. So the good foster home parent providing a fairly adequate home for the foster child has to probably contribute something himself?

Mr. BREWER. In most instances I think they would have to contribute something themselves for the extra items that are mentioned, yes, sir.

FOSTER HOME BOARD RATE COMPARED WITH OTHER CITIES

Senator PROXMIRE. How does this compare with other cities?

Mr. BREWER. Our foster home board rate is comparable. I have it here for the surrounding counties—I would like to point out, also, because this comes up in other areas, we do have a special fund that permits me to pay up to $150 or $200 for children with special needs.

Senator PROXMIRE. I understand.

Mr. BREWER. This is up to the discretion of the director. Some States do not have this special fund. I have here the board rate for

Prince Georges County. I can submit this in detail for the record. I will be glad to.

Senator BYRD. I believe I have asked you for that.

Mr. BREWER. I can give you a summary of it.

Senator PROXMIRE. I don't want the details.

Senator BYRD. I wanted to make sure I did include this in my request.

Mrs. CHAMBERS. Yes, sir; you did.

COMPARISON WITH ADJACENT COUNTIES

Mr. BREWER. In Prince Georges County, for example, for infants up to 6 years, the board rate is $58.50 as compared to the board rate of $60 which we can pay.

Senator BYRD. Does that include clothing in the case of the county to which you referred?

Mr. BREWER. Yes, sir, for this it does.

Senator BYRD. In both instances?

Mr. BREWER. Yes, sir.

Senator BYRD. The figures include clothing. Clothing is to be had in addition to those figures?

Mr. BREWER. In this instance for Prince Georges County the board rate of infants to 6 years is $58.50 including clothing. For the District of Columbia, and these overlap, our board rate is $65 and we give clothing in addition to this. Montgomery County is approximately the same.

Senator PROXMIRE. Approximately the same as Prince Georges?

Mr. BREWER. Yes, sir. Montgomery County for infants to 6 years is $58.50. For 6 to 12 years it is $64. They pay $88 for children 12 years and older as compared to $78 in Prince Georges County.

In Fairfax, Va., they have a basic board rate and have, in addition, an annual clothing allowance. They have a basic board rate in Fairfax County which is $50.

Then they have $5 extra for children from 1 to 5, $6 for children 6 to 9 years, $7 for children 10 to 12, $10 extra for children 12 and over. So the comparable rate would be $56 including clothing, and they give a spending money allowance. For children in the first grade 75 cents a week, older children $1, and up to $1.50. These vary again by counties. The rate that we are paying now in general compares with the surrounding counties, if we compare all items.

Senator PROXMIRE. What I had in mind was how this compares with other cities, comparable cities of this size.

Mr. BREWER. Yes, sir, I have the——

Senator PROXMIRE. I don't want detail on this.

Mr. BREWER. We are paying approximately the same except for New York City. I am sorry I do not have this information with me.

Senator PROXMIRE. It is comparable?

Mr. BREWER. For Baltimore, which is comparable in size to Washington, I have the board rate. Their rate is $50 for infants up to 6 years, with a $8.50 clothing allowance. This is $58.50 as compared to our allowance of $65 with clothing.

USEFULNESS OF RECRUITING SERVICE

Senator PROXMIRE. Do you think, from a practical standpoint, the most useful thing we could do to help place children in foster homes is step up this recruiting service that you have done?

Mr. BREWER. Yes, sir. Recruiting service and the other supporting staff which I am requesting to keep children in foster homes. The more foster homes I have, the more workers I need to supervise and support the foster homes. This is also requested. I have requested also an additional five workers for my foster home supervision unit.

Senator PROXMIRE. While it would help to increase this on the basis of the statistics you have given me and the fact that there was a recent increase I presume makes it look as though it would be difficult to get it accepted.

Mr. BREWER. I consider for this 1966 budget that the most urgent need is for supporting staff, to recruit the foster homes, to study them and keep them once we get them.

Senator PROXMIRE. What is the caseload?

CASELOAD

Mr. BREWER. The caseload varies by the type of service. Foster home finding is not carried on a caseload basis. We carry it in terms of the number inquiries. A worker can handle, assuming it is a normal application without complications, approximately 20 completed applications a week.

I also have with me the caseload figures for the other caseload units. At March 31, we had 6,265 children under care totally. The total number of social work positions is 106. So this broken down into all areas makes an overall average of approximately 60 families per worker.

Senator PROXMIRE. Historically do you consider this to be a heavy load?

Mr. BREWER. Yes, this is heavy in protective services right now. We are carrying caseloads between 30 and 40 families. In protective services, where you are dealing with the family in the community, you may be involving 2 parents and up to 4 or 5 children, the caseload should not be greater than 20 or 25 families.

Senator PROXMIRE. It is twice as heavy, isn't it, more than twice as heavy?

Mr. BREWER. Yes, sir.

Senator PROXMIRE. Another justification for this increase?

Mr. BREWER. Yes, this is why in this unit, in this budget, I am asking for an additional position in this service.

Senator BYRD. The average that you gave to Senator Proxmire, is that the average per authorized position?

Mr. BREWER. That is the average per authorized position.

Senator PROXMIRE. So it would be heavier in view of the fact that you have vacancies?

Mr. BREWER. That is right, it is much heavier where we carry vacancies. The caseloads vary by type of service. We carry a much smaller caseload in our adoption service, for example, where the cases of course are carried intensively for a year during trial adoption. The caseloads throughout the division are above standard. The caseloads particularly in protective services are above standard.

AID TO DEPENDENT CHILDREN'S PROGRAM

Senator PROXMIRE. There is no secret about the fact that there is a division in this Committee on the aid to the dependent children's program. I wonder if you could tell if this would be an appropriate place, what effect this will have in the event that the House decision to provide for 6 months, as I understand it, some 33 positions and so forth for aid to dependent children, and $341,000, if that should be sustained, would that have any effect on this request? Would this relieve somewhat the burden?

Mr. BREWER. No, sir.

Senator PROXMIRE. Would it relieve the pressure?

Mr. BREWER. It would not relieve the burden to the extent that it would affect this request, Senator.

Senator PROXMIRE. Would't this reduce the number of children for whom foster homes would be necessary in the long run?

ADMISSIONS TO JUNIOR VILLAGE

Mr. BREWER. An analysis of the reasons for admission to Junior Village indicates, and of course since we do not deal with the unemployed parent, our material on this is not as strong as it should be, but the reasons for admissions to Junior Village vary. The actual admissions, to Junior Village due to the separation of parents is only one of the factors. I can give you the exact breakdown.

I think that a program for unemployed parents should contribute toward keeping more families together. I cannot——

Senator PROXMIRE. When you keep families together, doesn't it have the effect or providing a home for a child, his own home?

Mr. BREWER. Yes, sir.

Senator PROXMIRE. And therefore make it less necessary that the child enter Junior Village?

Mr. BREWER. Yes, sir; but the Senator asked me the impact on my child welfare positions.

Senator PROXMIRE. Yes.

Mr. BREWER. I have to point out the children come to me, to Child Welfare, for a variety of reasons.

Senator PROXMIRE. This is one of them?

Mr. BREWER. And this is one of them. For instance from January through March of this year 11 cases admitted to Junior Village because the father deserted and the mother was without income.

Senator PROXMIRE. January through March?

Mr. BREWER. January through March of this year, father deserted, mother without income. I had five cases father or paramour unemployed. I had 124 cases involving evictions, 21 of which was due to the father being unemployed. The family was separated because of housing. For 124 admissions during this 3-month period, the cause of admission was inadequate housing including 95 evictions.

Assuming the father is unemployed and leaves home because he does not have employment, this would relieve the burden to that extent. But I am merely pointing out that there are many other factors which relate to the child welfare load.

Senator PROXMIRE. If the father leaves the home it would relieve the burden. It would relieve the burden also to some extent on the

basis of the statistics you have given us, if we had an aid to dependent children's program.

Mr. BREWER. To some extent, yes, sir; but not to the extent that——

Senator PROXMIRE. You still have a big need, obviously.

Mr. BREWER. The program for the unemployed will not reduce anticipated child welfare needs for this year. The program for unemployed parents is requested in the first place for only 6 months of the next fiscal year, and I still feel that with the size of my caseloads, that the positions requested will be needed.

Senator PROXMIRE. You are asking for about a 25-percent increase, is that right?

Mr. BREWER. No, sir. I am asking for a total of four increased units in child welfare.

Senator BYRD. While you are looking that up, Mr. Brewer, for the sake of rounding out the whole record, I wish you would insert in the record this sheet that you were reading from in answering Senator Proxmire's question.

Mr. BREWER. Yes, sir.

(The document referred to follows:)

REASONS FOR ADMISSIONS TO JUNIOR VILLAGE

(For 3 months: Jan. 1, 1965–Mar. 31, 1965)

Reason		*Total children*
Housing		124
Evictions	93	
Homeless—Father unemployed	21	
Family without housing (overcrowded)	8	
Deserted by mother		36
Mother in hospital		35
Placed by Woman's Bureau (children home alone, dirty, no food)		33
Placed by Public Assistance Division		21
Behavior problem in home, foster home, or relatives' home		21
Mother without adequate income, destitute, homeless		17
Father deserted—Mother without income		11
Foster mother ill in hospital		8
Committed as dependent by juvenile court		7
Cruelty (for protection of child)		6
Father or paramour unemployed		5
Maternal grandparents evicted—Nonpayment of rent. Granfather refused to pay rent because older children refused to help		4
Mother jailed		4
Unrelated caretaker could no longer provide care		4
Mother emotionally unstable		3
Placed by juvenile court		3
Father in jail; mother without income and housing		3
Collapse of foster home placement		2
Grandparents could not continue to provide care		2
Placed from private institutions		2
Friction in sister's home		1
Removed from Children's Center by court order		1
Transferred from Birch Cottage—Children's Center		1
Mother in institution		1
Rejected and neglected by mother		1
Total		356
Admissions:		
January		131
February		118
March		107

There were 53 readmissions included in the 356 total.

CHILD WELFARE UNITS

Mr. BREWER. I have 19 units.

Senator PROXMIRE. Nineteen and you ask for four, that would be close to 25 percent.

Mr. BREWER. Yes.

Senator PROXMIRE. 20 percent at least.

Mr. BREWER. Yes, sir.

Senator PROXMIRE. If you had 20 and you asked for 4 more, it would be a 20-percent increase.

Mr. BREWER. That is correct, sir.

Senator PROXMIRE. But your load is such that you could obviously justify a much larger request than this, and, therefore, any diminution that might flow from an ADC program would still leave you with far more work to do than you have people to do it.

Mr. BREWER. Yes, sir; as I have indicated before, we need to get to these families early before crises occur, whatever the crisis may be. When these cases first come to our attention if we can begin work with the family—help them find employment, help them with whatever the problem may be—we are able to avoid separating the children from the parents. This, I think, is our basic——

Senator PROXMIRE. I can't think of anything more important than keeping the child with his mother, with his family and in his home, for many reasons.

POSSIBILITY OF CLOSING JUNIOR VILLAGE

Senator BYRD. Mr. Brewer, while you are on this subject of foster home payments, the suggestion has been made that possibly the rates for foster home care should be greatly increased, and an effort made to close Junior Village down.

What do you think about this? Is there a certain hard core group of children at Junior Village for whom you would never be able to find foster homes or get back into their own homes?

Mr. BREWER. Yes, sir. I think that in a community, an urban community, there is and always will be a need for a temporary shelter for children. There are children who come to our attention at various times of the day and night. There are children who come to our attention at various ages. There are children who come to our attention with emotional and other problems. I think I indicated as long as 2 or 3 years ago with some reluctance that if this very package was approved that we are still talking about, I would make every effort to bring the Junior Village population down to a 500 level.

I think with increased foster homes and with increased services that we are beginning to see some effects. Our caseload is 60 in public assistance, with increased protective services and with increased foster homes. I am not able to predict what I think a normal size for Junior Village should be, Senator. For a community of this size, if we take into consideration the physical needs and all other conditions, an institution for 150 to 200 children should be adequate. These children would be there for relatively short periods of time.

POTENTIAL FOR FOSTER HOMES

Senator BYRD. Do you think the potential eixsts in this community for foster homes to the extent that you could get this population at Junior Village down to the hard core?

Mr. BREWER. I think we have to remember that from Junior Village almost 80 percent of the children go back to their own homes. We have two ways of approaching the Junior Village problem. We have to work with parents so they can take their children back and we need to direct them to various other programs which will help them in the community. We have to develop foster homes and possibly a series of small group homes which can care for five or six children.

BOARD RATES

The board rate which was approved for this year actually went into effect November 1 of last year. My experience through this fiscal year plus the information I am collecting as a result of our current recruitment will provide the basis for my recommendations in 1967. I think that in some instances increased foster board rates would get us more people, but I think we are also realizing that we are dealing with scarcities in housing and space and other problems which retard recruitment in addition to board rates. We need to isolate these factors in order to move forward on this program.

Senator BYRD. So you don't feel that it is possible, or perhaps I had better say practicable, to eliminate Junior Village entirely?

Mr. BREWER. Not entirely; no, sir.

Senator BYRD. All right.

NUMBER OF CHILDREN IN JUNIOR VILLAGE

Senator PROXMIRE. Would you indicate what the ideal size might be in a community of this size, or the objective might be to cut it down to 150 or 200 children?

Mr. BREWER. Yes, sir.

Senator PROXMIRE. What is it now—around 600?

Mr. BREWER. No, it is 792 today.

COST PER CHILD

Senator TYDINGS. What is the cost per child?

Mr. BREWER. The per capita costs at Junior Village is $297 a month.

Senator TYDINGS. Per child?

Mr. BREWER. Yes, sir.

Senator TYDINGS. I was interested when Senator Proxmire queried you about how much of a relationship there would be in the event we increased the amount payable to sponsors of foster children and the relationship to Junior Village, and then you, I think, indicated that you couldn't absolutely state that it would normally follow one to the other that if the amount were increased necessarily Junior Village would decline in its population.

Then you gave us some figures, I think, for the months January through March, on the reasons why children were there. I think you

included father deserted, or father or man in the home unemployed, evictions, housing conditions.

What relationship do you think there would be to the population of Junior Village if the Senate goes along with the House's request insofar as the aid to dependent children of unemployed parents? Isn't that program designed to keep the family together, or preventing the very problems which you raised in your answer to Mr. Proxmire?

Mr. BREWER. Yes, sir; for the unemployed family. I think, Senator, there are also many other reasons—I still have to be conscious of all of the reasons.

Senator TYDINGS. Certainly. There is no snap answer. I am aware of that.

REASONS FOR ADMISSIONS TO JUNIOR VILLAGE

Mr. BREWER. I think that to the degree, and as I have indicated the reasons for admissions during a 3-month period, and this has been a fairly normal 3 months, if the reason for the family breakdown is the unemployment of the father, which was given in these cases that I have recorded here, this would relieve Junior Village of the admission of perhaps 50 to 60 children during this period if I take just the figures that I have here.

Senator TYDINGS. Right.

Mr. BREWER. And I think that when we are dealing with unemployment, and we are dealing with family breakdown, it is always very difficult for us in welfare to know at which point this occurred.

Senator TYDINGS. Surely.

Mr. BREWER. Because we come in after the crisis, in most instances.

STUDY OF FAMILIES OF CHILDREN IN JUNIOR VILLAGE

Senator TYDINGS. This would seem, just those figures you gave us would seem to sort of correlate to go along with that study that the Howard University School of Social Work did on the families of children placed in Junior Village. Are you familiar with that?

Mr. BREWER. I saw one draft of it; yes, sir.

Senator TYDINGS. It was back in 1962. It cited 23 families with 82 children who had been forced to place their children in Junior Village because of man in the house or mother unable to work, something along these lines.

Mr. BREWER. Yes, sir.

CASELOAD PER CASEWORKER

Senator TYDINGS. Let me ask you this. You got to talking about caseload. What is your caseload per caseworker in your Department of Welfare?

Mr. BREWER. Senator, I would have to give it to you by divisions. It varies. For public assistance——

Senator TYDINGS. Isn't it approximately 110?

Mr. BREWER. In public assistance; yes, sir.

Senator TYDINGS. Let's leave it at public assistance.

Mr. BREWER. Yes, sir.

Senator TYDINGS. Of course, if your authorized positions were filled, it would be down considerably lower, wouldn't it?

Mr. BREWER. That is correct. The overall caseload for filled positions is 110.

Senator TYDINGS. Right.

PUBLIC ASSISTANCE VACANCIES

Mr. BREWER. In public assistance I am carrying only eight vacancies in this category. Now, this is an overall average assuming that all positions are filled. I think I have also——

Senator TYDINGS. How many positions aren't filled?

Mr. BREWER. I think I have this, also, in terms of my caseloads. With all positions filled, the overall caseload would be 95 as of April.

Senator TYDINGS. If all of the authorized positions were filled, what would your caseload be?

Mr. BREWER. Ninety-five.

Senator TYDINGS. Let me ask you, are you having the same problem filling these positions over all public assistance as you described in your description of your problem filling caseload workers in your testimony here?

Mr. BREWER. No, sir; I am not, because in public assistance we carry casework positions, we have always carried casework positions at the two levels.

Senator TYDINGS. At both levels?

Mr. BREWER. And what I have done is actually moving into that same distribution in child welfare, so that the caseload turnover and the caseload recruitment has not been as difficult.

EFFECT OF POSITION UPGRADING

Senator BYRD. If the Senator will yield at that point, did the upgrading of positions by this committee 2 years ago assist you in filling these positions, Mr. Brewer?

Mr. BREWER. Yes, sir. We upgraded. There were two levels of upgrading. The basic level of upgrading was to the GS–9 level which we have established for our service caseloads, and our turnover in this respect, of course, in the past 2 years has decreased. As I indicated, in Child Welfare, where we required the masters degree, we have moved both ways.

Senator TYDINGS. Let me ask this. It makes quite a bit of difference whether the worker has 110 cases to handle or 95. When you are handling 110 cases per worker, it makes it a little bit difficult to spend adequate time, doesn't it?

Mr. BREWER. Yes, sir.

CASELOADS IN OTHER CATEGORIES

Now, Senator, we have had increase in our caseworkers, particularly in the aid to families with dependent children, which are the family cases.

Now, the caseload in this category is 70, and—for instance, we have one caseload in aid to the blind which is 202. This varies by category. If the positions that——

Senator TYDINGS. Your general public assistance is 161.

Mr. BREWER. Our general public assistance is 161. The positions allowed by the House will permit us to reduce all of our AFDC caseloads to the 60 level, and one reason that the general public assistance load is as heavy as it is is that we have had an increase in that category.

WELFARE INVESTIGATORS

Senator TYDINGS. Now, you have a rather large investigative staff. Just what does a welfare investigator do?

Mr. BREWER. The welfare investigators are used in four principal areas. The first, is the location of missing parents.

Senator TYDINGS. Location of missing parents?

Mr. BREWER. Missing parents, yes, sir: the second is the review of all complaints received or referred by the social worker or by any section of the department.

The biggest function it performs at the present time is a 100 percent intake review of general public assistance and aid to families of dependent children cases after approval by the social worker, the intake review.

Senator TYDINGS. In other words, after a social worker makes a determination that a family is eligible for public assistance then an investigator goes up and checks and makes certain he made the right decision?

Mr. BREWER. That is correct, sir. And we have a small group of investigators that are working on a regular audit review in AFDC cases.

Senator TYDINGS. What do you mean? What is the difference between that and what you just said?

AUDIT REVIEW

Mr. BREWER. The audit review in reviewing cases that were active in the AFDC caseload as of January 1963: a certain number of cases each month, in order to complete the audit on that caseload.

Senator TYDINGS. You mean these cases might not have been audited, might not have been checked——

Mr. BREWER. That is correct, they have not been audited in terms of the audit review. We made a random sample review of the AFDC caseload in fiscal year 1962.

Senator TYDINGS. You didn't have a fullscale 100 percent review until 1963?

Mr. BREWER. We had a random sampling audit prior to fiscal year 1963, and the 100 percent audit review was for the caseload as of January 1, 1963.

Senator TYDINGS. What is the fourth reason? What is the fourth area? You said there were four. You gave me locate missing parents.

Mr. BREWER. Complaints.

Senator TYDINGS. Hundred percent audit review?

Mr. BREWER. Complaints is the second one, intake review——

Senator TYDINGS. Collections?

Mr. BREWER. Intake review and this last audit review which is a special audit of the AFDC caseload.

Senator TYDINGS. What about collections? Are they responsible for collections?

Mr. BREWER. Collections are not handled by investigators. We have our regular collections officers.

Senator TYDINGS. They don't do any collection work?

Mr. BREWER. No, sir.

WORK OF INVESTIGATORS

Senator TYDINGS. What is the caseload of each investigator?

Mr. BREWER. Investigators do not carry caseloads.

Senator TYDINGS. They do not? How many cases do they do at a time?

Mr. BREWER. Cases are assigned to them by their supervisors. They usually are investigating, I would say, 8 to 15 cases at one time, but they do a complete audit and a complete investigation, and then pick up on another case. They do not carry caseloads as do the case workers.

Senator TYDINGS. Now, do you know any other major city that has a hundred percent intake audit review?

Mr. BREWER. No, sir; I do not.

NUMBER OF INVESTIGATORS

Senator TYDINGS. Did you state how many investigators you have in your office?

Mr. BREWER. There are 77 field investigators.

Senator TYDINGS. Do you know how many investigators the city of Baltimore has?

Mr. BREWER. No, sir; I do not.

Senator TYDINGS. I wish you could secure for the record the Bureau of Family Services report of Health, Education, and Welfare, December 1964. If I were to tell you that Baltimore has 12, Cleveland has 11, New York City has 19, would that come as a surprise to you, or would you think that would be approximately the norm for cities of these sizes?

Mr. BREWER. I would think this would be approximately what a city of this size would have if we were not doing full audits. I don't know, of course, the functions of those investigators.

NEW YORK CITY SOCIAL WORKERS

Senator TYDINGS. Do you know how many social workers New York City has?

Mr. BREWER. No. sir; I do not. They have a tremendous caseload.

Senator TYDINGS. Over 4,000, and they have some 400,000 people on public assistance, and they have 19 investigators. Why is it that New York City can get along with 19 investigators and we in the District of Columbia have to have 77?

Mr. BREWER. Well, sir, I do not know how the workloads are assigned in New York. I could not answer this question.

We found ineligibility in our caseloads. It was decided that we should have an intake review and an audit review to insure that our loads were eligible, and this has been the program we have followed.

Senator TYDINGS. Let's take the percentage of cases now investi-

gated or audited in your last year. How many of those cases, what percentage showed evidence of violation of rules and regulations?

Mr. BREWER. Would you like Mr. Galvin to give this? He is in charge of the investigation, sir.

Senator TYDINGS. Sure.

Mr. GALVIN. In AFDC in the last year, sir?

Senator TYDINGS. Yes.

INELIGIBLES DETERMINED

Mr. GALVIN. In intake AFDC, of the answers that we have received, 50.7 percent were ineligible.

Senator TYDINGS. What was that again?

Mr. GALVIN. Of the final decisions received from PAD in the AFDC intake review.

Senator TYDINGS. That is the aid to dependent children?

Mr. GALVIN. That is the aid to families of dependent children, 50.7 percent were found to be ineligible.

Senator TYDINGS. Fifty percent of those cases investigated you found that the original caseworker had incorrectly judged the case and that, therefore, the child was not eligible for assistance, is that right?

Mr. GALVIN. Of the cases investigated and answers received. We do not always receive answers immediately on cases we investigate. There is a constant backlog awaiting PAD decisions. So we have to say of the decisions that we have received, not of investigations that we have completed. As of December 1964 there were over 900 cases still awaiting PAD final decisions.

REVIEW OF PUBLIC ASSISTANCE DIVISION CASES

Senator TYDINGS. Let's take those cases that you actually received answers on where investigation was complete. This is as of December 31, 1964. How many cases were reviewed and how many cases that you found they hadn't handled them properly?

Mr. GALVIN. We sent to PAD from January through June 1964, 554 reports, and from July through December 839. We received back from PAD for the period January——

Senator TYDINGS. What is PAD?

Mr. GALVIN. That is Public Assistance Division. The social worker has the responsibility for either opening the case or closing the case. This is not a responsibility of the investigator.

Senator TYDINGS. Right.

Mr. GALVIN. For the period January through June 1964, we received from PAD 420 final decisions, of which 213 or 50.7 percent were cases closed subsequent to our review.

For the period July through December 1964 we sent to PAD 839 reports. We received 552 decisions. Of those decisions, 238 or 43.1 percent were cases closed subsequent to our review.

Senator TYDINGS. What do you mean cases closed subject to our review?

Mr. GALVIN. Subsequent to our review.

Senator TYDINGS. Subsequent to our review—what does that mean?

Mr. GALVIN. After we had investigated the case and sent our report to PAD, they closed the case.

Senator TYDINGS. Does that mean that they disallowed the aid?

Mr. GALVIN. That is right. They are no longer on assistance.

Senator TYDINGS. In other words, you are saying that for the year, 50.7 percent of all of the cases which the caseworker felt the child was entitled to public assistance, your investigator said they were not entitled, or felt they were not, and, of course, once that decision is made, is this correct, Mr. Brewer, that is it?

Mr. BREWER. No, sir.

Senator TYDINGS. What happens then?

PROCEDURES FOLLOWED TO DETERMINE ELIGIBILITY OF CASE

Mr. BREWER. I would like to explain this, Senator. The investigator reports the facts to the agency.

Senator TYDINGS. Right.

Mr. BREWER. The agency reviews the investigator's report, and takes what action they think is correct.

The investigation reports do not recommend that assistance be given or not given. They report the facts to the agency, and they take the action.

Senator TYDINGS. I am interested in this because this means so far, that of the aid to dependent children, you have got over one-half of all the work done by the caseworkers in Washington in your department has now been reviewed. I want to go through this step by step. It has been found that for one reason or another the judgment of the caseworker was fallible or incorrect. Now, it is appealed to the agency. What do you do? And what happened in 1964 with these cases?

Mr. BREWER. I don't catch your question, sir; in terms of appeal to the agency.

Senator TYDINGS. I just said is it final when the investigation——

Mr. BREWER. No, sir.

Senator TYDINGS. You said no; it goes to someone else?

Mr. BREWER. The investigation report goes to an evaluation unit in public assistance to the social worker, and the social worker determines whether or not the case is ineligible in terms of the facts presented by the investigator.

Senator TYDINGS. Make that layman's language. Who does what?

ACTION ON CASES

Mr. BREWER. The caseworker closes the case or keeps it open.

Senator BYRD. In other words, contrary to the rather prevailing view around here, the investigator does not close the case?

Mr. BREWER. No, sir.

Senator TYDINGS. That is what I want to know. What happens?

Mr. BREWER. In no instance does the investigator close the case. He makes a full report on the case.

Senator TYDINGS. To whom?

Mr. BREWER. To the public assistance division social worker.

Senator TYDINGS. To the public assistance division social worker?

Mr. BREWER. That is correct, sir.

Senator TYDINGS. Is that a department chief or is that a person who has so many cases or what is the difference between the social worker and the original caseworker that did the original investigation and was audited?

Mr. BREWER. There is no difference. The same worker may not have the case at this time. If I can go through this for you again, sir——

Senator TYDINGS. I wish you would.

Mr. BREWER. In order to insure that the investigator's report is properly evaluated, when Mr. Galvin's report goes to public assistance, it goes into what is called our evaluation unit. From there it is forwarded down to the unit in which the case is active.

Senator TYDINGS. Does the evaluation unit do anything with it?

Mr. BREWER. Not at this point, sir.

EVALUATION UNIT

Senator TYDINGS. Who is on the evaluation unit?

Mr. BREWER. We have about seven people. They have other functions, also. They carry the quality control review for the Federal agency.

Senator TYDINGS. Are you on it?

Mr. BREWER. No, sir.

Senator TYDINGS. What type of people are on it?

Mr. BREWER. These are——

Senator TYDINGS. Caseworkers, social workers, investigators?

Mr. BREWER. These are experienced public assistance social workers.

Senator TYDINGS. Then it goes from the evaluation unit down to a social worker?

Mr. BREWER. That is correct, sir.

Senator TYDINGS. Is that a social worker who is also subject to audit?

Mr. BREWER. Yes, sir.

Senator TYDINGS. And then what does the social worker do?

Mr. BREWER. The social worker takes the appropriate action. If the report shows that there are any deficiencies other than closing, these are corrected.

We sometimes find incorrect rent or other items. This is corrected. If the report shows sufficient grounds for ineligibility, the case is closed.

This is reviewed by the social worker, her supervisor, and by this quality control unit.

RESTATEMENT OF PROCEDURE

Senator TYDINGS. Now, let me see if I follow this properly. We start with the original case worker.

Mr. BREWER. Yes, sir.

Senator TYDINGS. We then have the intake audit. The intake audit rejects 50.7 percent of all the assistance allowed the children under this particular program.

It then goes to the evaluation unit. The evaluation unit sends this down to a social worker. The social worker studies the case. Take me from there. What happens then?

Mr. BREWER. The social worker takes any corrective action that is needed. If the facts in the opinion of the social worker makes the case ineligible, they close the case.

Senator TYDINGS. So there is one alternative. The case can be disallowed and the judgment of the investigative unit upheld?

Mr. BREWER. That is correct.

Senator TYDINGS. At this stage. All right. That is one.

Mr. BREWER. The facts presented by the investigative unit, in the opinion of the social worker, do not warrant withholding the grant.

Senator TYDINGS. You mean, in other words, they would uphold the original judgment of the social worker.

Mr. BREWER. That is correct.

The third alternative is that certain elements within the grant may need adjustment, that is if the rent has changed, if the living conditions have changed, if there are any factors affecting the amount of the grant, this would be adjusted by the social worker.

FINAL DETERMINATION OF ELIGIBILITY

Senator TYDINGS. Now, tell me this, either Mr. Galvin or Mr. Brewer. Of the 50.7 percent figure, is that figure the final result for 1964 or is that the result before it went to the evaluation unit and to the social worker?

Mr. GALVIN. If I could correct this figure, that figure is for the first 6 months of the calendar year 1964.

Senator TYDINGS. Let's work with this.

Mr. GALVIN. The figure is 46.4 percent for the calendar year 1964.

Senator TYDINGS. I am not too much concerned with either, particularly.

Now, let's take the 50.7 for the first 6 months. Is that figure the final result or is it the result before the social worker investigates the case?

Mr. BREWER. This is final.

Senator TYDINGS. The final result?

Mr. GALVIN. This is the final result after the social worker has examined the report, reviewed the report and made the decision on the case.

Senator TYDINGS. What would be the figures for the initial challenge, that is to say the initial audit, intake audit review? Is it exactly the same or would it be more?

Mr. GALVIN. They would be about 10 percent higher. Between the time that we investigate a case or because of some of the circumstances changing, the social worker will make a decision that the case is not totally ineligible or it is partially ineligible. This factor usually involves an overpayment.

Senator TYDINGS. Would it be fair to say then for approximately the first 6 months of this year that, as a result of the intake audit in the area, plus or minus a few percent, say 60 percent of the cases would have been disallowed, and then as a result of the evaluation unit, the social worker, the checker and so forth and so on, the final result or the final figures would be the 50.7 percent? Would that be accurate?

CIRCUMSTANCES MAY CHANGE AFTER DECISION OF SOCIAL WORKER

Mr. BREWER. I think, Senator, if I may say, too, in reporting these cases we realize that very often this is not always an error at the time the social worker made her decision. Circumstances will change. The investigators may be into the situation 3 or 4 months after the original case work decision was made, so that there are changing factors. We use the term "closed after investigation" because there are a variety of factors involved in this.

SIX MONTHS' CASE REVIEW

Our situations are very mobile, and family units change. A factor may change that was correct at the time the worker made the decision. We try to review our cases, the caseworkers review their cases in AFDC every 6 months. We are trying to get this down now to every 3 months.

Senator TYDINGS. Let me ask you this, just a query. Is there any morale factor or problem with 50 percent of the work of a caseworker being overturned? I mean does that bother your social workers at all? I want to direct——

Senator PROXMIRE. What is your reply?

Senator TYDINGS. You say it doesn't bother them at all?

Mr. BREWER. No, sir; I didn't.

Senator PROXMIRE. I thought you answered. I beg your pardon.

Senator TYDINGS. What is your answer?

Mr. BREWER. I said, of course this is not 50 percent of any single social worker's load.

Senator TYDINGS. I understand that.

Senator PROXMIRE. In some cases it is 95 percent.

Mr. BREWER. But it certainly is a concern to workers morale if they find irregularities in actions that they have taken. It is a morale factor to that extent; yes, sir.

Senator TYDINGS. It would have to be a morale factor.

Mr. BREWER. Yes, sir; I said it would, definitely.

Senator TYDINGS. It must be a serious morale factor, isn't it?

Mr. BREWER. Well, I think that it is a morale factor that would concern them; yes.

SITUATION IN OTHER CITIES

Senator TYDINGS. Certainly it is a serious morale factor. I would like to know, is there any other city in the United States that has a complete intake audit of all the public assistance for aid to dependent children?

Mr. BREWER. Not that I know of, Senator.

Senator TYDINGS. Do you know of any, Mr. Galvin?

Mr. GALVIN. None that I know of, sir. When we started back in 1955, we were one of three units throughout the country doing locations. We were the third city to start. By 1962 this program had progressed to the point where the Department of Health, Education, and Welfare instituted a location investigative service in every State. So I don't know what the result of this will be.

Senator TYDINGS. Let me ask you this, Mr. Galvin. Your men, the investigators, if they have to review each case, intake case, they

must be pretty expert, they must become pretty expert in this general area, don't they?

Mr. GALVIN. We have two types of review systems. We send the case first to our OIC evaluation unit. This is composed of highly skilled experts in the field of public welfare. There are eight people in this unit. They prepare a schedule from the PAD record showing the factors of eligibility and the proofs that the social worker has obtained. This schedule goes, then, to the investigator. After a period of time and training, the investigators do become quite skilled in the area of PAD eligibility rules.

Our biggest problem is our large turnover due to investigators being trained by us and transferring to higher level jobs in other governmental agencies.

EFFICIENCY OF PRESENT SYSTEM

Senator PROXMIRE. Do you have any system here for having the investigators and the caseworkers sit down and work out something that is more efficient? It seems to me there is something drastically wrong here, there should be some way in which the caseworkers can be in a better position to make the right judgment the first time. You say the average is about 50 percent. This would mean in many cases you would have a good record, in others a bad record, relatively bad, in the sense they would have many objections. It would seem to me where you have somebody who would have 75 or 80 percent of their cases turned down, that either the audit group is completely wrong and far too strict or the caseworker is badly out of line, and that somehow you could straighten it out and correct it for the future.

Mr. BREWER. This is what we are trying to do, Senator, in the quality review unit that I mentioned to you in the Public Assistance Division. One of the reasons we are analyzing now, and we do this in the Federal Quality Review, is to try to isolate those factors which carry—which are the most difficult, and in which the worker has the most difficulty in maintaining eligibility, and we have just started, as a matter of fact, we started in April, a series of remedial training groups for caseworkers by unit in specific factors that are isolated. Those have been isolated by our quality control unit

We need to do further analysis of the type you mentioned in terms of the individual reports with the individual workers.

With the change in caseloads, and in the time periods lapsed, it is not always, as I indicated, the same worker whom we find carrying the case as they did at the time the situation occurred.

IMPROVEMENTS IN PROGRAM

The purpose of the investigation and the quality control, in my opinion, is, of course, to be sure, first, that our rolls are maintained with eligibles. But equally important is to bring out other factors that help us in our total workload. Now, I think we have made some improvement in our program. We have had some increased workers, we have had some increased clerical assistance. The time of our workers in the field has increased. I have been concerned because our workers had so much paperwork they do not get out in the field.

About a year ago they were spending only 19 percent of their time in the field. We are up this month to about 26 percent in the field, because the workers with the caseloads they are carrying, and the changing elements and the changing factors in these cases, must have close contact with their families. It is the only way we can give service, and this is the only way we can assure that we maintain eligibility.

Senator PROXMIRE. Is the big reason they are overworked that the caseloads are too big, they do not really have a chance to investigate the cases?

Mr. BREWER. Yes, sir. The workload and the frequency with which they are able to meet with their families is certainly one factor.

Senator TYDINGS. Have you ever considered the fact that you might take some of the investigators and put them to work—if they are doing this work in any event—doing a complete audit from top to bottom, and they are at least 50 percent correct, and the caseworkers are wrong, why don't you come up with some sort of a plan for putting the investigators working in the casework field?

REDUCTION IN CASELOAD NEEDED

Mr. BREWER. I think this is one factor. I think the other factor is to try to reduce our caseloads so that we can manage them. I have not come up with any such plan because we have been attempting to complete our basic audits, and this has been a decision that was reached, and I think that we have to continue it until we are sure ourselves that our caseloads are consisting of those who are eligible.

Now, by reducing the investigators, I still think we need certain elements in the cases that investigators can be of help on, that do not require the time of the worker. We do have to check resources, we do have to check a number of things in these programs that I do not think require a caseworker to do.

WORK OF INVESTIGATIVE STAFF

Senator TYDINGS. But you are coming in here asking us to approve new positions, caseworker positions, for welfare and your various departments when you have an investigative staff which, as far as I am able to determine, and I would like to have any facts to the contrary, is completely disproportionate in size to either caseworkers or your caseload, or completely disproportionate to the size of any other major metropolitan city in the United States.

I can appreciate, I understand, some of the history. But I think you ought to do some work, and I think you ought to be giving us some information, some figures, as to how we can work some of these investigators right into the caseworker category. I mean, I just do not see how you can justify that size of an investigative force when you are crying for caseworkers to do the actual work your department is set up for.

Have you undertaken any plans like that?

Mr. BREWER. No, I have none at this point.

Senator TYDINGS. Would you consider it?

Mr. BREWER. I would consider it. I feel that I need increased social workers, and I have not asked for any increased investigators. I think that we have asked each year for increased social workers.

Senator TYDINGS. You ask for four new investigators under the aid to dependent children of unemployed parents.

Mr. BREWER. That is correct, for a sampling.

Senator TYDINGS. We are looking here for ways to save money as well as to spend money, and either there is a tremendous inefficiency somewhere in the line when 50 percent of your people are wrong on the initial go-around or else there is an awful lot of weight on the payroll somewhere along the line.

POSSIBILITY OF DIFFERENT VIEWS ON ELIGIBILITY REQUIREMENTS

Senator PROXMIRE. Could I ask, is there a dispute, do you think, in the minds or hearts of the social workers, caseworkers, over the eligibility requirements? Are some of them, perhaps, requirements that work such a hardship that the caseworker will come in and recommend case after case, where a person with a generous spirit and with sympathy and understanding and compassion would normally recommend, but the law is cruel and unfair?

Mr. BREWER. No, sir; I do not.

Senator PROXMIRE. Is that an explanation?

Mr. BREWER. No.

Senator PROXMIRE. There is no conflict in the law on eligibility?

Mr. BREWER. I think that the caseworkers make every effort to enforce the eligibility regulations and law that we have. I think they do an excellent job under the circumstances, and I think that they work conscientiously to try to establish eligibility in accordance with our laws and regulations.

Senator TYDINGS. One of the things, Mr. Brewer, that bothers me, is the morale factor. As a former U.S. attorney where we worked closely with the investigative agencies, and we had the right to decline to prosecute if we had gone over the shoulders, I suppose it is entirely different, but I am concerned with the overall effect of a complete intake audit, and over every caseworker on every case.

RESIGNATIONS OF CASEWORKERS

Have you had any resignations which you feel, of caseworkers, competent caseworkers, who complained to you that they were resigning because of this complete investigation system?

Mr. BREWER. No, sir; I have not. I have reasons for the resignation of workers since July 1, 1964.

Senator TYDINGS. Have you yourself reviewed, do you review, any of these cases?

Mr. BREWER. Do I personally, sir?

Senator TYDINGS. Yes.

Mr. BREWER. I have not reviewed—the only cases I review are those that come to the Director on appeal from the recipient.

Senator BYRD. Mr. Brewer, would you include in the record those reasons for social worker resignations?

Mr. BREWER. Yes, sir.

Senator BYRD. Would you include that in the record.

(The information referred to follows:)

Reasons for personnel separations, July 1, 1964–Mar. 25, 1965

	Social service	Clerical	Total
Employment within DPW:			
Director's Office	[1] 3	2	5
PAD–DVR project	2		2
PWTC	2	1	3
CWD	1	2	3
FAO		1	1
IOC		1	1
DCV		1	1
Total	8	8	16
Employment outside DPW	3	4	7
Subtotal, employment	11	12	23
Return to school	3	3	6
Moved out of area	4	1	5
Illness	1	3	4
Full-time housewife	3	1	4
Personal reasons	1		1
Total	23	20	43

[1] Quality control unit.

FOOD AND RENTAL ALLOWANCE

Senator TYDINGS. Let me ask you, Mr. Brewer, a couple of other questions. You have not requested any increase in the welfare allowances for food or for shelter?

Mr. BREWER. No, sir; not this year, sir.

Senator TYDINGS. When was the last time?

Mr. BREWER. The food allowance was approved on 1957 standards, and the rental allowance on 1953.

Senator TYDINGS. When were they approved on the standards, what year?

Mr. BREWER. 1957, sir.

Senator TYDINGS. There has been no change in the food allowance since 1957?

Mr. BREWER. No, sir.

Senator TYDINGS. That is what, approximately $4.20 per person per week, 60 cents a day?

Mr. BREWER. Yes, sir.

Senator TYDINGS. Now, according to the family food plans of the Department of Agriculture publication, October 1964, it is estimated that the average weekly cost per person in the USDA low cost food plan was actually $6 a week.

Mr. BREWER. Yes, sir.

Senator TYDINGS. Do you think that that 1957 standard is adequate?

Mr. BREWER. No, sir; I do not.

Senator TYDINGS. Do you consider requesting an addition?

DEVELOPMENT OF STAMP PLAN

Mr. BREWER. I did not consider a request this year. We have been working towards the development of the stamp plan which will help because we hope this will go into effect July 1, which means that for the dollar value of the grant the recipient will be able to purchase up to the standard that will be established by Agriculture. I have been particularly concerned, Senator, in the matter of rents, because our rental standards are much below this.

Senator TYDINGS. I was going to get to that. Your rental standard now is based on 1953.

RENTAL PAYMENT STANDARD AND HOUSING

Mr. BREWER. There are two problems involved in our rents. One is the low-grant for rentals, and the other is the availability of adequate housing. We have been going this year, both my staff and the advisory council, intensively into this matter so that we are trying to provide recommendations for the next budget which will involve not only increase in rental standards but some quarantee and provision that our recipients will get better housing for what we pay.

Our standard now is based on the size of family without relation to the quarters provided. In other words, if we have a family with five children, we pay a rental, a maximum rental. They may be living in two rooms or four rooms, and they may be paying $90, and we pay $64. But we still give the same amount, which is not equitable. We have studies underway now as to the availability—what I am trying to establish is what I call an entitlement standard. If you have three children you are entitled to so many bedrooms, and against this entitlement standard we now have studies underway about the going rents for the standards, and if we do recommend an increase in the grant, which I intend to do to the Board of Commissioners in my next year's budget, we will build into it some guarantee that recipients are living under circumstances that provide them with adequate housing.

Senator TYDINGS. I am very concerned with that because there was some testimony last week before Senator Byrd when he had his all-day, all-evening session. Your family of nine or more children is allowed $76 per month, I think.

Mr. BREWER. Maximum rental.

Senator TYDINGS. Maximum.

MAXIMUM RENTAL PAYMENTS

Mr. BREWER. Two adults. The $76 maximum starts with two adults and seven children, and this is the highest we pay.

Senator TYDINGS. That is right.

Actually even the Bureau of Labor Statistics reports that in D.C. among families with income below $3,000, housing costs amount to or approximately are $87 per month, and I mean that would be the bare minimum. So that any family of any size is going to have to really borrow on their food money just to try to have some place or a roof over their heads.

Mr. BREWER. Except the families we have in the National Capital Housing, and this is approximately 1,100. In National Public Housing we pay the so-called economic rent which is the basic rent for public housing.

Senator TYDINGS. Do you feel we ought to, this Committee ought to, consider anything at this time or should we wait for your report and your formula?

Mr. BREWER. I think that the——

Senator TYDINGS. I do not know what the Chairman's feelings are on it, but I do know that 20 cents a meal or 60 cents a day for a kid, for food, is cutting it mighty fine.

Do you have any thoughts for us?

Mr. BREWER. My recommendations, as I said, I am trying to get the food stamp program started for July 1 which will be immediate relief in terms of out-of-pocket money for food. In terms of the rental standards, I have no figures prepared at this point.

Senator PROXMIRE. Would the Senator yield at this point?

Senator TYDINGS. Yes.

LEGISLATIVE PROVISION REGARDING FOOD AND RENT COSTS

Senator PROXMIRE. The obvious rise in cost of living, the rise in the cost of food and the rise in the cost of rent since 1953 or 1957 is pretty easy to determine. It is a statistic everybody knows, and it is broken down for food and it is broken down for rental.

Would there be any possibility in the future of having—or any wisdom, in your judgment, in having—a provision that there be an allowance each year for a rise in these costs which are clear and definite and subject to statistical verification? There is no question in my mind that since there has been no increase since 1957 in food, they just are not getting enough food. It is just simple arithmetic, just the same as rent.

Mr. BREWER. I think the Senator's suggestion is very valid, that the Department in presenting its annual budget would reflect in the grant request cost of living in food and rental which would be one of the basic requests—this is the only way this standard would be maintained throughout the years.

Senator PROXMIRE. It has suffered attrition.

Mr. BREWER. This is not impractical to do. We are many years behind our studies in keeping them current.

Senator PROXMIRE. Hundreds of labor unions do this all over the country in negotiating a cost of living increase in wages.

PUBLIC ASSISTANCE STATISTICS

I do not want to get off the subject, but if I can just ask, because this has troubled me since you mentioned it a while ago. It has troubled me some. It costs $297, you said in reply to Senator Tydings, for each person at Junior Village, and you said 50 to 60 would not have gone to Junior Village if we had an aid to dependent children program.

Senator BYRD. Did you say that?

Senator PROXMIRE. That was my understanding, in the first 3 months of this year; is that correct?

Mr. BREWER. The reason for admissions to Junior Village.

Senator PROXMIRE. I understood you to say something of that kind.

Mr. BREWER. Yes, sir. Among the reasons for admission, were 21 homeless children where the father was unemployed, and 11 where the father deserted.

Senator PROXMIRE. That was for 3 months.

Mr. BREWER. That was 3 months.

Senator PROXMIRE. And your figure was, perhaps, for the year?

Mr. BREWER. I said this was a 6-month program, sir.

Senator PROXMIRE. I have before me the public assistance grants statistics which show the aid to dependent children $32.56 is the estimate per child. Is it fair to say the cost to the District would have been between $1,600 and $2,000, in that general neighborhood, if we gave aid

to these dependent children, and $15,000 to $18,000, because we do not have the program? What is wrong with those statistics that I am suggesting here? Do you see what I am saying?

Mr. BREWER. Yes, sir.

Senator PROXMIRE. Under the present, the cost of Junior Village is $297 per child. Multiply that by 50, and it is about $15,000, a litle bit less; multiplied by 60 it is about $18,000. On the other hand, ADC children were receiving benefits that are averaged throughout the country on the basis of ADC, the ADC program statistics here, the cost to the District would have been only a little more than 10 percent of that; is that right?

Mr. BREWER. If the family could have received assistance for the unemployed, and all other factors being equal; yes, sir.

Senator PROXMIRE. Fine. That is what I wanted to determine.

I did not mean to interrupt your other questions, which was very interesting.

DEPENDENT CHILDREN CASES CLOSED RESULTING IN TRANSFER TO JUNIOR VILLAGE

Senator TYDINGS. Let me ask you one other thing, Mr. Brewer, or maybe Mr. Galvin. Of the 50 percent of the cases of the request for dependent children which were closed out and reduced, do you have any idea how many children ultimately, and if you can find out, I would like to know, wound up in Junior Village? Can you find that out for me?

Mr. Galvin, can you find that out?

Mr. GALVIN. We can give you the cases, that can be done, but it will take a little time. We have made this study before in prior hearings.

Senator TYDINGS. Right.

Mr. GALVIN. We do have that information available.

Senator TYDINGS. Because I would be interested. I think it is along the same point that Senator Proxmire made.

Mr. GALVIN. We found relatively little in the studies that we made went to Junior Village.

Senator TYDINGS. It would be a good point we should have here in the record.

(The information referred to follows:)

OIC, in its AFDC intake review investigation for the period January through June 1964, received from PAD 213 final decisions showing cases closed subsequent to investigation by OIC.

There were 671 children in these 213 cases which were checked against the files at Junior Village to see whether any of the children were placed in Junior Village as a result of the OIC investigation report. This check disclosed that children of 3 families (1.4 percent) of the 213 cases could be attributed to the action taken by Public Assistance Division in closing the case as a result of the OIC investigative findings. There were six children (0.9 percent) in the assistance group of the three families. Five children (0.7 percent) were placed in Junior Village.

The details on these cases are as follows:

In one family with three children, the three children were placed in Junior Village 1 week after the date of the OIC investigation report and remained in Junior Village 3 months. None of the children have been in Junior Village since.

In another family with one child, the child was placed in Junior Village 3 months after the date of the OIC investigation report and remained in Junior Village for 7 months. This child has not been in Junior Village since.

In another family with two children, one child was placed in Junior Village 3 months after the date of the OIC investigation report, and remained in Junior

Village for 4 months. In this case the mother reapplied for assistance 6 months after the case was closed and 3 months after she had put the child in Junior Village. One month later the case was approved for assistance and the child was reunited with the mother.

PUBLIC WELFARE CASE REPORTS

Senator TYDINGS. I understand that in prior years you have broken down some of your findings. Are your investigative reports where they disallow case requests, are they a matter of public record?

Mr. BREWER. The individual cases?

Senator TYDINGS. Yes, or not. They are not, Mr. Galvin says, he says they are not.

Mr. GALVIN. No public welfare cases are a matter of public record, these or any others.

Senator TYDINGS. Let me ask you this: In prior years have you developed any synopses or summaries of your investigative divisions in this work which has been included in the record here?

Mr. BREWER. The reports of the investigations, all of the reports of the investigations, have been submitted in previous years. They were submitted.

Senator TYDINGS. In what sort of detail?

Senator BYRD. May I say in the most minute detail, and if the Senator would just——

Senator TYDINGS. Would you put them in the same way this year?

(The information requested follows:)

OIC INTAKE REVIEW SECTION OPERATIONS, JANUARY 1, 1964, THROUGH JUNE 30, 1964

The intake review section of the Office of Investigations and Collections (OIC) assumes full responsibility for the intake review phase of the program by initiating an examination of all approved aid to families of dependent children and general public assistance applications which have been approved by the Public Assistance Division, and making a thorough field investigation of 50 percent of the approved applications.

By investigating approved applications immediately after their approval, this section insures the validity of the information furnished by the recipient and minimizes the loss of appropriated funds to persons not entitled to assistance grants.

The intake review section has a staff of 33 persons consisting of 1 chief investigator, 3 unit supervisors, 22 investigators (15 of whom are authorized as grade GS–9 level and 7 of whom are authorized as grade GS–7 level), one secretary to the chief, 3 unit clerk-typists, and 3 dictaphone machine transcribers.

The purpose of the OIC intake review is to examine all approved applications in the aid to families of dependent children (AFDC) and the general public assistance (GPA) categories. Approved applications encompass all new applications, reapplications, and transfers to the two categories.

Since the Public Assistance Division (PAD) does not make a consolidated list of approved applications, it was essential that an alternative method be devised to notify OIC which applications have been approved. OIC, PAD, Office of Research and Statistics (ORS) and the Field Administrative Office, Family and Children Services (FAO, FCS) agreed on procedures which insure that OIC will be furnished knowledge of all approved applications.

All numbered cases are scheduled and submitted for field investigation except the following:

1. Cases closed by PAD prior to review and scheduling;
2. Cases where the recipient lives outside the Washington metropolitan area;
3. AFDC cases where the recipient is undergoing training at the PW Training Center and lives at the Center;
4. GPA cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), or incompetent (GI) (these types of cases were investigated during January and February 1963); and

5. Cases not in the purview of the intake review examination; e.g., in a category not being investigated in the intake review (OA, AB, APTD).

Effective January 1, 1963, applications approved for AFDC and GPA were authorized for assistance grants for a maximum of 2 months. The time limitation has now been removed and applications are approved for a maximum of 6 months.

The investigations and collections officer or his designated representative reviews each case to determine which ones are most likely to be ineligible and selects from these the 50 percent for field investigation. Some guides used in selection are:

1. Past management;
2. Reason for applying;
3. Past work history;
4. Medical history;
5. Indicated potential resources;
6. Lack of complete documentation of eligibility factors;
7. Age; and
8. Number of times previously received assistance.
9. Reasons for case closings.
10. Father's file.

Normal investigative techniques were used in all investigations.

During the 6-month period January 1, 1964, to June 30, 1964, the OIC intake review section activities were as follows:

A. Total AFDC/GPA activity (tables I, II, and schedules)

1. OIC requested 1,308 case records for review of which 1,267 were received.

2. There were 1,050 cases assigned to field investigation of which 920 were assigned during this reporting period. Three of these were subsequently withdrawn.

3. There were 755 investigations completed of which 741 were by field investigation and 14 by desk review. Field investigations are continuing on 306 cases. This compares with 549 investigations completed in the prior 6-month period and 407 in the same 6-month period in 1963.

4. Final PAD decisions were received on 588 cases. There are 556 OIC reports still at PAD awaiting PAD action. This compares with 432 final PAD decisions received in the prior 6-month period and 143 final PAD decisions received in the same 6-month period in 1963.

5. The 588 PAD final decisions show that 326 cases or 55.4 percent were closed subsequent to review, 23 cases or 3.9 percent were closed subsequent to review by transfer to another category of assistance, and 239 cases or 40.7 percent continued on assistance in the AFDC or GPA categories. Only 46 cases or 7.8 percent of the total investigations showed no irregularities. This compares with 1,163 final PAD decisions received during the 18 months the intake review section has been in operation, as follows (see table IV):

659 cases or 56.7 percent closed subsequent to review.

49 cases or 4.2 percent closed subsequent to review by transfer to another category of assistance or to DCV.

455 cases or 39.1 percent continued on assistance in the AFDC or GPA categories. Of this group only 98 or 8.4 percent of the total investigations showed no irregularities.

6. Table III shows the charactertistics of the 349 closed cases. Fifty-three were white and 296 were Negro. The average time on assistance per case was 4.6 months. The total monthly grants were $39,026, an average of $112 per case per month. Employment of the recipient was the reason for the largest number of closings (20.4 percent).

In comparison table V shows the characteristics of the 708 closed cases during the 18 months the intake review section has been in operation. One hundred and fourteen were white and 594 were Negro. The average time on assistance per case was 4.5 months. The total monthly grants were $78,540, an average of $110 per case per month. Employment of the recipient was the reason for the largest number of closings (16 percent).

7. There were 72 overpayments amounting to $9,269, an average of $127 per overpayment, in the 349 cases (see table III). In comparison table V shows that during the 18-month period there were 161 overpayments amounting to $20,539, an average of $128 per overpayment, in the 708 cases.

B. AFDC activity (table VI and schedules)

1. OIC requested 903 case records for review of which 893 were received.

2. There were 779 cases assigned to field investigation of which 685 were assigned during this reporting period. One case was subsequently withdrawn.

3. There were 551 investigations completed in which 542 were by field investigation and 9 by desk review. Field investigations are continuing on 236 cases. This compares with 387 investigations completed in the prior 6-month period and 223 in the same 6-month period in 1963.

4. Final PAD decisions were received on 420 cases. There are 375 OIC reports still at PAD awaiting PAD action.

This compares with 299 final PAD decisions received in the prior 6-month period and 73 final PAD decisions received in the same 6-month period in 1963.

5. The 420 PAD final decisions show that 213 cases or 50.7 percent were closed subsequent to review, 1 case or 0.2 percent was closed subsequent to review by transfer to another category of assistance and 206 or 49.1 percent continued on assistance in the AFDC category. Only 45 cases or 10.7 percent of the total investigations showed no irregularities.

This compares with 792 final PAD decisions received during the 18 months the intake review section has been in operation, as follows (see table IV):

407 cases or 51.4 percent closed subsequent to review.

One case or 0.1 percent closed subsequent to review by transfer to another category of assistance.

384 cases or 48.5 percent continued on assistance in AFDC. Of this group only 83 or 10.5 percent of the total investigations showed no irregularities.

6. Table III shows the characteristics of the 214 closed cases. Twenty-five were white and 189 were Negro. The average time on assistance per case was 3.4 months. The total monthly grants were $28,843, an average of $135 per case. Employment of the recipient was the reason for the largest number of closings (21 percent).

In comparison, table V shows the characteristics of the 408 closed cases during the 18 months the intake review section has been in operation. Fifty-one were white and 357 Negro. The average time on assistance was 4 months. The total monthly grants were $56,404, an average of $138 per case per month. An employed AFDC parent in the home was the reason for the largest number of closings (19.9 percent).

C. GPA activity (table VII and schedules)

1. OIC requested 405 case records for review of which 374 were received.

2. There were 271 cases assigned to field investigation of which 235 were assigned during this reporting period. Two of these cases were subsequently withdrawn.

3. There were 204 investigations completed of which 199 were by field investigation and 5 by desk review. Field investigations are continuing on 70 cases.

This compares with 160 investigations completed in the prior 6-month period and 184 in the same 6-month period in 1963.

4. Final PAD decisions were received on 168 cases. There are 181 OIC reports still at PAD awaiting PAD action.

This compares with 133 final PAD decisions received in the prior 6-month period and 70 final PAD decisions received in the same 6-month period in 1963.

5. The 168 PAD final decisions show that 113 cases or 67.3 percent were closed subsequent to review, 22 cases or 13.1 percent were closed subsequent to review by transfer to another category of assistance, 33 cases or 19.6 percent continued on assistance in the GPA category. Only one case or 0.6 percent of the total investigations showed no irregularities.

This compares with 371 final PAD decisions received during the 18 months the intake review section has been in operation, as follows (see table IV):

252 cases or 67.9 percent closed subsequent to review.

48 cases or 13 percent closed subsequent to review by transfer to another category of assistance or to DCV.

71 cases or 19.1 percent continued on assistance in GPA. Of this group only 15 or 4 percent of the total investigations showed no irregularities.

6. Table III shows the characteristics of the 135 closed cases. Twenty-eight were white and 107 were Negro. The average time on assistance per case was 6.6 months. The total monthly grants were $10,183, an average of $75 per case per month. Employment of the recipient was the reason for the largest number of closings (19.3 percent).

In comparison table V shows the characteristics of the 300 closed cases during the 18 months the intake review section has been in operation. Sixty-three were white and 237 were Negro. The average time on assistance per case was 5.2 months. The total monthly grants were $22,136, an average of $73 per case per month. Employment of the recipient was the reason for the largest number of closings (19 percent).

Effective July 1, 1964, OIC will make field investigations on all approved AFDC and GPA applications. To accomplish this goal, transfer of investigations staff from other investigative sections, particularly the audit review section to the intake review section started in March 1964.

TOTAL AFDC/GPA INTAKE REVIEW, JANUARY–JUNE 1964

Activity report

	Number	Percentage of number requested
Requested January–June (schedule A)	1,156	87.2
Requested prior, not received	170	12.8
Total requested	1,326	100.0
Canceled prior to receipt	18	1.4
Balance	1,308	98.6
Not received	41	3.1
Total received, January–June	1,267	95.5
On hand, December 1963:		
With OIC Evaluator	102	
Still under investigation	130	
Desk reviews returned from PAD	4	
Total	236	
Total received and previously on hand	1,503	
		Percent of number received and previously on hand
Total received and previously on hand	1,503	100.0
Not assigned for field investigation (schedule B)	453	30.1
Action completed	243	
Action pending	210	
Assigned for field investigation	1,050	69.9
Assigned January–June	920	
From prior period	130	
Assigned, withdrawn (administration closed)	3	.2
Balance	1,047	69.7
Still under investigation	306	20.4
Field investigation completed (schedule C)	741	49.3

Approved and requested

	Total AFDC/GPA intake review	AFDC	GPA
Approved, January–June 1964	1,287	852	435
Previously approved, not requested	206	121	85
Previously approved, requested, not received	170	123	47
Total approved	1,663	1,096	567
Requested, January–June 1964	1,156	789	367
Previously requested, not received	170	123	47
Total requested	1,326	912	414
Canceled prior to receipt	18	9	9
Requested not received	41	10	31
Received current period	1,267	893	374
Number not requested as of June 1964	337	184	153
Percent of approved, not requested as of June 1964	20.8	16.8	37.1

Approved, requested, and received

1964	Approved	Requested	Not requested
January	163	203	−40
February	227	131	96
March	244	294	−50
April	206	261	−55
May	228	184	44
June	219	83	136
Total	1,287	1,156	131
Previously approved, not requested	206	0	206
Previously approved, requested, not received	170	170	0
Total	1,663	1,326	337
Canceled prior to receipt	----------	18	----------
Requested, not received	----------	41	----------
Received, current period	----------	1,267	----------

Reasons not assigned for field investigation

	Number of cases	Percent of total
Subsequent to OIC numbering, found to be:		
GE (former St. Elizabeths patient)	13	2.9
GH (nursing home)	5	1.1
GI (incompetent)	7	1.5
Requested or received in error	9	2.0
Closed prior to review:		
Transferred to another category	19	4.2
Subsequent to Jan. 1, 1963	87	19.2
By RC–116	7	1.5
Out of District of Columbia	5	1.1
In PWTC	2	.4
Recommended but not selected for investigation	44	9.7
Not recommended for investigation	31	6.9
Closed by evaluator's desk review	14	3.1
Action completed	243	----------
Pending:		
Quality control	3	.7
Pending RC–115	26	5.7
Not yet scheduled by evaluators	172	38.0
Eligibility questioned by evaluators, desk reviews at PAD	9	2.0
Total pending	210	----------
Grand total not assigned	453	100.0

Investigations completed by months

1964	Field	Desk	Total
January	85	2	87
February	96	0	96
March	112	4	116
April	128	1	129
May	148	3	151
June	172	4	176
Total	741	14	755

Disposition of PAD final decisions

	Number	Percentage of total PAD decisions received
At PAD for decision, December 1963	384	
Field investigations completed	380	
Desk reviews	4	
Forwarded to PAD, January-June 1964	761	
Field investigations completed	741	
Desk reviews	20	
Total	1,145	
Returned from PAD: Desk reviews: Closed prior to review	1	
Total	1,144	
Reports still at PAD awaiting decision	556	
Field investigations completed	547	
Desk reviews	9	
PAD final decisions received	588	100.0
Field investigations	574	
Desk reviews	14	
Dispositions of PAD final decisions: Closed subsequent to review	326	55.4
Field investigations	313	
Desk reviews	13	
Closed subsequent to review by transfer to another category	23	3.9
Field investigations	22	
Desk reviews	1	
Continued on assistance AFDC/GPA	239	40.7
Grant adjusted	68	
Administrative action	125	
No irregularities	46	

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of June 30, 1964:	
Field investigations completed	547
Desk reviews	9
Total	556

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963:			
February	2	0	2
March	4	0	4
April	8	0	8
May	5	0	5
June	6	0	6
July	17	0	17
August	6	0	6
September	15	0	15
October	17	0	17
November	23	0	23
December	19	0	19
1964:			
January	31	0	31
February	35	0	35
March	38	0	38
April	53	0	53
May	101	1	102
June	167	8	175
Total	547	9	556

Activity report

Characteristics of closed cases for January–June 1964:

	Total	AFDC	GPA
Total	349	214	135
A. White	53	25	28
Negro	296	189	107
B. Months on assistance	1,624	728	896
Average months on assistance	4.6	3.4	6.6
C. Total monthly payments	$39,026	$28,843	$10,183
Average monthly payments	$112	$135	$75
D. Reason for closing:			
1. Income sufficient to meet needs		14	9
2. Employed recipient		45	26
3. Employed AFDC parent in home		41	0
4. AFDC parent returned home		18	0
5. No child in home		6	0
6. Continuous absence not established		22	0
7. Receipt of OASDI or VA benefits		8	11
8. Inability to establish need		5	8
9. Employable		11	10
10. Withdrew		23	12
11. Death		1	2
12. In public institution		1	12
13. Loss of contact		10	15
14. Unable to determine resources		1	2
15. Transferred to another category		1	22
16. District of Columbia Village "in lieu of"		0	0
17. Refusal to comply with agency regulations		3	6
18. Resources from illegal activity		1	0
19. Loss of residence		3	0
Total		214	135
E. Decrease in payments on cases in which assistance was continued	$1,290	$1,188	$102

F. Overpayments:	
Number	73
Amount	$9,269
Average	$127

Dispositions of PAD final decisions for January 1963–June 1964:

Total AFDC/GPA actions	Total	Percent
Total cases closed subsequent to review	659	56.7
Total cases closed subsequent to review by transfer to DCV "in lieu of"	1	.1
Total cases closed subsequent to review by transfer to another category of assistance	48	4.1
Total cases continued on assistance as follows	455	39.1
Grant adjusted	116	
Administrative action	241	
No irregularites	98	
Total	1,163	100.0

The AFDC portion of the above actions is as follows:

	Total	Percent
AFDC cases closed subsequent to review	407	51.4
AFDC cases closed subsequent to review by transfer to another category of assistance	1	.1
AFDC cases continued on assistance as follows	384	48.5
Grant adjusted	102	
Administrative action	199	
No irregularities	83	
Total	792	100.0

The GPA portion of the above actions is as follows:

	Total	Percent
GPA cases closed subsequent to review	252	67.9
GPA cases closed subsequent to review by transfer to DCV "in lieu of"	1	.3
GPA cases closed subsequent to review by transfer to another category of assistance	47	12.7
GPA cases continued on assistance as follows	71	19.1
Grant adjusted	14	
Administrative action	42	
No irregularities	15	
Total	371	100

Characteristics of closed cases for January 1963–June 1964:

	Total	AFDC	GPA
Total	708	408	300
A. White	114	51	63
Negro	594	357	237
B. Months on assistance	3,196	1,626	1,570
Average months on assistance	4.5	4.0	5.2
C. Total monthly grants	$78,540	$56,404	$22,136
Average monthly grants	$110	$138	$73
D. Reason for closing:			
1. Income sufficient to meet needs		22	16
2. Employed recipient		56	57
3. Employed AFDC parent in home		81	0
4. AFDC parent returned home		52	0
5. No child in home		15	0
6. Continuous absence not established		48	0
7. Receipt of OASDI or VA benefits		11	18
8. Inability to establish need		15	29
9. Employable		32	26
10. Withdraw		35	27
11. Death		1	6
12. In public institution		1	20
13. Loss of contact		15	25
14. Unable to determine resources		3	4
15. Transferred to another category		1	47
16. D.C. Village "In Lieu of"		0	1
17. Refusal to comply with agency regulations		15	21
18. Resources from illegal activity		2	3
19. Loss of residence		3	0
Total		408	300
E. Decrease in grants on cases in which assistance was continued	$1,807	$1,630	$177

F. Overpayments:	
Number	161
Amount	$20,539
Average	$128

AFDC INTAKE REVIEW

Activity report

	Number	Percent of number requested
Requested January–June 1964 (schedule A)	789	86.5
Requested prior, not received	123	13.5
Total requested	912	100.0
Canceled prior to receipt	9	1.0
Balance	903	99.0
Not received	10	1.1
Total received, January–June	893	97.9
On hand, December 1963	178	
With OIC evaluator	81	
Still under investigation	94	
Desk reviews returned from PAD	3	
Total received and previously on hand	1,071	

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,071	100.0
Not assigned for field investigation (schedule B)	292	27.3
Action completed	141	
Action pending	151	
Assigned for field investigation	779	72.7
Assigned January–June	685	
From prior period	94	
Assigned, withdrawn (administratively closed)	1	.1
Balance	778	72.6
Still under investigation	236	22.0
Field investigation completed (schedule C)	542	50.6

Approved, requested, and received

	Approved	Requested	Not requested
1964:			
January	100	149	−49
February	174	99	75
March	161	206	−45
April	119	151	−32
May	149	129	20
June	149	55	94
Total	852	789	63
Previously approved, not requested	121		121
Previously approved, requested, not received	123	123	
Total	1,096	912	184
Canceled prior to review		9	
Requested, not received		10	
Received current period		893	

Reasons not assigned for field investigation

	Number	Percent of total
Subsequent to OIC numbering:		
Requested or received in error	3	1.0
Closed prior to review:		
Subsequent to Jan. 1, 1963	67	23.0
By RC-116	6	2.1
Out of the District of Columbia	5	1.7
In PWTC	2	.7
Recommended but not selected for investigation	36	12.3
Not recommended for investigation	13	4.5
Closed by evaluator's desk review	9	3.1
Action completed	141	
Pending:		
Quality control	3	1.0
Pending RC-115	20	6.8
Not yet scheduled by evaluators	123	42.1
Eligibility questioned by evaluators, desk reviews at PAD	5	1.7
Total pending	151	
Grand total	292	100

Investigations completed by months

1964	Field	Desk	Total
January	65	1	66
February	67	0	67
March	86	4	90
April	96	1	97
May	113	1	114
June	115	2	117
Total	542	9	551

Disposition of PAD final decisions

	Number	Percentage of Total PAD decisions received
At PAD for decision, December 1963	242	
Field investigations completed	239	
Desk reviews	3	
Forwarded to PAD, January–June 1964	554	
Field investigations completed	542	
Desk reviews	12	
Total	796	
Returned from PAD, desk review: Closed prior to review	1	
Total	795	
Reports still at PAD awaiting decision	375	
Field investigations	370	
Desk reviews	5	
PAD final decisions received	420	100.0
Field investigations	411	
Desk reviews	9	
Disposition of PAD final decisions:		
Closed subsequent to review:	213	50.7
Field investigations	204	
Desk reviews	9	
Closed subsequent to review by transfer to another category of assistance	1	.2
Field	1	
Continued on assistance AFDC	206	49.1
Grant adjusted	58	
Administrative action	103	
No irregularities	45	

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of June 30, 1964:	
Field investigations completed	370
Desk reviews	5
Total	375

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963:			
February	1	0	1
March	2	0	2
April	3	0	3
May	4	0	4
June	4	0	4
July	10	0	10
August	4	0	4
September	12	0	12
October	11	0	11
November	17	0	17
December	14	0	14
1964:			
January	19	0	19
February	22	0	22
March	24	0	24
April	36	0	36
May	77	1	78
June	110	4	114
Total	370	5	375

GPA intake review

ACTIVITY REPORT, JANUARY–JUNE 1964

	Number	Percent of number requested
Requested, January–June 1964 (schedule A)	367	88.6
Requested prior, not received	47	11.4
Total requested	414	100.0
Canceled prior to receipt	9	2.2
Balance	405	97.8
Not received	31	7.5
Total received, January–June	374	90.3
On hand, December 1963:		
With OIC evaluator	21	
Still under investigation	36	
Desk reviews returned from PAD	1	
Total	58	
Total received and previously on hand	432	
		Percent of number received and previously on hand
Total received and previously on hand	432	100.0
Not assigned for field investigation (schedule B)	161	37.3
Action complete	102	
Action pending	59	
Assigned for field investigation	271	62.7
Assigned January–June	235	
From prior period	36	
Assigned, withdrawn	2	.4
Balance assigned	269	62.3
Still under investigation	70	16.2
Field investigation completed (schedule C)	199	46.1

GPA intake review

APPROVED, REQUESTED, RECEIVED, JANUARY–JUNE 1964

1964	Approved	Requested	Not requested
January	63	54	9
February	53	32	21
March	83	88	−5
April	87	110	−23
May	79	55	24
June	70	28	42
Total	435	367	68
Previously approved, not requested	85	0	85
Previously approved, requested, not received	47	47	
Total	567	414	153
Canceled prior to receipt		9	
Requested not received		31	
Received, current period		374	

GPA intake review

REASONS NOT ASSIGNED FOR FIELD INVESTIGATION, JANUARY–JUNE 1964

Reasons not assigned for field investigation	Number	Percent of total
SUBSEQUENT TO OIC NUMBERING		
Found to be:		
GE (former St. Elizabeths' patient)	13	8.1
GH (nursing home)	5	3.1
GI (incompetent)	7	4.4
Requested or received in error	6	3.7
Closed prior to review:		
Transferred to another category of assistance	19	11.8
Subsequent to Jan. 1, 1963	20	12.4
By RC–116	1	.6
Recommended but not selected for investigation	8	5.0
Not recommended for selection	18	11.2
Closed by evaluator's desk review	5	3.1
Action completed	102	
PENDING		
Pending RC–115	6	3.7
Not yet scheduled by evaluator	49	30.4
Eligibility questions by evaluators, desk reviews at PAD	4	2.5
Total pending	59	
Total not assigned	161	100.0

GPA intake review

INVESTIGATIONS COMPLETED BY MONTHS, JANUARY–JUNE 1964

1964	Field	Desk	Total
January	20	1	21
February	29	0	29
March	26	0	26
April	32	0	32
May	35	2	37
June	57	2	59
Total	199	5	204

GPA intake review

DISPOSITION OF PAD FINAL DECISIONS, JANUARY–JUNE 1964

At PAD for decision, December 1963:	
Field investigations completed	141
Desk reviews	1
	142
Forwarded to PAD, January–June 1964:	
Field investigations completed	199
Desk reviews	8
Total	207
	349
Reports still at PAD awaiting decision:	
Field investigations completed	177
Desk reviews	4
	181

	Number	Percentage of total PAD decisions received
PAD final decisions received	168	100
Field investigations	163	
Desk reviews	5	
Disposition of PAD final decisions:		
Closed subsequent to review	113	67.3
Field investigations	109	
Desk reviews	4	
Closed subsequent to review by transfer to another category	22	13.1
Field investigations	21	
Desk reviews	1	
Continued on assistance in GPA	33	19.6
Grant adjusted	10	
Administrative action	22	
No irregularities	1	

GPA intake review

REPORTS AT PAD AWAITING DECISION, JANUARY–JUNE 1964

Reports at PAD awaiting decision as of June 30, 1964:	
Field investigations completed	177
Desk reviews	4
Total	181

The reports at PAD awaiting decisions were submitted during the following months:

	Field investigations	Reviews	Total
1963			
February	1	0	1
March	2	0	2
April	5	0	5
May	1	0	1
June	2	0	2
July	7	0	7
August	2	0	2
September	3	0	3
October	6	0	6
November	6	0	6
December	5	0	5
1964			
January	12	0	12
February	13	0	13
March	14	0	14
April	17	0	17
May	24	0	24
June	57	4	61
	177	4	181

OIC—INTAKE REVIEW SECTION OPERATIONS, JULY THROUGH DECEMBER 1964

The intake review section of the Office of Investigations and Collections (OIC) assumes full responsibility for the intake review phase of the program by initiating an examination of all approved aid to families of dependent children and general public assistance applications which have been approved by the Public Assistance Division, and making a thorough field investigation of 100 percent of the approved applications.

By investigating approved applications immediately after their approval, this section insures the validity of the information furnished by the recipient and minimizes the loss of appropriated funds to persons not entitled to assistance grants. The section contributes to the efficient and economical administration of the welfare program and to the discovery of overpayments in assistance payments authorized.

STAFF

During the period of this report the staff of the intake review section was increased from 33 to 63 employees and its activities were extended to making a full field investigation on 100 percent instead of 50 percent of the approved AFDC and GPA applications still receiving assistance at the time OIC received the case for its review. The buildup of staff started in April 1964 and was completed by June 30, 1964.

The staff of 63 persons consists of 2 section chiefs, 6 unit supervisors, 41 investigators, 2 secretaries to the section chiefs, 6 unit clerk-typists and 6 clerk-dictaphone machine transcribers.

SOURCES OF CASES FOR INTAKE REVIEW

The purpose of the OIC intake review is to examine all approved applications in the aid to families of dependent children (AFDC) and the general public assistance (GPA) catagories. Approved applications encompass all new applications, reapplications, and transfers to the two categories.

Since the Public Assistance Division (PAD) does not make a consolidated list of approved applications, it was essential that an alternative method be devised to notify OIC which applications have been approved. OIC, PAD, Office of Research and Statistics, and the Field Administrative Branch, Family and Children Service (FAB–FCS), agreed to procedures which insure that OIC will be furnished knowledge of all approved applications subject to OIC Intake Review.

SELECTION OF CASES FOR INTAKE REVIEW

OIC requests PAD case records on all approved applications and assigns an OIC number to each case received.

All OIC numbered cases are reviewed and scheduled by the OIC evaluator and analyzer and forwarded to the investigation sections for full field investigations with the following exceptions:

1. Cases closed by PAD prior to OIC review and scheduling.
2. Cases where the OIC evaluators, through case record examination only, question the eligibility of the recipient for assistance, return the case record to PAD and PAD closes the case. This type of action is entitled "OIC Desk Review."
3. Cases selected for quality control. If the recipient continues on assistance after the quality control is complete, the case is then investigated by OIC.
4. Cases where the recipient lives too far outside the Washington metropolitan area.
5. AFDC cases where the recipient is undergoing training at the PW Training Center and lives at the Center.
6. GPA cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), or incompetent (GI).
7. Cases not in the purview of the intake review examination; e.g., in a category not being investigated in the intake review (OA, AB, APTD).

Effective January 1, 1963, applications approved for AFDC and GPA were authorized for assistance grants for a maximum of 2 months. The time limitation has now been removed and applications are approved for a maximum of 6 months.

Normal investigative techniques were used in all investigations.

AFDC/GPA INTAKE REVIEW ACTIVITY

During the 6-month period July 1, 1964, through December 31, 1964, the OIC intake review section activities were as follows:

A. Total AFDC/GPA activity

1. Seventeen hundred and eighty-two cases were received by OIC (table I).

2. Thirteen hundred and ninety-three cases were assigned to field investigations but six were subsequently withdrawn because PAD had closed the case, the recipient had started training in the PW Training Center or the recipient had moved out of the District of Columbia. Reasons for not assigning the balance of the cases received are listed in schedule I–B.

3. Field investigations were completed on 1,129 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In addition, 9 desk reviews were sent to PAD, making a total of 1,138 reports submitted to PAD (schedule I–D).

In the prior 6-month period, 761 reports were forwarded to PAD (schedule IV–A).

4. Final PAD decisions were received on 733 cases. There were 959 reports still at PAD awaiting PAD action at the close of the reporting period. This compares with 588 PAD final decisions reecived and 556 reports at PAD awaiting PAD action during the prior 6-month period.

5. The 733 PAD final decisions received show that 333 cases (45.4 percent) were closed subsequent to review after investigation, 22 cases (3.0 percent) were closed subsequent to review by transfer to another category of assistance, 378 cases (51.6 percent) were continued on assistance in the AFDC/GPA categories. Only 54 cases (7.4 percent) of the total decisions received showed no irregularities (schedule I–D).

6. During the 2 years of OIC intake review operations, 1,896 PAD final decisions have been received. They show that 992 cases (52.3 percent) were closed subsequent to OIC review, 71 cases (3.8 percent) were closed subsequent to review by transfer to another category of assistance and 833 cases (43.9 percent continued on assistance in the AFDC/GPA categories. Only 152 cases (8.0 percent) of the final decisions received showed no irregularities (table IV).

7. Table III shows the characteristics of the 355 cases closed in the AFDC or GPA categories in the 6-month period. Forty-three were white, 312 were Negro. The average time on assistance was 5.4 months. The total monthly assistance payments were $43,000, an average of $121.12 per case per month. "Employed recipient," "Employed AFDC parent in the home," "AFDC parent returned home," and "Withdrew" were the principal reasons for the AFDC closings. "Employed recipient" was the main reason for the GPA closings.

The approximate amount of money expended in assistance payments to recipients was $231,940.

8. Table V shows that characteristics of the 1,063 cases closed in the AFDC or GPA categories during the 24 months OIC intake review operations. One hundred and fifty-seven were white recipients, 906 were Negro recipients. The average time on assistance was 4.8 months. The total monthly assistance payments were $121,540, an average of $114.34 per case per month. "Employed AFDC parent in the home," "Employed recipient," and "AFDC parent returned home" were the principal reasons for the AFDC closings. "Employed recipient" was the main reason for the GPA closings.

The approximate amount of money expended in assistance payments was $571,246.

9. During the 6-month period, 164 overpayments totaling $29,257.51—an average of $178.40—were reported in the PAD final decisions received compared with 325 overpayments, totaling $49,796.51—an average of $153.22—for the full 2-year period of operations.

B. AFDC activity

1. Twelve hundred and ninety-nine cases were received by OIC (table VI).

2. One thousand and forty-one cases were assigned to field investigations but five were subsequently withdrawn. Reasons for not assigning the balance are listed in schedule VI–B.

3. Field investigations were completed on 834 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In addition, 5 desk reviews were submitted to PAD, making a total of 839 reports sent to PAD (schedule VI–D).

In the prior 6-month period, 554 reports were forwarded to PAD (schedule IV–A).

4. Final PAD decisions were received on 552 cases. There were 661 reports still at PAD awaiting action at the close of the reporting period.

This compares with 420 PAD final decisions received and 375 reports still at PAD awaiting decision during the prior 6-month period.

5. The 552 final PAD decisions received show that 238 cases (43.1 percent) were closed subsequent to review and 314 cases (56.9 percent) were continued on assistance as AFDC. Only 49 cases (9.0 percent) showed no irregularities.

C. GPA Activity

1. Four hundred and eighty-three cases were received by OIC (table VII).

2. Three hundred and fifty-two were assigned to field investigations but one was subsequently withdrawn. Reasons for not assigning the balance are contained in schedule VII–B.

3. Field investigations were completed on 295 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In addition, 4 desk reviews were sent to PAD, making a total of 299 reports submitted to PAD (schedule VII–D).

In the previous 6-month period, 207 reports were forwarded to PAD (schedule IV–A).

4. Final PAD decisions were received on 181 cases. There were 298 reports still at PAD awaiting decision at the end of the reporting period.

This compares with 168 PAD final decisions received and 181 reports still at PAD awaiting final decision during the prior 6-month period.

5. The 181 PAD final decisions received show that 95 cases (52.5 percent) were closed subsequent to review, 22 cases (12.2 percent) were closed subsequent to review by transfer to another category and 64 cases (35.3 percent) were continued on assistance in GPA. Only five cases (2.8 percent) showed no irregularities (schedule VII–D).

AFDC/GPA UNREPORTED PAD FINAL DECISIONS

A. There were 959 reports at PAD on December 31, 1964, awaiting PAD final decision. A check with Registration and Records, FAB–FCS, disclosed that 209 of these cases had been closed but OIC had not been notified. Had these decisions been reported the percentage of closings subsequent to review would have been 57.5 instead of 45.4 for the AFDC/GPA combined, 54.7 instead of 43.1 for AFDC, and 67.7 instead of 52.5 for GPA (schedule IV–B).

B. Schedule IV–C shows the months PAD closed the unreported cases.

C. Assuming that the percentage of case closings continued at the same rate as the last 2 years (52.3 percent AFDC/GPA combined, 48 percent AFDC and 62.9 percent GPA), had PAD taken final action there would have been a decrease of 392 cases in the total caseload, 258 cases in the AFDC category and 134 cases in the GPA category.

D. In addition to the 209 cases closed an additional 91 cases received no assistance payment in December 1964 or January 1965, indicating that these cases would probably be closed also.

E. By March 31, 1965, 116 of these unreported cases were closed and an additional 38 received no assistance payment.

AFDC/GPA SAVINGS, JULY–DECEMBER 1964

The average length of time an AFDC case is on assistance is 50 months. Using this average, the approximate amount of money that would have been expended on the AFDC cases closed subsequent to review during this 6-month period would be $1,718,500 instead of $186,578—a savings of $1,531,922—$919,153 Federal money and $612,769 local money.

The average length of time a GPA case is on assistance is 12 months. Using this average, the approximate amount of money that would have been expended on the GPA cases closed subsequent to review during this 6-month period would be $103,560 instead of $45,362—a savings of $58,198 in local money.

The total savings for the 6-month period amounts to $1,590,120—$919,153 Federal and $670,967 local money.

AFDC/GPA SAVINGS, JANUARY 1963–DECEMBER 1964

The approximate amount of money that would have been expended on the AFDC cases closed subsequent to review during the 2-year period would be

$4,538,700 instead of $410,037—a savings of $4,128,663—$2,477,198 Federal money and $1,651,465 local money.

The approximate amount of money that would have been expended on the GPA cases closed subsequent to review during the 2-year period would be $369,192 instead of $161,209—a savings of $207,983 local money.

The total savings for the 2-year period amounts to $4,336,646—$2,477,198 Federal money and $1,859,448 local money.

CASELOAD STATISTICS

Schedules VI–F and VI–G show the AFDC caseload for fiscal years 1962 to date. The first random sample investigation (AFDC) of the public assistance caseload began in November 1961.

Schedules VII–F and VII–G show the GPA caseload for fiscal years 1962 to date. The GPA random sample field investigation was conducted in June and July 1962.

Table VIII and Schedule VIII–A show the total PAD caseload for fiscal years 1962 to date.

Recommendations: It is recommended that the staff now engaged in the intake review operations be permanently assigned to this activity and sufficient additional staff be authorized to complete the AFDC and APTD audit reviews in a reasonable length of time.

TOTAL AFDC/GPA INTAKE REVIEW, JULY–DECEMBER 1964

Activity report

	Number	Percentage of number requested
Requested July–December 1964 (schedule I–A)	1,351	97.1
Requested prior, not received	41	2.9
Total requested	1,392	100.0
Canceled prior to receipt	15	1.1
Balance	1,377	98.9
Not received	111	8.0
Total received, July–December 1964	1,266	90.9
On hand, June 30, 1964:		
With OIC evaluator	172	
Quality control with OIC evaluator	3	
Pending RC–115	26	
Still under investigation	306	
Desk reviews returned from PAD	9	
Total	516	
Total received and previously on hand	1,782	

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,782	100.0
Not assigned for field investigation	389	21.8
Schedule I–B:		
Action completed	112	
Action pending	277	
Assigned for field investigation	1,393	78.2
Assigned July–December 1964	1,087	
From prior period	306	
Assigned, withdrawn	6	.3
Balance	1,387	77.9
Still under investigation	258	14.5
Field investigation completed—schedule I–C	1,129	63.4

Approved, requested, and received

1964	Approved	Requested	Not requested
July	190	191	−1
August	240	292	−52
September	224	273	−49
October	205	207	−2
November	271	226	45
December	231	162	69
Total	1,361	1,351	10
Previously approved, not requested	337	0	337
Previously approved, requested, not received	41	41	0
Total	1,739	1,392	347
Canceled prior to receipt		15	
Requested, not received		111	
Received current period		1,266	

Reasons not assigned for field investigation

Reasons not assigned for field investigation	Number	Percent of total
Subsequent to OIC numbering found to be:		
GE (former St. Elizabeths patient)	6	
GH (nursing home)	2	
GI (incompetent)	0	
Requested or received in error	2	
Closed prior to review:		
After numbering only	23	
Transferred to another category	21	
Subsequent to Jan. 1, 1963	38	
By RC–116	4	
Out of D.C.	5	
After scheduling	8	
Closed by evaluators desk review	3	
Action completed	112	28.8
Pending:		
Quality control	2	
Pending RC–115 by evaluators	12	
Pending RC–115 by investigators	30	
Not yet scheduled by evaluators	219	
Eligibility questioned by evaluators, desk reviews at PAD	14	
Total pending	277	71.2
Grand total not assigned	389	100.0

Investigations completed by months

1964	Field	Desk	Total
July	181	0	181
August	226	1	227
September	221	1	222
October	178	1	179
November	183	0	183
December	140	0	140
Total	1,129	3	1,132

Disposition of PAD final decisions

	Number	Percentage of total PAD decisions received
At PAD for decision, June 30, 1964	556	
Field investigations completed	547	
Desk reviews	9	
Forwarded to PAD, July–Dec. 1964	1,138	
Field investigations completed	1,129	
Desk reviews	9	
Total	1,694	
Returned from PAD	2	
Desk reviews:		
Closed prior to review	1	
Field investigation closed prior to report by transfer to another category	1	
Total	1,692	
Reports still at PAD awaiting decision	959	
Field investigations completed	945	
Desk reviews	14	
PAD final decisions received	733	100.0
Field investigations	730	
Desk reviews	3	
Dispositions of PAD final decisions	333	45.4
Closed subsequent to review:		
Field investigations	332	
Desk reviews	1	
Closed subsequent to review by transfer to another category	22	3.0
Field investigations	20	
Desk reviews	2	
Continued on assistance AFDC/GPA	378	51.6
Payment adjusted (GA)	97	(13.2)
Administrative action	227	(31.0)
No irregularities	54	(7.4)

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of Dec. 31, 1964:	
Field investigations completed	945
Desk review	14
Total	959

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963:			
February	1	0	1
April	5	0	5
May	1	0	1
June	2	0	2
July	7	0	7
September	3	0	3
October	2	0	2
November	2	0	2
December	1	0	1
1964:			
January	9	0	9
February	16	0	16
March	18	0	18
April	25	0	25
May	36	1	37
June	45	5	50
July	64	2	66
August	112	0	112
September	132	1	133
October	142	4	146
November	182	0	182
December	140	1	141
Total	945	14	959

Approved and requested

	Total AFDC/GPA intake review	AFDC	GPA
Approved, July–December 1964	1,361	949	412
Previously approved, not requested	337	184	153
Previously approved, requested, not received	41	31	10
Total approved	1,739	1,164	575
Requested, July–December 1964	1,351	947	404
Previously requested, not received	41	31	10
Total requested	1,392	978	414
Canceled prior to receipt	15	7	8
Requested, not received	111	59	52
Received current period	1,266	912	354
Number not requested as of December 1964	347	186	161
Percent of approved, not requested as of December 1964	20.0	16.0	28.0

Characteristics of closed cases

	Total	AFDC	GPA
Total	355	238	117
A. White	43	22	21
Negro	312	216	96
B. Months on assistance	1,907	1,292	615
Average months on assistance	5.4	5.4	5.3
C. Total monthly payments	$43,000.00	$34,370.00	$8,630.00
Average monthly payment	$121.12	$144.41	$73.76
D. Approximate amount of money expended in assistance payments to recipients	$231,940.00	$186,578.00	$45,362.00
Estimated Federal share	$111,947.00	$111,947.00	
Estimated local share	$119,993.00	$74,631.00	$45,362.00
E. Reason for closing:			
1. Income sufficient to meet needs		8	4
2. Employed recipient		36	28
3. Employed parent in home		34	1
4. AFDC parent returned home		34	0
5. No child in home		10	0
6. Continuous absence not established		16	0
7. Receipt of statutory benefits (OASDI, etc.)		17	5
8. Inability to establish need		3	6
9. Employable		24	3
10. Withdrew		35	18
11. Death		1	6
12. In public institution		1	7
13. Loss of contact		15	11
14. Unable to determine resources		0	0
15. Transferred to another category		0	22
16. D.C. Village "in lieu of"		0	0
17. Refusal to comply with agency regulations		4	4
18. Resources from illegal activity		0	0
19. Loss of residence eligibility		0	2
Total		238	117

Disposition of PAD final decisions, January 1963–December 1964

	Total	Percent
TOTAL AFDC/GPA ACTIONS		
Total cases closed subsequent to review	992	52.3
Total cases closed subsequent to review by transfer to DCV "in lieu of"	1	.1
Total cases closed subsequent to review by transfer to another category of assistance	70	3.7
Total cases continued on assistance as follows	833	43.9
Payment adjusted (GA)	213	(11.2)
Administrative action	468	(24.7)
No irregularities	152	(8.0)
Total	1,896	100.0

The AFDC portion of the above actions is as follows:

	Total	Percent
AFDC cases closed subsequent to review	645	48.0
AFDC cases closed subsequent to review by transfer to another category of assistance	1	.1
AFDC cases continued on assistance as follows	698	51.9
Payment adjusted (GA)	183	(13.6)
Administrative action	383	(28.5)
No irregularities	132	(9.8)
Total	1,344	100.0

The GPA portion of the above actions is as follows:

	Total	Percent
GPA cases closed subsequent to review	347	62.9
GPA cases closed subsequent to review by transfer to DCV "in lieu of"	1	.2
GPA cases closed subsequent to review by transfer to another category of assistance	69	12.5
GPA cases continued on assistance as follows	135	24.4
Payment adjusted (GA)	30	(5.4)
Administrative action	85	(15.4)
No irregularities	20	(3.6)
Total	552	100.0

Semiannual report of PAD decisions, January 1963–December 1964

Period	Reports to PAD	Returned no final decision	Reports at PAD awaiting decision	Final decisions from PAD	Closed subject to review	Percent [1]
	AFDC/GPA combined					
January–June 1963	419	0	276	143	96(9)	67.1
July–December 1963	549	9	384	432	237(17)	54.9
January–June 1964	761	1	556	588	326(23)	55.4
July–December 1964	1,138	2	959	733	333(22)	45.4
Total	2,867	12	959	1,896	992(71)	52.3
	AFDC					
January–June 1963	229	0	156	73	49(0)	67.1
July–December 1963	389	4	242	299	145(0)	48.5
January–June 1964	554	1	375	420	213(1)	50.7
July–December 1964	839	1	661	552	238(0)	43.1
Total	2,011	6	661	1,344	645(1)	48.0
	GPA					
January–June 1963	190	0	120	70	47(9)	67.1
July–December 1963	160	5	142	133	92(17)	69.2
January–June 1964	207	0	181	168	113(22)	67.3
July–December 1964	299	1	298	181	95(22)	52.5
Total	856	6	298	552	347(70)	62.9

[1] Figures in parentheses ( ) were closed subsequent to review by transfer to another category of assistance and are not included in the closed subsequent to review totals or percentages.

Status of reports at PAD awaiting decision

	Reports at PAD on which PAD has made no final report to OIC	Final decisions made but not reported to OIC by Dec. 31, 1964 Cases closed (a)		Assistance payment terminated prior to Dec. 1, 1964 (b)		Balance Dec. 31, 1964 actually outstanding on which PAD has made no final decision		Cases closed January–March 1965 (a)	Received no payment in March 1965 (c)	Balance Mar 31, 1964	Probable final PAD decision on actual Dec. 31, 1964 outstanding balance of OIC reports on which PAD has made no final decision		
		Number	Percent of unreported decisions	Number	Percent of unreported decisions	Number	Percent of unreported decisions				Closed subject to review	Closed subject by transfer	Continued on assistance in same category
Combined AFDC/GPA:													
Field investigations	945	204	----------	89	----------	652	----------	115	36	501	----------	----------	----------
Desk reviews	14	5	----------	2	----------	7	----------	1	2	4	----------	----------	----------
Total	959	209	21.8	91	9.5	659	68.7	116	38	505	339	19	301
AFDC:													
Field investigations	652	120	----------	26	----------	506	----------	82	21	403	----------	----------	----------
Desk reviews	9	4	----------	1	----------	4	----------	0	1	3	----------	----------	----------
Total	661	124	18.8	27	.4	510	77.2	82	22	406	245	0	265
GPA:													
Field investigations	293	84	----------	63	----------	146	----------	33	15	98	----------	----------	----------
Desk reviews	5	1	----------	1	----------	3	----------	1	1	1	----------	----------	----------
Total	298	85	28.5	64	21.5	149	50.0	34	16	99	94	19	36

(a) Registration and records, FAB–FCS, on Apr. 8–14, 1965.
(b) Consolidated list of cases receiving assistance payments in calendar year 1964 that did not receive an assistance payment in December 1964 or January 1965.
(c) Consolidated list of cases receiving assistance payments in March 1965.

Cases closed on unreported PAD final decisions

	AFDC			GPA			Grand total		
	Field investigation	Desk review	Total	Field investigation	Desk review	Total	Field investigation	Desk review	Total
Prior to Jan. 1, 1964	4	1	5	1	0	1	5	1	6
1964									
January	1	0	1	0	0	0	1	0	1
February	0	0	0	1	0	1	1	0	1
March	2	0	2	1	0	1	3	0	3
April	0	0	0	3	0	3	3	0	3
May	2	0	2	1	0	1	3	0	3
June	1	2	3	1	0	1	2	2	4
July	1	0	1	0	0	0	1	0	1
August	2	0	2	3	1	4	5	1	6
September	10	1	11	10	0	10	20	1	21
October	15	0	15	16	0	16	31	0	31
November	35	0	35	19	0	19	54	0	54
December	47	0	47	28	0	28	75	0	75
1965									
January	35	0	35	10	0	10	45	0	45
February	25	0	25	10	0	10	35	0	35
March	22	0	22	13	1	14	35	1	36
Total	202	4	206	117	2	119	319	6	325

Characteristics of closed cases, January 1963–December 1964

	Total	AFDC	GPA
Total	1,063	646	417
A. White	157	73	84
Negro	906	573	333
B. Months on assistance	5,103	2,918	2,185
Average months on assistance	4.8	4.5	5.2
C. Total monthly payments	$121,540.00	$90,774.00	$30,766.00
Average monthly payment	114.34	140.52	73.78
D. Approximate amount of money expended in assistance payments to recipients	571,246.00	410,037.00	161,209.00
Estimated Federal share	246,022.00	246,022.00	
Estimated local share	325,224.00	164,015.00	161,209.00
E. Reason for closing:			
1. Income sufficient to meet needs		30	20
2. Employed recipient		92	85
3. Employed parent in home		115	1
4. AFDC parent returned home		86	0
5. No child in home		25	0
6. Continuous absence not established		64	0
7. Receipt of statutory benefits (OASDI, etc.)		28	23
8. Inability to establish need		18	35
9. Employable		56	29
10. Withdrew		70	45
11. Death		2	12
12. In public institution		2	27
13. Loss of contact		30	36
14. Unable to determine resources		3	4
15. Transferred to another category		1	69
16. District of Columbia Village "in lieu of"		0	1
17. Refusal to comply with agency regulations		19	25
18. Resources from illegal activity		2	3
19. Loss of residence eligibility		3	2
Total		646	417

Activity report

	Number	Percent of number requested
Requested July–December 1964 (schedule VI–A)	947	96.8
Requested prior, not received	31	3.2
Total requested	978	100.0
Canceled prior to receipt	7	.7
Balance	971	99.3
Not received	59	6.0
Total received, July–December 1964	912	93.3
On hand, June 30, 1964:		
With OIC evaluator	123	
Quality control with OIC evaluator	3	
Pending RC–115	20	
Still under investigation	236	
Desk reviews returned from PAD	5	
Total	387	
Total received and previously on hand	1,299	

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,299	100.0
Not assigned for field investigation (schedule VI–B)	258	19.9
Action completed	55	
Action pending	203	
Assigned for field investigation	1,041	80.1
Assigned July–December	805	
From prior period	236	
Assigned, withdrawn	5	.4
Balance	1,036	79.7
Still under investigation	202	15.5
Field investigation completed (schedule VI–C)	834	64.2

Approved, requested, received

1964	Approved	Requested	Not requested
July	136	125	11
August	172	208	−36
September	161	199	−38
October	142	149	−7
November	179	165	14
December	159	101	58
Total	949	947	2
Previously approved, not requested	184		184
Previously approved, requested, not received	31	31	
Total	1,164	978	186
Canceled prior to review		7	
Requested, not received		59	
Received current period		912	

Reasons not assigned for field investigation

Reasons not assigned for Field Investigation	Number of cases	Percent of total
Subsequent to OIC numbering:		
Requested or received in error	1	
Closed prior to review:		
After numbering only	9	
Subsequent to 1-1-63	32	
By RC-116	0	
Out of D.C.	5	
After scheduling	8	
Closed by evaluator's desk review	0	
Action completed	55	21.3
Pending:		
Quality control	2	
Pending RC-115 by evaluators	11	
Pending RC-115 by investigators	22	
Not yet scheduled by evaluators	159	
Eligibility questioned by evaluators, desk reviews at PAD	9	
Total pending	203	78.7
Grand total	258	100.0

Investigations completed by month

1964	Field	Desk	Total
July	132	0	132
August	167	0	167
September	164	0	164
October	136	0	136
November	128	0	128
December	107	0	107
Total	834	0	834

Disposition of PAD final decisions

	Number of cases	Percentage of total PAD decisions received
At PAD for decision, June 30, 1964	375	
Field investigations completed	370	
Desk reviews	5	
Forwarded to PAD, July–December 1964	839	
Field investigations completed	834	
Desk reviews	5	
Total	1214	
Returned from PAD:		
Desk review: Closed prior to review	1	
Total	1213	
Reports still at PAD awaiting decision	661	
Field investigations	652	
Desk reviews	9	
PAD final decisions received	552	100.0
Field investigations	552	
Desk reviews	0	
Disposition of PAD final decisions:		
Closed subsequent to review	238	43.1
Field investigations	238	
Desk reviews	0	
Closed subsequent to review by transfer to another category of assistance	0	
Field	0	
Desk	0	
Continued on assistance AFDC	314	56.9
Payment adjusted (GA)	81	(14.7)
Administrative action	184	(33.3)
No irregularities	49	(8.9)

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of Dec. 31, 1964:	
Field investigations completed	652
Desk reviews	9
Total	661

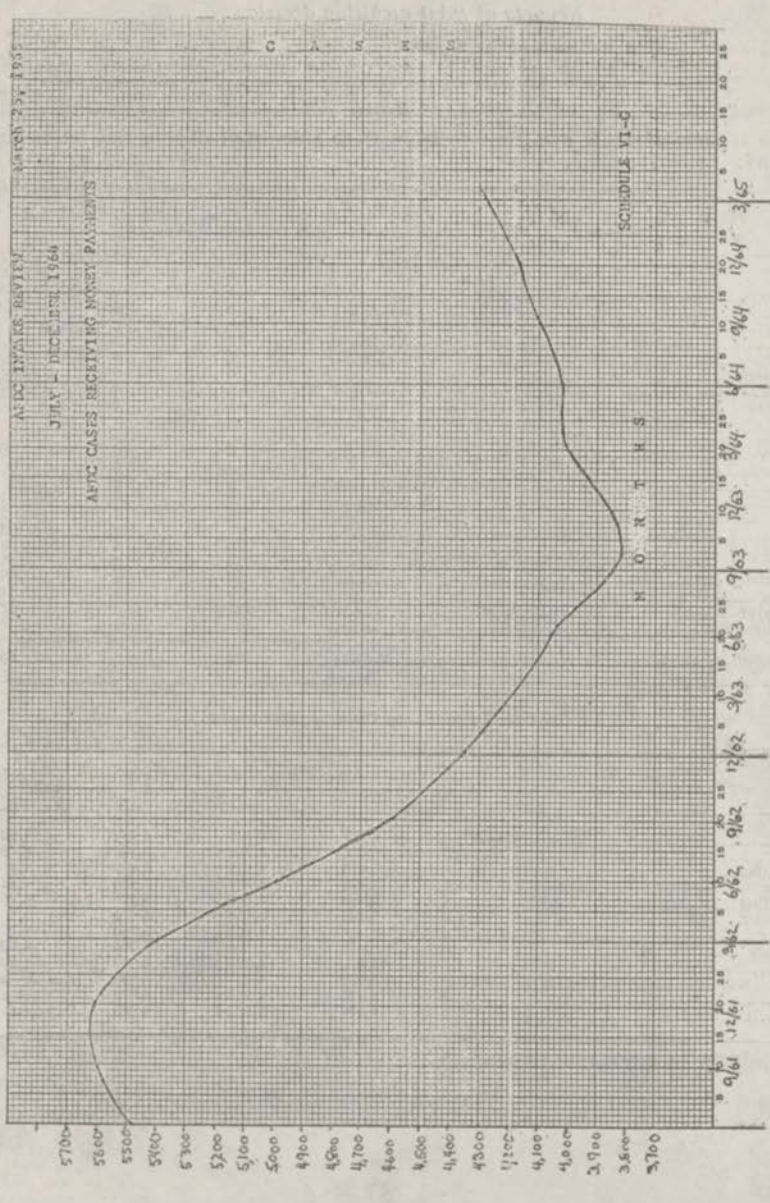
The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
February	1	0	1
April	2	0	2
May	1	0	1
June	2	0	2
July	4	0	4
September	3	0	3
October	1	0	1
November	1	0	1
1964			
January	6	0	6
February	9	0	9
March	8	0	8
April	19	0	19
May	28	1	29
June	22	3	25
July	38	1	39
August	73	0	73
September	91	0	91
October	109	3	112
November	127	0	127
December	107	1	108
Total	652	9	661

AFDC cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	5,530	4,849	4,063	4,039
August	5,597	4,757	3,949	4,066
September	5,601	4,615	3,857	4,103
October	5,607	4,491	3,823	4,113
November	5,628	4,396	3,791	4,106
December	5,611	4,353	3,871	4,165
January	5,553	4,262	3,885	4,179
February	5,471	4,184	3,904	4,228
March	5,392	4,189	4,017	4,295
April	5,251	4,157	3,993	----------
May	5,111	4,155	4,010	----------
June	4,976	4,062	4,023	----------

Source: DPW monthly statistical reports.


AFDC INVOICE RATES
JULY - DECEMBER 1964
AFDC CASES RECEIVING MONEY PAYMENTS
NUMBERS IN THOUSANDS
5700
5600
5500
5400
5300
5200
5100
5000
4900
4800
4700
4600
4500
4400
4300
4200
4100
4000
3900
3800
3700
9/61
12/61
3/62
6/62
9/62
12/62
3/63
6/63
9/63
12/63
3/64
6/64
9/64
12/64
3/65

Activity report

	Number of cases	Percent of number requested
Requested July–December 1964 (schedule VII–A)	404	97.6
Requested prior, not received	10	2.4
Total requested	414	100.0
Canceled prior to receipt	8	1.9
Balance	406	98.1
Not received	52	12.6
Total received, July–December 1964	354	85.5
On hand, June 30, 1964:		
With/OIC evaluator	49	
Pending RC–115	6	
Still under investigation	70	
Desk reviews returned from PAD	4	
Total	129	
Total received and previously on hand	483	

	Number of cases	Percent of number received and previously on hand
Total received and previously on hand	483	100.0
Not assigned for field investigation (schedule VII–B)	131	27.1
Action complete	57	
Action pending	74	
Assigned for field investigation	352	72.9
Assigned July–December	282	
From prior period	70	
Assigned, withdrawn	1	.2
Balance assigned	351	72.7
Still under investigation	56	11.6
Field investigation completed (schedule VII–C)	295	61.1

Approved, requested, received

1964	Approved	Requested	Not requested
July	54	66	−12
August	68	84	−16
September	63	74	−11
October	63	58	5
November	92	61	31
December	72	61	11
Total	412	404	8
Previously approved, not requested	153		153
Previously approved, requested, not received	10	10	
Total	575	414	161
Canceled prior to receipt		8	
Requested not received		52	
Received, current period		354	

Reasons not assigned for field investigation

		Percent of total
Subsequent to OIC numbering: Found to be:		
GE (former St. Elizabeths patient)	6	
GH (nursing home)	2	
GI (incompetent)	0	
Requested or received in error	1	
Closed prior to review:		
After numbering only	14	
Transferred to another category of assistance	21	
Subsequent to Jan. 1, 1963	6	
By RC-116	4	
Closed by evaluator's desk review	3	
Action completed	57	43.5
Pending:		
Pending RC-115 by evaluators	1	
Pending RC-115 by investigators	8	
Not yet scheduled by evaluator	60	
Eligibility questioned by evaluators, desk reviews at PAD	5	
Total pending	74	56.5
Total, not assigned	131	100.0

Investigations completed by month

1964	Field	Desk	Total
July	49	0	49
August	59	1	60
September	57	1	58
October	42	1	43
November	55	0	55
December	33	0	33
Total	295	3	298

Disposition of PAD final decisions

		Percentage of total PAD decisions received
At PAD for decision, June 30, 1964	181	
Field investigations completed	177	
Desk reviews	4	
Forwarded to PAD, July–December 1964	299	
Field investigations completed	295	
Desk reviews	4	
Total	480	
Returned from PAD:		
Field investigation closed prior to report by transfer to another category of assistance	1	
Balance	479	
Reports still at PAD awaiting decision	298	
Field investigations completed	293	
Desk reviews	5	
PAD final decisions received	181	100.0
Field investigations	178	
Desk reviews	3	
Disposition of PAD final decisions	95	52.5
Closed subsequent to review:		
Field investigations	94	
Desk reviews	1	
Closed subsequent to review by transfer to another category	22	12.2
Field investigations	20	
Desk reviews	2	
Continued on assistance in GPA	64	35.3
Payment adjusted (GA)	16	(8.8)
Administrative action	43	(23.7)
No irregularities	5	(2.8)

Reports at PAD awaiting decision

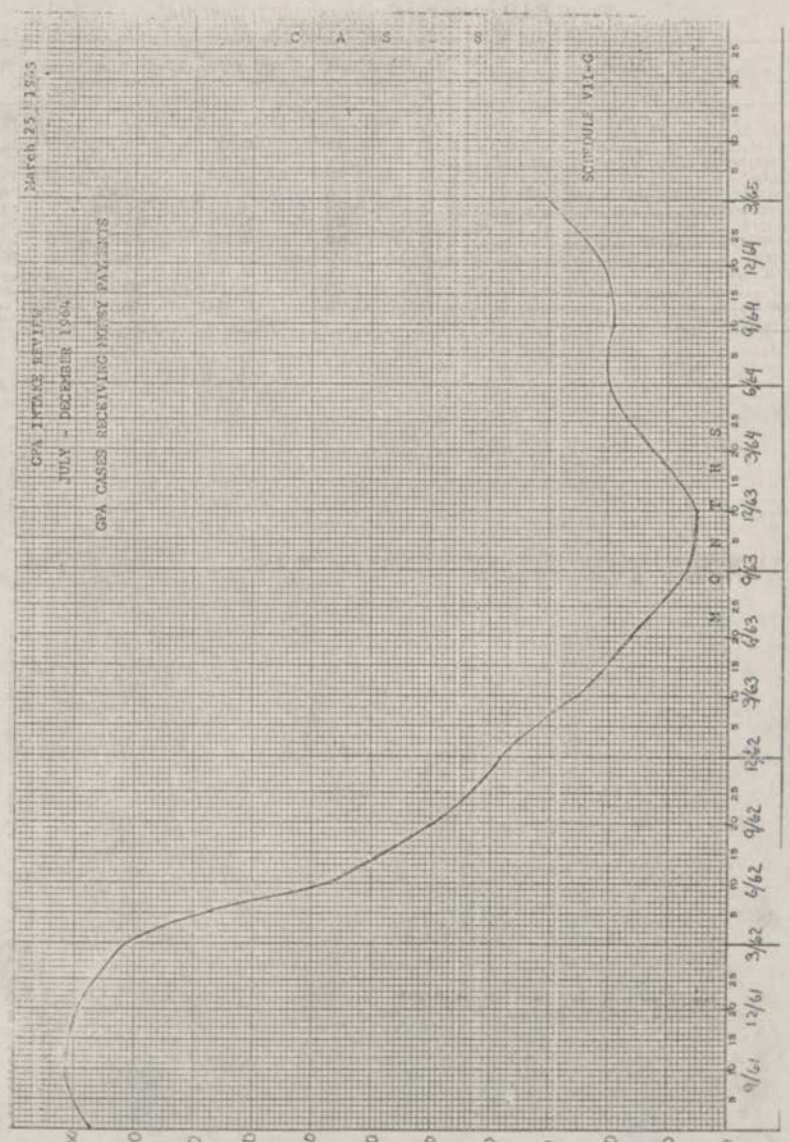
Reports at PAD awaiting decision as of Dec. 31, 1964:	
Field investigations completed	293
Desk reviews	5
Total	298

The reports at PAD awaiting decisions were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
April	3	0	3
July	3	0	3
October	1	0	1
November	1	0	1
December	1	0	1
1964			
January	3	0	3
February	7	0	7
March	10	0	10
April	6	0	6
May	8	0	8
June	23	2	25
July	26	1	27
August	39	0	39
September	41	1	42
October	33	1	34
November	55	0	55
December	33	0	33
Total	293	5	298

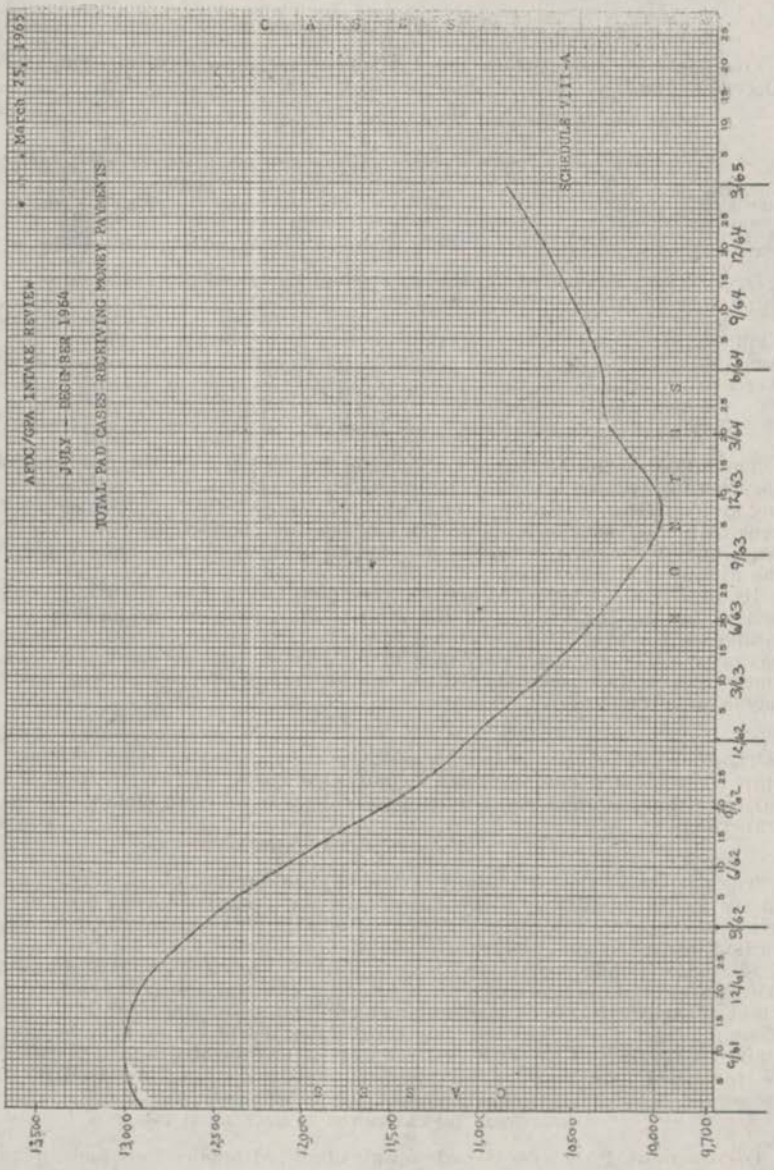
GPA cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	1,565	1,122	657	606
August	1,640	1,032	566	690
September	1,617	994	569	689
October	1,631	958	568	680
November	1,588	948	505	683
December	1,594	888	551	708
January	1,567	868	545	737
February	1,504	828	576	754
March	1,512	751	628	807
April	1,433	726	626	----------
May	1,283	753	685	----------
June	1,174	663	700	----------


GPA TIMES REVIEW
JULY - DECEMBER 1964
GPA CASES RECEIVING MONEY PAYMENTS
MARCH 25, 1965
CASES
MONTHS
SCHEDULE VII-G
1,600
1,500
1,400
1,300
1,200
1,100
1,000
900
800
700
600
500
9/61
12/61
3/62
6/62
9/62
12/62
3/63
6/63
9/63
12/63
3/64
6/64
9/64
12/64
3/65

Total PAD cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	12,895	11,971	10,369	10,304
August	13,000	11,773	10,154	10,427
September	12,969	11,521	10,050	10,457
October	12,955	11,340	9,964	10,484
November	12,942	11,206	9,909	10,492
December	12,919	11,072	10,013	10,622
January	12,806	10,932	10,055	10,621
February	12,645	10,769	10,073	10,661
March	12,547	10,672	10,256	10,866
April	12,406	10,591	10,185	
May	12,275	10,602	10,267	
June	12,093	10,349	10,310	


AFDC/GPA INTAKE RATES*
JULY - DECEMBER 1964
TOTAL PAD CASES RECEIVING MONEY PAYMENTS
* March 25, 1965
SCHEDULE VIII-A
13500
13000
12500
12000
11500
11000
10500
10000
9,700
9/61
12/61
3/62
6/62
9/62
12/62
3/63
6/63
9/63
12/63
3/64
6/64
9/64
12/64
3/65

AFDC/GPA overpayments

Overpayments reported in the PAD final decisions received, July through December 1964:

	Total	AFDC	GPA
Number	164	124	40
Amount	$29,257.51	$24,972.51	$4,285.00
Average	$178.40	$201.39	$107.13

Overpayments reported in the PAD final decisions received January 1963 through December 1964 were as follows:

	Total
Number	325
Amount	$49,796.51
Average	$153.22

OIC—Intake Review Section Operations, January–March 1965

The intake review section of the Office of Investigations and Collections (OIC) assumes full responsibility for the intake review phase of the program by initiating an examination of all approved aid to families with dependent children and general public assistance applications which have been approved by the Public Assistance Division, and making a thorough field investigation of 100 percent of the approved applications.

By investigating approved applications immediately after their approval, this section insures the validity of the information furnished by the recipient and minimizes the loss of appropriated funds to persons not entitled to assistance payments. The section contributes to the efficient and economical administration of the welfare program and to the discovery of overpayments in assistance payments authorized.

STAFF

There are 63 persons assigned to OIC intake review section operations. The staff consists of 2 section chiefs, 6 unit supervisors, 41 investigators, 2 secretaries to the section chiefs, 6 unit clerk-typists, and 6 clerk-dictaphone machine trancribers.

SOURCE OF CASES FOR INTAKE REVIEW

The purpose of the OIC intake review is to examine all approved applications in the aid to families with dependent children (AFDC) and the general public assistance (GPA) categories. Approved applications encompass all new applications, reapplications, and transfers to the two categories.

Since the Public Assistance Division (PAD) does not make a consolidated list of approved applications, it was essential that an alternative method be devised to notify OIC which applications have been approved. OIC, PAD, Office of Research and Statistics, and the Field Administrative Branch, Family and Children Services (FAB–FCS), agreed to procedures which insure that OIC will be furnished knowledge of all approved applications subject to OIC intake review.

SELECTION OF CASES FOR INTAKE REVIEW

OIC requests PAD case records on all approved applications and assigns an OIC number to each case received.

All OIC numbered cases are reviewed and scheduled by the OIC evaluator and analyzer and forwarded to the investigation sections for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluators, through case record examination only, question the eligibility of the recipient for assistance, return the case record to PAD, and PAD closes the case. This type of action is entitled "OIC Desk Review."

C. Cases selected for quality control. If the recipient continues on assistance after the quality control is complete, the case is then investigated by OIC.

D. Cases where the recipient lives too far outside the Washington metropolitan area.

E. AFDC cases where the recipient is undergoing training at the PW Training Center and lives at the Center.

F. GPA cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), or incompetent (GI).

G. Cases not in the purview of the intake review examination; e.g., in a category not being investigated in the intake review (OA, AB, APTD).

Effective January 1, 1963, applications approved for AFDC and GPA were authorized for assistance payments for a maximum of 2 months. The time limitation has now been removed and applications are approved for a maximum of 6 months.

Normal investigative techniques were used in all investigations.

AFDC/GPA INTAKE REVIEW ACTIVITY

During the 3-month period, January 1, 1965, through March 31, 1965, the OIC intake review section activities were as follows:

A. Total AFDC/GPA activity

1. Six hundred and forty cases were received by OIC (table I).

2. Eight hundred and twenty-two cases were assigned to field investigations but four were subsequently withdrawn because PAD had closed the case, the recipient had started training in the PW Training Center or the recipient had moved out of the District of Columbia. Reasons for not assigning the balance of the cases received are listed in schedule I–B.

3. Field investigations were completed on 502 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In addition, 21 desk reviews were sent to PAD, making a total of 523 reports submitted to PAD (schedule I–D).

In the prior 6-month period, 1,138 reports were forwarded to PAD (schedule V–A).

4. Final PAD decisions were received on 864 cases. There were 615 reports still at PAD awaiting PAD action at the close of the reporting period. This compares with 733 PAD final decisions received and 959 reports at PAD awaiting PAD action during the prior 6-month period.

5. The 864 PAD final decisions received show that 350 cases (40.5 percent) were closed subsequent to review after investigation, 25 cases (2.9 percent) were closed subsequent to review by transfer to another category of assistance, 7 cases (0.8 percent) had the assistance payment terminated, remaining open for service only, 482 cases (55.8 percent) were continued on assistance in the AFDC/GPA categories. Only 39 cases (4.5 percent) of the total decisions received showed no irregularities (schedule I–D).

6. During the 2¼ years of OIC intake review operations, 2,760 PAD final decisions have been received. They show that 1,342 cases (48.6 percent) were closed subsequent to OIC review, 96 cases (3.5 percent) were closed subsequent to review by transfer to another category of assistance, 7 cases (0.3 percent) had the assistance payment terminated, remaining open for service only, and 1,315 cases (47.6 percent) continued on assistance in the AFDC/GPA categories. Only 191 cases (6.9 percent) of the final decisions were reported as having no irregularities (table V).

7. Table III shows the characteristics of the 375 cases closed in the AFDC or GPA categories in the 3-month period. Sixty recipients were white and 315 were Negro. The average time on assistance was 6.5 months. The total monthly assistance payments were $40,923, an average of $109.12 per case per month. "Employed recipient" was the principal reason for both the AFDC and the GPA closings.

The approximate amount of money expended in assistance payments to recipients was $263,057.

8. Schedule III–A shows the flow of work on the 375 closed cases. The average number of days from the date of the OIC report to the date of the last payment was 23 days. The average number of days from the date of the OIC report to the date the case was closed was 72 days. The average number of days from the date of the OIC report to the date the social worker reported the case closing decision to the PAD program analyst was 99 days. The average number of days from the date of the OIC report to the date PAD notified OIC of the PAD case decision was 110 days.

9. Schedule V–B shows the characteristics of 1,438 cases closed in the AFDC or GPA categories during the 27 months of OIC intake review operations. Two

hundred and seventeen recipients were white and 1,221 were Negro. The average time on assistance was 5.2 months. The total monthly assistance payments were $162,463, an average of $112.97 per month per case. "Employed recipient," "Employed AFDC parent in the home," and "AFDC parent returned home" were the principal reasons for the AFDC closings. "Employed recipient" was the main reason for the GPA closings.

The approximate amount of money expended in assistance payments to recipients was $835,880.

10. Table IV and schedule IV–A list the characteristics of the seven cases in which the assistance payment was terminated but the case remained open for service only. Two of the recipients were white and five were Negro. The recipients received assistance payments for an average of 6.6 months, the average payment amounting to $105.42. A total of approximately $5,086 was expended in payments to these recipients. The average number of days from the date of the OIC report to the date of the last payment was 65 days. The average number of days from the date of the OIC report to the date PAD notified OIC of the PAD case decision was 120 days.

11. During the 3-month period, 227 overpayments, totaling $35,345.16—an average of $155.71—were reported in the PAD final decisions compared with 552 overpayments, totaling $85,141.27—an average of $154.24—reported in the full 27-month period of operations.

B. AFDC activity

1. Four hundred and thirty-four cases were received by OIC (table VI).

2. Six hundred and seven cases were assigned to field investigations but two were subsequently withdrawn. Reasons for not assigning the balance are listed in schedule VI–B.

3. Field investigations were completed on 368 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In addition, 13 desk reviews were submitted to PAD, making a total of 381 reports sent to PAD (schedule V–A).

In the prior 6-month period, 839 reports were forwarded to PAD (schedule VI–D).

4. Final PAD decisions were received on 596 cases. There were 445 reports still at PAD awaiting action at the close of the reporting period (schedule VI–D).

This compares with 552 PAD final decisions received and 661 reports still at PAD awaiting decision during the prior 6-month period.

5. The 596 final PAD decisions received show that 215 cases (36.1 percent) were closed subsequent to review, 1 case (0.1 percent) was closed subsequent to review by transfer to another category of assistance, 4 cases (0.7 percent) had the assistance payments terminated but the cases remained open for service only and 376 cases (63.1 percent) were continued on assistance in the AFDC category. Only 33 cases (5.6 percent) were reported as having no irregularities.

C. GPA activity

1. Two hundred and six cases were received by OIC (table VII).

2. Two hundred and fifteen were assigned to field investigations but two were subsequently withdrawn. Reasons for not assigning the balance are contained in schedule VII–B.

3. Field investigations were completed on 134 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In addition, 8 desk reviews were sent to PAD, making a total of 142 reports submitted to PAD (schedule VII–D).

In the prior 6-month period, 299 reports were forwarded to PAD (schedule V–A).

4. Final PAD decisions were received on 268 cases. There were 170 reports still at PAD awaiting decision at the end of the reporting period (schedule VII–D).

This compares with 181 PAD final decisions received and 298 reports still at PAD awaiting final decision during the prior 6-month period.

5. The 268 PAD final decisions received show that 135 cases (50.4 percent) were closed subsequent to review, 24 cases (9.0 percent) were closed subsequent to review by transfer to another category, 3 cases (1.0 percent) had assistance payments terminated but remained open for service only, and 106 cases (39.6 percent) were continued on assistance in GPA. Only 6 cases (2.3 percent) were reported as having no irregularities.

AFDC/GPA UNREPORTED PAD FINAL DECISIONS

Assuming that the percentage of case closings continued at the same rate as the last 27 months (44.3 percent AFDC and 58.8 percent GPA), had PAD taken final action there would have been a decrease of 297 cases in the total caseload—197 cases in the AFDC category and 100 cases in the GPA category.

AFDC/GPA SAVINGS, JANUARY–MARCH 1965

The average length of time an AFDC case is on assistance is 50 months. Using this average, the approximate amount of money that would have been expended on the AFDC cases closed subsequent to review, during this 6-month period would be $1,436,350 instead of $180,068—a savings of $1,256,282—$753,769 Federal money and $502,513 local money.

The average length of time a GPA case is on assistance is 12 months. Using this average, the approximate amount of money that would have been expended on the GPA cases closed subsequent to review during this 6-month period would be $146,532 instead of $82,989—a savings of $63,363 in local money.

The total savings for the 6-month period amounts to $1,319,645—$753,769 Federal and $565,876 local money.

AFDC/GPA SAVINGS, JANUARY 1963–MARCH 1965

The approximate amount of money that would have been expended on the AFDC cases closed subsequent to review during the 2-year period would be $5,975,050 instead of $835,880—a savings of $5,139,170—$3,083,502 Federal money and $2,055,668 local money.

The approximate amount of money that would have been expended on the GPA cases closed subsequent to review during the 2-year period would be $515,544 instead of $243,653—a savings of $271,891 local money.

The total savings for the 2-year period amounts to $5,411,061—$3,083,502 Federal money and $2,327,559 local money.

CASELOAD STATISTICS

Schedules VI–F and VI–G show the AFDC caseload for fiscal years 1962 to date. The first random sample investigation (AFDC) of the public assistance caseload began in November 1961.

Schedules VII–F and VII–G show the GPA caseload for fiscal years 1962 to date. The GPA random sample field investigation was conducted in June and July 1962.

Table VIII and schedule VIII–A show the total PAD caseload for fiscal years 1962 to date.

RECOMMENDATIONS

It is recommended that the staff now engaged in the intake review operations be permanently assigned to this activity and sufficient additional staff be authorized to complete the AFDC and APTD audit reviews in a reasonable length of time.

TOTAL AFDC/GPA INTAKE REVIEW, JANUARY–MARCH 1965

Activity report

	Number	Percentage of number requested
Requested January–March 1965 (schedule I–A)	785	87.6
Requested prior, not received	111	12.4
Total requested	896	100.0
Canceled prior to receipt	19	2.1
Balance	877	97.9
Not received	237	26.5
Total received, January–March 1965	640	71.4
On hand, December 31, 1964:		
With OIC evaluator	219	
Quality control with OIC evaluator	2	
Pending RC–115 by evaluators	12	
Pending RC–115 by investigators	30	
Still under investigation	258	
Desk reviews returned from PAD	14	
Total	535	
Total received and previously on hand	1,175	

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,175	100.0
Not assigned for field investigation (schedule I–B)	353	30.1
Action completed	90	
Action pending	263	
Assigned for field investigation	822	69.9
Assigned July–December 1964	564	
From prior period	258	
Assigned, withdrawn	4	.3
Balance	818	69.6
Still under investigation	316	26.9
Field investigation completed (schedule I–C)	502	42.7

Approved, requested, and received

1965	Approved	Requested	Not requested
January	164	257	−93
February	298	200	98
March	250	328	−78
Total	712	785	−73
Previously approved, not requested	347	0	347
Previously approved, requested, not received	111	111	0
Total	1,170	896	274
Canceled prior to receipt		19	
Requested not received		237	
Received current period		640	

Reasons not assigned for field investigation

	Number	Percent of total
Subsequent to OIC numbering, found to be:		
GE (former St. Elizabeths patient)	1	
GH (nursing home)	1	
GI (incompetent)	0	
Closed prior to review:		
Subsequent to Jan. 1, 1963	52	
By transfer to another category	13	
Out of District of Columbia	1	
Payment terminated—open for service only—desk review	1	
Closed by evaluator's desk review	15	
Action completed	84	24.2
Pending:		
Quality control	2	
Pending RC-115 by evaluators	13	
Pending RC-115 by investigators	12	
Not yet scheduled by evaluators	220	
Eligibility questioned by evaluators, desk reviews at PAD	16	
Total pending	263	75.8
Grand total not assigned	347	100.0

Investigations completed by months

	Field	Desk	Total
1964			
June	(172)	5 (4)	177 (176)
July	(181)	0	181 (181)
August	(226)	2 (1)	228 (227)
September	(221)	2 (1)	223 (222)
October	(178)	1 (1)	179 (179)
November	(183)	0	183 (183)
December	(140)	0	140 (140)
1965			
January	159	6	165
February	176	2	178
March	167	4	171
Total	1,803	22	1,825
Previously reported ( )	1,301	7	1,308
Completed this period	502	15	517

Disposition of PAD final decisions

	Number	Percentage of total PAD decisions received
At PAD for decision, Dec. 31, 1964	959	
Field investigations completed	945	
Desk reviews	14	
Forwarded to PAD, January–March 1965	523	
Field investigations completed	502	
Desk reviews	21	
Total	1,482	
Returned from PAD	3	
Desk reviews:		
Closed prior to review	2	
Closed prior to report by transfer to another category	1	
Total	1,479	
Reports still at PAD awaiting decision	615	
Field investigations completed	599	
Desk reviews	16	
PAD final decisions received	864	100.0
Field investigations	848	
Desk reviews	16	
Dispositions of PAD final decisions	350	40.5
Closed subsequent to review:		
Field investigations	336	
Desk reviews	14	
Closed subsequent to review by transfer to another category	25	2.9
Field investigations	24	
Desk reviews	1	
Payment terminated—Open for service only	7	0.8
Field investigations	6	
Desk reviews	1	
Continued on assistance AFDC/GPA	482	55.8
Payment adjusted (GA)	161	(18.6)
Administrative action	282	(32.7)
No irregularities	39	(4.5)

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of Mar. 31, 1965:	
Field investigations completed	599
Desk reviews	16
Total	615

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
February	1	0	1
April	4	0	4
May	1	0	1
June	2	0	2
July	5	0	5
September	2	0	2
October	2	0	2
November	2	0	2
1964			
January	2	0	2
March	7	0	7
April	6	0	6
May	11	1	12
June	15	3	18
July	9	2	11
August	30	0	30
September	20	1	21
October	29	2	31
November	38	0	38
December	48	0	48
1965			
January	72	1	73
February	126	3	129
March	167	3	170
Total	599	16	615

Approved and requested

	Total AFDC/GPA intake review	AFDC	GPA
Approved, January–March 1965	712	412	300
Previously approved, not requested	347	186	161
Previously approved, requested, not received	111	59	52
Total approved	1,170	657	513
Requested, January–March 1965	785	528	257
Previously requested, not received	111	59	52
Total requested	896	587	309
Canceled prior to receipt	19	9	10
Requested, not received	237	144	93
Received current period	640	434	206
Number not requested as of Mar. 31, 1965	274	70	204
Percent of approved, not requested as of Mar. 31, 1965	23.4	10.7	39.8

Characteristics of closed cases

	Total	AFDC	GPA
Total	375	216	159
A. White	60	29	31
Negro	315	187	128
B. Months on assistance	2,436	1,354	1,082
Average months on assistance	6.5	6.3	6.8
C. Total monthly payments	$40,923	$28,727	$12,196
Average monthly payment	109.12	132.99	76.70
D. Approximate amount of money expended in assistance payments to recipients	263,057	180,068	82,989
Estimated Federal share	108,041	108,041	
Estimated local share	155,016	72,027	82,989
E. Reason for closing:			
1. Income sufficient to meet needs		22	12
2. Employed recipient		63	43
3. Employed parent in home		13	2
4. AFDC parent returned home		32	0
5. No child in home		8	0
6. Continuous absence not established		22	0
7. Receipt of statutory benefits (OASDI, etc.)		14	10
8. Inability to establish need		3	7
9. Employable		9	9
10. Withdrew		13	17
11. Death		0	1
12. In public institution		0	12
13. Loss of contact		11	17
14. Unable to determine resources		0	0
15. Transferred to another category		1	24
16. District of Columbia Village "in lieu of"		0	0
17. Refusal to comply with agency regulations		4	4
18. Resources from illegal activity		0	0
19. Loss of residence eligibility		1	1
Total		216	159

Flow of work on closed cases

	Total	AFDC	GPA
A. Number of cases	375	216	159
B. Number of days from the date of the OIC report to the date of the last payment	8,738	5,267	3,471
Average number of days per case	23	24	22
C. Number of days from the date of the OIC report to the date of the case closing	26,976	14,755	12,221
Average number of days per case	72	68	77
D. Number of days from the date of the OIC report to the date of the report of the decision of the social worker (PA-315) to PAD program analyst	37,232	18,627	18,605
Average number of days per case	99	86	117
E. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA-317)	41,348	20,746	20,602
Average number of days per case	110	96	130

Characteristics of payment-terminated cases, open for service only

	Total	AFDC	GPA
A. Number of cases	7	4	3
B. Race:			
White	2	1	1
Negro	5	3	2
C. Months on assistance prior to termination of payment	46	30	16
Average months on assistance with payment	6.6	7.5	5.3
D. Total monthly payments	$738.00	$534.00	$204
Average monthly payment	105.42	133.50	68
E. Approximate amount of money expended in assistance payments to recipients	5,086.00	4,005.00	1,081
Estimated Federal share	2,403.00	2,403.00	
Estimated local share	2,683.00	1,602.00	1,081
F. Reason for termination of payment:			
Employment	3	2	1
Receipt of statutory benefits	3	2	1
Employable	1	0	1

Flow of work on payment terminated cases, open for service only

	Total	AFDC	GPA
A. Number of cases	7	4	3
B. Number of days from the date of the OIC report to the date of the last payment	456	390	66
Average number of days per case	65	98	22
C. Number of days from the date of the OIC report to the date of the report of the decision of the social worker (PA-315) to PAD program analyst	777	514	263
Average number of days per case	111	129	88
D. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA-317)	839	551	288
Average number of days per case	120	138	96

Disposition of PAD final decisions

Total AFDC/GPA actions	Total	Percent
Total cases closed subsequent to review	1,342	48.6
Total cases closed subsequent to review by transfer to District of Columbia Village "in lieu of"	1	.1
Total cases closed subsequent to review by transfer to another category of assistance	95	3.4
Payment terminated—open for service only	7	.3
Total cases continued on assistance as follows	1,315	47.6
Payment adjusted (GA)	374	(13.5)
Administrative action	750	(27.2)
No irregularities	191	(6.9)
Total	2,760	100.0

The AFDC portion of the above actions is as follows:

	Total	Percent
AFDC cases closed subsequent to review	860	44.3
AFDC cases closed subsequent to review by transfer to another category of assistance	2	.1
Payment terminated—open for service only	4	.2
AFDC cases continued on assistance as follows	1,074	55.4
Payment adjusted (GA)	303	(15.6)
Administrative action	606	(31.3)
No irregularities	165	(8.5)
Total	1,940	100.0

The GPA portion of the above actions is as follows:

	Total	Percent
GPA cases closed subsequent to review	482	58.8
GPA cases closed subsequent to review by transfer to District of Columbia Village "in lieu of"	1	.1
GPA cases closed subsequent to review by transfer to another category of assistance	93	11.3
Payment terminated—open for service only	3	.4
GPA cases continued on assistance as follows	241	29.4
Payment adjusted (GA)	71	(8.6)
Administrative action	144	(17.6)
No irregularities	26	(3.2)
Total	820	100.0

Semiannual report of PAD decisions

Period	Reports to PAD	Returned no final decision	Reports at PAD awaiting decision	Final decisions from PAD	Closed subject to review [1]	Percent [1]
	AFDC/GPA combined					
January-June 1963	419	0	276	143	96(9)	67.1
July-December 1963	549	9	384	432	237(17)	54.9
January-June 1964	761	1	556	588	326(23)	55.4
July-December 1964	1,138	2	959	733	333(22)	45.4
January-March 1965	523	3	615	864	350(25)	40.5
Total	3,390	15	615	2,760	1,342(96)	48.6
	AFDC					
January-June 1963	229	0	156	73	49(0)	67.1
July-December 1963	389	4	242	299	145(0)	48.5
January-June 1964	554	1	375	420	213(1)	50.7
July-December 1964	839	1	661	552	238(0)	43.1
January-March 1965	381	1	445	596	215(1)	36.1
Total	2,392	7	445	1,940	860(2)	44.3
	GPA					
January-June 1963	190	0	120	70	47(9)	67.1
July-December 1963	160	5	142	133	92(17)	69.2
January-June 1964	207	0	181	168	113(22)	67.3
July-December 1964	299	1	298	181	95(22)	52.5
January-March 1965	142	2	170	268	135(24)	50.4
Total	998	8	170	820	482(94)	58.8

[1] Figures in parentheses ( ) were closed subsequent to review by transfer to another category of assistnace and are not included in the closed subsequent to review totals or percentages.

Characteristics of closed cases

	Total	AFDC	GPA
Total	1,438	862	576
A. White	217	102	115
Negro	1,221	760	461
B. Months on assistance	7,539	4,272	3,267
Average months on assistance	5.2	5.0	5.7
C. Total monthly payments	$162,463	$119,501	$42,962
Average monthly payment	112.97	138.63	74.58
D. Approximate amount of money expended in assistance payments to recipients	835,880	592,227	243,653
Estimated Federal share	355,336	355,336	
Estimated local share	480,544	236,891	243,653
E. Reason for closing:			
1. Income sufficient to meet needs		52	32
2. Employed recipient		155	128
3. Employed parent in home		128	3
4. AFDC parent returned home		118	0
5. No child in home		33	0
6. Continuous absence not established		86	0
7. Receipt of statutory benefits (OASDI, etc.)		42	33
8. Inability to establish need		21	42
9. Employable		65	38
10. Withdrew		83	62
11. Death		2	13
12. In public institution		2	39
13. Loss of contact		41	53
14. Unable to determine resources		3	4
15. Transferred to another category		2	93
16. District of Columbia Village "in lieu of"		0	1
17. Refusal to comply with agency regulations		23	29
18. Resources from illegal activity		2	3
19. Loss of residence eligibility		4	3
Total		862	576

AFDC INTAKE REVIEW, JANUARY–MARCH 1965

Activity report

	Number	Percent of number requested
Requested January–March 1965 (schedule VI–A)	528	89.9
Requested prior, not received	59	10.1
Total requested	587	100.0
Canceled prior to receipt	9	1.6
Balance	578	98.4
Not received	144	24.5
Total received, January–March 1965	434	73.9
On hand, December 31, 1964	405	
With OIC evaluator	159	
Quality control with OIC evaluator	2	
Pending RC–115 by evaluators	11	
Pending RC–115 by investigators	22	
Still under investigation	202	
Desk reviews returned from PAD	9	
Total received and previously on hand	839	

	Number	Percent of number received and previously on hand
Total received and previously on hand	839	100.0
Not assigned for field investigation (schedule VI–B)	232	27.7
Action completed	46	
Action pending	186	
Assigned for field investigation	607	72.3
Assigned July–December 1964	405	
From prior period	202	
Assigned, withdrawn	2	.2
Balance	605	72.1
Still under investigation	237	28.2
Field investigation completed (schedule VI–C)	368	43.9

Approved, requested, and received

1965	Approved	Requested	Not requested
January	61	181	−120
February	187	126	61
March	164	221	−57
Total	412	528	−116
Previously approved, not requested	186	0	186
Previously approved, requested, not received	59	59	0
Total	657	587	70
Canceled prior to review		9	
Requested, not received		144	
Received current period		434	

Reasons not assigned for field investigation

	Number	Percent of of total
Subsequent to OIC numbering:		
Closed prior to review:		
Subsequent to Jan. 1, 1963	35	
By transfer to another category	1	
Out of the District of Columbia	1	
Closed by evaluator's desk review	9	
Action completed	46	19.8
Pending:		
Quality control	2	
Pending RC-115 by evaluators	10	
Pending RC-115 by investigators	5	
Not yet scheduled by evaluators	157	
Eligibility questioned by evaluators, desk reviews at PAD	12	
Total pending	186	80.2
Grand total	232	100.0

Investigations completed by months

	Field	Desk	Total
1964			
June	(115)	3(2)	118(117)
July	(132)	0	132(132)
August	(167)	1	168(167)
September	(164)	1	165(164)
October	(136)	0	136(136)
November	(128)	0	128(128)
December	(107)	0	107(107)
1965			
January	121	5	126
February	126	0	126
March	121	1	122
Total	1,317	11	1,328
Previously reported ( )	949	2	951
Completed this period	368	9	377

Disposition of PAD final decisions

	Number	Percentage of total PAD decisions received
At PAD for decision, Dec. 31, 1964	661	
Field investigations completed	652	
Desk review	9	
Forwarded to PAD, January–March 1965	381	
Field investigations completed	368	
Desk reviews	13	
Total	1,042	
Returned from PAD, desk review: Closed prior to review	1	
Total	1,041	
Reports still at PAD awaiting decision	445	
Field investigations	433	
Desk reviews	12	
PAD final decisions received	596	100.0
Field investigations	587	
Desk reviews	9	
Disposition of PAD final decisions:		
Closed subsequent to review	215	36.1
Field investigations	206	
Desk reviews	9	
Closed subsequent to review by transfer to another category of assistance	1	.1
Field investigations	1	
Desk reviews	0	
Payment terminated—Open for service only	4	.7
Field investigations	4	
Desk reviews	0	
Continued on assistance AFDC	376	63.1
Payment adjusted (GA)	120	(20.1)
Administrative action	223	(37.4)
No irregularities	33	(5.6)

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of Mar. 31, 1965:	
Field investigations completed	433
Desk reviews	12
Total	445

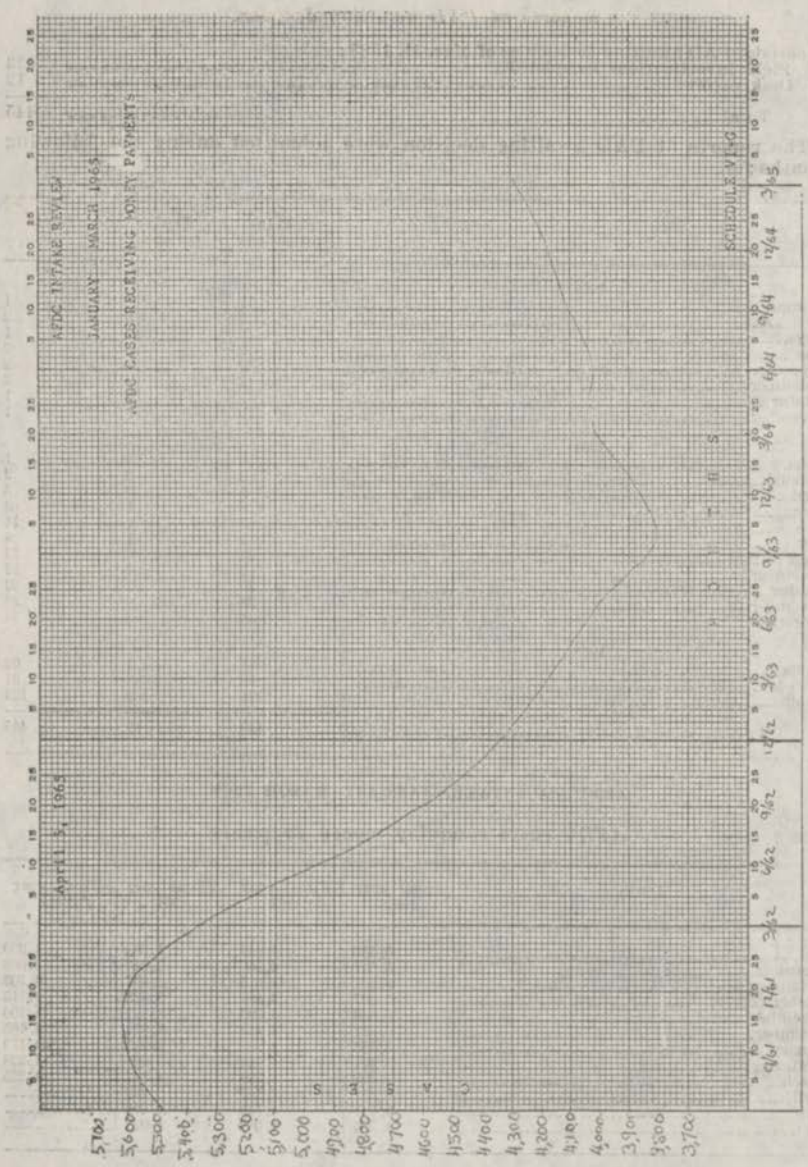
The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
February	1	0	1
April	2	0	2
May	1	0	1
June	2	0	2
July	2	0	2
September	2	0	2
October	1	0	1
November	1	0	1
1964			
January	1	0	1
March	2	0	2
April	5	0	5
May	8	1	9
June	9	2	11
July	5	1	6
August	23	0	23
September	12	0	12
October	20	2	22
November	28	0	28
December	38	0	38
1965			
January	61	1	62
February	88	3	91
March	121	2	123
Total	433	12	445

AFDC/GPA INTAKE, JANUARY–MARCH 1965

AFDC cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	5,530	4,849	4,063	4,039
August	5,597	4,757	3,949	4,066
September	5,601	4,615	3,857	4,103
October	5,607	4,491	3,823	4,113
November	5,628	4,396	3,791	4,106
December	5,611	4,353	3,871	4,165
January	5,553	4,262	3,885	4,179
February	5,471	4,184	3,904	4,228
March	5,392	4,189	4,017	4,295
April	5,251	4,157	3,993	
May	5,111	4,155	4,010	
June	4,976	4,062	4,023	


AFDC INFANT REVOLD
JANUARY MARCH 1965
AFDC CASES RECEIVING VOLU PAYMENTS
April 5, 1965
SCHEDULE VIII
5700
5600
5500
5400
5300
5200
5100
5,000
4900
4800
4700
4600
4500
4400
4,300
4,200
4,100
4000
3,900
3,800
3,700

GPA INTAKE REVIEW, JANUARY–MARCH 1965

Activity report

	Number	Percent of number requested
Requested January–March 1965 (schedule VII–A)	257	83.2
Requested prior, not received	52	16.8
Total requested	309	100.0
Canceled prior to receipt	10	3.2
Balance	299	96.8
Not received	93	30.1
Total received, January–March 1965	206	66.7
On hand, Dec. 31, 1964	130	
With OIC evaluator	60	
Pending RC–115 by evaluators	1	
Pending RC–115 by investigators	8	
Still under investigation	56	
Desk reviews previously at PAD	5	
Total received and previously on hand	336	

	Number	Percent of number received and previously on hand
Total received and previously on hand	336	100.0
Not assigned for field investigation (schedule VII–B)	121	36.0
Action completed	44	
Action pending	77	
Assigned for field investigation	215	64.0
Assigned July–December 1964	159	
From prior period	56	
Assigned, withdrawn	2	.6
Balance assigned	213	63.4
Still under investigation	79	23.5
Field investigation completed (schedule VII–C)	134	39.9

Approved, requested, and received

1965	Approved	Requested	Not requested
January	103	76	27
February	111	74	37
March	86	107	−21
Total	300	257	43
Previously approved, not requested	161	0	161
Previously approved, requested, not received	52	52	0
Total	513	309	204
Canceled prior to receipt		10	
Requested, not received		93	
Received, current period		206	

Reasons not assigned for field investigations

	Number	Percent of total
Subsequent to OIC numbering:		
GE (former St. Elizabeths' patient)	1	
GH (nursing home)	1	
GI (incompetent)	0	
Closed prior to review:		
Subsequent to Jan. 1, 1963	22	
By transfer to another category	13	
Payment terminated—Open for service only—Desk review	1	
Closed by evaluator's desk review	6	
Action completed	44	36.4
Pending:		
Pending RC-115 by evaluators	3	
Pending RC-115 by investigators	7	
Not yet scheduled by evaluator	63	
Eligibility questioned by evaluators, desk reviews at PAD	4	
Total pending	77	63.6
Total not assigned	121	100.0

Investigations completed by months

	Field	Desk	Total
1964			
June	(57)	(2)	(59)
July	(49)	(0)	(49)
August	(59)	(1)	(60)
September	(57)	(1)	(58)
October	(42)	(1)	(43)
November	(55)	(0)	(55)
December	(33)	(0)	(33)
1965			
January	38	1	39
February	50	2	52
March	46	3	49
Total	486	11	497
Previously reported ( )	352	5	357
Completed this period	134	6	140

Disposition of PAD final decisions

	Number	Percentage of total PAD decisions received
At PAD for decision, June 30, 1964	298	
Field investigations completed	293	
Desk reviews	5	
Forward to PAD, July-December 1964	142	
Field investigations completed	134	
Desk reviews	8	
Total	440	
Returned from PAD:		
Desk review	2	
Closed prior to review by transfer to another category of assistance	1	
Return for field investigation	1	
Balance	438	
Reports still at PAD awaiting decision	170	
Field investigations completed	166	
Desk reviews	4	
PAD final decisions received	268	100.0
Field investigations	261	
Desk reviews	7	
Disposition of PAD final decisions		
Closed subsequent to review	135	50.4
Field investigations	130	
Desk reviews	5	
Closed subsequent to review by transfer to another category	24	9.0
Field investigations	23	
Desk reviews	1	
Payment terminated—Open for service only	3	1.0
Field investigations	2	
Desk reviews	1	
Continued on assistance in GPA	106	39.6
Payment adjusted (GA)	41	(15.3)
Administrative action	59	(22.0)
No irregularities	6	(2.3)

Reports at PAD awaiting decision

Reports at PAD awaiting decision as of Mar. 31, 1965:	
Field investigations completed	166
Desk reviews	4
Total	170

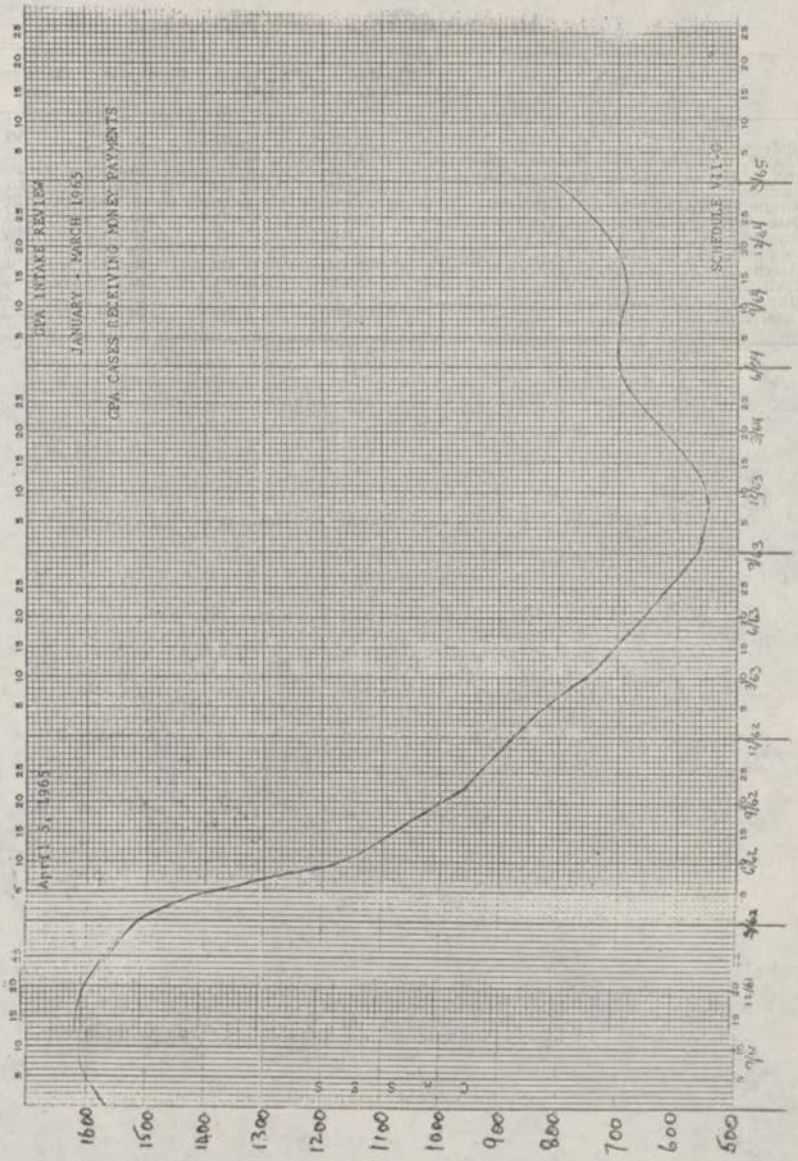
The reports at PAD awaiting decision were submitted during the following month:

	Field investigations	Desk reviews	Total
1963:			
April	2	0	2
July	3	0	3
October	1	0	1
November	1	0	1
1964:			
January	1	0	1
March	5	0	5
April	1	0	1
May	3	0	3
June	6	1	7
July	4	1	5
August	7	0	7
September	8	1	9
October	9	0	9
November	10	0	10
December	10	0	10
1965:			
January	11	0	11
February	38	0	38
March	46	1	47
Total	166	4	170

AFDC/GPA INTAKE REVIEW, JANUARY–MARCH 1965

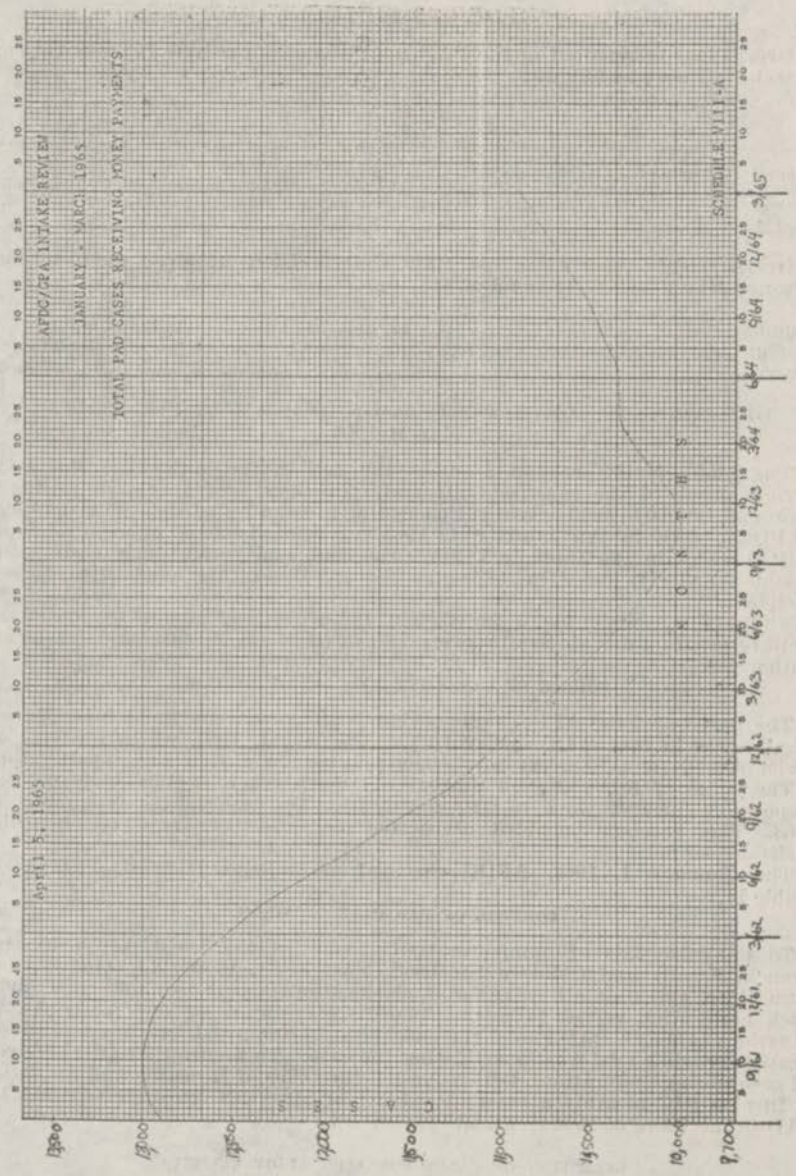
GPA cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	1,565	1,122	675	606
August	1,640	1,032	566	690
September	1,617	994	569	689
October	1,631	958	568	680
November	1,588	948	505	683
December	1,594	888	551	708
January	1,567	868	545	737
February	1,504	828	576	754
March	1,512	751	628	807
April	1,433	726	626	----------
May	1,283	753	685	----------
June	1,174	663	700	----------


APRIL 5, 1965
JANUARY - MARCH 1965
DPA INTAKE REVIEW
DPA CASES RECEIVING HOME PAYMENTS
SCHEDULE VII-C
1600
1500
1400
1300
1200
1100
1000
900
800
700
600
500

Total PAD cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	12,895	11,971	10,369	10,304
August	13,000	11,773	10,154	10,427
September	12,969	11,521	10,050	10,457
October	12,955	11,340	9,964	10,484
November	12,942	11,206	9,909	10,492
December	12,919	11,072	10,013	10,622
January	12,806	10,932	10,055	10,621
February	12,645	10,769	10,073	10,661
March	12,574	10,672	10,256	10,866
April	12,406	10,591	10,185	----------
May	12,275	10,602	10,267	----------
June	12,093	10,349	10,310	----------


AFDC/GA INTAKE REVIEW
JANUARY - MARCH 1965
TOTAL PAD CASES RECEIVING MONEY PAYMENTS
April 5, 1965
SUSPENSION
CASES
SCHEDULE NO. 11-A

AFDC/GPA overpayments

Overpayments reported in the PAD final decisions received January through March 1965 were as follows:

	Total	AFDC	GPA
Number	227	150	77
Amount	$35,345.16	$21,388.16	$13,957.00
Average	$155.71	$142.59	$181.26

Overpayments reported in the PAD final decisions received January 1963 through March 1965 were as follows:

	Total
Number	552
Amount	$85,141.67
Average	$154.24

OIC—AFDC Audit Review Section Operations, July 1963 Through March 1965

The audit review section assumes the full responsibility for the audit review phase of the investigations and collections program by initiating a thorough intensive field investigation of aid to families of dependent children (AFDC) cases in the January 1, 1963, caseload, general public assistance (GPA) cases in the January 1, 1963, caseload, and permanently and totally disabled (APTD) cases to determine the validity of the eligibility of each recipient.

The section contributes to the efficient and economical administration of the welfare program and to the discovery of overpayments in assistance payments authorized.

SOURCE OF CASES FOR AFDC AUDIT REVIEW

The purpose of the AFDC audit review is to make a full field investigation of all cases in the AFDC caseload as of January 1, 1963, which are still on assistance in the AFDC category when selected for review and investigation.

The Office of Research and Statistics, Department of Public Welfare, was responsible for furnishing to OIC the total AFDC caseload as of January 1, 1963. This caseload included all active cases whether receiving financial assistance or not.

The January 1, 1963, AFDC caseload as adjusted totaled 4,533 cases (table I).

CONTROL OF PAD CASE CLOSINGS

To minimize loss of manpower, OIC requested the Field Administrative Branch, Family and Children Services (FAB–FCS), to provide OIC with a form PA–3 notice of all AFDC case closings subsequent to January 1, 1963. Such notification serves to insure immediate cessation of OIC activities in situations in which PAD closed the case, either prior to OIC review and investigation or while OIC was investigating the case. To assure that OIC received all case closing notifications, OIC requested the Office of Research and Statistics to furnish OIC monthly a consolidated list of all AFDC closings reported by PAD to the Office of Research and Statistics.

SELECTION OF CASES FOR AFDC AUDIT REVIEW

Selection of cases for field investigation is based on departmental operations in other divisions of the Department. The Director of Public Welfare authorizes which groups of cases may be investigated.

Within the groups approved by the Director of Public Welfare, the Investigations and Collections Officer or his designated representative reviews each case using guidelines furnished by the Office of Research and Statistics and other criteria to determine the cases most likely to be ineligible and to be investigated first.

The guidelines furnished by the Office of Research and Statistics were based on their analysis of the AFDC random sample investigation made at the request

of OIC. The report of the Office of Research and Statistics was as follows:

"We have made an analysis of the length of time on assistance and age of the mother for those cases (AFDC random sample investigation). It indicates that the highest proportion of cases which were closed during the investigative period were those which had been on assistance less than 3 years and in which the mother was under 40 years of age. Next were those cases in which the mother was on assistance for 3 years or more and under 40 years of age; third were those in which the mother was on assistance less than 3 years and was over 40 years of age; and fourth were those in which the mother was on assistance for 3 years or more and was over 40 years of age."

When a PAD case subject to audit review has been requested and received, it is assigned an OIC number. All OIC numbered cases are reviewed and scheduled by the OIC evaluator and analyzer and forwarded to the investigation section for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluator, through case record examination only, questions the eligibility of the recipient for assistance, returns the case record to PAD and PAD closes the case. This type of action is called an OIC desk review.

C. Cases selected for quality control. If the recipient continues on assistance after the quality control is complete, the case is then investigated by OIC.

D. Cases where the recipient lives too far outside the metropolitan area of the District of Columbia.

E. Cases where the recipient is undergoing training at the Public Welfare Training Center and lives at the Center.

F. Cases in which payment has been terminated and which are open for service only.

G. Cases not in the purview of the AFDC audit review; e.g., in another category (OA, AB, APTD, GPA).

AFDC AUDIT REVIEW ACTIVITY

A. Of the 4,533 cases subject to AFDC audit review, 1,640 cases (36.2 percent) had been closed by PAD prior to review (table I).

B. Nine hundred and ten cases were reviewed by OIC.

C. Seven hundred and ninety-four cases were assigned to field investigations but three were subsequently withdrawn. Reasons for not assigning the balance of the cases received are enumerated in schedule I–D.

D. Field investigations were completed on 713 of the assigned cases (schedule I–E). In addition, 18 desk reviews were sent to PAD making a total of 731 reports sent to PAD (table II).

E. Final PAD decisions were received on 633 cases. There were 98 reports at PAD still awaiting final PAD action at the close of the reporting period.

F. The 633 PAD final decisions received show that 198 cases (31.3 percent) were closed subsequent to review; 4 cases (0.6 percent) were closed subsequent to review by transfer to another category of assistance. 2 cases (0.3 percent) had the assistance payment terminated but remained open for service only and 429 cases (67.8 percent) were continued on assistance in the AFDC category. Only 50 cases (7.9 percent) of the total decisions received showed no irregularities.

The recipient was in training at the Public Welfare Training Center in both cases which remained open for service only (table IV).

G. There were 188 overpayments reported in the PAD final decisions received. The overpayments amounted to $75,171—an average of $399.84 per case.

H. Table III shows the characteristics of the 202 closed cases. Fourteen recipients were white and 188 were Negro. The average time on assistance was 52.4 months. The total monthly payments were $20,111, an average of $99.55 per case per month. The principal reason for closing was "Employed recipient," totaling 38 cases (18.8 percent).

The approximate amount expended in assistance payments to recipients was $1,053,836.

PAD ACTIONS

Schedule III–A shows the characteristics of 20 cases for which PAD final decisions were received. The average number of days between the date of the OIC report and the date of the last payment was 51 days. The average number

of days between the date of the OIC report and the date of PAD closing the case was 84 days. The average number of days between the date of the OIC report and the date of the report of the decision of the social worker to the PAD program analyst was 123 days. The average number of days between the date of the OIC report to PAD and the PAD notification to OIC of its final decision was 151 days.

The reports at PAD still awaiting PAD final decision are shown in schedule II–A by the months OIC submitted them to PAD.

UNREPORTED PAD FINAL DECISIONS

There were 119 reports at PAD still awaiting PAD final action as of December 31, 1964. Assuming that for these unreported decisions the percentage of case closings were at the same rate (32.1 percent) as reported for the first 18 months, there would have been a decrease of 38 cases in the AFDC caseload for the calendar year 1964. Also the percentage of closings subsequent to review by OIC would have been 39 percent instead of 32.1 percent.

LACK OF ADDITIONAL OIC STAFF FOR NEW AND INCREASED OIC PROGRAMS

The APTD audit review program was undertaken by OIC in mid-September 1963 and continued through June 1964. Staff was assigned from the AFDC audit review program to handle this new program. The intake review was increased from 50 percent field investigations to 100 percent field investigation on a graduated basis starting in April 1964 and operating at 100 percent by July 1, 1964. Staff was assigned from the AFDC audit review program to handle this increased intake review program.

During the period July through December 1963, 463 AFDC audit review reports were sent to PAD (schedule II–B). During the next 15 months (January 1964 through March 1965) only 273 reports were forwarded to PAD, 210 during calendar year 1964 and 63 during the first quarter of calendar year 1965. During January to June 1964 the shift of staff to the APTD audit review accounted for two-thirds of the decrease and the shift of staff to the intake review for the other third. Since July 1964 the shift of staff to the intake review has been the reason for the decrease in AFDC audit review investigations.

Assuming that the rate of field investigations completed continued the same in calendar year 1964 as for the 6-month period, July through December 1963, a total of 570 (439 AFDC and 131 APTD), OIC would have completed approximately 1,140 AFDC audit review investigations in calendar year 1964 instead of 210, a difference of 930 cases. If we assume that the percentage of case closings would have been at the same rate (32.1 percent) as reported for the first 18 months, there would have been 298 additional closings in the AFDC caseload in calendar year 1964.

EFFECT OF UNREPORTED PAD FINAL DECISIONS AND LACK OF ADDITIONAL OIC STAFF ON AFDC CASELOAD FOR CALENDAR YEAR 1964

Using the 2 assumptions reported above, there would have been a decrease of 38 AFDC cases due to unreported PAD final decisions in calendar year 1964 and of 298 AFDC cases due to lack of additional staff for new and increased OIC programs in calendar year 1964, a total decrease of 336 AFDC cases in calendar year 1964. During calendar year 1964 the AFDC caseload actually increased from 3,871 to 4,165, a total increase of 294.

RECOMMENDATIONS

It is recommended that:

1. The AFDC audit review of the AFDC caseload of January 1, 1963, be made with OIC staff at the strength originally authorized.
2. Staff be added for OIC to conduct the APTD audit of the APTD caseload of June 30, 1963, so that it will be completed in a reasonable time.
3. The intake review continue at 100 percent field investigations.
4. Additional staff be approved to make these audit and intake reviews at the strength recommended.

AFDC AUDIT REVIEW, JULY 1963–MARCH 1965

Activity report

	Number	Percent
AFDC caseload on Jan. 1, 1963 (schedule I–A)	4,533	100.0
Closed by PAD prior to audit (schedule I–B)	1,632	36.0
Balance to be requested	2,901	
Not requested	1,972	43.5
Requested (schedule I–C)	929	
Closed prior to receipt and OIC numbering	8	
Balance requested	921	
Not received	11	
Numbered	916	
Numbered in error	6	
Received	910	
Not assigned for field investigations (schedule I–D)	116	
Assigned for field investigation	794	
Assigned, but not investigated	3	
Balance for field investigation	791	
Still under investigation	78	
Field investigations completed (schedule I–E)	713	15.7
Overpayments:		
Number	188	
Amount	$75,171.00	
Average per case	$399.84	

Caseload on Jan. 1, 1963

May 1963, received three decks IBM cards of AFDC caseload as of Jan. 1, 1963, from Research and Statistics	4,482
May 17, 1963, received IBM card from Research and Statistics	1
Total	4,483
May 23, 1963, received IBM cards from Research and Statistics	42
Total	4,525
Deleted duplicate IBM cards	10
Total	4,515
June 7, 1963, received IBM cards from Research and Statistics	19
Total	4,534
Deleted duplicate IBM card	1
AFDC caseload Jan. 1, 1963, as adjusted	4,533

Closings by PAD prior to audit

Memo number	Memo dated	Number closed
1	May 1963	412
2	do	122
3	do	7
4	do	17
5	do	21
6	May 27, 1963	6
7	May 29, 1963	9
8	June 20, 1963	10
9	do	63
10	July 23, 1963	118
11	Sept. 13, 1963	137
12	Oct. 24, 1963	108
13	Dec. 4, 1963	38
14	Jan. 10, 1964	46
15	Mar. 10, 1964	95
16	Apr. 13, 1964	71
17	May 27, 1964	51
18	July 13, 1964	46
19	Aug. 31, 1964	50
20	Oct. 1, 1964	37
21	Nov. 4, 1964	39
22	Dec. 1, 1964	21
23	Dec. 21, 1964	25
24	Jan. 28, 1965	29
25	Feb. 24, 1965	20
26	Mar. 26, 1965	40
Total		1,638
Cancellation of closings reported	Mar. 12, 1964 (No. 12 above)	2
	Apr. 1, 1964	2
	July 28, 1964	1
	Oct. 13, 1964	1
Total		6
Total closings		1,632

Requested

Memo number	Memo dated	Number requested
1	May 15, 1963	100
2	May 23, 1963	100
3	June 7, 1963	100
4	June 21, 1963	100
5	July 25, 1963	100
6	July 29, 1963	100
7	Nov. 22, 1963	25
8	Jan. 17, 1964	1
9	Apr. 16, 1964	50
10	May 7, 1964	49
11	May 18, 1964	1
12	May 28, 1964	2
13	July 29, 1964	25
14	July 31, 1964	25
15	Nov. 18, 1964	50
16	Jan. 8, 1965	50
17	Jan. 14, 1965	50
18	Mar. 31, 1965	3
Requested through Mar. 31, 1965		931
Canceled requests, Mar. 31, 1965		2
Total requested through Mar. 31, 1965		929

Reasons not assigned for field investigation

Reasons not assigned for field investigation:	
Closed by PAD prior to review:	
Prior to Jan. 1, 1963	14
Subsequent to Jan. 1, 1963	66
Subsequent to OIC numbering, found to be:	
Out of the District of Columbia	3
In Public Welfare Training Center	2
Closed by evaluator desk review	15
Payment terminated—open for service only—desk	1
Total completed	101
Not yet scheduled by evaluators	13
Eligibility questioned by evaluators, reports at PAD awaiting decision	2
Total pending	15
Grand total	116

AFDC AUDIT REVIEW JULY 1963–MARCH 1965

Investigations completed by month

	Field investigations	Desk review	Total
1963:			
June	1	0	1
July	67	0	67
August	77	3	80
September	83	2	85
October	112	1	113
November	53	3	56
December	47	1	48
1964:			
January	26	1	27
February	21	1	22
March	16	2	18
April	20	0	20
May	13	0	13
June	16	0	16
July	15	1	16
August	17	0	17
September	17	0	17
October	14	0	14
November	14	0	14
December	21	0	21
1965:			
January	20	1	21
February	29	0	29
March	14	0	14
Total	713	16	729

Reports submitted to PAD

	Field	Desk	Total	Percent
Reports submitted to PAD	713	18	731	
Returned from PAD in PWTC				
Balance	713	18	731	
Reports at PAD awaiting decisions (schedule A)	96	2	98	
PAD final decisions received	617	16	633	100.0
Disposition of PAD final decisions:				
Closed subsequent to review	183	15	198	31.3
Closed subsequent to review by transfer to another category of assistance	4	0	4	.6
Payment terminated—open for service only	1	1	2	.3
Continued on assistance in AFDC	429	0	429	67.8
Category with money payments:				
Payment adjusted (GA)	140			(22.1)
Administrative action	239			(37.8)
No irregularities	50			(7.9)

Reports at PAD awaiting decision

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
August	1	0	1
September	2	1	3
October	3	0	3
November	4	0	4
1964			
February	1	0	1
April	4	0	4
May	1	0	1
June	2	0	2
July	3	1	4
August	5	0	5
September	5	0	5
October	5	0	5
November	4	0	4
December	6	0	6
1965			
January	8	0	8
February	28	0	28
March	14	0	14
Total	96	2	98

Semiannual report of PAD decisions

Period	AFDC/GPA combined					
	Reports to PAD	Returned no final decision	Reports at PAD awaiting decision	Final decisions from PAD	Closed subject to review [1]	Percent [1]
July–December 1963	463		278	185	62	33.5
January–June 1964	112		114	276	87(3)	31.5
July–December 1964	98		119	93	29(1)	31.2
January–March 1965	63	5	98	79	20	25.3
Total	736	5	609	633	198(4)	31.3

[1] Figures in parentheses ( ) were closed subsequent to review by transfer to another category of assistance and are not included in the closed subsequent to review totals or percentages.

Characteristics of closed cases

Characteristics of closed cases	202
A. Race:	
White	14
Negro	188
B. Months on assistance	10,586
Average months on assistance	52.4
C. Total monthly payments	$20,111
Average monthly payment	99.55
D. Approximate amount of money expended in assistance payments to recipients	$1,053,836
Estimated Federal share	632,302
Estimated local share	421,534
E. Reasons for closing:	
1. Income sufficient to meet needs	12
2. Employed recipient	38
3. Employed parent in home	21
4. AFDC parent returned home	5
5. No child in home	21
6. Continuous absence not established	21
7. Receipt of statutory benefits (OASDI, etc.)	8
8. Inability to establish need	16
9. Employable	11
10. Withdrew	25
11. Loss of contact	3
12. Refusal to comply with agency regulations	13
13. Loss of residence eligibility	2
14. In public institution	2
15. Transferred to another category of assistance	4

Characteristics of 20 closed cases

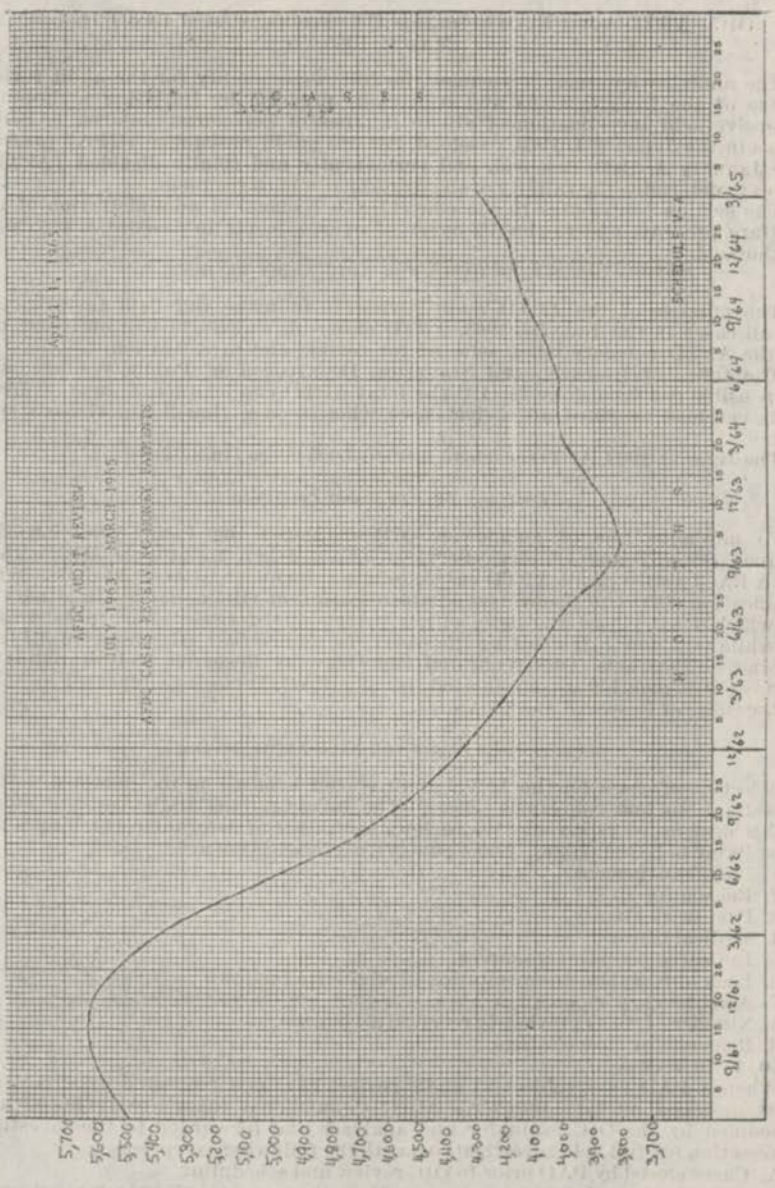
Characteristics of 20 closed cases for which PAD final decisions were received from January through March 1965:	
A. Number of cases	20
B. Number of days from the date of the OIC report to the date of the last payment	1,016
Average number of days per case	51
C. Number of days from the date of the OIC report to the date of the case closing	1,670
Average number of days per case	84
D. Number of days from the date of the OIC report to the date of the report of the decision of the social worker (PA–315) to PAD program analyst	2,465
Average number of days per case	123
E. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA–317)	3,026
Average number of days per case	151

Cases open for service only

Characteristics of cases—payment terminated—open for service only	2
A. Race:	
White	0
Negro	2
B. Months on assistance prior to termination of payment	116
Average months on assistance with payment	58
C. Total monthly payments	$332
Average monthly payment	166
D. Approximate amount of money expended in assistance payments to recipients	$19,256
Estimated Federal share	11,554
Estimated local share	7,702
E. Reason for termination of payment:	
Recipient employed in a training program	2

AFDC cases receiving money payments, fiscal year 1962 to date

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	5,530	4,849	4,063	4,039
August	5,597	4,757	3,949	4,066
September	5,601	4,615	3,857	4,103
October	5,607	4,491	3,823	4,113
November	5,628	4,396	3,791	4,106
December	5,611	4,353	3,871	4,165
January	5,553	4,262	3,885	4,179
February	5,471	4,184	3,904	4,228
March	5,392	4,189	4,017	4,295
April	5,251	4,157	3,993	----------
May	5,111	4,155	4,010	----------
June	4,976	4,062	4,023	----------



OIC—APTD Audit Review Section Operations, August 1963 Through March 1965

The audit review section assumes the full responsibility for the audit review phase of the investigations and collections program by initiating a thorough intensive field investigation of aid to families of dependent children (AFDC) cases in the January 1, 1963, caseload, general public assistance (GPA) cases in the January 1, 1963, caseload, and permanently and totally disabled (APTD) cases to determine the validity of the eligibility of each recipient.

The section contributes to the efficient and economical administration of the welfare program and to the discovery of overpayments in assistance payments authorized.

SOURCE OF CASES FOR APTD AUDIT REVIEW

The purpose of the APTD audit review is to make full field investigation on all cases in the June 30, 1963, APTD caseload, which are still on assistance in the APTD category when selected for review and investigation.

The Office of Research and Statistics, Department of Public Welfare, was responsible for furnishing to OIC the total APTD caseload as of June 30, 1963. This caseload included all active cases whether receiving financial assistance or not.

The June 30, 1963, APTD caseload totaled 3,003 cases (table I).

CONTROL OF PAD CASE CLOSINGS

To minimize loss of manpower, OIC requested the Field Administrative Branch, Family and Children Services (FAB–FCS), to provide OIC with a form PA–3 notice of all APTD case closings subsequent to June 30, 1963. Such notification serves to insure immediate cessation of OIC activities in situations in which PAD closed the case, either prior to OIC review and investigation or while OIC was investigating the case. To assure that OIC received all case closing notifications, OIC requested the Office of Research and Statistics to furnish OIC monthly a consolidated list of all APTD closings reported by PAD to the Office of Research and Statistics.

SELECTION OF CASES FOR APTD AUDIT REVIEW

Selection of cases for the APTD audit review is based on the judgment of the investigations and collections officer. The investigations and collections officer or his designated representative reviews each case to determine which ones are most likely to be ineligible. Some guides used in selection are:

1. Past management.
2. Reason for applying.
3. Past work history.
4. Medical history.
5. Indicated potential resources.
6. Lack of complete documentation of eligibility factors.
7. Age.
8. Number of times previously received assistance.
9. Reasons for case closings.
10. Father's file.

When a PAD case subject to audit review has been requested and received, it is assigned an OIC number. All OIC numbered cases are reviewed and scheduled by the OIC evaluator and analyzer and forwarded to the investigation section for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluator, through case record examination only, questions the eligibility of the recipient for assistance, returns the case record to PAD, and PAD closes the case. This type of action is called an OIC desk review.

C. Cases selected for quality control. If the recipient continues on assistance after the quality control is complete, the case is then investigated by OIC.

D. Cases where the recipient lives too far outside the metropolitan area of the District of Columbia.

E. Cases in which payment has been terminated and which are open for service only.

F. Cases where the recipient is an outpatient or parolee of St. Elizabeths Hospital or resides in a nursing home.

G. Cases not in the purview of the APTD audit review; e.g., in another category (OA, AB, AFDC, GPA).

STAFF

The main field investigative effort was from September 1963 through May 1964. Staff was transferred from the AFDC audit review program to handle the workload of the APTD review. In April 1964, the APTD audit review group was partially transferred to the intake review operations. The whole APTD unit was transferred to intake review by June 30, 1964. The few cases left to investigate in APTD audit review at that point were handled by the remnants of the AFDC audit review staff which had not been transferred to intake review operations.

The operations of the APTD audit review section have been sharply curtailed since July 1963. Only seven cases have been assigned to field investigation since then. Field investigations have been completed on five of these cases. Two cases were still under investigation on March 31, 1965 (schedule I–D).

APTD AUDIT REVIEW ACTIVITY

A. Of the 3,003 cases subject to APTD audit review, 620 cases (20.6 percent), had been closed by PAD prior to review (table I).

B. Five hundred cases were reviewed by OIC.

C. Four hundred and forty-five cases were assigned to field investigations but six were subsequently withdrawn. Reasons for not assigning the balance of the cases received are enumerated in schedule I–C.

D. Field investigations were completed on 437 of the assigned cases (schedule I–E). In addition, 4 desk reviews were sent to PAD, making a total of 439 reports sent to PAD (table II).

E. Final PAD decisions were received on 419 cases. There were 20 reports at PAD still awaiting final PAD action at the close of the reporting period.

F. The 419 PAD final decisions received show that 84 cases (20 percent) were closed subsequent to review; 6 cases (1.5 percent) were closed subsequent to review by transfer to another category of assistance; 329 cases (78.5 percent) were continued on assistance in the APTD category. Only 30 cases (7.1 percent) of the total decisions received showed no irregularities.

G. There were 110 overpayments reported in the PAD final decisions received. The overpayments amounted to $59,710.75, an average of $542.83 per case (the average overpayment in APTD is much higher than in any other category of assistance investigated).

H. Table III shows the characteristics of the 90 closed cases. Eleven recipients were white and 70 were Negro. The average time on assistance was 55.9 months. The total monthly payments were $6,795, an average of $75.50 per case per month. The principal reason for closing was "Employed recipient," totaling 14 cases (15.6 percent).

I. The approximate amount expended in assistance payments to the recipients was $379,841.

J. Table IV and schedule IV–A show the APTD caseload for fiscal years 1962 through March of fiscal year 1965.

RECOMMENDATIONS

It is recommended that:

A. Sufficient staff be authorized to complete this audit review in a reasonable period of time.

B. Intake review continue at its present strength and additional staff be approved to make this audit.

APTD Audit Review, August 1963–March 1965

Activity report

	Number	Percent
APTD caseload on June 30, 1963	3,003	100.0
Closed by PAD prior to audit (schedule I–A)	620	20.6
Balance to be requested	2,383	79.4
Not requested	1,880	62.6
Requested (schedule I–B)	503	16.8
Closed prior to receipt	1	
Balance requested	502	
Not received	1	
Received and requested	501	
Received, never requested, but assigned	1	
Numbered by OIC	502	
Numbered in error, never requested	2	
Total received and assigned	500	
Not assigned for field investigation (schedule I–C)	55	
Assigned for field investigation	445	
Assigned but not investigated	6	
Balance for field investigation	439	14.6
Completed by field investigation (schedule I–D)	437	14.5
Still under field investigation on Mar. 31, 1965	2	.1
Overpayments:		
Number	110	
Amount	$59,710.75	
Average overpayment	$542.83	

Closing by PAD prior to audit

Memo number	Memo dated	Number closed
1	Sept. 4, 1963	88
2	Oct. 8, 1963	23
3	Nov. 29, 1963	58
4	Mar. 16, 1964	147
5	Apr. 23, 1964	57
6	June 4, 1964	38
7	July 22, 1964	34
8	Aug. 31, 1964	27
9	Oct. 2, 1964	21
10	Nov. 4, 1964	29
11	Dec. 1, 1964	12
12	Dec. 21, 1964	18
13	Jan. 28, 1965	23
14	Feb. 24, 1965	15
15	Mar. 26, 1965	31
Total		621
Canceled closings (Nov. 2, 1964—No. 10 above)		1
Total closed through Mar. 31, 1965		620

Requested

Memo number	Memo dated	Number requested
1	Aug. 6, 1963	100
2	Aug. 27, 1963	100
3	Aug. 28, 1963	100
4	Oct. 3, 1963	100
5	Oct. 4, 1963	100
6	Oct. 9, 1963	1
7	Mar. 2, 1964	1
8	Mar. 3, 1964	Followup
9	Mar. 31, 1965	1
Total requested through Mar. 31, 1965		503

Reasons not assigned for field investigation

Reasons not assigned for field investigation:	
Closed by PAD prior to review:	
Prior to July 1, 1963	12
Subsequent to July 1, 1963	35
Parolee of St. Elizabeths Hospital	2
Outpatient of St. Elizabeths Hospital	1
Resident of a nursing home	1
Resident of a home for the aged	2
Closed by OIC evaluator's desk review	2
Total	55

Investigations completed by month

Month	Field investigations	Desk review	Total
1963			
September	10	0	10
October	27	1	28
November	37	0	37
December	56	0	56
1964			
January	58	0	58
February	60	0	60
March	104	1	105
April	44	0	44
May	32	0	32
June	4	0	4
July	2	0	2
August	1	0	1
1965			
March	2	0	2
Total	437	2	439

Reports submitted to PAD

	Field	Desk	Total	Percent
Reports submitted to PAD	437	4	441	
Returned for further action	0	2	2	
Balance	437	2	439	
Reports at PAD awaiting decisions (schedule A)	20	0	20	
PAD final decisions received	417	2	419	100.0
Disposition of PAD final decisions:				
Closed subsequent to review	82	2	84	20.0
Closed subsequent to review by transfer to another category of assistance	6	0	6	1.5
Continued on assistance in APTD category with money payments	329	0	329	78.5
Payment adjusted (GA)	97			(23.2)
Administrative action	202			(48.2)
No irregularities	30			(7.1)

Reports at PAD awaiting decision

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
November	1	0	1
1964			
January	3	0	3
February	1	0	1
March	6	0	6
April	2	0	2
May	2	0	2
June	1	0	1
July	1	0	1
August	1	0	1
1965			
March	2	0	2
Total	20	0	20

Semiannual report of PAD decisions

	Reports to PAD	Returned, no final decision	Reports at PAD awaiting decision	Final decisions from PAD	Closed subject to review [1]	Percent [1]
August–December 1963	134		107	27	10	37.0
January–June 1964	302	2	246	161	34(3)	21.1
July–December 1964	3		41	208	35(3)	16.8
January–March 1965	2		20	23	5	21.7
Total	441	2	20	419	84(6)	20.0

[1] Figures in parentheses ( ) were closed subsequent to review by transfer to another category of assistance and are not included in the closed subsequent to review totals or percentages.

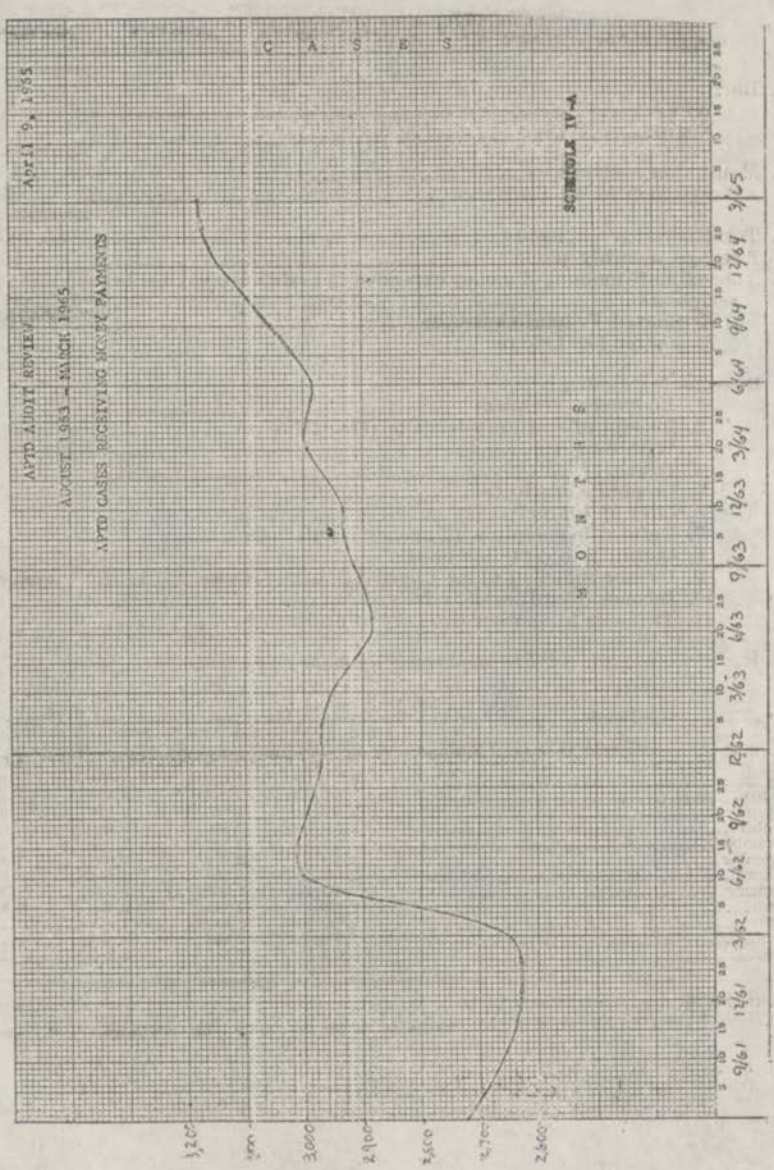
Characteristics of closed cases

Total	90
A. Race:	
White	11
Negro	79
B. Months on assistance	5,033
Average months on assistance	55.9
C. Total monthly payments	$6,795.00
Average monthly payment	75.50
D. Approximate amount of money expended in assistance payments to recipients	379,841.00
Estimated Federal share	227,905.00
Estimated local share	151,936.00
E. Reasons for closing:	
1. Employed recipient	14
2. Receipt of statutory benefits (OASDI, etc.)	12
3. Withdrew	4
4. Death	11
5. In public institution	12
6. Loss of contact	6
7. Refusal to comply with agency regulations	3
8. Inability to establish need	7
9. Income sufficient to meet need	13
10. Income from illegal activity	2
11. Transfer to another category of assistance	6

APTD cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	2,702	3,057	2,900	3,053
August	2,663	3,042	2,909	3,057
September	2,668	3,005	2,916	3,062
October	2,660	2,989	2,880	3,091
November	2,665	2,982	2,929	3,102
December	2,634	2,972	2,935	3,146
January	2,630	2,954	2,973	3,112
February	2,641	2,955	2,968	3,132
March	2,648	2,959	2,997	3,183
April	2,732	2,946	2,983	----
May	2,903	2,966	2,996	----
June	3,003	2,886	2,985	----

Source: DPW monthly statistical reports.


APTD AUDIT REVIEW
AUGUST 1963 - MARCH 1965
APRIL 9, 1965
APTD CASES RECEIVING MONEY PAYMENTS
CASES
MONTHS
SCHEDULE IV-A
3,200
3,000
2,900
2,800
2,700
2,600
9/61
12/61
3/62
6/62
9/62
12/62
3/63
6/63
9/63
12/63
3/64
6/64
9/64
12/64
3/65

OIC–GPA Audit Review Section Operations, January 1, 1963, Through February 1965

The Audit Review Section assumes the full responsibility for the audit review phase of the Investigations and Collections program by initiating a thorough intensive field investigation of aid to families of dependent children (AFDC) cases in the January 1, 1963, caseload, general public assistance (GPA) cases in the January 1, 1963, caseload, and permanently and totally disabled (APTD) cases to determine the validity of the eligibility of each recipient. It assures that all AFDC, GPA, and APTD cases on the rolls are systematically and rigidly controlled.

The section contributes to the efficient and economical administration of the welfare program and to the discovery of overpayments in assistance payments authorized.

SOURCE OF CASES FOR GPA AUDIT REVIEW

The purpose of the GPA audit review was to make a full field investigation of all GPA cases in the GPA caseload of January 1, 1963, which were still on assistance in the GPA category when selected for review and investigation.

The Office of Research and Statistics, Department of Public Welfare, was responsible for furnishing to OIC the total GPA caseload as of January 1, 1963. This caseload included all active cases whether receiving financial assistance or not.

The January 1, 1963, GPA caseload, as adjusted, totaled 714 cases (schedule I–A).

CONTROL OF PAD CASE CLOSINGS

To minimize loss of manpower, OIC requested the Field Administrative Office, Agency Services, to provide OIC with a notice, using form PA–3, of all GPA case closings subsequent to January 1, 1963. Such notification served to insure immediate cessation of OIC activities in situations in which PAD closed the case, either prior to OIC review and investigation or while OIC was investigating the case. To assure that OIC received all case closing notifications, OIC requested the Office of Research and Statistics to furnish OIC monthly a consolidated list of all closings reported by PAD to the Office of Research and Statistics.

SELECTION OF CASES FOR AUDIT REVIEW

The Investigations and Collections officer stated at the Senate Appropriations Subcommittee hearings that he would first investigate those cases he felt would be ineligible and that he would use judgment, plus his experience in the Department, to determine which cases had the greatest possibilities of being ineligible. After the hearings had adjourned, the statistician of the Department of General Administration proposed that random sampling selection be used. He felt that a continuous random sampling method of selection would be more objective and more effective in terms of ineligibility found. The Director of Public Welfare decided against using the random sampling selection method.

The Investigations and Collections officer requested on January 7, 1963, that the Department of Public Welfare, Office of Research and Statistics, furnish a listing of those characteristics which indicate case groups ranging from cases most likely to be ineligible to those cases least likely to be ineligible as disclosed in the GPA random sampling investigation.

On February 19, 1963, the Office of Research and Statistics reported to OIC their gross analysis of the GPA random sampling investigation which suggested the following order of probable ineligibility of GPA cases—from highest to lowest:

1. Recipient under 45 on assistance for more than 12 months.
2. Recipient 45 years of age and over who has been on assistance for 12 months or less.
3. Recipient 45 years of age and over who has been on assistance for more than 12 months.
4. Recipient under 45 years of age on assistance for 12 months or less.

The Investigations and Collections officer or his designated representative reviewed each case to determine the ones most likely to be ineligible. Some guides used in selection were:

1. Past management;
2. Reason for applying;

3. Past work history;
4. Medical history;
5. Indicated potential resources;
6. Lack of complete documentation of eligibility factors;
7. Age;
8. Number of times assistance previously received;
9. Reasons for case closings;
10. Fathers' file.

Guidelines furnished by the Office of Research and Statistics were also used in the selection process.

TOTAL GPA AUDIT REVIEW ACTIVITY (TABLE I)

On January 8, 1963, OIC received electronic data processing (EDP) cards for a portion of the GPA caseload from the Office of Research and Statistics. A request for case records was sent to PAD and the first case records were received on Friday, January 12, 1963. The first field investigation began on January 15, 1963, and was completed on January 16, 1963. The PAD decision based on the investigation report was to close the case.

During the 6-month period, January through June 1963, the OIC audit review section examined 914 cases which constituted the entire GPA caseload as of January 1, 1963, as adjusted.

Of these cases, 164 or 17.9 percent were not requested (schedule I–B). All of the cases not requested had been closed by PAD before OIC could request the case record, except two.

Seven hundred and fifty cases or 82.1 percent were requested and received. Of these cases, 232 or 25.4 percent were not assigned for field investigation (schedule I–C). The major reasons for not assigning cases to field investigation were:

Fifty-one cases or 22 percent were closed by PAD prior to review and subsequent to January 1, 1963, by transfer to another category of assistance.

Forty-three cases or 18.5 percent were found to be in the GE category (former St. Elizabeths patient). This category was investigated only during January and early February 1963. It was then decided to eliminate this group of cases from the GPA audit review investigation.

Five hundred and eighteen cases or 56.7 percent were assigned for field investigation. Of this number, 15 cases or 1.7 percent were not investigated (schedule I–D). The cases not investigated were in subcategories not to be investigated in accordance with a decision made in February 1963.

A field investigation was conducted on 503 cases or 55 percent. All field investigations were completed by October 1963 and the last investigation report was sent to PAD in that month (schedule I–E).

Forty-nine desk reviews were completed by OIC evaluators.

The final PAD decision on the GPA audit review was received by OIC in January 1965.

Three hundred and forty-four or 62.4 percent of the PAD final decisions on the 552 reports submitted by OIC were cases closed subsequent to review. One hundred and four or 18.8 percent were cases closed subsequent to review by transfer to another category of assistance. One hundred and four cases or 18.8 percent were continued on assistance in the GPA category. Only 20 cases or 3.6 percent of cases investigated showed no irregularities (table II).

While the GPA random sampling of the caseload showed 58.8 percent cases closed subsequent to review, the percentage rose to 62.4 percent closed subsequent to review when the total caseload was investigated.

The GPA random sampling showed 19.1 percent cases closed subsequent to review by transfer to another category of assistance as compared to 18.8 percent when the total caseload was investigated.

The GPA random sampling showed 19.1 percent of the cases continued on assistance in the GPA category as compared with 18.8 percent when the total caseload was investigated.

Schedule II–A indicates that the judgment selection was sound and effective.

CHARACTERISTICS OF CLOSED CASES

Table III shows the characteristics of the 448 closed cases. Fifty-five recipients were white and 393 were Negro.

The recipients had been on assistance for 9,930 months, an average of 22 months per case. The total monthly payments amounted to $34,576, an average of $77.17 per month per case.

Approximately $766,300 was expanded in assistance payments in the closed cases.

Overpayments of $39,925 were found in 146 cases, an average of $273.45 per case.

The main reasons for the cases closed subsequent to review were:

1. Employment of recipient in 57 cases or 12.7 percent.
2. Inability to establish need in 52 cases or 11.6 percent.
3. Employable in 47 cases or 10.5 percent.

Tables IV and V show the GPA caseload for fiscal years 1962 through March of fiscal year 1965. The first random sample investigation of the public assistance caseload began in November 1961. The final OIC report on the GPA audit review was sent to PAD in December 1963.

Recommendation: It is recommended that:

1. A continuing audit review be made of the GPA caseload on cases in the GPA category for 9 months or more.
2. Cases be selected for audit on a judgment selection basis by the Investigations and Collections officer.
3. Additional staff be approved to make this audit.

GPA AUDIT REVIEW, JANUARY 1963–FEBRUARY 1965

Activity report

	Number	Percent of number requested
GPA caseload Jan. 1, 1963 (schedule I-A)	914	100.0
Not to be investigated (schedule I-B)	164	17.9
Received	750	82.1
Numbered	751	
Numbered in error	1	
Not assigned for field investigation (schedule I-C)	232	25.4
Assigned for field investigation	518	56.7
Assigned but not investigated (schedule I-D)	15	1.7
Balance for field investigation	503	55.0
Field investigation completed (schedule I-E)	503	55.0

Determination of Jan. 1, 1963, caseload

Date of action			Number
1963			
Jan. 8	Received from research and statistics, electronic data processing (EDP) cards with social characteristics key punched.		864
Jan. 18	Received from research and statistics EDP cards		100
	GPA caseload as of Jan. 1, 1963, from research and statistics		964
Jan. 21	Removed duplicate EDP cards		14
	Balance		950
Feb. 5	Removed duplicate EDP cards per request of research and statistics		5
	Balance		945
Mar. 7	Received request from research and statistics to remove EDP cards	145	
	Erroneously included in request	51	
	Balance EDP cards	94	
	Reviewed by OIC prior to receipt of the R&S request	39	55
	Balance		890
Mar. 11	Received request from research and statistics to remove EDP cards	30	
	Reviewed by OIC prior to receipt of the R&S request	13	17
	Balance		873
Mar. 19	Added per request of research and statistics EDP cards	42	
	Removed duplicate EDP card	1	41
	Balance		914
Sept. 23	Added back EDP card OIC erroneously deducted Mar. 7, 1965	1	
	Removed duplicate EDP card	1	
	Balance		914

Not to be investigated

	Number	Percent of Jan. 1, 1963 caseload
GPA caseload Jan. 1, 1963 as adjusted	914	100
Closed by PAD before OIC could request the case record:		
PA-3 notification	101	11.1
Control list	59	6.4
Checked payroll control unit	2	.2
In category not investigated	2	.2
Total	164	17.9

Reasons not assigned for field investigations

	Number	Percent
Reasons not assigned for field investigation:		
Closed by PAD prior to review:		
Prior to Jan. 1, 1963 by transfer to another category of assistance	20	8.6
Subsequent to Jan. 1, 1963 by transfer to another category of assistance	51	22.0
Prior to Jan. 1, 1963	21	9.1
Subsequent to Jan. 1, 1963	27	11.6
Subsequent to OIC numbering, found to be:		
GE (former St. Elizabeths patient)	43	18.5
GH (nursing home)	7	3.0
GI (incompetent)	12	5.2
No civil rights	2	.9
Closed by Evaluators:		
Desk review by transfer to another category of assistance	30	12.9
Desk review	19	8.2
Total	232	100.0

Assigned but not investigated

Assigned but not investigated, found to be:	Number
GE (former St. Elizabeths patient)	7
GH (nursing home)	3
GI (incompetent)	4
No civil rights	1
Total	15

Investigations completed, by months

1963	Field	Desk	Total
January	15	0	15
February	29	3	32
March	91	2	93
April	105	5	110
May	99	5	104
June	107	14	121
July	42	9	51
August	9	8	17
September	5	1	6
October	1	1	2
November	0	0	0
December	0	1	1
Total	503	49	552

Dispositions of PAD final decisions

	Number	Percent
Investigations completed	552	
Field	503	
Desk review final	49	
PAD final decisions received	[3] 552	100.0
Dispositions of PAD final decisions:		
Closed subsequent to review	344	62.4
Field	314	
Desk	30	
Closed subsequent to review by transfer to another category	104	18.8
Field	85	
Desk	19	
Continued on assistance in GPA [1]	[4] 104	18.8
Payment adjusted (GA)	[2] 27	
Administrative action	[5] 57	
No irregularities	[6] 20	

[1] A decision was made in February 1963 to discontinue the investigation of GPA cases in the following subcategories and to stop the scheduling for investigation of all these types: GE (former St. Elizabeths patient), GH (nursing home), GI (incompetent).
[2] Includes 2 GE cases in 1 of which the financial grant was suspended for 6 months.
[3] Includes 4 cases in the GE, GH, or GI subcategories.
[4] Includes 11 cases in the GE, GH, or GI subcategories.
[5] Includes 17 cases in the GE, GH, or GI subcategories in 1 of which the financial grant was suspended for 6 months.

Semiannual report on PAD decisions

	Reports to PAD	Returned, no final decision	Reports at PAD awaiting decision	Final decisions from PAD	Closed subsequent to review	Percent
January–June 1963	508		337	171	131(13)	76.6
July–December 1963	58	14	162	219	154(43)	70.3
January–December 1964				162	59(48)	36.4
Total	566	14		552	344(104)	62.4

NOTE.—Figures in ( ) were closed subsequent to review by transfer to another category of assistance and are not included in the closed subsequent to review totals.

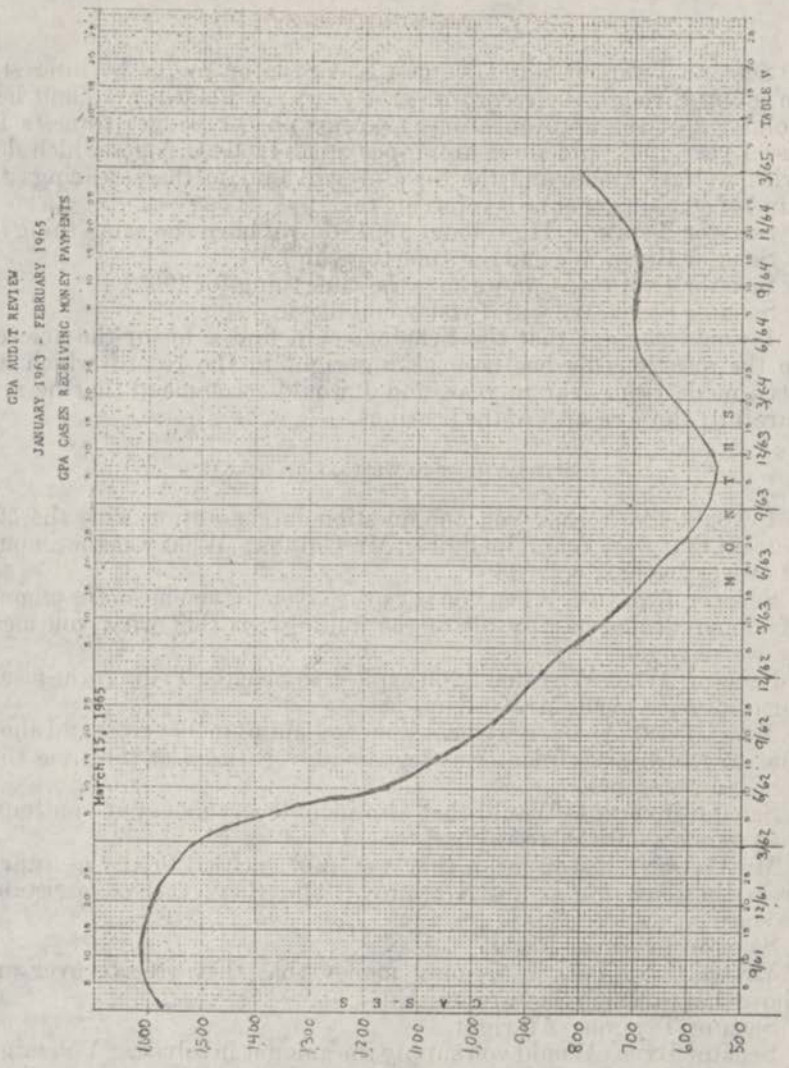
Characteristics of closed cases

	Total
Total	448
A. White	55
Negro	393
B. Months on assistance	9,930
Average months on assistance	22
C. Total monthly payments	$34,576.00
Average monthly payment	$77.17
D. Approximate amount expended in money payment while on assistance	$766,300.00
E. Reason for closing:	
1. Income sufficient to meet needs	16
2. Employed recipient	57
3. Resources from illegal activity and employment	3
4. Resources from illegal activity	5
5. Income from relatives	10
6. Receipt of OASDI, VA, CSR, and other income	21
7. Inability to establish need	52
8. Employable	47
9. Withdrew	46
10. Death	8
11. Public institution	18
12. Not District of Columbia residence	2
13. Loss of contact	31
14. Unable to determine resources	10
15. Transferred to another category	104
16. Refusal to comply with agency requirements	18
Total	448
F. Overpayments:	
Number	146
Amount	$39,925.00
Average	$273.45

GPA cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
July	1,565	1,122	675	606
August	1,640	1,032	566	690
September	1,617	994	569	689
October	1,631	958	568	680
November	1,588	948	505	683
December	1,594	888	551	708
January	1,567	868	545	737
February	1,504	828	576	754
March	1,512	751	628	807
April	1,433	726	626	
May	1,283	753	685	
June	1,174	663	700	

Source: DPW monthly statistical reports.


GPA AUDIT REVIEW
JANUARY 1963 - FEBRUARY 1965
GPA CASES RECEIVING MONEY PAYMENTS
March 15, 1965
MONTHS
CASES
1600
1500
1400
1300
1200
1100
1000
900
800
700
600
500
9/61
12/61
3/62
6/62
9/62
12/62
3/63
6/63
9/63
12/63
3/64
6/64
9/64
12/64
3/65
TABLE V

PREVIOUS RECORDS

Senator BYRD. I might suggest the Senator might be interested in going through the record of past years. I hold in my hand here volume 2 of the appropriations hearings on the budget requests for fiscal year 1963, and there are approximately 1,400 pages which deal with welfare alone, and the Senator will find in these hearings the kind of statistics that he is referring to.

Senator TYDINGS. How about 1964, do we have the same thing?

Senator BYRD. We had the same thing in 1964.

Senator TYDINGS. Can we have the same thing for 1965?

Senator BYRD. We will if you would like it.

I would suggest that the Senator could find a lot of the answers to the questions he has been asking right in the record which has been made from year to year, and I would recommend that he read carefully those records of the hearings.

OVERPAYMENT TO WELFARE RECIPIENTS

I would like to ask you one question in connection with the 50.7 percent that were found ineligible, Mr. Galvin. What was the amount of overpayment involved?

Senator TYDINGS. When you say overpayment, you mean the amount of money denied as a result of the findings; is that what you mean by overpayment?

Senator BYRD. Why don't you explain to Senator Tydings the meaning of overpayment, Mr. Galvin.

Mr. GALVIN. An overpayment is an amount of money over and above that to which a recipient was legitimately entitled at the time they received assistance.

Senator TYDINGS. Would that also include any money if you found they were not entitled to any assistance?

Mr. GALVIN. If you mean they were not entitled to any assistance from the date of the initial approval and they received assistance payments.

Senator TYDINGS. Right.

Mr. GALVIN. Yes. It is only money that they receive over and above that to which they are entitled.

Senator TYDINGS. All right.

Senator BYRD. Would you supply the amount involved. You might also provide, Mr. Galvin, any information which would indicate whether those persons who were found eligible were either receiving overpayments or underpayments and, if so, in what percent of the cases.

(The information referred to follows:)

	Period	Overpayments		Continued on assistance, assistance payment adjusted		Continued on assistance, no irregularities	
		Number	Amount	Number	Percent	Number	Percent
INTAKE REVIEWS							
AFDC intake review	July–December 1964	124	$24,972.51	81	14.7	49	8.9
	January–March 1965	150	21,388.16	120	20.1	33	5.6
Total AFDC intake.	July 1964–March 1965	274	46,360.67	201	17.5	82	7.1
GPA intake review	July–December 1964	40	4,285.00	16	8.8	5	2.8
	January–March 1965	77	13,957.00	41	15.3	6	2.3
Total GPA intake.	July 1964–March 1965	117	18,242.00	57	12.7	11	2.5
Total AFDC/GPA intake.	January–June 1964	73	9,269.00	68	11.6	46	7.8
Do	July 1964–March 1965	391	64,602.67	258	16.2	93	5.8
Total intake	January 1964–March 1965.	464	73,871.67	326	14.9	139	6.4
AUDIT REVIEWS							
APTD audit review	August 1963–March 1965.	110	59,710.75	97	23.2	30	7.1
AFDC audit review	July 1963–March 1965	188	75,171.00	140	22.1	50	7.9
GPA audit review	January 1963–February 1965.	146	39,925.00	27	4.9	20	3.6
Total audits		444	174,806.75	264	16.5	100	6.2
Grand total all		908	248,678.42	590	15.6	239	6.3
Average overpayment			273.88				

COMMITTEE PROCEDURE

Senator BYRD. Do you have any further questions along this line?

Senator TYDINGS. No.

Senator BYRD. If we might continue, Mr. Brewer, with your justifications for the positions.

But before you proceed, I do not want either of these Senators to be denied the opportunity to ask any further questions he would like to ask. I have permitted Senator Tydings, an ex officio member, to go out of the line of questions. I generally like to follow a certain procedure in connection with my questions and then, as we get to a particular item, let each Senator ask questions on that item if he wishes to develop it. But I do not want any Senator not to have an opportunity to ask any questions on any part of the subject before us.

TOTAL OVERPAYMENTS

Mr. GALVIN. To answer this question, Senator, on the amount of overpayment, in the AFDC intake review there were $24,972.51 overpayments during the period July–December 1964. There were 124 cases involved with an average of $201.39 per case.

In the GPA intake review, there were $4,285 in overpayments involving 40 cases with an average of $107.13 per case.

In the AFDC intake review, there were 552 reported decisions of which 49, or 8.9 percent had no irregularities; 81, in addition to the overpayments, just quoted, had the assistance payments adjusted. In GPA, there were 181 decisions. Of which five, or 2.8 percent, showed

no irregularities, and 16, or 8.8 percent had the assistance payments adjusted.

Senator BYRD. So, even with regard to those persons who are eligible, there were some adjustments that had to be made in various cases.

Senator Tydings, do you have any further questions?

Senator TYDINGS. No, that is very helpful.

Senator BYRD. All right. Why don't you proceed, Mr. Brewer, with your justification of the positions?

Mr. BREWER. Did we finish with Child Welfare?

Senator BYRD. I don't think we had finished with Child Welfare.

Mr. BREWER. I was justifying those additional positions in Child Welfare which relate to those units that I stressed in terms of our need. They are the supported positions, Senator.

Senator BYRD. So you had finished this. Your next position?

RESTORATION OF POSITION AT JUNIOR VILLAGE

Mr. BREWER. My next position is at Junior Village where I am requesting the restoration of one position to the amount of $6,791.

INVESTIGATORS IN U.S. CITIES

Senator TYDINGS. Mr. Brewer, if you will get for the record the number of investigators in—I would like to have that in—every city above 500,000 in this country, and just have it as part of the record?

Mr. BREWER. Yes, sir.

(The information referred to follows:)

NUMBER OF INVESTIGATORS IN CITIES WITH A POPULATION OF 500,000 OR MORE[1]

City	Number	City	Number
1. Baltimore, Md	12	12. New Orleans, La	([3])
2. Boston, Mass	0	13. New York, N.Y	19
3. Buffalo, N.Y	10	14. Philadelphia, Pa	0
4. Chicago, Ill	76	15. Pittsburgh, Pa	0
5. Cincinnati, Ohio	3	16. St. Louis, Mo	3
6. Cleveland, Ohio	11	17. San Antonio, Tex	0
7. Dallas, Tex	0	18. San Diego, Calif	[2] 6
8. Detroit, Mich	4	19. San Francisco, Calif	0
9. Houston, Tex	0	20. Seattle, Wash	2
10. Los Angeles, Calif	[2] 35	21. District of Columbia	77
11. Milwaukee, Wis	4		

[1] Source: Welfare Administration, Department of Health, Education, and Welfare, May 14, 1965.
[2] Number of investigators are for county and not for city.
[3] City does not have a full-time investigator. During October 1961 through December 1964 the equivalent of one full-time State investigator was assigned to New Orleans.

QUESTIONING OF WITNESSES

Senator BYRD. Senator Tydings, is this all you want to ask now?

Senator TYDINGS. It is, and I appreciate your courtesy.

Senator BYRD. It has been implied on a few occasions that I hold my meetings late at night and on Saturdays so that other members cannot be present to ask questions. I want to be sure it is understood that Senator Tydings can ask more questions if he desires and I will stay with him as long as he cares to stay.

Senator TYDINGS. Thank you, Senator.

Senator BYRD. Suppose you proceed now, Mr. Brewer, with your justification of the appeals.

JUNIOR VILLAGE POSITION

Mr. BREWER. The next position, Senator, is at Junior Village where I am requesting the restoration of one position in the amount of $6,791.

This is my position for coordinator of volunteers.

At this institution, although we use volunteers throughout our institutions, at this institution we have an unusually extensive and excellent volunteer program. We estimate that there are about 100,000 volunteer hours each year at Junior Village that are provided by volunteers. This is everything from individuals who come in to help bathe and tutor children to groups, clubs, and organizations that take children out of the institution.

I feel that this has been one of the most worthwhile programs we have.

To make these volunteers effective and to help us work with staff in using volunteers effectively and keep the volunteers, we need a full-time staff position. I have been trying to perform this service for a number of years by delegating it to other staff members. This is not an efficient way of doing it.

We have had an opportunity during the past year, through a health and welfare council grant to have a full-time coordinator of volunteers. This grant will expire in August or September. They have developed a manual for use by volunteers and they have set up the standards for this program. I feel that for Junior Village, where we have so many experienced, well-qualified volunteers some staff direction is essential.

I have one full-time person at the department level but she cannot devote too much time to Junior Village. I strongly urge this position be approved. I think we can get more out of our volunteers, and this does a great deal to help our children because it gets them in contact with the individuals from the community. It makes it possible for them very often to get out into the community on trips when I cannot spare the staff.

The volunteers help these children, many of whom have been deprived, in many areas. So that I have asked for this one position to be restored. The House did allow—excuse me.

Senator BYRD. The House called attention in its report to the disallowance of this position.

Mr. BREWER. Yes, sir.

Senator BYRD. The House allowed 36 additional positions.

Mr. BREWER. This is for the operation of the new building.

AVERAGE VOLUNTEERS PER MONTH

Senator BYRD. How many volunteers do you have on the average per month, Mr. Brewer?

Mr. BREWER. We had approximately 3,400 different volunteers last year who gave over 107,000 volunteer-hours. This includes everything from helping in our kindergarten programs to tutoring children in the evening.

Senator BYRD. All right. Your next item.

ADMINISTRATIVE SERVICES FOR WELFARE INSTITUTIONS

Mr. BREWER. The next restoration item is in the administrative services for District of Columbia welfare institutions. The Department requested six additional positions and $144,076, including items in supporting services; such as fuel, electricity, printing, and preventive maintenance. The House allowed no positions. They allowed $96,792; $6,712 for within grades; $10,280 for the Pay Act. They also allowed the increases reflected in the supporting items except for that of collection of refuse.

JUSTIFICATION FOR DEPUTY ADMINISTRATIVE OFFICER

The Department is requesting the restoration of one position, Deputy Administrative Officer, to the amount of $7,442. This position is required to divide some of the responsibility between our administrative officer and his deputy so that we can improve our total program.

We carry, through this office, our budgeting, accounting, purchasing, warehousing, grounds, and total services for the five institutions in the District. All of these services are now reporting directly to the administrative officer.

I have asked for this position, I believe, before, Senator. It is another attempt to strengthen our total services, including our controls and budget planning.

COLLECTION OF REFUSE

I have also asked for the restoration of a $10,000 item for the collection of refuse. Now, this was an item disallowed in the House. The question was raised in the House as to whether this service could be provided through the District of Columbia Sanitation Department.

At the Blue Plains Reservation for a number of years the Department of Sanitation has been dumping on the flats near the river. We have been using our maintenance force to take our trash and garbage down to this dump. It has been an unsightly, unsanitary process, and it has used our manpower.

The Department of Sanitation will be completed in the next few months in dumping at this location. If we were to provide this service ourselves we would have to carry our trash, which is a daily, 7-day-a-week job and transport it to the incinerator. The most economical and efficient means to obtain this is by service contracting with a firm that has proper equipment. The District of Columbia Sanitation Department does not usually service institutions. It operates for individual houses. By contracting we would include the sanitary containers and insist on pickups on a 7-day basis.

Of course, on this reservation we have a large hospital, an infirmary for the aged, as well as Junior Village. This seems to us to be a reasonable item. It has been reviewed by all District departments, and this is considered the most economical way of handling trash.

Senator BYRD. Next item.

JUSTIFICATION FOR POSITIONS FOR CHILDREN'S CENTER

Mr. BREWER. The next item, Senator, is for Children's Center. For central administration, the Department requested 14 positions to the amount of $118,035. The House allowed no positions but allowed us

$39,219—$11,965 for ingrade promotions, $23,264 for the Pay Act, and $3,990 for contractual services and supplies.

We are requesting the restoration of five positions; one GS–12 clinical psychologist for $8,575; one GS–11 psychiatric nurse for $6,992; one GS–7 psychology aid at $5,210; one group or occupational therapist for the same amount, $5,210, and one clerk-typist in the amount of $3,739.

We have requested, Senator, for a number of years additional supporting staff in clinical services. Several years ago, we thought that we should establish a special treatment facility for emotionally disturbed children.

This is a very costly operation. Miss Thompson, who is our deputy in charge of institutions, and who is with me today, has given considerable study to this. We have decided that the best way to handle these children—they range in degree of emotional disturbance—they are our delinquents and also, to some degree, our mentally retarded—is to provide supporting psychiatric and psychological staff who can work in the cottages helping counselors handle aggressive acting out behavior and temper tantrums. We are able to handle much more explosive behaviors than we thought we could several years ago in the regular operating cottages. Except for the most extremely disturbed we have been fairly successful in managing these explosive youngsters.

The total population of our center will be 2,000, and we have 1 psychologist to a little over 300 children. Actually various standards have been suggested for an institution of this type, that we should have one psychologist to 150. We are not asking for this standard at this time.

I have also appealed for $3,842 to add to our psychiatric consultant services which is another part of this program.

We believe that a part-time psychiatrist would serve the purpose for this activity. So basically, our appeal relates entirely to our effort to provide more intensive services for these children with special needs.

OTHER POSITION REQUESTS APPEALED

We also have at Children's Center appeals in administrative services for three positions. We requested—this is the field administrative activity for Children's Center which corresponds to the same activity as District of Columbia welfare institution.

Senator BYRD. Does this item include the GS–3 stock clerk under administrative services?

Mr. BREWER. Yes, sir.

Senator BYRD. And the automotive equipment operator?

Mr. BREWER. Yes, sir; and the laundry worker, one laundry worker for a total of three positions, three positions totaling $9,879 is the appeal.

Senator BYRD. You have seven positions there now?

Mr. BREWER. That is correct, sir.

Senator BYRD. You have seven positions.

Mr. BREWER. No, sir. We requested seven from the House. There were none allowed. And we are asking for restoration of three. The stock clerk who is required to assist us in maintaining our inventories and control records, and handling our warehouse activities; and an

additional driver to relieve guards and counselors from driving. We still find we are having to use our regular counselors and guards as drivers around the reservation. Our request is to provide another driver for this purpose. Restoration of one laundry worker is requested to assist us in meeting the workload in our laundry which is now totaling around 3 million pounds annually. This laundry serves the institution for the mentally retarded as well as the two institutions for delinquents.

NUMBER OF POSITIONS FILLED AND REQUESTED

Senator BYRD. How many laundry workers do you now have?

Mr. BREWER. In this laundry service I have——

Senator BYRD. In the interest of time, Mr. Brewer, would you lay in the record a table showing the positions requested and the number of positions that you presently have in each category.

Mr. BREWER. Yes, sir. There are 19 laundry positions.

Senator BYRD. You might indicate the number of vacancies in each category.

Mr. BREWER. Yes, sir; we have this.

(The information referred to follows:)

LAUNDRY POSITIONS—CHILDREN'S CENTER STATUS AS OF MAR. 27, 1965

	Authorized positions	Employment	Vacancies
Laundry superintendent	1	1	
Laundry equipment repairman	1	1	
Washer-extractor tumbler foreman	1	1	
Laundry worker foreman	1	1	
Washman	2	1	1
Extractor man-tumbler presser	3	3	
Laundry receiver	2	2	
Presser-laundry worker	8	5	3
Total	19	15	4

Senator BYRD. Can we go on?

DAY CARE PROGRAM

Mr. BREWER. Yes, sir. This completes the appeals, Senator, on our operating expenses, except I would like to speak to the question of day care which I spoke to last year.

You will recall that we have in our budget allowance funds for day care. By language in the Senate report, this has been restricted to mothers while in training, and mothers who have completed training, and for 3 months thereafter.

The funds provided were based on extending day care to mothers in low-income families, with the mother paying for part of the care and the Department substituting the difference where required. I am not asking for any increase in funds. I am not using the funds that are now provided.

But in working with my welfare training center mothers and with other mothers in terms of the level of employment that we are able to provide, I am convinced that if we can provide day care for the low-income people with the mother participating by purchase through con-

tract services, as we are now doing, this will assist us in helping more mothers become employable and independent.

I believe I spoke to this last year. This would not be related to public assistance eligibility. It would be related to an income scale and would be administered through the Child Welfare Division, and I do have data which I can submit for the record in the interest of time. I think you did ask for this.

Senator BYRD. I did.

Mr. BREWER. In terms of the number of children in day care now under the present program, and I do want to urge the Committee's consideration of this language in terms of this year's appropriation.

Senator BYRD. All right.

USE OF FUNDS FOR DAY CARE

Senator BYRD. Two questions: You say you are not presently using the money.

Mr. BREWER. Yes, sir.

Senator BYRD. How much are you not using?

Mr. BREWER. At the present time we have obligated $43,038 through March 31. The total funds available are $123,278 for this purpose.

Senator BYRD. Are you not utilizing the entire amount?

Mr. BREWER. No, because of the language of the Senate report, Mr. Chairman.

Senator BYRD. Would you say that prohibits your using it or inhibits it?

Mr. BREWER. I would consider that this did; yes, sir.

Senator BYRD. What would be the effect of eliminating this language?

Mr. BREWER. It would provide day care for mothers beyond the 3-month period, and for any mother who is working, and the head of their household whose income is insufficient to provide day care, and this would be based on an income scale which I can submit for the record, administered through our Child Welfare services; and through the contract facilities. We still find that we can place more children in these facilities under which we are contracting than we had in the past.

Senator BYRD. How much is in your base for this item?

Mr. BREWER. For this particular item $123,278. I have obligated through March 31, $43,038. I am not requesting an increase in base.

Senator BYRD. You are requesting the same amount for next year?

Mr. BREWER. Yes, sir.

Senator BYRD. The House did allow it.

Mr. BREWER. Yes, the House did allow it.

EFFECT OF LANGUAGE

Senator BYRD. But you think if the language stays in you won't be able to utilize it.

Mr. BREWER. I will not, sir.

Senator BYRD. What would be the result of eliminating the language from the standpoint of dollars and cents?

Mr. BREWER. I would still be obligated to this amount, because this amount is provided specifically for this purpose. I would consider that I was obligated to this base in terms of expenditures.

Senator BYRD. At the end of this fiscal year what happens to the amount that you have not used?

Mr. BREWER. It goes back to the general fund.

Senator BYRD. So that next year you would have just the $100,000 plus that you are requesting?

Mr. BREWER. Yes, sir.

Senator BYRD. That would be sufficient for you if the language were deleted.

Mr. BREWER. I believe it would, sir.

Senator BYRD. What would happen a year away, what would be the effect of eliminating the language on the trend of the cost of the program?

Mr. BREWER. I do not at this time foresee, in terms of the programs that are now operating in the community, any further increase in this amount, because the schools are going into preschool nurseries, there are other programs that are operating and available, and, of course, we would expect a mother to avail herself of any program that was in operation.

Senator BYRD. Are there any other items, Mr. Brewer?

Mr. BREWER. There are no other items in my operating budget, Mr. Chairman.

I have the capital outlay items.

FOOD STAMP PROGRAM

Senator BYRD. Before we go into those, in connection with the food stamp program——

Mr. BREWER. Yes, sir.

Senator BYRD. When did the Department of Agriculture approve the program for the District of Columbia?

Mr. BREWER. October 23, 1964. It was approved by the Board of Commissioners to be forwarded in September, and approved by Agriculture October 23, 1964.

Senator BYRD. What are the advantages of the food stamp program over the existing program?

Mr. BREWER. I have a statement which I would be glad to submit for the record, and I would like to summarize it, also.

Senator BYRD. All right.

Mr. BREWER. I think there are several advantages. First, the amount of the individual's income is increased in terms of the value of the bonus coupons. This is for both public assistance recipients or nonpublic assistance recipients.

The food stamp program is designed for low-income families and for public assistance families which follows a standard established by the Department of Agriculture. So that, for example, if the Agriculture standard indicates that a family requires $60 for food for a month, and their food money, as related to their total income, is only $30 for food, they would pay out in cash $30 for food, and receive $60 in stamps, which they would take to any participating grocery store and purchase any item other than nonfood or imported items. This is an immediate advantage to the recipients.

Secondly—and we hope to do this and will do it—work along on this with an educational program. This program provides a much more balanced diet. This also guarantees that money provided for

food will go for food, because the recipient or the income family has to purchase it. These are the principal advantages.

Administratively, as far as the District of Columbia is concerned, it is a much easier program—easier is not the word—but a much more direct program to administer administratively.

RESPONSIBILITY FOR POLICING STAMP USE

The U.S. Department of Agriculture is responsible for all the agreements with the grocery stores. They are responsible for the policing of the use of these stamps. We intend to sell these stamps through local banks so that the recipient may go to a bank with the cash, with our certification card, and actually purchase.

This will have the advantage for the recipient also of not having to go to a central area which has been one of our problems, of course, in terms of food distribution.

We will operate this program, Senator, within the funds available and with possible savings, local savings, of approximately $43,000, as we estimate it now.

SOURCE OF SAVINGS

Senator BYRD. From where would the savings come?

Mr. BREWER. The savings would come from, one, from the cost of the bonded storage operation. When the surplus food comes into the Department we have to pay for the bonded storage of the food and package it.

It would come from the cost of distribution, that is, the manpower and so forth required for distribution.

It would come from the rental for our central distribution point. These are the principal areas.

We have some, we will require some, additional positions in our certification unit because the certification is more detailed for this type of program, but they are offset by the fact that there is some matching for this purpose.

SAVINGS IN MANPOWER

Senator BYRD. When you say that there will be a savings in manpower, are you saying there will be some jobs terminated?

Mr. BREWER. Yes, sir.

Senator BYRD. They won't be transferred elsewhere?

Mr. BREWER. Well, we will have to—we will be creating positions; we will be creating different types of positions, I should say, because where we have truck drivers, storekeepers, and so forth. These positions will be terminated. The individuals involved will be placed other places in the Department because we have vacancies now.

We will require an increase in positions in our certification unit, that is the unit that certifies these people, but this will be offset by other savings in costs.

Senator BYRD. What will be your overall net loss or gain in positions?

Mr. BREWER. Two, two, as we envision it at this time.

Senator BYRD. Two less?

Mr. BREWER. Two less overall, two less overall positions; and, of course, experience may demonstrate otherwise. I would like to submit this schedule for the record.

Senator BYRD. All right, you may do that.

(The information referred to follows:)

FOOD STAMP PROGRAM

On September 9, 1964, Board of Commissioners requested the Secretary of Agriculture to again consider (previous request was made on April 4, 1963, and declined on May 7, 1963) the authorization of the Federal food stamp program for the District of Columbia government.

This request was approved by the Department of Agriculture on October 23, 1964. Following this planning meetings were held with departmental staff and representatives of Agriculture. Most of the operating details required under the Agriculture Authorizing Act, Public Law 88–525, approved August 31, 1964, have been worked out for finalization.

In order to adequately plan the transition from the donated commodity (surplus food) program to the food stamp program including negotiation of all subsidiary arrangements like bank contracts, armored car service, development of formats, and the liquidation of commodity inventories, it is proposed to begin the program on July 1, 1965.

The food stamp program is designed to help low-income families obtain better diets. This program now being expanded by Agriculture already reaches about 600,000 people in 106 areas in 25 States. This national program is administered through existing welfare agencies and is available to welfare recipients and low-income families. The food is purchased through regular channels of trade, the retail stores selling food.

As an example, a family of four with monthly net income of $100–$110 would by purchasing $44 worth of coupons receive a bonus of $34 or a total of coupons worth $78. The bearers of the coupons cannot buy food labeled as imports, nor paper products, soap, light bulbs, tobacco, or alcoholic beverages.

The program has put dollars into depressed communities and surveys by Agriculture have shown a sales increase of 8 percent in basic foodstuffs in areas where the program has been piloted.

It is currently contemplated that the stamps will be sold in the District of Columbia community by 15 cooperating banking organizations with approximately 36 participating locations. This will also involve the use of armored car service to deliver the negotiable coupons to the numerous banking locations.

Public Law 88–525 authorizing the food stamp program requires that the eligibility determination by the Department for participants be in accordance with comparable reviews in establishing public assistance under the Federal categories and adequate staff must be provided. The Department is also accountable for: (1) Issuing a certificate of the coupon purchase requirement to each recipient; (2) contracting with banks for the issuance of the coupons; (3) instructions to banks regarding disposition of cash received, handling of certificates collected, reconciliation of accounts, and inventories; (4) maintaining departmental records and issuing reports to Agriculture and others; (5) reviewing and inspecting the selling operations of the various banks; and (6) maintaining the inventories of food stamp coupons in storage with armored car service and on hand with the banks.

Initially it was the opinion that the stamp program would be more costly to the Department to operate than the surplus commodity program. However, at this time we feel the new stamp program can be operated within the existing financial resources now available under the commodity program. In addition, because of the Federal participation available from Agriculture under the food stamp program the District of Columbia will realize a savings of approximately $43,500 from local funds.

The use of funds, now available to the Department, for this new program and the discontinuance of the commodity program will benefit the participating recipients and the District of Columbia community.

	Food commodity operation						Adjustment	Food stamp operations					
	Distribution		Certification		Total			Total		PAD certification		Controller sales, control and review	
	Positions	1966 base	Positions	1966 base	Positions	1966 base		Positions	Base	Positions	Base	Positions	Base
Personnel compensation	17	$99,397	13	$71,460	30	$170,857	−$132	28	$170,725	20	$122,955	8	$47,770
Personnel benefits		6,347		4,427		10,774	+2,997		13,771		9,960		3,811
Other costs		65,935		15,775		81,710	+2,240		83,950		23,960		59,990
Rental (DGA)						21,694	−194		21,500				
Subtotal	17	171,679	13	91,662	30	285,035	+4,911	28	289,946	20	156,875	8	111,571
Less reimbursement, Department of Agriculture							−48,489		−48,489		−48,489		
Total	17	171,679	13	91,662	30	285,035	−43,578	28	241,447	20	108,386	8	111,571

USE OF CENTRAL DISTRIBUTION

Senator BYRD. Do you still use a central distribution point?

Mr. BREWER. We use the central distribution point. We have one surplus food store in operation in the far northeast area.

Senator BYRD. Are you requesting funds for four substations?

Mr. BREWER. No, sir; we will not have any. The funds that were provided, and the additional funds requested in the House, were not allowed, and we are not asking for restoration this year because we will have no substations. This is one of the advantages of this system. If clients could not purchase through the banks we would have to have some substation offices to sell the stamps. But the community cannot have two programs in operation. It has to be one or the other, so we will have no distribution programs.

Senator BYRD. So you will do away with the surplus commodity program?

Mr. BREWER. Yes, sir. It will be no surplus commodity program.

Senator BYRD. Have the banks, the D.C. banks, approved their selling of the stamps?

Mr. BREWER. Yes, sir. We will pay them by contract; we are negotiating now, and this will be, in all probability, around 35 cents per transaction, and this payment to the bank is reflected in our estimated costs.

Senator BYRD. What is the annual cost of the plan?

Mr. BREWER. The annual cost, the total annual cost, of the plan revised would be $241,457 as compared to $285,035 for the existing distribution plan. This is all local money.

Senator BYRD. So there is a clear saving in instituting this program?

Mr. BREWER. Yes, sir.

CONTROL OF STAMP PROGRAM

Senator BYRD. Who controls the stamp program, the D.C. government or the Department of Agriculture?

Mr. BREWER. Well, the Department of Public Welfare controls the certification, that is, determines who is eligible. It also controls the distribution of the stamps to the banks and is accountable to Agriculture.

The Federal Government is accountable for the agreement with the grocery stores, all arrangements with the grocery stores, and for the policing of the program to insure that stamps are properly utilized.

Senator BYRD. Have you worked out this program with the groeery stores?

Mr. BREWER. I have not. The Department of Agriculture is working on this now. They do it entirely, Senator.

Senator BYRD. Do you know whether or not these arrangements have been made?

Mr. BREWER. Yes, sir. As I understand, they have, have they not, Mr. Rosin?

Mr. ROSIN. Yes, they have.

Senator BYRD. So you are ready to go?

Mr. BREWER. We are ready to go on this, and we feel that Agriculture—we talked with them last week, with the authorization of the program and the taking into account the doing away with the present

program, that we are ready to go July 1. But Agriculture will not proceed further in their agreements until we have the plan authorized, the appropriations.

INVENTORY IN SURPLUS COMMODITIES

Senator BYRD. What kind of an inventory would you expect to have in your surplus commodities?

Mr. BREWER. We would have none, sir.

Senator BYRD. You would not have any inventory left?

Mr. BREWER. No. We would have none left. We would make the final distribution in June, and any remaining inventory would revert additional estimated savings to the Department of Agriculture.

PROJECTED TAX SAVINGS

There will be additional estimated savings that have been called to my attention, which is a related saving that there is a sales tax, of course, in the District, and the experience in other areas would indicate that there would be possibly $80,000 in sales tax revenues and possibly an additional $15,000 in franchise taxes as a result of increased sales in the District.

Senator BYRD. 50 or 15?

Mr. BREWER. 15. This is a projected figure that Agriculture gave as related to the increase in grocery and food sales in other communities that have followed this program.

ELIGIBILITY DETERMINATION

Senator BYRD. All of your welfare recipients would automatically be eligible for this?

Mr. BREWER. They would be automatically eligible. If—well, they would be automatically eligible provide they were living in a household that was eligible. This is a household eligibility determination.

Now, public assistance recipients, to answer your question, yes, all of them would be unless they were—we would have an old-age assistance or someone who was getting a very small grant from us and was living with her daughter, and where we have recipients living with relatives we have to take into account the total family income. But this would relate directly, and all recipients who have cooking facilities, which is again a majority of them.

Senator BYRD. ADC cases would automatically come in for this; would they not?

Mr. BREWER. Oh, yes.

Senator BYRD. On the whole, what kind of an increase, percentagewise, would this really represent in the total family budget?

EXAMPLES OF FAMILIES ELIGIBLE

Mr. BREWER. Well, I can give you examples, although the final State plan has not been approved, but if we could—an example—take a family with some children, a four-person household, for example. If their monthly income was between $40 to $50, they would receive a purchase value, it has been determined they would receive a bonus, of $40, which would make them a total purchase value of $60 for food.

A family of four with a monthly net income of $100–$109.99 would be purchasing $44 worth of coupons and would receive a bonus of $34 or a total of $78. So that on an average there is a bonus of from $20, depending on the size of the family, a bonus from $8 to as high as $50. This will be approved by Agriculture at the time our plan is approved.

INCREASES ESTIMATED PER RECIPIENT FAMILY

Senator BYRD. But considering the fact that these same families already are eligible for surplus commodities, what kind of an increase will this amount to? Can you make sort of a general statement?

Mr. BREWER. This would be a greater increase than that they are now receiving. If you take—the Senator is referring to the fact—if you take the monetary value of the surplus commodities which they receive and relate it to the bonus that they would receive under this, this would be in most instances, would be considerably greater in actual monetary value.

We have to make, we would have to make, some assumptions on this. I have not done it. I can do it for the record. We could take a family with four, and take the food budget allowed by public assistance, plus the bonus they will receive, and relate that to the food budget that they received for surplus food, and provide this. I think we could, perhaps, do this, Senator.

Senator BYRD. For example, I believe the average family in the District, or ADC program, receives about $156.

Mr. BREWER. Yes, sir.

Senator BYRD. Per month; and about $27 to $32 worth of surplus food.

Now, what would be the—let us say the average family received $156 and $30 worth of surplus food, that is $186, what would be the result when the food stamp program is instituted as compared with that amount?

Mr. BREWER. I cannot take the average, Senator, because we have to take the bonus which relates to the actual food allowance.

If we take the average, the average relates to what a family is receiving, but a family of four receives, could receive from us, a maximum of $68 for food; their monthly income is $161, they would receive a monthly bonus of $28 under the food stamp plan. Under the—a family of four, under the surplus food plan, a family of four would get $15.15 in value, so for this sized family it is relatively the same.

If we take a large sized family, I can work a table and submit it to the record of about five or six different size families, because you have to relate it to the total income on public assistance; that would be the grant, and the food stamp bonus is related to the food allowance part of that grant, and this is what provides the bonus for the food stamps. I could work out a table of five or six comparative figures and get it to you.

Senator BYRD. All right. Will you do that for the record?

Mr. BREWER. It will be in most instances from a monetary standpoint for large families, would be over—and it would provide, as I indicated, a much greater variety of food.

(The information referred to follows:)

COMPARISON OF THE RETAIL VALUE OF DONATED FOOD ITEMS AS OF APR. 30, 1965, WITH THE DOLLAR VALUE OF BONUS COUPONS FOR SPECIFIED SIZE PUBLIC ASSISTANCE FAMILIES UNDER THE FOOD STAMP PROGRAM

Number of persons in family	Number of children in family	Average monthly retail value of surplus food	Average monthly bonus coupons—Food stamp program
4	3	$15.15	$28
5	4	18.52	32
6	5	23.56	36
7	6	26.93	38
8	7	28.78	44

PROPOSED PROGRAM TO OFFSET DIFFERENCE IN BENEFIT PAYMENTS AND COST OF LIVING

Senator BYRD. There has been an indication here this afternoon that the welfare payments have not kept pace with the cost of living. Would this program in a manner offset that to some extent?

Mr. BREWER. In the matter of food it would offset it to some extent, although under the Federal law this cannot be deducted from the grant.

Senator BYRD. No.

Mr. BREWER. But as does surplus food, so would this.

Senator BYRD. So the recipient though, as a result of getting food stamps in larger amounts for the food budget, could use some of the funds, not in connection with the food stamps, but he would have a little more for rent and something else.

Mr. BREWER. Well, yes, he would have. If the Agriculture standard, if we have a recipient—the standard is based on food, the food allowance for public assistance recipients, as compared to the food allowance that the Department of Agriculture says this size family needs.

Now, if we have a recipient at the present time who is paying more rent than we allow—more rent than we allow, let me repeat—he is in effect taking this out of his food money, so he does not have the cash—this recipient must spend all of the cash or none of it. We have asked the Department of Agriculture to include this factor in the final approval of our plan, so that we have asked that any amount of rent that is paid beyond our shelter will be considered in the bonus paid to the recipient. I do not have final approval of this plan, but I have requested this, and there is indication this will be considered. They will be considered hardship cases and will be approved, because in this plan the recipient must spend the money for the stamps.

INCREASE IN PURCHASING POWER

Senator BYRD. But in the case of the larger families this certainly means that there is a sum total which is somewhat above the present amount he is receiving.

Mr. BREWER. Yes, sir. I think, as I indicated earlier, this is an immediate relief to our families in terms of increased purchasing power for food, no question about it, and it may be purchased at any time during the month, at any time during the day. It doesn't require storage and refrigeration which bulk of surplus foods does require.

It eliminates the poundage delivery problem, and in my opinion it provides for us to help families budget their funds and spend properly in terms of utilizing budget funds.

Senator BYRD. Are any of the surrounding counties presently participating in the program?

Mr. BREWER. Baltimore has it under study. There is no surrounding county—Mr. Rosin tells me Baltimore has been approved, and I know that Pennsylvania has this program now through most of the counties of the State.

Senator BYRD. But no adjacent counties to the District presently have it?

Mr. BREWER. There are no adjacent counties.

INITIATION OF PROGRAM

Senator BYRD. You presently have funds with which you can initiate this program around the 1st of June without waiting on this bill? You do, do you not?

Mr. BREWER. Yes, sir. I believe the Commissioners have a letter requesting transfer of funds to initiate this program June 1 or July 1. We have the funds; yes, sir.

Senator BYRD. What is the total amount being requested for transfer?

Mr. BREWER. Well, the total amount to run the program is $241,457. This would be transferred from the current distribution program to the new stamp food program. This is in salary compensations, in personnel benefits, in rental, and in other items. But the transfer is totally from the food distribution program to this program, not from any other divisions or allotments within our appropriations, Senator.

Senator BYRD. Now, the $241,457 to which you refer, over how long a period would this operate your new program?

Mr. BREWER. One year. It is an annual figure.

Senator BYRD. One year. The letter does not make that clear.

How much would you have to transfer for the 1 month of June?

Mr. BREWER. We are not now planning to operate this program until July 1, so we would not be transferring any this fiscal year. We would have to transfer, we would have to reuse, our funds in 1966 for this purpose.

Senator BYRD. So you do not request authorization for the month of June?

Mr. BREWER. No, sir. We are not requesting authorization for the month of June, but we need the authorization to proceed in order that we can start in June, Senator—July, to make our commitments. But there is no funding necessary. I mean we will still maintain our food distribution center, but we have to be assured that we can make our July 1 commitments.

Senator BYRD. You would still need this authorization that is being requested in this letter?

Mr. BREWER. Yes, sir; we would.

Senator BYRD. Has the House authorized it?

Mr. BREWER. Not to my knowledge.

BIRTH CONTROL PRACTICES UNDER WELFARE PROGRAM

Senator BYRD. Give the committee some specifics on the birth control practices under the welfare program.

Mr. BREWER. Under our program in public welfare we have a referral program in our public assistance division. Individuals coming in making applications are referred to a special worker in intake in which they are given the information relating to birth control clinics in the Department of Health.

So far, this program got underway, of course, concurrently with the health program, during the period since April 1 of last year, we interviewed 2,177 individuals. Of that number, 1,277 took referral information.

The program, of course, is operated by the Public Health Department. We started this in intake first with applicants we felt were going to be approved for public assistance. We are now giving this information to any mother who comes in without going through the intake process, and we have also directed our social workers to provide this information to those on the active caseload.

Senator BYRD. You do not have any workers assigned full time to this work?

Mr. BREWER. One worker in my intake department who interviews all of the new mothers coming in to give them this information.

Senator BYRD. You do not have any budget for literature?

Mr. BREWER. No, sir. This is all Department of Public Health.

Senator BYRD. So the only thing in your budget is for the one position.

Mr. BREWER. That is correct, and this was allowed last year in that we were authorized to make increased expenditures. Under this authorization we detailed one referral worker for this purpose.

Senator BYRD. Do you need any additional positions?

Mr. BREWER. No, sir.

Senator BYRD. This is sufficient?

Mr. BREWER. This is sufficient for our purpose.

INCREASE IN BENEFITS UNDER FOOD STAMP PROGRAM

Senator BYRD. Back to the food stamp program, Mr. Brewer. You indicated that you could supply to the committee information which would reveal the overall net increase in the benefits. If you could do this this would be most helpful to us.

Mr. BREWER. Yes, sir.

Senator BYRD. Now, with reference to an increase in welfare payments, you are presenting such a request to the Commissioners in connection with your fiscal year 1967 budget?

Mr. BREWER. I have it under consideration; yes, sir.

Senator BYRD. There was nothing in this year's budget?

Mr. BREWER. No, sir.

Senator BYRD. Was there anything in the request to the Commissioners this year?

Mr. BREWER. No, sir.

Senator BYRD. Could you supply to the committee within a very short time an estimate of the needs in this regard?

Mr. BREWER. Yes, sir.

Senator BYRD. An estimate——

Mr. BREWER. I can provide an estimate of the needs now. I think that my rental study and survey is far enough along so that I can provide information on rental, and I can provide information in terms of the differentiation between cost of living standard and food between now and 1967 relating it to our current caseload and figures. I think these studies are far enough along so that within a reasonable time I could present this.

Senator BYRD. Could you present something on this within the next 2 or 3 days?

Mr. BREWER. I am sure I could. I am sure I could on rent, and I believe—yes, sir.

(The information referred to follows:)

Based on a recent shelter allowances study, made by the District of Columbia Public Welfare Advisory Council, actual shelter allowances did not meet full shelter costs in 51 percent of public assistance cases studied. The amounts of the deficits averaged 18 percent of total shelter allowances, or approximately $11 per assistance unit. To cover these deficits, current allowances for shelter will have to be increased an estimated $600,000 annually. However, before making any specific budget request for this amount the Department, with the assistance of the Public Welfare Advisory Council, is exploring ways and means to establish safeguards that public assistance recipients actually will receive direct benefits from such increases.

The cost of living index for food at home reflects an increase of 6.6 percent from May, 1957 to February, 1965 and 7.4 percent for apparel. The effects of these increases in the annual assistance payments total an estimated $450,000 for food and $180,000 for apparel for the entire current caseload.

ALLOWANCE FOR ANTICIPATED INCREASE UNDER FOOD STAMP PROGRAM

Senator BYRD. Could you make allowance for the increase that is anticipated under the Federal food stamp program?

Mr. BREWER. If the Agriculture plan is approved; yes, sir.

Senator BYRD. You have no doubt that it will be approved?

Mr. BREWER. No, sir. I mean they set the income scale for the food stamp plan. I can utilize this; yes, sir.

Senator BYRD. That would to some extent reduce the moneys needed to increase the benefit payments, to bring them into conformity with the increase in the cost-of-living index.

Mr. BREWER. We would reflect both in our report to the committee.

Senator BYRD. Yes.

Mr. BREWER. We would reflect both in our report to the committee.

Senator BYRD. Right. To some extent the latter would have to be done, wouldn't it?

Mr. BREWER. Yes, sir.

Senator BYRD. From what it would be if you did not institute the food stamp program.

Mr. BREWER. Oh, yes, sir.

Senator BYRD. Do you have any figure in mind that you could use as an approximation?

Mr. BREWER. Today?

Senator BYRD. Yes, overall?

Mr. BREWER. I do not have the food, Senator. I have an approximate figure, and this is very approximate in terms of our current caseload and rentals, and which would be local funds approximately $600,000 minimum.

Senator BYRD. $600,000?

Mr. BREWER. Local funds, based on the information that I now have.

Senator BYRD. I don't know where we would get that kind of money, do you, unless we cut it out of some of your other programs, I mean, at this point.

Mr. BREWER. I do not have it in my program, Senator.

Senator BYRD. I understand that.

Well, in any event, a food stamp program represents some increase?

Mr. BREWER. Yes, sir; immediately.

PROPOSED INCREASE IN REQUEST FOR FISCAL YEAR 1967

Senator BYRD. And, second, you intend to include in your request to the Commissioners for fiscal year 1967 an increase in the overall payments?

Mr. BREWER. Yes, sir; and in the meantime——

Senator BYRD. In the meantime you will give us some idea.

Mr. BREWER. As long as the committee understands this is an estimate that I would be presenting at this time.

Senator BYRD. Break it down as far as rent——

Mr. BREWER. Yes, sir.

Senator BYRD (continuing). Apparel, food——

Mr. BREWER. Yes, sir.

Senator BYRD (continuing). As far as that is concerned.

Mr. BREWER. Yes, sir.

(The information requested follows:)

ESTIMATED ANNUAL COSTS OF PUBLIC ASSISTANCE GRANT INCREASES WHICH REFLECT COST OF LIVING INDEX RISE

Total	$1,230,000
Food	450,000
Apparel	180,000
Shelter	600,000

EXTENSION OF CASE WORK SERVICES

Senator BYRD. Now, give us some details on the proposed 24-hour emergency setup proposed for the emergency center.

Mr. BREWER. I would like to make it clear, Senator, that the Board of Commissioners has not yet had an opportunity to act upon the recommendations which were submitted to them Friday.

I have three basic proposals. One, I have assurance from the Children's Bureau of a demonstraion grant to the amount of $115,000 which would be made available on July 1. I propose to utilize this grant to provide special casework services beyond the 8-hour day and on weekends, so that when crises arise other than at regular working hours, this would be available.

I will have also from this grant a small cash fund that can be used for children and families for an emergency basis. This total grant, as I mentioned, is for $115,000. It would provide, in addition to approximately 10 positions, a contingency fund of approximately $36,000, which would be $3,000 a month, which could be used at the discretion

of the child welfare worker to help a family with 1 month's rent, or for any special item that was needed, food or any other matter that was needed immediately.

TEMPORARY SHELTER PROPOSED

I propose also to establish a temporary shelter for families with a capacity for no more than five or six families. I propose to do this in a regular private dwelling which I would grant from the National Capital Housing Authority. The National Capital Housing Authority has a demonstration project in which they are rennovating old houses and using them for larger families. I would rent that at what is called the economic rent, the basic rent from National Capital Housing. I would concentrate in this shelter all of my emergency services. In other words, if the family is picked up at 7 o'clock at night and goes in there, the following morning we would have a quick and immediate review of the total situation to see what this family's needs were.

I would expect full support and help from Traveler's Aid in the case of nonresidents, from Salvation Army, and from other groups. If it is a public assistance case we would process it through the regular channels for eligibility.

EFFECTS ON INTAKE AT JUNIOR VILLAGE

The out-of-pocket cost of this, the food, I think that I can absorb from my institutional food program. If a crisis occurs at 9 o'clock at night now, the child has to go to Junior Village and the mother goes someplace else. I think this would have some effect on my intake at Junior Village. Three or four days later, we might have to put the children in Junior Village, but at least we would have 2 or 3 days to see what could be done.

This is a three-pronged approach. One, the rental of the activity, which again I feel that I can absorb from my institutional services if I get the type of rental that I believe I can, second, the concentration of emergency services of all kinds in this center, and third, the provision of 24-hour service, including casework services.

Now, it seems to me that in welfare, as I have indicated frequently, we get into situations after the crisis, or at the time of the crisis. I have made an effort this year to expedite my intake and applications for public assistance. I believe I indicated to you last year, I felt that if families were eligible they should get it and get it as quickly as possible. I have expedited this to every possible degree. There is much more that we can do in this respect. But within public assistance always, we have certain basic regulations, certain eligibility that must be established. We cannot move at 10 o'clock at night and give a public assistance grant.

PROPOSAL TO PROVIDE ASSISTANCE IN SELECTED CASES

Also, I think there should be a way of providing assistance. Once, or sometimes maybe twice, without having to have a family move on to the public assistance rolls. In our welfare training center, for instance, we have had a small welfare fund for years that we use when a mother has left the center, she is employed, but she has a crisis in her family.

Many of these families, get 1 month behind in their rent because of illness or something like this, it accumulates, and they become evicted. We have used this imprest fund at the welfare training center, I think, very well. And sometimes, I think by giving assistance we imply that we expect them to have to ask for assistance, where actually they are not, they are asking for help out of a given situation. I believe that this program will help keep families together. We have a municipal lodginghouse for men, we have an institution for children, and we know it sometimes takes months for us to get the family reunited. If I get everybody's help and concentrate these services, I think we can operate it properly. I have indicated that this is a regearing of my activities rather than a supplementation of any programs that are now operating in the community.

So that at this stage this is where I am in my planning on this proposal.

FEDERAL GRANT FOR DEMONSTRATION PURPOSES IN CRISIS SITUATIONS

Senator BYRD. The $115,000 Federal grant for demonstration purposes only?

Mr. BREWER. Yes, sir; for 1 year. To demonstrate what can be done to keep families together in crisis situations.

Senator BYRD. And included in that $115,000 would be a cash figure that you would utilize in emergency cases?

Mr. BREWER. That is correct.

Senator BYRD. Would you break that down again. I believe you said—how much did you say would be used in the cash fund, $36,000?

Mr. BREWER. $36,000, or $3,000 a month.

I also still have and do give emergency assistance to my regular programs.

Senator BYRD. You do now?

Mr. BREWER. I do now. But we are not always able to do it at the time of crisis, or at the time it is needed the most. And this is what we are constantly reviewing. The constant problem in public assistance is the matter of judgment as to which is the crisis situation and which is the most urgent situation to move in. This is why I feel that with this type of program we can move in those cases on public assistance which are eligible—we can move faster. Those cases which are not in need of regular assistance but which need particular help in a given situation, we can provide it. We can still do this under general public assistance without putting them on the total rolls. And we can provide it also for other families who need it.

DETERMINATION OF ELIGIBILITY

Senator BYRD. Who would determine the eligibility of the person?

Mr. BREWER. The person I place in charge of this project. This project would operate under the Deputy Director, as a separate project activity. The determination would be made, of course, on the recommendation of the individual worker that handled the case, but approved by the project director.

CRITERIA TO GOVERN ELIGIBILITY

Senator BYRD. Have you worked out any criteria to govern the eligibility?

Mr. BREWER. No, sir. I have not. There are standard criteria, I think—the Traveler's Aid, the Red Cross and other agencies utilize it—in terms of basic needs. You know when a person has an eviction notice, they have an eviction notice from the court—a part of this service is checking with the landlord. Sometimes persons come in the day they are going to be evicted. Sometimes, if we can figure out some plan for the family, we can call the landlord and ask him to hold off from eviction. Or maybe it is a matter of 1 month's rent. Or maybe it appears that this person is eligible for public assistance. If it is, we get them up the next day and put them in process.

ADEQUATE SAFEGUARDS

Senator BYRD. So you feel that there would be adequate safeguards?

Mr. BREWER. Yes. There have to be adequate safeguards. I think the voluntary agencies have safeguards. I don't think it helps anyone—and agencies don't give it just because someone says they are in need. I think we have criteria that we use. And I have been very pleased with the use of the small fund we have had in the Welfare Training Center. I see the accounting. We will see monthly accounting of the utilization of these funds, and we would be able to watch it.

CASH AVAILABLE FOR CRISIS SITUATIONS

Senator BYRD. Your $3,000 per month would be used as cash for those who are in crisis situations?

Mr. BREWER. That is correct.

Senator BYRD. How do you arrive at that figure of $3,000 per month? Is it based on the experience that you have had?

Mr. BREWER. This is based on cases—this $3,000 is based on estimates that have come to me primarily from my protective service workers in child welfare. Now, I want these funds used for any active child welfare cases that I know of. For instance, if we are trying to keep a child in the family under protective services, and a worker sees a need for some help in this respect, this should be made available to her for this type of situation.

Senator BYRD. That $150,000 would be sufficient, then, for the next fiscal year?

Mr. BREWER. Well, the $115,000 is for the total grant, which includes personnel. This is my demonstration grant. The rest, I can take care of through my current appropriation.

Senator BYRD. So you do not need any additional funds appropriated at this time?

Mr. BREWER. I am not asking for any additional funds at this time. This will all be reflected again in my 1967 budget request after further experience.

ANTICIPATED PROGRAM COST

Senator BYRD. How much do you anticipate this program requiring above the $115,000?

Mr. BREWER. I would anticipate probably another $1,500 that would be rental, and some incidental equipment, for this house, and food for the people. But as far as food is concerned, whether I feed the children at Junior Village or in the shelter, it is a cost.

FEDERAL GRANT FOR YOUTH REHABILITATION HOUSE

Senator BYRD. Now, give us some details on the Federal grant of $48,600 for a youth rehabilitation house. Are there any local funds for matching?

Mr. BREWER. No, sir, there are no local funds for matching required. These are funds from the President's Committee on Juvenile Delinquency through the United Planning Organization. There are no local funds. This is for the operation of the first house which will be for 10 boys that will come from Cedar Knoll.

Senator BYRD. You plan to have three such houses?

Mr. BREWER. Three or four. In addition to the youth rehabilitation house there will be one for those boys on probation, and another one or two for children awaiting court action.

ANALYSIS OF CAUSES FOR INCREASE IN PUBLIC ASSISTANCE CASELOADS

Senator BYRD. Have you made an analysis of the causes for the increases in the public assistance caseloads, Mr. Brewer?

Mr. BREWER. I have made analysis. I have a statement and some supporting tables which are somewhat different from the tables that we use in our regular statistics. I have a statement that I can read to you, or submit. In summary, I can give you what I see at this point. There have been no changes in policy. We have had a slight increase in applications. We have had an increase in numbers of cases disposed of. There were 400 more disposed of. This is in our intake process. We have had a slightly higher rate of approvals. And we have had more pay cases in relation to our total caseload. Now, these are the conclusions that in terms of why this is, I have made some analysis of the reasons for openings and closings. I know where the increase in the applications are. As I say, I have a statement here which I will be glad to read into the record and/or supply the committee.

Senator BYRD. Just supply it for the record.

Mr. BREWER. Attached to these tables, Senator, you will find my applications received and approved. I have eliminated transfers. The basic tables that we supply each year include our transfers. In an effort to find out what new cases—you see, if we transfer from aid to disabled—from old-age assistance to aid to disabled, this shows up in our statistics as opening and closing, because it goes into another category. In these tables, I have eliminated transfers in order to see what new cases are being provided. So that this statement is available for the record with the analysis.

(The statement referred to follows:)

COMPONENT OF PAD CASELOADS FIRST THREE QUARTERS FISCAL 1964 AND FISCAL 1965

The upward trend in public assistance pay cases started in December 1963 and has risen gradually since that time to a total of 10,866 in March 1965.

In an effort to account for this raise, I have compared the first three quarters of fiscal 1964 (July 1, 1963–March 31, 1964) with the same period in fiscal 1965 (July 1, 1964–March 31, 1965).

In terms of total caseload the first 9 months of fiscal 1964 decreased 311 as compared to an increase of 444 in 1965. However, the pay cases during the same period decreased 93 cases in fiscal 1964 as compared to an increase of 556 in fiscal 1965. Therefore, from July 1, 1963 through March 31, 1965, we find a net increase of 316 cases in the total caseload level and a net increase of 517

in the pay cases. This means that during this fiscal year the raise in pay cases has been greater in relation to the total caseload.

The number of applications received during the first 3 quarters of fiscal year 1965 was 256 greater than the same period in fiscal year 1964. This has been predominantly due to the increase in applications for aid to the permanently and totally disabled category (281.) A total of 6,926 applications were received in the first period in fiscal year 1964 as compared with 7,182 during the same period in fiscal year 1965. During these same periods, the approval of applications (transfers not included) increased by 33 percent, or 752 of the 2,307 approvals during the first 3 quarterly periods in fiscal year 1964. Thus, a total of 3,059 applications (transfers not included) were approved in the same period of fiscal year 1965. The approval rate (approvals as a percent of cases disposed of) for the corresponding periods show an increase of 8.8 percent from 34.7 percent rate in fiscal year 1964 to 43.5 percent in fiscal year 1965. (AFDC 9 percent and GPA 11.7 percent.) The rate of approvals in the applications for general public assistance rose 11.7 percent and 9 percent in AFDC while the rate of approvals of aid to the permanently and totally disabled fell 5.2 percent.

As to the AFDC category, the increase in case openings is reflected in the following reasons:

Reason	*Case openings increase*
Earnings lost or reduced:	
Mother's illness, injury, or other impairment	88
Mother's layoff or discharge, or other reason	40
Support lost or reduced when ADC caretaker left home and stopped or reduced support	83
Support from other person in home lost or reduced:	
Person left home and stopped or reduced support	17
Person laid off or discharged, or other reason	35
Support from person, other than father, outside home, lost or reduced	27
Other income lost or reduced	13
Family living below agency standards	29

As to the increase in openings in GPA cases, we found that during the 9-month period ended March 31, 1965, there were opened 196 more cases than during the 9-month period ended March 31, 1964, on account of the fact that earnings were lost or reduced because of illness, injury, or other impairment of adult recipient. In addition, there were 12 more openings in the most recent period than in the prior period where the family was living below agency standards.

During these periods we also find that there were 400 more cases disposed of during this fiscal year, 279 being in GPA and 139 in AFDC.

The number of cases closed did not keep pace with the number of new cases added between these two periods. Closings (transfers removed) during the first period in fiscal year 1964 totaled 2,664, and 2,627 during the same period in fiscal year 1965, a net reduction of 37. The greatest decline in closings took place in the old-age-assistance category, from a total of 500 in the first period in fiscal year 1964 to 297 in the same period in fiscal year 1965. This was a 41-percent reduction. This was mainly due to the transfer of many old-age-assistance cases to the new medical assistance for the aged program. Closings of aid to the permanently and totally disabled cases increased by 101 during these same periods but in AFDC the increase was only 25 cases.

Conclusions:

An increase in applications.
An increase in number of cases disposed of.
A slightly higher rate of approval.
More pay cases in comparison to total caseloads.

A comparison of public assistance actions (transfers removed) July 1963 to March 1964 versus July 1964 to March 1965

	Received	Disposed of	Approved	Percent approved	Added	Closed	Pay	Nonpay	Total
July 1963 to March 1964	6,926	6,639	2,307	34.7	2,307	2,664	10,304	739	11,043
July 1964 to March 1965	7,182	7,039	3,059	43.5	3,059	2,627	10,866	627	11,493
Increase or decrease, 1964–1965 over 1963–1964	+256	+400	+752	+8.8	+752	−37	+562	−112	+450
Percent	+3.7	+6.0	+32.6		+32.6	−1.4	+5.5	−15.2	+4.1

A comparison of public assistance actions (transfers removed) by category July 1963–March 1964 versus July 1964–March 1965

	Applications				Cases		
	Received	Disposed of	Approved	Percent approved	Added	Closed	Pay
AFDC							
1963 July–March 1964	3,344	3,234	1,045	32.3	1,045	1,134	4,039
1964 July–March 1965	3,404	3,373	1,396	41.4	1,396	1,159	4,295
Increase or decrease 1964–65 over 1963–64	+60	+139	+351	+9.1	+351	+25	+256
Percent increase or decrease	+1.8	+4.3	+33.6		+33.6	+2.2	+6.3
AB							
1963 July–March 1964	34	28	17	60.7	17	5	204
1964 July–March 1965	26	31	19	61.3	19	15	202
Increase or decrease 1964–65 over 1963–64	−8	+3	+2	+.6	+2	+10	−2
Percent increase or decrease	−23.5	+10.7	+11.8		+11.8		−1.0
OAA							
1963 July–March 1964	645	649	198	30.5	198	500	2,402
1964 July–March 1965	668	654	255	39.0	255	297	2,379
Increase or decrease 1964–65 over 1963–64	+23	+5	+57	+8.5	+57	−203	−23
Percent increase or decrease	+3.6	+.8	+28.8		+28.8	−40.6	−.9
APTD							
1963 July–March 1964	938	870	606	69.7	606	490	3,053
1964 July–March 1965	1,219	1,149	741	64.5	741	591	3,183
Increase or decrease 1964–65 over 1963–64	+281	+279	+135	−5.2	+135	+101	+130
Percent increase or decrease	+29.9	+32.1	+22.3		+22.3	+20.6	+4.3
GPA							
1963 July–March 1964	1,965	1,858	441	23.7	441	535	606
1964 July–March 1965	1,865	1,832	648	35.4	648	565	807
Increase or decrease 1964–65 over 1963–64	−100	−26	+207	+11.7	+207	+30	+201
Percent increase or decrease	−5.1	−1.4	+46.9		+46.9	+5.6	+33.2

DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA

Number of case openings based on the absence of a parent [1]

Fiscal year:	*Percent openings*	Fiscal year—Continued	*Percent openings*
1950	38.4	1958	47.9
1951	39.2	1959	46.1
1952	43.4	1960	39.6
1953	42.4	1961	34.9
1954	43.5	1962	31.4
1955	43.8	1963	30.3
1956	52.5	1964	31.7
1957	52.5	1965 [2]	30.2

[1] Loss or reduction in support from ADC caretaker, death, leaving home, and stopping or reducing support.
[2] First 9 months of fiscal year 1965.

Reasons for opening public assistance cases, by percent, for comparable 9-month periods July 1963–March 1964 and July 1964–March 1965

Reasons for opening	Total		OAA		AB		APTD		AFDC		GPA	
	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965
Total	100.0		100.0		100.0		100.0		100.0		100.0	
Material change in income or resources:												
Loss of or reduction in earnings as result of:												
Illness, injury, or other impairment:												
Adult recipient	22.5	26.4	7.4	12.5	6.4	13.0	37.4	41.4			54.9	68.6
ADC father	6.6	5.3							16.6	12.3		
ADC mother	6.6	8.1							16.8	18.9		
Other ADC caretaker	.1	.2							.3	.4		
Layoff, discharge, or other reason:												
Adult recipient	.3	.2	2.0	1.0		8.7	0.4				.2	
ADC father	.1	.1							.2	.1		
ADC mother	3.3	3.9							8.2	9.2		
Other ADC caretaker	(1)	.1							.1	.1		
Loss of or reduction in support from ADC caretaker:												
Death	.7	.7							1.7	1.7		
Leaving home and stopping or reducing support	11.9	12.3							30.0	28.5		
Loss of or reduction in support from other person in home:												
Death	.8	1.4	2.0	1.4	3.2		.7	3.0	.5	.2	.8	1.6
Leaving home and stopping or reducing support	2.5	2.6	1.2	2.8			2.0	1.7	3.0	3.5	3.1	1.8
Illness, injury, or other impairment	1.0	1.6	2.0	4.5	3.2	13.0	1.2	1.2	.6	.9	1.0	1.8
Layoff, discharge, or other reason	2.3	3.2	3.1	3.1	3.2	4.3	2.1	2.2	2.6	4.4	1.7	1.8
Loss of or reduction in support from person outside home:												
ADC father	1.6	1.7							4.2	3.9		
Other person	2.9	2.7	7.0	3.5	6.5	8.7	1.7	.8	2.9	4.1	2.5	1.8
Loss of or reduction in other income	3.5	2.5	9.0	6.2	9.7	8.7	3.6	2.3	1.8	2.3	3.9	1.2
Exhaustion or reduction of assets to meet:												
Medical care costs	.6	.1	2.7	1.0			.8	.1			.2	
Other costs	1.6	.8	9.0	3.1			1.4	.9	.6	.3	.2	.6
Other material changes in resources	.3	.1	2.0	.7				.2	.2			
No material change in income or resources:												
Change in State law or agency policy relating to:												
Determination of requirements	.4	(1)		.3			.9				.8	
Consideration of resources												
Other		.2		1.7				.1		.1		
Increased need for:												
Medical care	.9	1.3	4.3	2.8			1.2	3.7			.4	.1
Other requirement(s)	1.4	.5	6.6	1.7			.9	.5	.8	.4	.8	.1
Transferred from another assistance program	13.8	6.4	22.6	13.3	48.4	26.3	28.6	14.4	1.3	.9	8.1	4.0
Living below agency standards	6.4	7.4	13.2	25.0	12.9	4.3	6.4	5.6	5.5	6.2	4.3	4.9
Other	7.9	10.2	5.9	15.4	6.5	13.0	10.7	21.9	2.1	1.6	17.0	11.7

[1] Less than 0.05 percent.

Reasons for closing public assistance cases, by percent, for comparable 9-month periods July 1963–March 1964 and July 1964–March 1965

	Total		OAA		AB		APTD		AFDC		GPA	
	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Death	12.8	13.0	45.8	49.9	36.8	31.5	22.2	25.1	.2	.....	3.0	3.4
No longer eligible with respect to need:												
Material change in income or resources:												
Employment or increased earnings of person in home:												
Recipient (adult categories)	3.4	4.5	.5	2.4	10.5	.....	5.7	5.9	.....	.....	9.3	13.1
Spouse (adult categories)	.2	.4	.....	1.2	.....	.....	.4	.4	.....	.....	.3	.7
ADC father	2.5	2.6	.....	.....	.....	.....	.....	.....	6.2	6.3	.....	.....
ADC mother	7.5	8.0	.....	.....	.....	.....	.....	.....	18.5	19.1	.....	.....
ADC child	(1)	.....	.....	.....	.....	.....	.....	.....	(1)	.....	.....	.....
Other person	.5	1.0	.8	1.8	.....	.....	.3	.7	.6	.9	.5	.9
Receipt of or increase in support as a result of:												
Absent parent's return	2.7	3.7	.....	.....	.....	.....	.....	.....	6.6	8.8	.....	.....
Remarriage of parent	.4	.7	.....	.....	.....	.....	.....	.....	1.1	1.6	.....	.....
Receipt of or increase in support from person outside home:												
Absent ADC father	.5	.7	.....	.....	.....	.....	.....	.....	1.1	1.7	.....	.....
Other person	1.2	1.0	1.6	2.7	.....	.....	1.3	.7	1.3	.7	.9	.9
Receipt of or increase in benefits or pensions under governmental program:												
OASDI	8.6	7.5	5.5	7.0	10.5	15.8	19.7	14.9	4.4	5.1	4.7	3.0
Other Federal	1.2	1.5	1.1	.6	10.5	5.3	1.4	2.7	1.2	1.2	.9	1.2
State or local	.1	.3	.....	.....	.....	.....	.....	.1	.....	.4	.5	.5
Nongovernmental program	.1	.4	.....	.3	.....	.....	.4	.1	.....	.6	.....	.3
Other material change in income or resources	1.7	1.0	3.7	1.8	.....	5.3	1.4	1.0	1.6	.9	1.1	.9
No material change in income or resources:												
Change in State law or agency policy relating to determination of need:												
Decreased need for:												
Medical care	.3	.5	1.8	1.8	.....	.....	.1	.7	(1)	.1	.....	.2
Other requirement(s)	.7	.4	2.1	.3	.....	.....	.6	.6	.6	.4	.....	.2
Other												
No longer meets eligibility requirement other than need:												
Change in State law or agency policy relating to eligibility requirements:												
Refusal after acceptance to comply with eligibility requirements	7.3	3.8	3.2	1.2	5.3	5.3	6.4	2.5	7.0	3.9	12.0	6.3
No longer incapacitated	3.7	1.8	.....	1.5	.....	.....	2.0	.7	4.4	1.2	6.9	4.2
ADC parent returned	2.9	2.2	.....	.....	.....	.....	.....	.....	7.3	5.2	.....	.....
ADC parent remarried	.2	.1	.....	.....	.....	.....	.....	.....	.6	.2	.....	.....
No eligible child in home	2.2	3.1	.....	.....	.....	.....	.....	.....	5.4	7.5	.....	.....
Admitted to institution	3.9	4.0	7.6	7.0	15.8	5.3	7.1	6.8	.3	.....	4.6	7.1
Loss of residence	1.5	1.8	3.4	4.3	.....	.....	.8	2.2	1.9	1.7	.....	.3
Other	6.4	6.4	.5	.....	.....	.....	.4	.3	13.9	14.9	3.0	.6
Transferred to another Assistance program	13.0	13.8	15.8	11.3	5.3	21.0	14.0	21.4	1.3	.1	33.9	33.8
Other	14.5	15.8	6.6	4.9	5.3	10.5	15.8	13.2	14.5	17.5	18.4	22.4

(1) Less than 0.05 percent.

Reasons for opening cases during comparable 9-month periods, July to March 1964 and July to March 1965

Reason for opening	Total		OAA		AB		APTD		AFDC		GPA	
	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965
Total	2,669	3,236	256	288	31	23	845	850	1,054	1,403	483	672
Material change in income or resources:												
Loss of or reduction in earnings as result of:												
Illness, injury, or other impairment:												
Adult recipient	602	860	19	36	2	3	316	350			265	461
ADC father	175	173							175	173		
ADC mother	177	265							177	265		
Other ADC caretaker	3	5							3	5		
Lay-off, discharge, or other reason:												
Adult recipient	9	5	5	3		2	3				1	
ADC father	2	2							2	2		
ADC mother	87	127							87	127		
Other ADC caretaker	1	2							1	2		
Loss of or reduction in support from ADC caretaker:												
Death	18	24							18	24		
Leaving home and stopping or reducing support	317	400							317	400		
Loss of or reduction in support from other person in home:												
Death	21	25	5	4	1		6	7	5	3	4	11
Leaving home and stopping or reducing support	67	84	3	8			17	15	32	49	15	12
Illness, injury, or other impairment	27	51	5	13	1	3	10	10	6	13	5	12
Lay-off, discharge, or other reason	62	103	8	9	1	1	18	19	27	62	8	12
Loss of or reduction in support from person outside home:												
ADC father	44	55							44	55		
Other person	77	89	18	10	2	2	14	7	31	58	12	12
Loss of or reduction in other income	94	80	23	18	3	2	30	20	19	32	19	8
Exhaustion or reduction of assets to meet:												
Medical care costs	15	4	7	3			7	1			1	
Other costs	42	25	23	9			12	8	6	4	1	4
Other material changes in resources	7	4	5	2				2	2			
No material change in income or resources:												
Change in State law or agency policy relating to:												
Determination of requirements	12	1		1			8				4	
Consideration of resources												
Other		7		5				1				
Increased need for:												
Medical care	23	41	11	8			10	32			2	1
Other requirement(s)	37	16	17	5			8	4	8	6	4	1
Transferred from another assistance program	368	177	58	38	15	6	242	93	14	13	39	27
Living below agency standards	171	242	34	72	4	1	54	49	58	87	21	33
Other	211	369	15	44	2	3	90	222	22	22	82	78

Reasons for closing cases, for comparable 9-month periods, July 1963–March 1964 and July 1964—March 1965

Reasons for opening	Total		OAA		AB		APTD		AFDC		GPA	
	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965	1964	1965
Total	2,814	2,792	380	329	19	19	707	692	1,141	1,165	567	587
Death	358	364	174	164	7	6	157	173	3		17	21
No longer eligible with respect to need:												
Material change in income or resources:												
Employment or increased earnings of person in home:												
Recipient (adult categories)	97	126	2	8	2		40	41			53	77
Spouse (adult categories)	5	11		4			3	3			2	4
ADC father	71	74							71	74		
ADC mother	210	223							210	223		
ADC child	1								1			
Other person	15	27	3	6			2	5	7	11	3	5
Receipt of or increase in support as a result of:												
Absent parent's return	75	103							75	103		
Remarriage of parent	12	19							12	19		
Receipt of or increase in support from person outside home:												
Absent ADC father	13	20							13	20		
Other person	35	27	6	9			9	5	15	8	5	5
Receipt of or increase in benefits or pensions under:												
Governmental program:												
OASDI	239	209	21	23	2	3	139	103	50	60	27	20
Other Federal	35	43	4	2	2	1	10	19	14	14	5	7
State or local	3	9						1		5	3	3
Nongovernmental program	3	11		1			3	1		7		1
Other material change in income or resources	48	29	14	6		1	10	7	18	10	6	5
No material change in income or resources:												
Change in State law or agency policy relating to determination of need:												
Decreased need for:												
Medical care												
Other requirement(s)	9	13	7	6			1	5	1	1		1
Other	19	11	8	1			4	4	7	5		1
No longer meets eligibility requirement other than need:												
Change in State law or agency policy relating to eligibility requirements:												
Refusal after acceptance to comply with eligibility requirements	206	105	12	4	1	1	45	17	80	46	68	37
No longer incapacitated	103	51		5			14	5	50	14	39	27
ADC parent returned	83	61							83	61		
ADC parent remarried	7	2							7	2		
No eligible child in home	62	87							62	87		
Admitted to institution	111	112	29	23	3	1	50	47	3		26	41
Loss of residence	41	51	13	14			6	15	22	20		2
Other	180	179	2				3	2	158	172	17	5
Transferred to another assistance program	367	385	60	37	1	4	99	148	15	1	192	195
Other	406	440	25	16	1	2	112	91	164	202	104	129

Cases reopened in Public assistance by category and percent of total openings for two 9-month periods July 1963 to March 1964 and July 1964 to March 1965

Year and month	Total		OAA		AFDC		AB		APTD		GPA	
	Number reopened	Percent of total openings	Number reopened	Percent of total openings	Number reopened	Percent of total openings	Number reopened	Percent of total openings	Number reopened	Percent of total openings	Number reopened	Percent of total openings
Total	503	21.8	46	23.2	322	30.8	3	17.6	66	10.9	66	14.9
1963												
July	71	20.6	7	17.1	42	32.1			7	8.3	15	18.1
August	41	17.4	7	26.9	20	29.9	1	50.0	9	9.3	4	9.3
September	37	16.8	4	12.1	24	33.3			8	10.3	1	2.8
October	51	21.9	8	29.6	34	40.0	1	33.3	3	4.1	5	11.6
November	55	19.6	1	4.5	40	35.7			8	9.1	6	11.5
December	70	23.1	5	22.7	48	31.6			11	11.3	6	22.2
1964												
January	45	15.4	5	17.9	24	24.0			6	6.1	10	15.9
February	61	16.4	2	7.1	46	26.4			6	5.4	7	13.2
March	72	18.4	7	24.1	44	27.3	1	33.3	8	6.9	12	14.5
Total	761	24.9	62	24.3	474	33.9	3	15.8	99	13.4	123	18.9
1964												
July	65	19.6	5	12.8	45	33.1			4	4.1	11	20.3
August	82	21.4	7	18.4	50	29.1			17	16.3	8	11.8
September	69	20.4	2	7.1	56	34.8			6	6.9	5	7.9
October	47	15.1	2	8.7	36	25.4			3	3.7	6	9.5
November	102	22.9	12	30.0	60	33.5			15	11.4	15	16.3
December	103	29.7	12	42.9	56	35.2	1	100.0	13	15.3	21	28.4
1965												
January	66	25.2	4	16.0	41	39.8			11	15.3	10	16.4
February	136	31.4	10	35.7	80	42.8	2	40.0	16	15.7	28	25.2
March	91	23.8	8	20.5	50	30.5			14	15.4	19	22.1

AID TO FAMILIES WITH DEPENDENT CHILDREN—UNEMPLOYED PARENTS

Senator BYRD. Now, with reference to the AFDC–UP program, how much are you requesting for this item? How much was allowed by the House?

Mr. BREWER. The House allowance which includes the staff, supporting services, the positions in investigations and collections, the one position in work training, and the insurance in premiums, which is a program for 6 months for an average caseload of 490, total $330,753, the amount requested.

Senator BYRD. How does this compare with the amount requested last year?

Mr. BREWER. It is the same amount.

Senator BYRD. The same amount as requested the year before?

Mr. BREWER. There is some adjustment, Mrs. Chambers reminded me. This is perhaps slightly higher because of the pay act adjustment in personnel services.

Senator BYRD. But on the whole, it is still the same program and the same figure except for those adjustments?

Mr. BREWER. Yes, sir.

Senator BYRD. I believe that approximation was based on a study, was it not, that was made about 4 years ago?

Mr. BREWER. Yes, sir. And we have found, as I indicated at that time, a high percentage of women involved in this. The employment rate in the District of Columbia is approximately the same as it was at that time. This estimate is based on the same basic data that we had at that time.

PROJECTS UNDER TITLE V OF THE ECONOMIC OPPORTUNITY ACT

Senator BYRD. Mr. Brewer, under title V of the Economic Opportunity Act, there are certain payments authorized for experimental demonstration projects. Have you made applications for any moneys under this project?

Mr. BREWER. Yes, we have made application under this title, and have received a planning grant from the Department of Health, Education, and Welfare. The planning grant is in the amount of $79,205 through June. We actually have in hand $52,800. This provides for the project director and staff to determine the State plan, and the operations, and for the renovation of the temporary home for soldiers and sailors, which is no longer used, and which we wish to establish as a work experience training center.

Senator BYRD. Are you saying that you have in pocket $53,000 and you will receive an additional $26,000, making a total of $79,000?

Mr. BREWER. That is right, $53,000 for April and May and the remainder up until July 1 for the planning grant.

Senator BYRD. Now, have you applied for moneys with which to implement it?

OPERATING COSTS

Mr. BREWER. We indicated at the time of the planning grant that we would apply for money. So that we do not apply actually, officially apply for this money until the State plan is completed as a result of the planning. We have indicated to the—we did have cost figures that

we estimated for the operation of this program for fiscal year 1966 which totaled $2,230,000. This would be the operation of the program. This would, of course, be 100 percent Federal funds.

Senator BYRD. Do I understand you to say that you have applied for or that you will follow through with an application for $2.3 million?

Mr. BREWER. That is correct. This is an estimate, because the planning staff will come up with the final figure. This is part of the basic plan. But in receiving the planning grant, we had to submit estimates as to the total cost of the program. There may be some slight variation, but I don't foresee any great variation, because we are providing in this grant for supporting services to these families which includes job testing, job development, as well as specific training.

HOMEMAKER AND DAY CARE SERVICES

I also am planning to ask for a small amount for homemaker service and day care, because I don't want any of these families to have to drop out of this program because of any crisis that may arise in the family during the training period.

Senator BYRD. This will be a pilot demonstration project?

Mr. BREWER. This will be a pilot demonstration project as are all of them under title V.

Senator BYRD. And you will be working with unemployed fathers?

Mr. BREWER. We will be working with unemployed fathers, and unemployed heads of household including women.

PURPOSE OF PROGRAM

Senator BYRD. And what is your program designed to do?

Mr. BREWER. Our program is designed in those instances where it is shown that any type of training will assist the father in securing employment to place him in this training, and to provide assistance to the family during the training period. There will be, I presume, in the final plan an upper limit in terms of training. But we are working with the public schools. Some training programs we may operate ourselves, where possible, we will be utilizing the manpower training programs that are in effect. But I am aiming this program, this demonstration, toward what I said repeatedly are the hard-core families. In our experience in the welfare training center, even some of the mothers that we felt showed very little potential in terms of regular employment we have been reasonably successful with. This involves, in some instances, some training in functional illiteracy. It involves training in job attitude, how to fill out applications, how to hold down a job. In some instances it involves some slight physical corrections which would be included, besides specific training. And under this demonstration program, we can place people in private industry on training if we can make specific arrangements. We are going to relate this to the job market, as it is maintained currently and is currently under study. There are other programs that will be developing in this community in this respect. And I think it gives us an opportunity to see what training can do and what specific job placement can do for the families that have difficulty. Many of these parents have sporadic employment, they find construction work and they find odd jobs, and they find other

things. And as with the welfare training center mothers, I think many of these individuals will turn out to have many more potentials than was thought. An individual must be in training in order to receive the grant for the family. This is a training program, all ranges of training.

PAYMENT OF SUBSISTENCE GRANT WHILE TRAINING PARENT

Senator BYRD. So you propose to train the unemployed male parent?

Mr. BREWER. Or female.

Senator BYRD. In cases where there is a male parent you propose to train him and provide a grant to the family while he is in training?

Mr. BREWER. Yes.

Senator BYRD. If he declines to accept the training, then what happens?

Mr. BREWER. We could not provide the grant.

LENGTH OF TRAINING

Senator BYRD. Over how long a period would this training be?

Mr. BREWER. It would depend on the individual, Senator. There would be a maximum period of training. And of course at any time during the training period if employment became available in terms of the individual's ability, he could be placed. But there will be an upper limit—I mean, we can't of course train someone from a laborer to an attorney, or something of that type—I am being facetious now. But there has to be a reasonable time limit dependent upon the particular needs. Our experience in the Welfare Training Center has shown us it is from 3 to 6 months; within that time we have been able to provide training and find employment.

MAXIMUM PERIOD OF TIME INVOLVED

Senator BYRD. Can you state what that maximum period would be?

Mr. BREWER. I cannot at this time, Senator, until my final plan is completed, because this has to be evaluated in terms of our public school programs and our manpower training programs in terms of the length of training that is involved. I know we ran a small program at the D.C. Village for the manpower training personnel. We let them use our facilities. And the period of training was between 6 to 8 weeks. That was in culinary services and janitor-custodial services. The maximum—it would be based on each individual, under this program each individual will be tested and screened by professional employment placement people so that we have a basis for knowing that we are putting him in training that will be helpful to him, and also training which the employment people indicate there is a job market for. Those are three things that have to be related if we are ever going, in my opinion, to help what I keep calling the hard core.

SIZE OF TRAINING GRANTS

Senator BYRD. How would the size of the grant compare with the AFDCUP?

Mr. BREWER. It would be approximately the same. Since this is a demonstration project I am going to suggest in my plan that we use what I call a flat grant. In our public assistance program we give

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so much for food, and vary it by size and age of the child, so much for rent, so much for clothing, varying it by size and age of the child. And frankly, this is one of the greatest of our administrative problems in terms of clerical work. If a child goes from age 4 to 5 the grant changes. And I know other States have made studies on this. And I would like in this project—I am going to present in my plan if approved a flat grant which would approximate the grant that we are now providing. It might be a little higher in some instances and a little lower in others. But I am very much interested in seeing how this could operate in terms of the family needs and in terms of the administrative costs. Because this is one area in which we have our greatest paperwork.

ELIGIBILITY FOR FOOD STAMPS

Senator BYRD. I take it that the recipient of the training grant would automatically qualify for food stamps.

Mr. BREWER. Yes, on the same basis that any other low-income family would in the community.

DIFFERENCE IN PROGRAMS

Senator BYRD. Now, what particular—in what particulars would this differ from the proposed AFDCUP project?

Mr. BREWER. The AFDCUP program as we have presented it is a program for unemployed parents. As we indicated, if the parent is unemployed, they would be given an AFDCUP in terms of the regular grant. If training were available they would be required to take it. But our program in the appropriated grant does not include—we have one position for work training officer, which I indicated I believe last year was to see if we could develop work training programs. The difference in the program is, I think, basically that the title V program places the emphasis on training and work experience and provides a grant as incidental to this. It also, under the terms of my request, as I indicated, is providing me with some broader services than I have in the UP program. I see the two programs complementing each other. And I see with experience both in terms of the eventual outcome of the Federal legislation—these are all demonstration grants—in terms of the eventual outcome of the Economic Opportunity Act as well as the eventual outcome of our appropriated act, I see at some point the two programs correlating each other. Actually title V is broader in terms of training opportunities in other services than we have asked for in our appropriated budget.

EMPLOYMENT AND TRAINING UNDER TITLE V PROJECT

Senator BYRD. In the AFDCUP program you have to supply a work program in conjunction?

Mr. BREWER. We would have to find employment or training within the framework of any programs that might be in operation. In this program we will have the funds to develop the training programs if they are not available. If we want, for example, after we decide that we have 30 men and women that require special remedial work in reading, I can ask the public schools to conduct a training course for them. That doesn't mean that they would be in classroom all day. But I can have the funds to provide a specific class for them.

Senator BYRD. But you couldn't do that under the AFDCUP program?

Mr. BREWER. No, I could not.

Senator BYRD. So this is one major difference?

Mr. BREWER. That is right.

Senator BYRD. And under title V—under that decision you could develop your own training program?

Mr. BREWER. Yes, and operate it.

Senator BYRD. So as to meet the need.

Mr. BREWER. Operate them and supervise them.

Senator BYRD. And you would not have a work program in conjunction with your demonstration project?

Mr. BREWER. No, there would be a work program that would be part of it. Some of this would be on-the-job training, or work program. But it would not be a work program in the sense that we have indicated where we have to go out and find jobs for people.

Senator BYRD. So it would not be a work program in the sense of the work program which we have been discussing under the AFDCUP program?

Mr. BREWER. No, it would be much broader. Because, as I indicated, we felt—I think that I did submit that we could place certain numbers of the unemployed, perhaps in some District agencies, for the amount of their grant. But this would be much more limited in terms of availability than the title V program.

Senator BYRD. Can you do that under the title V program?

Mr. BREWER. If it was specifically in need, in line with the training program the individual was in, I could place him anyplace.

Senator BYRD. It has to be a training program? It isn't just for the purpose of giving him a job?

Mr. BREWER. It is not just for the purpose of working him.

Senator BYRD. It is training for work.

Mr. BREWER. It is training him for work, and to train him for specific work that we think he can go into.

COMPLETION OF TRAINING

Senator BYRD. And when he has completed his training he would be placed?

Mr. BREWER. He would we placed.

Senator BYRD. At that time the family goes off the rolls insofar as the grant is concerned?

Mr. BREWER. Totally.

Senator BYRD. If he doesn't work on his job he stays off the rolls?

Mr. BREWER. Yes.

Senator BYRD. Because you have trained him and found a job for him.

Mr. BREWER. That is right.

Senator BYRD. If he wouldn't work the grant stops to the family; is that correct?

TERMINATION OF GRANT

Mr. BREWER. That is correct. The grant stops as soon as he is provided full-time bona fide employment.

Senator BYRD. Now, what is the annual cost for the first year of the AFDCUP program?

Mr. BREWER. The total estimate is $2,592,703, $1,386,417 of which we estimated would be local. It is approximately the same cost in the two programs, Senator.

Senator BYRD. In the case of one there has to be some local funds, and in the case of the other all funds are Federal funds?

Mr. BREWER. That is correct, Senator.

MAN-IN-THE-HOUSE RULE

Senator BYRD. Now, in the case of the title V moneys, I take it that your man-in-the-house rule would not have any application?

Mr. BREWER. No, sir, it would not, as long as the man is part of the family.

Senator BYRD. Now, would this affect your man-in-the-house rule as it pertains to the regular ADC program?

Mr. BREWER. No, sir.

Senator BYRD. It would not have any effect on that?

Mr. BREWER. No, sir. Because the first—because the person—for instance, a mother and her children—if a mother and her children are on regular ADC program now, and the man returns to the home. If he is unemployed he would be eligible for this program. The family would be closed from the other program, and would move into this program.

Senator BYRD. Provided he accepts the training?

Mr. BREWER. That is correct.

Senator BYRD. If he does not——

Mr. BREWER. If he does not accept the training and is still present in the home——

APPLICATION OF MAN-IN-THE HOUSE RULE

Senator BYRD. Then the man-in-the-house rule still applies?

Mr. BREWER. It would apply in the regular category, yes, sir.

Senator BYRD. Do you anticipate, Mr. Brewer, that you can get this program started by July 1?

Mr. BREWER. I am doing everything possible to, Senator.

Senator BYRD. I am talking about the title V program.

Mr. BREWER. The title V program—as I say, I am doing everything that I possibly can. We have a target date to submit the final plan to HEW before the end of this month, the month of May, which means we will get the rest of our grant. And our target date is July 1. The building is three-quarters renovated. I have four of my planning staff, and the plan is well underway. And we are working now with education and the other departments in our agreements. So that my target date is July 1, or shortly thereafter.

Senator BYRD. Incidentally, how did you arrive at your $2.3 million figure in connection with the title V request?

Mr. BREWER. I have a breakdown of this estimate, I believe.

ANTICIPATED TRAINEES

Senator BYRD. How many families do you anticipate training under this program the first year? Aren't you using about the same figures and facts that were used in connection with the AFDCUP program?

Mr. BREWER. 900—our estimate was 1,100 in our regular program.

Senator BYRD. 1,105.

Mr. BREWER. And the estimate is 900, or an average of 900 for fiscal 1966 in this program.

That is correct, sir.

Senator BYRD. You estimate that something in the neighborhood of 900 persons would be trained under the title V program?

Mr. BREWER. That is right.

Senator BYRD. And the subsistence grant would be about the same?

Mr. BREWER. Approximately the same.

Senator BYRD. As was contemplated under the AFDCUP program?

Mr. BREWER. Yes.

Senator BYRD. I suppose the fact that there are 900 cases against 1,100 in the other might account in part for the decrease in—it is almost $2.6 million, down to $2.3 million.

Mr. BREWER. Yes; that is correct. That is the basic difference, Senator, because we are talking about a monthly average. And the estimate for the Federal program, fortunately, after I renovate the building I will not have to pay any rent, because it is a District-operated building. So that this is not reflected in the future years' expenses, it is in my original grant.

Senator BYRD. The record at this point will show the justifications supporting the AFDCUP request.

(The justification referred to follows:)

AFDC UNEMPLOYED PARENTS

Program justification

	1964 obligations (estimated)		1965 obligations (estimated)		1965 adjusted (1966 base)		1966 estimate	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
Direct appropriation							25	$311,998
Federal reimbursement								277,129
Total, all funds							25	589,127

PROGRAM

Public Law 87-543—The Public Welfare Amendments of 1962 continued the provisions of this segment of the AFDC program to June 30, 1967.

The AFDCUP is an extension of the AFDC program and merely adds a fourth reason—unemployment of a parent to the previous three reasons—death, absence, or incapacity of a parent, for a child's eligibility for financial aid.

In it proposed that this program would be available to individuals who are not receiving or are not eligible to receive unemployment compensation and who, for a period of 2 consecutive weeks immediately prior to date of application were employed for less than 30 hours in each week. It applies to natural, adoptive, or step-father and natural, adoptive mother in a fatherless home. Individuals continue to be eligible until employed for 30 hours a week or the number of hours customary for the particular job and like jobs in the area. Registration at the U.S. Employment Service and the acceptance of any available work are conditions of eligibility. The residence and other eligibility requirements prevail, and in addition, individuals are required to accept any training or employment offered under the work-training or other programs in the commnuity.

The AFDCUP cases similar to the regular AFDC cases are "service" cases under the Public Welfare Amendments of 1962. Therefore, the same staffing pattern prevails of 60 cases per social worker and 5 workers per supervisor.

The total increase requested for 6-month operation of $311,998 will be distributed as follows:

Position (grade and title) or item	Number required	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Federal funding	Net 1966 D.C. request
GS-12 Service Chief	1	$10,250	$783	$606	$11,639	$2,794	[1]$5,820	$3,025
GS-11 Supervisor	2	17,300	1,344	1,268	19,912	2,988	[2]14,618	2,306
GS-9 Social worker	10	72,200	5,760	7,628	85,588	13,390	[3]62,284	9,914
GS-7 Liaison worker	1	6,050	497	576	7,123	2,075	[3]2,847	2,201
GS-4 Clerk steno	1	4,480	344	796	5,620	1,242	[1]2,810	1,568
GS-4 Unit clerk	2	8,960	688	1,904	11,552	2,957	[3]4,623	3,972
GS-4 Statistical clerk	1	4,480	344	1,594	6,418	1,491	[2]2,567	2,360
GS-4 Accounting clerk	1	4,480	344	1,567	6,391	1,838	[4]1,678	2,875
GS-4 Disbursing clerk	1	4,480	344	381	5,205	2,061	[4]1,171	1,973
GS-3 Assistant unit clerk	2	8,010	626	1,354	9,990	3,329	[3]3,994	2,667
GS-3 Clerk DMT	2	8,010	626	2,348	10,984	4,130	[4]2,854	4,000
GS-2 Clerk typist	1	3,680	289	486	4,455	1,244	[3]1,782	1,429
Insurance premiums				29,500	29,500		14,750	14,750
Grants and gratuities				462,198	462,198		209,740	252,458
Other contractual services (miscellaneous)				13,000	13,000		6,500	6,500
Total	25	152,380	11,989	525,206	689,575	39,539	338,038	311,998

Program matching is on following basis:
[1] 50 percent.
[2] 75 percent for personnel compensation and benefits and 50 percent for other objects.
[3] 40 percent.
[4] 26 percent.

Since program is requested for only 6 months in 1966, the anticipated reimbursement for 1966 is $277,129 and an additional $60,909 is anticipated for 1967.

Staff (25 positions).—This staff request is based upon the assumption that all the families will be in need of prescribed services, such as:

1. Help in evaluating potentials for self-support.
2. Help in securing assessment of employment skills and opportunities.
3. Help in obtaining training opportunities.
4. Help in securing and maintaining appropriate employment.
5. Help in assuring appropriate child care when mothers work.

The liaison officer is needed for continuous contact with the U.S. Employment Service, the Department of Vocational Rehabilitation, and the Board of Education concerning efforts of the unemployed employables to obtain training and work. It is visualized that the recipients would report monthly for case interviews concerning their current eligibility status, and upon certification by the social worker would receive their AFDC–UP payment from the disbursing clerk.

Other staff members needed consist of a statistical clerk for the Department's research and statistical office, an accounting clerk, two dictating machine transcribers, and one disbursing clerk for the Field Administrative Branch, Family and Children Services.

One of the requirements for continued aid would be participation by the caretaker relative to any work or training program.

Insurance premiums, $14,750.—It is a Federal requirement in order to obtain Federal matching money in payments made for work performed in lieu of the assistance grant that the unemployed parent be included under "Workmen's compensation" protection or comparable coverage. This is the local share of the estimated cost for providing this insurance.

Grants and gratuities, $252,458.—The projected grants and gratuities costs based on an estimated monthly caseload of 490 families for 6 months are as follows:

Total cases	490
Six months cost per case (fiscal year 1966):	
Local	$515.22
Federal	428.04
Total	943.26
Total costs (6 months, fiscal year 1966):	
Local	252,458
Federal	209,740
Total	462,198

DEMONSTRATION GRANT UNDER TITLE V

Senator BYRD. Did the House committee make any inquiry concerning the demonstration grant under title V?

Mr. BREWER. No, sir; they did not.

Senator BYRD. Did the House committee, as far as you know, have any knowledge of the fact that you were applying for moneys under title V? Did they ask you questions or make any comments that would indicate that?

Mr. BREWER. No, sir; they did not. I was trying to think of the status of the grant at that time, but I think there has been newspaper notification. We were in the House—we had not received the approval of the grant at the time we were in the House, but we had applied for it. And I think that this was not discussed in the House.

LETTER TO SENATOR ELLENDER

Senator BYRD. As you know, one of my objections to the AFDCUP program has been the impracticality of setting up a work program. And I would like to insert in the record one paragraph from a letter addressed to Senator Ellender by the Frederick County Fruit Growers Association, signed by Charles S. Toan. He is executive secretary and chairman of the Virginia State Board Agricultural Society Labor Committee.

The paragraph reads as follows:

"Our association attempted to recruit in Washington, D.C. Cards were sent to over 600 men listed as having previous agricultural experience to report for interviews—120 men came in. And on finding that these jobs were for more than a single day, only 22 remained. Of these 18 accepted bus tickets to the job. Only 17 reported to work. By the end of 2 weeks only four remained. And none completed the season."

DIFFICULTY IN PROCURING QUALIFIED LABORERS

The fruit growers over in the eastern panhandle of West Virginia have a difficult time every year recruiting an adequate number of qualified fruitpickers. And they have called my attention to this paragraph. And the letter to Senator Ellender was included on page 336 of the hearings before the Committee on Agriculture and Forestry,

U.S. Senate, 89th Congress. The hearings were in connection with the importation of foreign agricultural workers.

I thought it was rather revealing that here in this city where we hear so much about the need for an AFDCUP program, something to provide jobs for persons—and no one questions the fact that there are unemployed people in the District of Columbia—I thought it was rather revealing that it was impossible to find persons to fill the positions in this instance. Six hundred men received notifications, 120 showed up at the time, and on finding that the jobs were for more than a single day, only 22 were interested. And of these, 18 acccepted bus tickets to the jobs, 17 reported for work, 4 stayed 2 weeks, and none stayed throughout the entire season.

The Etheredge Case

Mr. Brewer, tell the subcommittee about the Etheredge case. Specifically direct your remarks to the question as to whether or not, in your judgment, the regulations of the Welfare Department were in any way responsible for that lady's death.

Mr. Brewer. Senator, I think I made a public statement on this case at the time for the press. I think, to answer your question specifically, at the time Mrs. Etheredge came to our Department this last time, there were no regulations in the Department of Public Welfare that prohibited us giving her assistance. Mr. Etheredge had deserted the family; he was no longer with the family. We did, as soon as we could, verify this fact and provide her with emergency assistance in the amount of $191. This was for food and 1 month's shelter. Mrs. Etheredge did not have a place to live except with a member of her church. The funds were provided as indicated.

At the time she first came to us we also verified the fact that Mr. Etheredge was employed. When she came back to us the second time he had left this employment.

The fact is, it seems to me, that Mrs. Etheredge and this family needed much more than financial assistance. I feel this very strongly, and I have tried to indicate this. The family had been known to us for several years prior to that during various periods.

Now, I do not know why Mr. Etheredge deserted the family or left his family on the previous occasions. I know that each time we did provided assistance. When he returned we did not, of course, nor did we give service, nor did anyone else give service.

I do not know about her health needs. I am sure that Mrs. Etheredge was undergoing tremendous strain, as does any family trying to make a go in the city where there are many pressures, and it is a costly place to live, including the very, very serious housing shortage.

Programs being developed to help in similar cases

I feel that the programs that are being developed through the United Planning Organization, in terms of the neighborhood service workers, would have the facilities and resources to go in and work with some of these families before they reach this period of crisis, because I do know families that meet crises periods and, sometimes, the man can leave and the mother is left with the children. And I feel that many

of the women in this community, as I indicated before, are carrying tremendous responsibilities in this respect.

That is a rather long answer, perhaps, to your question. But at the time we did provide assistance. If he had been in the home and had been employed I could not have provided assistance under any program. During the time when he did return we did discontinue assistance.

Now, there were things I know that could have been done for the Etheredge family over the period of time to provide some service and help while he was in the family. I don't know whether anyone ever helped Mrs. Etheredge to get her surplus food and to know how to use it. I don't know how much help she had in securing housing. I don't know how much help she had with the many other problems that she must have faced. I feel that at the time she applied to us this last time we acted expeditiously and to the best of our ability and services. And there was no regulation that prohibited us from doing otherwise.

Senator BYRD. Contrary to any impression that might be had, you are saying that there were no regulations which prohibited her from receiving assistance at the time that her death occurred?

Mr. BREWER. She did receive assistance.

Senator BYRD. She was in fact receiving assistance?

Mr. BREWER. Yes, in money.

Senator BYRD. Where was her husband at the time of her death?

Mr. BREWER. I do not know where he was at the time of her death.

Senator BYRD. You do not know whether he was here or not?

Mr. BREWER. I do not know.

Senator BYRD. I will insert in the record the arrest record of her husband at this point.

(The document referred to follows:)

METROPOLITAN POLICE DEPARTMENT, Washington, D. C.

NAME (LAST)	(FIRST)	(MIDDLE)	ADDRESS
ETHERIDGE	Joseph		9 8th St NE

ALIASES	RACE		MARRIED	X	SINGLE		IDENT. NO.
	WHITE		DIVORCED		WIDOWED		
	NEGRO	X	SEX MALE		FEMALE		
	OTHER			X			

BIRTHPLACE	MONTH	DAY	YEAR	DC DC NO.
SC	1	6	1938	132685

MOTHER'S MAIDEN NAME	SOCIAL SECURITY NUMBER
Annie	

FATHER'S NAME	ARMED FORCES NUMBER

OCCUPATION	OPERATORS PERMIT (STATE)	(NUMBER)
cook,laborer		

PCT.	CASE NO.	DATE	AGE	OFFENSE	COMPLAINANT	OFFICER	DISPOSITIONS
as	Joseph Etheridge		no	fixed	DB SC 1-6-38	m.Annie	f.Wilbur
9	12075	8-5-61	23	Drunk	CJ Hersey	Hersey	30 days
as	Joseph Etheridge			9 8th St NE	DB SC 1-6-38	m.Annie	
9	13503	9-16-61	23	Drunk	RJ Baiser	Baiser	EP$10
as	Joseph Etheridge			1411 10th St NW	DB SC 1-6-38	m.Annie	f.William
2	15699	11-10-61	23	Drinking in public	JF Bashiell	Bashiell	EP$10
				611 P St NW	DB SC 1-6-38	m.Anna Mae	f.Wilbert
9	4461	3-25-62	24	Drunk	MW Belcher	Belcher	P.D.
9	4462	3-25-62	24	Disorderly 917 T St NW	RJ Allwang DB SC 1-6-38	Allwang	
TD	36782	9-15-63	25	Disorderly	LC Hoefer	Hoefer	EP$10 bs

PD 355 (Rev. 12-12-61) (OVER) 100

(NAME)	(RACE)	(ADDRESS)	(BIRTHDATE)	(IDENT. NO.)	(SHEET NO.)
ETHERIDGE Joseph	Negro	9 8th St.NE	SC 1/6/38		1

PCT.	CASE NO.	DATE	AGE	OFFENSE	COMPLAINANT	OFFICER	DISPOSITIONS
				927 M St.NW	DB NC 1/6/06 ??	M. Anna	F.Wilbur
FT	12383	11/3/64	58	drunk	M.M DiAulisio	DiAulisio	Nolle P

PAYMENT FOR BURIAL

Senator BYRD. Did the Welfare Department pay for her burial?

Mr. BREWER. Yes.

Senator BYRD. Did it pay anything for the religious service that was performed, and if so, to whom was this paid?

Mr. BREWER. I would have to ask Mr. Galvin this, under the terms of the contract we can pay. I don't know whether or not the bill has been received.

Mr. GALVIN. Yes, we provided for the funeral services under our contract burial. It was arranged by the husband. He lives in town. According to the funeral bill from the contract undertaker, $10 was paid to Bishop Smallwood Williams for the religious service.

VACANCIES DUE TO TURNOVER

Senator BYRD. Incidentally, Mr. Galvin, what are you doing to fill those vacant positions? You have 77 investigative positions and 58 of them are filled. Some inquiries have been made which would indicate that there is sympathy for decreasing the number. And I am asking you now, what are you doing to fill those that are vacant?

Mr. GALVIN. We have had every position in OIC filled at least once. In fact, we have had 58 investigators and 3 investigator supervisors leave OIC in the last 3 years. The turnover is due primarily to transfers to other Government agencies. Our men are GS–7's and GS–9's, and they have an opportunity to go up to GS–11 or GS–12 in the Federal Government agencies. We are constantly recruiting investigators. We have already selected two. One is to enter on duty next week, and I think the other will be 2 weeks after that. We use the Civil Service Register, USES, and we contact the various military establishments for retirees or dischargees. We have been very successful. But we have an extremely large turnover because of the low grade of pay for investigators compared to the Federal Government.

Senator BYRD. You are making every effort, though, to fill your positions and keep them filled?

Mr. GALVIN. That is right, sir.

Senator BYRD. I would urge you to do this.

REVIEW AT INTAKE POINT, 100 PERCENT

Do you still recommend that there be a 100-percent review at intake point?

Mr. GALVIN. Yes; I think that the results have shown that it is most beneficial. The only detrimental result has been that we cannot continue our other work.

PERCENT OF CASELOAD SUBJECT TO AUDIT REVIEW

Senator BYRD. Approximately what percent of that caseload which existed in 1963 has been subject to the audit review as recommended by the Comptroller General?

Mr. GALVIN. In the GPA audit review we are complete. In the AFDC audit review, 36 percent of it has been closed prior to review, leaving 64 percent still open for investigation. And of that we have completed approximately 30 percent.

So there is still to be investigated approximately 45 percent of the AFDC caseload of January 1, 1963. In APTD there is a greater percent still to be investigated.

Senator BYRD. Could you supply for the record the figure?

Mr. GALVIN. Yes.

(The information requested follows:)

There is 45.2 percent of the AFDC—audit review still to be investigated.
There is 62.7 percent of the APTD—audit review still to be investigated.

AMOUNT OF COLLECTIONS RECOVERED

Senator BYRD. Suppose you include in the record at this point the amount of the collections that you have recovered for the Department in fiscal year 1964, Mr. Galvin.

Mr. GALVIN. Do you want the figures now, sir?

Mr. BREWER. That was in the basic data you requested.

Senator BYRD. Suppose you state the figures so that we will know what we are talking about.

Mr. GALVIN. In fiscal year 1964 we collected $717,417.61, which was a 31.2-percent increase over the prior year. In the first 9 months of fiscal year 1965 we collected $697,317.81 which, if the rate is projected, would mean a 16.7-percent increase over fiscal year 1964.

TOTAL BUDGET REQUEST

Senator BYRD. What is your total budget request, Mr. Galvin?

Mr. GALVIN. When we went to the House the total local and Federal was $1,344,463. And that has been decreased.

Mrs. CHAMBERS. $857,754, if you want local funds only.

Senator BYRD. What was the amount expended for payment of your personnel, Mr. Galvin, over the period covered during which you made these collections of overpayments that you referred to a little while ago?

Mr. GALVIN. You mean in this last year?

Senator BYRD. Yes.

Mr. GALVIN. Mrs. Chamber would have to provide that.

Mr. BREWER. The total obligations for the service as of March 31—the total obligations for personnel is $379,122. Now, this is not broken down between collections and investigators, this is the total for the Office of Investigations and Collections.

Senator BYRD. Well, it would appear that the OIC is paying its way, Mr. Galvin.

Mr. GALVIN. We estimated that we are saving more than the cost to the Department, roughly $2 million a year.

Senator BYRD. You might document that for the record if you like, if you want to supply something in substantiation of that.

(The information requested follows:)

OVERALL SAVINGS RESULTING FROM OIC OPERATIONS FOR FISCAL YEAR 1964

	Local	Federal	Total
From unused OIC budgeted funds	$135,526	$14,788	$150,314
From collections	68,240	102,391	170,651
From investigation activities	1,583,100	658,089	2,241,189
Total	1,786,886	775,268	2,562,154

For fiscal year 1964 the total obligations for OIC operations were:

Local appropriations	$609,239
Federal reimbursement	399,508
Total, all funds	1,008,747

INCREASE IN OVERPAYMENTS

Senator BYRD. Is the percentage of overpayment increasing, Mr. Brewer?

Mr. BREWER. The percentage of overpayments throughout the year has increased over last year.

Isn't that correct, Mr. Galvin?

Mr. GALVIN. Yes.

Mr. BREWER. We have been watching overpayments more closely this year. One of the basic tables which you requested shows a comparison of overpayments by fiscal year.

Senator BYRD. But for the moment you can't state what the total is?

Mr. BREWER. I can look it up. Mr. Galvin can supply the information.

Mr. GALVIN. You want the total amount of overpayments?

Senator BYRD. Yes.

Mr. GALVIN. For fiscal year 1964, there were 2,161 overpayments amounting to $451,356.01.

For fiscal year 1965, thru March 31, there were 1,667 overpayments amounting to $433,801.07.

Senator BYRD. What efforts are you making to collect these overpayments?

Mr. GALVIN. In our overpayment collections, in fiscal year 1963 we collected $17,910; in fiscal year 1964 we collected $61,045, and in fiscal year 1965 to date we have collected over $90,000.

HARASSMENT OF WELFARE RECIPIENTS

Senator BYRD. What about harassment, Mr. Brewer. I continue to hear this word kicked around a good bit by those who object to being investigated. Are you making sure that there is not harassment of the recipients?

Mr. BREWER. Yes, I am. I think I spoke to this point last year.

Senator BYRD. Yes, you did.

Mr. BREWER. And I have stated to every group and every individual that I want it reported to me personally when any such cases occur.

Now, the greatest reports that I have heard have been late hours and early morning visits. And this year I have not had a single case that I can substantiate. And I have said this repeatedly. And as I think I have indicated, we are advising recipients not to admit people to their homes if they do not have proper identification. To be doubly sure, with the next month's checks we are enclosing a notice to this effect—we have not done it before, because we have had other things going out in the checks—I am stating again in a special flyer, that they are not to admit any individuals to their homes unless they have proper identification. I do not want harassment on the part of the investigators, they are instructed thoroughly on this—I talked to the investigators, all of them, personally this year. I planned to do this each year. We have written instructions. The investigators sign and certify to their hourly visits. And any reports from any one are investigated and followed through. And I have had no reports in terms of the general complaints I have heard in the community, which is these late hour visits.

We have instructions to our investigators which set up the purpose of their visits, the matters to inquire into, and prohibit visiting one home more than three times without the special approval of the supervisors, so that repeated visits cannot be considered as harassment.

All I can say on this is that, as I have said in the past, I want all such complaints reported to me, to me personally.

Senator BYRD. And you have not had such cases reported to you personally?

CASES OF COMPLAINTS BY RECIPIENTS

Mr. BREWER. No, sir. As I recall, my records show that there were three or four cases reported this year in which the recipient called and said she felt the investigator was asking her questions about things that he should not. In one case this proved not to be an investigator. And in another case when we went back and talked to her she stated that she had exaggerated her statement, that this was—I keep the file on those myself, and I have had no case in terms of late midnight visits, and so forth. I have one case reported to me. But the individual could not get the name of the person that had reported it to him, and therefore I could not make a followup on it.

Mr. GALVIN. If I may interject a word, there is an article in the Afro American of May 8, 1965, which is quite typical of how this type of harassment of investigators gets around. This is written by a man who alleges he was a former investigator.

Senator BYRD. That is what?

Mr. GALVIN. That he was a former investigator with OIC. And it states that he was forced to lie and cheat to keep his job, that he was on a production schedule. He furthermore states, if this wasn't enough, that when he went out on surveillance he was checked by other investigators and by two section chiefs; he says the welfare recipient was only receiving $87, and all the money involved in the checking of this man was in the thousands of dollars.

This happened just recently, according to him. And he says, in addition to all the OIC investigators and supervisors who were checking him, down the block there were two investigators from GAO audit division, both GS–9's, who were also checking on him and on the OIC checkers.

I know all of us are aware that there are no GAO investigators, investigating OIC investigators. But this adds emphasis to the story that he was being checked on, and he was being forced to lie, whoever this anonymous "he" might be.

Senator BYRD. Suppose you include that in the record, Mr. Galvin.

(The article referred to follows:)

MAY 8, 1965.

DEAR AFRO:

I must claim anonymity for self-preservation. I am a retired policeman who worked for the District of Columbia Public Welfare Department, as an investigator, up until recently. I had enough.

The public should know how its tax money is being wasted on the investigative portion of the welfare program and also some of the misery and pressure of the hell box that the investigators are going through. That is why I am writing.

Most investigators are scared of destruction by the chief of OIC who has the full support of Senator Robert Byrd of West Virginia, if they tell the truth about being forced to tell untruths on the poor, helpless welfare recipients in order to justify continued existence of the investigation branch of public welfare.

Production is the key word in OIC. Failure to meet your individual unrealistic monthly quota of completed cases results in your dismissal or transfer with a black mark against your career or remain stagnant on the promotion list.

The bigger the untruths an investigator tells in his report so that a person gets kicked off welfare, the better he is liked by the heads of OIC.

They do not let you turn in a "clean" case, one where there is no irregularity. You have got to keep digging until you find something wrong. Same time your production has got to stay up.

I set in front of a recipient's house one cold morning from 6:30 a.m. to 10 o'clock watching for her to go to work. Some neighbor complained that she worked 1 day a week. Her monthly welfare check was $87.

My salary is approximately $580 a month. I discovered another investigator watching the same house as a check up on me. His salary was about $500 a month. Down the street further set two section chiefs, GS–11 and GS–12 respectively—together their salaries equal $1,665 a month.

They were checking the checker who was checking me by order of the section chiefs who were out to see that all the checking is done on schedule. That wasn't enough. Down the block sat two other men from the GAO, Internal Audit Division, both GS–9 whose combined salaries are $1,320 a month. Their job was to set for 4 hours just to see if all the other investigators who had previously reported their plan to be at this particular address, were really there.

It took six people to watch for one woman at a cost of approximately $80 an hour to cut the poor woman's welfare check of not more than $10 if she did work. However it turned out that the woman did not work at all. This is a typical example of serious duplication of effort and extravagant waste of public funds. All these checkers could have been watching for the recipient to go to work since they were out in front of her house. This happens all the time in OIC.

The malpractice ought to be investigated from the top of Congress and stopped.

DISGUSTED.

POLICIES REGARDING VISITING HOURS

Senator BYRD. Do you have memorandums which would set forth your policies with regard to visiting hours?

Mr. BREWER. Yes, sir.

Senator BYRD. Early and late?

Mr. BYRD. Yes.

Mr. GALVIN. Not only a memorandum, but in the PAD departmental manual.

Senator BYRD. Would you insert in the record both the memorandum and the PAD manual provisions?

(The information referred to follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF PUBLIC WELFARE
Office of Investigations and Collections

INVESTIGATOR'S DAILY LOG

Date _____

Investigator _____

Time Arrived	Time Left	Address	Case Name and Number	OIC No.

I certify that all the information on the above activities is correctly recorded and that:
My scheduled duty status was from _____ to _____
I worked from _____ to _____.
I was on leave from _____ to _____

Date _____

W.4 Certified by: _____
Investigator

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
January 25, 1965.

Memorandum to: Supervisors.
Subject: Home Visits by Investigators.

There will be no home visits made by investigators on the following days:
Sunday, February 14, 1965—(Valentine's Day).
Sunday, February 21, 1965—(George Washington's Birthday, Feb. 22, 1965).
Sunday, April 11, 1965—(Palm Sunday).
Friday, April 16, 1965—(Good Friday).
Sunday, April 18, 1965—(Easter).
Sunday, May 9, 1965—(Mother's Day).
Sunday, May 30, 1965—(Memorial Day).
Sunday, July 4, 1965—(Independence Day).
Sunday, September 6, 1965—(Labor Day, Sept. 7, 1965).
Sunday, December 26, 1965—(Christmas, Dec. 25, 1965).
Sunday, January 2, 1966—(New Year's, Jan. 1, 1966).

Supervisors will arrange their schedules so that no investigator works on any of the above Sundays.

There will be no home visits made to recipients of the Jewish faith on the following days:

April 17 and 18, 1965—Passover.
April 23 and 24, 1965—Passover.
June 6 and 7, 1965—Feast of Weeks (Shabuot).
September 27 and 28, 1965—Jewish New Year (Rosh Hashana).
October 6, 1965—Day of Atonement (Yom Kippur).
October 11 and 12, 1965—Feast of Tabernacles (Sukkoth).

WILLIAM R. GALVIN,
Investigation and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
June 16, 1964.

Memorandum to: Supervisors.
Subject: Restatement of OIC's Policies in Given Areas.

The investigations phase of the Office of Investigations and Collections is a factfinding operation. The true facts in a PA case are verified and reported to the Public Assistance Division without opinions or recommendations. The determination of the eligibility of a public assistance case rests with the public assistance staff.

The investigative staff of the Office of Investigations and Collections does not advise, recommend, or render opinions to public assistance clients.

Suggestions as to eligibility, ineligibility, continuance, or withholding of the public assistance grant are areas in which the OIC investigators are specifically reminded to withhold their comments.

This has been the standard operating procedure followed by the OIC staff, however, periodically the new and the older investigators will be helped by being reminded by you of the OIC philosophy in these areas.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
May 20, 1964.

Memorandum to: Supervisors.
Subject: Requests for Surveillances.

Effective immediately, all investigators' requests to conduct surveillances will be turned into the section chief's office in triplicate by 3 p.m. for any surveillances to be conducted that evening. Requests for early morning surveillances for the following morning must also be submitted to the section chief's office by 3 p.m.

This request list will include the investigators' name, case name, and address of surveillance and definite hours of surveillance at the particular address. This list must also include the make, color, and tag number of the investigators' automobile.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
April 23, 1964.

Memorandum to: Supervisors.
Subject: Instructional bulletin.

When, in the best judgment of the investigator, all necessary background data has been developed which is preliminary to a home visit, the investigator will confer with his unit supervisor with regard to the information gathered, investigative leads produced therefrom, and the investigative steps already accomplished. Additionally, he will outline in detail the objective of the home visit, data to be developed from the home visit, and data which requires amplification or clarification in view of information already acquired. He will brief the unit supervisor with regard to the time of the visit, the identity of the investigator

accompanying, and the role that investigator is to serve during the visit. The home visit will be accomplished only with the concurrence of the unit supervisor or after adjustments resulting from that conference. Notes evolving from this conference are to accompany the investigators' investigative notes with the OIC folder when the case is forwarded for section review and approval.

Prior to entry in the home on a visit, the investigator must be prepared to brief any person accompanying him on the purpose of the visit, the information sought, and any background information he has already ascertained. This briefing should take place en route to the recipient's home, not while parked in front of the recipient's home.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
April 17, 1964.

Memorandum to: Supervisors.
Subject: Home visits by OIC investigators.

Please instruct your typist to reproduce this memorandum for distribution to all OIC investigators.

The purpose of home visits are primarily to establish:

1. Family composition—is it as the recipient represents to the agency?
2. Resources—(a) luxury items? (b) Roomers, etc.?
3. Are the children in the home?
4. Does the recipient really live at the address?
5. Is there a man in the home?
6. Is there evidence the recipient or others in the grant are working for an employer or self-employed? (Evidenced by tools, clothes, etc.)

The investigators' visits to the home must be limited to necessary and meaningful purposes. Three home visits to the home with proper surveillances and outside checks are sufficient; any exception to three-home-visits rule must be approved by the unit supervisor.

The investigator when making inquiries in the home will only ask those questions which are pertinent and to which he cannot find out the answer from another source.

Repititous questions or laboring questions are harassment and are to be avoided.

The hours of home visits should be staggered between 8 a.m. and 10 p.m. depending on the variances in the case under investigation. Home visits before 8 a.m. or after 10 p.m. are prohibited.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
March 17, 1964.

Memorandum to: Supervisors.
Subject: Reports on surveillance activities.

Prior approval from the supervisor is required on all planned surveillances by the investigator. When approval is requested the investigator must satisfy the supervisor as to the need, the time and the place of the surveillance.

All investigators are required to keep a log, posting at 15-minute intervals his observations for the preceding 15 minutes, even if negative.

The surveillance report must be submitted to the supervisor at the beginning of the next tour of duty.

All surveillance reports received by the unit supervisor must be signed and dated thereby indicating that the unit supervisor approves the surveillance report.

All surveillance reports are to be placed in the OIC folder.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
January 9, 1964.

Memorandum to: Supervisors.
Subject: Conduct of investigators.

Please instruct your typist to reproduce this memorandum for distribution to all OIC personnel.

Investigators will confine themselves to only those activities which are pertinent in establishing the facts of the prerogatives or functions of the social worker.

This exclusion includes, but is not limited to, such actions as concluding support agreements with responsible relatives and advising recipients of or rendering other advice or assistance normally given by a social worker.

Investigators will not disperse gifts, regardless of how small in value to recipients or to the children of recipients. Such gifts, however well intentioned, are often resented or objected to by clients who may be reluctant to voice their objections.

These instructions do not preclude investigators from accepting "voluntary withdrawals."

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
November 21, 1963.

Memorandum to: Supervisors.
Subject: Complaints about investigators or other OIC staff.

Please instruct your typist to reproduce this memorandum for distribution to all OIC personnel.

All complaints received by any OIC personnel about investigators or other members of OIC must be reported, in writing, to the Investigations and Collections Officer.

WILLIAM R. GALVIN,
Investigations and Collection Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
November 4, 1963.

Memorandum to: Mrs. Viola J. Lee, Assistant Division Chief, Public Assistance Division.
Subject: Investigations on cases scheduled for appeal or "fair" hearing.

This is in reference to your memorandum of November 1, 1963, on Cunningham, Albert and Rosa L., AFDC 176-649.0, CRO 22 KC.

The Department requires that no one, either social worker or investigator, may investigate a case which is scheduled for a fair hearing. We are, therefore, returning your reference memorandum.

This matter was previously in the PAD Manual, and we would appreciate it being reinserted in the proper place.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
July 19, 1963.

Memorandum to: Supervisor.
Subject: Complaints concerning Office of Investigations and Collections.

Please instruct your typist to reproduce this memorandum for distribution to all of your investigators.

Any complaints received by OIC personnel relating to OIC activities must be submitted in writing to the Investigations and Collection officer giving full

details, including from whom the complaint was received, the time, the date it was received.

An investigation of complaints will be made by the section chiefs, upon the prior approval, except in emergencies, of the Investigations and Collections officer.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
July 19, 1963.

Memorandum to: Supervisors.
Subject: Holidays.

Please instruct your typist to reproduce this memorandum for distribution to all of the investigators in your unit.

No Office of Investigations and Collections employee may work on a holiday for any reason without the prior approval of the Investigations and Collections Officer.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
June 13, 1963.

Memorandum to: Supervisors.
Subject: Investigation involving recipient at Public Welfare Training Center.

Any ADC case received for investigation and the mother is in the Department of Public Welfare Training Center, the investigation will be turned in immediately with a cover memorandum stating the recipient is in the Department of Welfare Training Center, and an active field investigation will not be made.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
June 13, 1963.

Memorandum to: Supervisors.
Subject: Reminder to all investigators.

Please instruct your typist to reproduce this memorandum for distribution to all investigators in your unit.

Investigators and supervisors will not investigate the case of a friend, acquaintance, or relative. If any such case is assigned, it will be immediately returned to the section. Further if any investigator is assigned a case in his immediate neighborhood, he will return it to the supervisor for reassignment.

We will not check or inspect the premise if the recipient does not live there on the premise.

Investigators cannot hire or contract a recipient to perform any services for them.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
June 11, 1963.

Memorandum to: All supervisors.
Subject: Home visits to residences of recipients.

It is desired that each investigator read and initial a master copy of this memo and return it to unit supervisor.

On all visits to the home of a recipient, the investigator on the case must be accompanied by another investigator. Whenever the recipient is contacted in person outside of the Office of Investigations and Collections, this contact may be made only when accompanied by another investigator. There will be no excep-

tions to this rule regardless of the reason for contacting the recipient or visiting the home of the recipient.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

REFERRALS TO OIC FOR INVESTIGATION

(Subject Classification: Eligibility—Investigation Contents)

I. General information
II. Situations that may be referred to OIC
III. Referrals to location section of OIC
IV. Referrals to OIC
V. Followup action by social service

I. GENERAL INFORMATION

On all applications and active cases where the social worker cannot obtain required information from the client or through his own efforts, he will refer the situation to OIC for investigation. It is particularly important that referrals be made in questionable situations during the social worker's investigation of applications to determine initial eligibility.

A. The social worker will routinely explain to the client that:

1. One of the functions of OIC is to obtain specific information at the request of the social service staff to determine eligibility.

2. OIC also makes complete reviews of eligibility to supplement those made by social workers. (In AFDC and GPA, OIC makes a review of eligibility immediately after approval of the application, or after authorization of the second check if "EA" was issued; AFDC and APTD, OIC makes audit investigations of continuing service cases.)

3. The investigators work different hours than the social workers—from 8:15 a.m. to 10 p.m., 7 days a week. An investigator is required in all contacts, to show his identification and introduce himself by name and title. He must receive permission from the recipient before entering or inspecting the premises. If permission is not granted, this fact is reported to the social worker.

B. OIC is responsible only for reporting facts obtained in its investigation; PAD is responsible for evaluating this information against agency policy and determining whether it affects the recipient's eligibility of the amount of his payment.

C. The social worker will not refer to OIC investigation or location sections when a client has requested a hearing and a decision is pending.

II. SITUATIONS THAT MAY BE REFERRED TO OIC

At the request of PAD social service staff, OIC will investigate the following situations in all of the assistance programs. When making the request the social worker will identify the eligibility factor involved and give his reason for believing a situation may exist that would affect eligibility or amount of payment.

A. Continued absence and family type relationship, if the social worker has reason to believe that such a relationship may exist. He should state clearly the basis for his belief.

B. Location of absent persons.

C. Determination of members of assistance unit and total persons in the household—when the social worker has reason to believe that the composition of the assistance unit has changed or is different than given by the applicant or recipient, but cannot obtain confirmation of the true facts.

D. Verification of shelter arrangements—limited to situations where the social worker cannot establish, to his own satisfaction, the true nature of the arrangements.

For example, a recipient is renting from a relative or there is uncertainty as to who the landlord actually is and/or the actual amount of rent charged.

E. Verification of resources:

1. If the social worker has a basis for believing that a resource exists but he is unable to prove its existence or nonexistence. For example:

a. The social worker is unable to find the applicant or recipient at home on two or three visits and cannot obtain a satisfactory explanation for the client's absence, which may indicate the possibility of employment;

b. The presence of an article of furniture or an appliance and an unsatisfactory explanation as to the means by which it was obtained may indicate an unreported resource.

2. The client has insurance or real property.

3. The client has a checking or savings account or is receiving statutory benefits or other income which the social worker is unable to verify.

III. REFERRALS TO LOCATION SECTION OF OIC

A. Situations to be referred. Referrals to locate missing persons may be made in the situations listed below.

Types of referrals, listed in the priority by which they will be handled:

1. Active cases and applications on which there are active nonsupport cases with juvenile or other courts;

2. Children under 2 years of age for whom paternity has not been established;

3. Children over 2 years of age whose father supported during the past year;

4. Fathers who have signed voluntary agreements with the Juvenile Court, Legal Aid Society or PAD;

5. Husbands and fathers whose whereabouts could not be established by the efforts of the mother and the agency and the supervisor and social worker believe that an OIC investigation is needed;

6. All legally responsible relatives who are missing;

7. Any other missing person whose location will be of benefit to the agency or the client.

B. Situations not to be referred.

1. Any situation in which the person is not missing and the referral is to determine home address only.

These include situations where:

a. The social worker knows either the person's home address or his place of employment;

b. The person is currently paying under court order or court agreement but has otherwise been completely out of touch with the children and their mother;

c. Paternity proceedings against the punitive father where dismissed by the court, even though the client still asserts him to be the father; except in the case of a child not covered under the court decision.

2. It is desired to locate the father but the dependent child has passed the age limit for support action in the courts;

3. The father had previously been located, was determined to be a derelict, and his interest in the children or their mother would be clearly undesirable.

IV. METHOD OF REFERRAL TO OIC

The social worker will refer cases to OIC as follows:

a. To the location section: Form PA–181 prepared in quadruplicate. Three copies are sent to the office of the program analyst for forwarding to OIC.

b. To the investigation section: Form PA–182 prepared in quadruplicate. Three copies are sent to the office of the program analyst for forwarding to OIC.

c. To the resources section:

1. For insurance and property, Form PA–251 in duplicate. For complete procedure see RS 4.1 for insurance and RS 5.1 for property.

2. For miscellaneous resources, Form PA–148 prepared in duplicate. See RS 10.1 for any attachments required for the specific information requested.

V. FOLLOWUP ACTION BY SOCIAL SERVICE STAFF

A. During the time a case is active with OIC, investigation or location sections, the social worker will notify the chief of the section in writing when:

1. The case is transferred from one social worker to another;

2. There is a change of address by the client;

3. The social worker receives additional information that will aid OIC in obtaining the answer needed by social service, or that renders further investigation unnecessary;

4. The application is approved or denied, assistance is terminated, or the case is closed.

B. Action after receipt of OIC report.

1. Upon receipt of an OIC report, the unit supervisor will:

a. Evaluate the findings to determine the effect on the client's eligibility or the amount of his payment;

b. Retain one copy of the PA–122 or the RC–301 as a control; and

c. Give the report to the social worker for whatever action is required under agency policy; or

d. If information from OIC is incomplete for social service needs, notify OIC by memorandum of additional data needed, and send to office of program analyst.

2. The social worker will:

a. Take prompt action necessitated by OIC findings;

b. If the report is transmitted by Form PA–122, enter action taken on the back of the form, noting under remarks the extent to which the OIC findings affected action taken on the case; or

c. If the report was transmitted by Form RC–301, retains one copy for the case record and sends copies, with the case record, through the service chief to the office of the program analyst.

C. The evaluator reviews information provided by the social service staff on action taken in response to OIC reports to assure that eligible cases are not closed and that ineligible cases are closed according to regulations.

D. In the event the evaluator questions the appropriateness of the action taken or the lack of action, the situation will be brought to the attention of the program analyst, who will discuss it with the proper service chief.

STATEMENT OF COMMISSIONER DUNCAN ON HARASSMENT CHARGE

Senator BYRD. Mr. Duncan, are you of the opinion that investigators are harassing these people?

Mr. DUNCAN. Mr. Chairman, I frankly do not know as a matter of fact. I have obviously left this kind of matter with Mr. Brewer. I have never gone out behind him. I go out in the field pretty often on many subjects, but this is not one I have really been out on. But I have relied pretty greatly on Mr. Brewer. He has presented to me a copy of the manual, he sent that to me, and the rules. And he has said to me many, many times that he has watched this very closely, and that many of these allegations simply were not true. And I have had to follow his views on it.

Senator BYRD. If you thought that Mr. Brewer was incorrect in his views, or for some reason was not advising you properly, I presume you would take steps to find out for yourself?

Mr. DUNCAN. I think I would also, Mr. Chairman. There have been times when I have wanted to find out something for myself. And this is one of those which is not the easiest kind of thing to investigate unless I have a pretty strong case. And moreover, I certainly would not be the one to say that there was no investigator who had gone beyond his authority. Human nature being what it is, in any big organization you are going to get some mistakes. But the kind of harassment that is alleged here, Mr. Brewer has assured me long ago, does not exist.

Senator BYRD. Well, Mr. Brewer, you assured the subcommittee today, as you did a year ago, and Mr. Galvin assures us today as he did a year ago—I have confidence that you are stating the truth, and I have confidence also in Mr. Galvin. I don't see what could be gained by harassment. I think that the policy of harassment can immediately bring criticism from every corner. I don't know where you could find support for that kind of practice. But I just wanted to hear you say this for the record again. I think you have done so pretty clearly.

It is a good bit like the smear tactic used against policemen in charging them with police brutality, you know, when it doesn't actually exist. People who commit crimes don't want to be arrested and the police are charged with brutality. And I would imagine that persons who are receiving welfare payments and who are not eligible don't want to be investigated and the investigators are, therefore, charged with harassment when it does not exist.

Mr. BREWER. I think it is not only that, Senator, I think that in a large city with everybody coming to their home, with bill collectors, and rental agencies, and everyone else, some of our families aren't too experienced in handling themselves, and I think they do become worried and exaggerate it. We have caseworkers carry identification as well. And I think this is to be expected.

Senator BYRD. The recipient is given the understanding at the time he or she applies, is he not, that he can be investigated and he will be?

Mr. BREWER. Yes, sir.

CAPITAL OUTLAY PROJECTS

BUDGET ESTIMATE AND HOUSE ALLOWANCE

Senator BYRD. The next item relates to the capital projects for the Department of Public Welfare. In the 1966 budget, the estimate was $6,689,500. The House allowance is $4,547,400, a reduction of $2,142,100. The restoration request is $1,487,400.

Mr. Brewer, you may proceed with your justification of the projects indicated in this request.

Mr. BREWER. Yes.

JUNIOR VILLAGE CONSTRUCTION ITEM

In the restoration the first request is for an item of $949,700 for a construction of a school activities building, at Junior Village. This item has been requested previously, as I have indicated. The present school building is one of the original buildings that has the capacity for only 125, an inadequate capacity at that. We are asking for a school building and activities building for a 375 capacity.

The building will provide for special activities a small gymnasium type recreation room for special activities, and will also provide for classrooms, both for the kindergarten age group and for the various grades. In considering this capacity we have taken into consideration our aim to reduce the population of this institution. We have at the present time almost 300, I think, 300 children going to outside schools. Now, for older children that are going to be there for any length of time this is good, they should be part of the outside school, and participate in the community. For younger children this is not advisable. And if we can keep our population down by moving children out after short stays, we should have in-house schooling. You can't take a child that comes in the Junior Village and have him there maybe a couple of weeks and send him to an outside school and then move him again if you move him back to his own home, and so forth. But we are asking, as we have in the past, for a total activity school building that will provide in-house schooling for a capacity of 375. This is for all age groups. As I say, it includes the kindergarten, and a few classrooms for the older age group.

Senator BYRD. This item was asked for last year, was it not?

Mr. BREWER. This item was asked last year. And it would form part of the complex of the modern buildings, so that we could eliminate eventually the older buildings.

Senator BYRD. The next item.

SHOP BUILDING AT CEDAR KNOLL

Mr. BREWER. The next item is the restoration of $387,000 for a shop building at Cedar Knoll. This is a school where we provided for our older delinquent boys and girls. In the school building we have vocational shops, prevocational shops such as you would have in any junior high school or senior high school. For older boys, particularly boys over 16, we have wanted to develop some more specific job experience in terms of constructive occupations. And this building is to provide a shop building as part of the school to provide skills in the trades. It would provide for the regular on-going production shop. We would hope to have a furniture repair shop, a paint shop, an auto mechanic shop, and possibly a tailoring shop. It would be what we call a production shop as compared to a regular vocational school. And this, I think, for those boys at the same time would be getting some remedial work in academic education, which would prepare them much better than others to get a job and to hold a job. So this is the purpose for this.

STORAGE BUILDING AT JUNIOR VILLAGE

We have a small item of $18,700 for a small storage building at the Junior Village. Actually this is to square off an L that we have between two buildings, so that we can provide additional storage. We are now using the basement of one of the cottages. And these are expendable supplies that are used in the institution each day for daily supplies rather than supplies that have to be taken to the central warehouse.

Also we use this for donated items, and so forth. And we are having to use the basement of one of the cottages now which we need for activities.

ROOF AND FLASHING REPAIR AT MAPLE GLEN AND CEDAR KNOLL SCHOOLS

We have one additional item of $132,000 for the repair and replacement of roofs and flashings at the Maple Glen and Cedar Knoll Schools. And we are advised that this included 17 buildings at Cedar Knoll and 10 buildings at Maple Glen. These are flatly constructed roofs, and require complete replacement for all of the buildings. And this is more than we can do in our regular operating program. This is why this is set in as a capital item.

Senator BYRD. That appears to complete your appeal items.

Mr. BREWER. Yes, sir.

JUNIOR VILLAGE POPULATION

Senator BYRD. I think you have covered it very well.

What is your population today at Junior Village?

Mr. BREWER. 792 present, and 825 enrolled.

Senator BYRD. 792 present?

Mr. BREWER. Yes.

Senator BYRD. What was the projected figure that you gave us a couple of years ago?

Mr. BREWER. We budgeted for 900.

Senator BYRD. The fire escapes are all completed?

Mr. BREWER. Yes, sir; they are completed, and in operation.

Senator BYRD. Do you have any fire hazard problems out there, in your judgment?

Mr. BREWER. No, sir. They are installed in all the buildings and have been operating for some time.

Senator BYRD. Mr. Rosin, do you have anything you would like to say?

Mr. ROSIN. I don't think there is anything to add, Mr. Chairman.

Senator BYRD. Well, the lady did a competent job for you today.

Mr. BREWER. I am sorry I did not introduce Mrs. Chambers, who is our new budget and accounting officer.

Also I have with me Miss Thompson, who is deputy in charge of institutions.

And you know Mr. Russo and Mr. Cohen, who is our finance and business manager.

I meant to introduce Mrs. Chambers when I came in.

Senator BYRD. Mrs. Chambers evidently does her homework very well.

Mr. BREWER. She does it very well.

Senator BYRD. She had the answers today.

Mrs. CHAMBERS. Thank you, sir.

Senator BYRD. Mr. Russo, do you care to say anthing?

Mr. RUSSO. No, sir.

STATUS OF REORGANIZATION

Senator BYRD. Has your reorganization in the department gone along well?

Mr. BREWER. Yes, sir; it has gone along well. It is completed, all positions are in operation. We do have it, and I could submit it for the record, I did list the areas of improved management that I think we have been able to move in this year, I would be glad to submit that for the record. There are items that we thought were significant.

Senator BYRD. Why don't you do that.

(The information is as follows:)

MANAGEMENT IMPROVEMENT ACCOMPLISHMENTS IN FISCAL YEAR 1965

1. Launched an extensive departmental staff development program to include more positive training of supervisors, timekeepers, caseworkers, and other staff. Used task force approach to get program rolling.

2. Established staff orientation for the headquarters office. To date both program and administrative presentations have been made.

3. Completed a study of social work in the public assistance and child welfare divisions resulting in the establishment of a number of social work representative positions. By this means, nonprofessional social work positions were established allowing professionals more time to concentrate on more complex problems.

4. In process is the development of a new examination for professional social workers and social work associates and representatives. This will facilitate our recruiting of people in these shortage categories.

5. Implemented the reorganization of the Department and issued a covering directive and a revised organizational chart of the operating divisions and

institutions. Approval was granted under Commissioners' Order No. 140 of February 11, 1964.

6. Established a departmental safety program to promote and maintain safe working conditions for all employees, thereby providing for the elimination of those elements in work activities which are potential causes of accidents and resulting lost time.

7. Reorganized the field administrative offices. Established the job of coordinator in the controller's office and created separate subsidiary units in each field administrative branch for:

Budget and accounting,
Office services,
Procurement and warehousing, and
Buildings and grounds maintenance (institutions only).

8. Initiated a program to establish and maintain current organizational charts and functional statements for each organizational element within the Department.

9. Completed a records retention schedule for the Department which as a single schedule will greatly simplify the proper retention and disposal of departmental records.

10. Established a new monthly reporting system on operations throughout the Department.

11. Developed and issued new procedures for the distribution of DHEW reports, forms, manuals, instructions, State letters, and other official issuances.

12. Developed and introduced a centralized departmental directives system in line with recommendations of the joint GAO-D.C. management survey team.

13. Plans are in process for a unified departmentwide numbering system for use in the control and identification of services to recipients, cases, wards, and others receiving services.

14. Issued procedures for the maintenance of accountability and control records in Department of Public Welfare for accountable personal property.

15. Arranged a contract to take care of overload of dictation assigned to transcription unit at family and children services in order to eliminate the backlog.

16. Developed an inventory of lands and structures owned by the Department for planning and reference purposes.

17. Conducted a forms survey in the Child Welfare Division which resulted in improvements in existing forms, procedures and forms usage as well as the reduction of 65 forms declared obsolete as of April 19, 1965.

18. Completed a survey on the flow of documents affecting the PAD caseload. It includes a proposal to establish control posts in PAD, FAB, OIC, and data processing to register and control the movement of documents between operating units. Upon implementation, it will be the basis for obtaining carryover reports on documents in the pipeline.

19. Improved several aspects of the surplus food operation: Controls on food issuance, method of approving emergency food authorizations, investigations of eligibility, distribution, and expanded use of data processing. Also implemented the volunteer carrier service as authorized by the Commissioners; currently two carriers are active.

20. Completed bonded carriers pilot test for the surplus food program. The average cost per delivery was $2.03. The lowest possibility was about $1.25, based on productive time.

21. Utilized the data processing system to the utmost in eliminating manual operations and providing more timely and effective reports. Absorbed the recipient payroll operation from the finance office and the surplus food data processing which was under contract, and initiated a number of significant financial reporting improvements, including:

(a) Comparative report on caseload and payments for month and year to date—Federal and local funds.
(b) Comparative earnings and cost reports on MAA program—Health and Welfare.
(c) Pilot study at Children's Center, to demonstrate and further develop comparative cost reports on program operations, including simplified fund control.

22. The following ADP applications are being developed to provide more accurate, current, and economical data:
Caseload statistics.
CWD payrolls.
Personnel statistics.
Budget preparation.
23. In cooperation with District of Columbia internal auditors, established new per diem rates for care of residents at District of Columbia Village based on level of care; i.e., infirmary, intermediate nursing, and self-care. This should favorably affect Federal reimbursements for the District.
24. Prepared an updated administrative cost allocation plan for our PA programs which is being finalized for submission to HEW for approval.
25. Established controls to assure meeting target dates for issuance of financial reports to HEW and departmental officials.
26. Nearing completion is a work sampling project to study the Public Assistance Division intake process as the basis for initiating management improvements in organization and procedures.
27. Accomplished preliminary steps in studying the clerical processes in the processing and records unit of the personnel division with a view toward the use of automatic data processing to accelerate the collection of significant personnel management data. This will facilitate the processing of callup items such as periodic step increases, conversion to career status, and so forth. It will also provide feedback as the basis for determining problem areas in the management of personnel.
28. Completed a study to provide the basis for improving the services of the registration and records section of family and children services. Now being reviewed for finalization of action to be taken for improvement.
29. Redesigned and published a handbook on public assistance procedures to be used in conjunction with the recently completed Policy Handbook.
30. Scheduled quarterly meetings with field administrative officers to assure that all functions are carried out and in accordance with established policies of the central office.
31. Reorganization of the public assistance case record folders is nearing completion and will provide easier case review and ready availability of data. Case record information and data on recipients will be easier to locate and uniformity of arrangement will provide faster reference for official use.
32. Reorganized the space for the headquarters staff to improve communications and working conditions.

Mr. BREWER. Some of them are completion of previous years' projects, and some are new areas that we have moved into.

The reorganization is completed, yes, sir; and in full operation.

REVISION OF MANUAL

Senator BYRD. And you have completed your revision of the manual, haven't you?

Mr. BREWER. Yes, sir.

Senator BYRD. You seem to be doing a very good job there, Mr. Brewer.

THREE SISTERS BRIDGE

General Duke, what is the status of the Three Sisters Bridge?

General DUKE. Sir, with respect to the approval process, the high level committee, the policy advisory committee which is to advise our board on the location of the bridge, has rendered its advice about a month or 6 weeks ago, I suppose, in which this committee recommended the crossing on the most upstream of the three proposed locations. This caused great concern on both sides of the river, but I should say primarily in Arlington, because of the neighborhood through which the Arlington approaches would go.

In the process of this discussion, the Director of the National Park Service, Mr. Hartzog, indicated that he was studying some alternate

proposals, which primarily applied to the Virginia side of the river also, and which might have the result of decreasing the requirement for this bridge. Those proposals have not been worked up in final form to date, and so we don't have the benefit of their final design, or at least their final effect on the bridge.

DISCUSSION WITH NATIONAL CAPITAL PLANNING COMMISSION

I have been hopeful that we could schedule discussion of the bridge at the National Capital Planning Commission, since this committee rendered its recommendation, because, as you know, all such public works should receive the discussion and consideration of that Commission. But unfortunately, and primarily because of the alternate proposals that are being developed by Mr. Hartzog, this has not been possible to date. And so, as of the moment, I will have to say we are in somewhat of a status of limbo. However, my immediate plans are to try to arrange a meeting between the chairman of the Planning Commission, Mrs. Rowe, and Mr. Hartzog, and see if rather informally we can't develop the effect of these Park Service proposals on the bridge, and to see if there is any possibility of getting an early review by the Planning Commission. Specifically, a review by the Planning Commission is the official action that I have been directing myself toward, unsuccessfully.

APPROPRIATION TO DATE

Senator BYRD. How much has been appropriated to date for this matter?

General DUKE. I will have to defer to the experts for that, dollar-wise, sir. In general terms, about 90 percent of the money that will be required to construct the bridge is on hand, considering our contribution as one-tenth of the total funds available.

I think we will have to send you the exact figure for the record, sir. It is in the vicinity of $600,000 of local funds—somewhere in that neighborhood.

Senator BYRD. Would you do that, General Duke, send us the exact figures.

(The information referred to follows:)

PROJECT 28–51 CENTRAL POTOMAC RIVER BRIDGE CROSSING

	District of Columbia appropriation	Federal aid	Total
1962 appropriation: [1] Contract plans and specifications	$30,000	$270,000	$300,000
1963 appropriation: [1] Construction	300,000	2,700,000	3,000,000
1965 appropriation: Construction	250,000	2,250,000	2,500,000
Total, District of Columbia appropriation	580,000		
Additional funds to be requested—1967: Construction	60,000	540,000	600,000
Total estimate of District of Columbia funds required	640,000		
Total estimate of Federal funds		5,760,000	
Total estimated cost			6,400,000

[1] Appropriated as "Three Sisters Bridge".

COMMENTS

1. *Estimated cost.*—The Department of Highways and Traffic has stated that the total estimated cost of $6,400,000 is as firm an estimate as can be determined until a decision is made concerning the exact location for the bridge.

2. *Federal aid.*—The total Federal aid is estimated to be $5,760,000; however, the Department of Highways and Traffic has stated that no firm commitment will be obtained until the actual programing is undertaken.

3. *Obligations.*—Total obligations as of May 11, 1965 are $141,500 representing $140,000 for a study ordered by the President's Advisory Committee, and $1,500 for miscellaneous expenses (including aerial photographs). Of the total obligations, the following reimbursements are anticipated for the study:

State of Virginia	$70,000
Federal Government	63,000

(The net cost to the District for the study will be $7,000.)

HIGHWAY AND TRAFFIC ITEMS

The House allowed $9,732,000 of the $13,692,000 requested for highway and traffic items. Are those items firm today?

General DUKE. You mean the ones for which appropriations were granted, sir?

Senator BYRD. Yes.

UTILIZATION OF APPROPRIATION

General DUKE. I would say that our expectancy of utilizing the money that was appropriated is firm, yes. I am unprepared at the moment to give you a firm schedule of the detailed use of the funds. But this has been reviewed in great detail.

Senator BYRD. Why don't you look it over and for the record indicate whether all of these items are firm as of this point.

General DUKE. All right, sir. By firm I am sure you mean whether they are——

Senator BYRD. I am looking, in the event they are not firmed, to save a little money.

General DUKE. Yes, sir, I certainly shall. But you can be assured that these items have a very high degree of expectancy of the use of the funds. As a matter of fact, the $4.1 million that was eliminated from the budget, according to my recollection, is generally the amount of money that is not available in the highway fund, until the bill that is pending on the House side for an increase in the borrowing program is passed.

(The information referred to follows:)

The following items, approved by the House, have been carefully reviewed by the Department of Highways and Traffic, and representatives of the Department confirm the need for the funds for expenditure in fiscal year 1966:

Electrical improvements	$602,000
Street improvements and extensions	3,700,000
Highway planning, programing, and surveys	400,000
Interstate:	
North leg, west section, inner loop	110,000
South leg, inner loop freeway	30,000
Center leg, inner loop	900,000
Northeast, north central freeway	520,000
Potomac River freeway	1,600,000
North leg, central section, inner loop freeway	1,200,000
Interchange C, inner loop	500,000

Primary, secondary, and urban:	
14th Street, Constitution Avenue NW., to D Street SW	$150,000
H Street NE, railroad viaduct	20,000
Total approved by House	9,732,000

STATEMENT BY COMMISSIONER DUNCAN

Senator BYRD. Mr. Duncan, do you have anything to say?

Mr. DUNCAN. I think not. However, Mr. Chairman, just before we close I would like to say to the chairman and to the committee that we are very, very interested in some of the programs which we now have before us, and we look with great anticipation on the successful operation and effect of those programs. And I speak specifically now of such as the food stamp program which we have been doing work on for a little more than 2 years now. And we are very anxious to get that program.

DAY CARE

Also the striking of any restrictive language from the appropriation bill, permitting us to expand the day care program, would also be of equal importance. And many of our citizens are quite interested in that program.

FOSTER HOME PROGRAM

And I certainly hope that the committee will look with favor as soon as we come forth, as I hope to come forth, with further suggestions about the foster home program. I would hope that sometime soon, Mr. Chairman, we would give very serious thought to the possibility of an incentive, of creating an incentive to open up homes through the allowance of an increase in the amount, or in the rates for foster homes, and especially if our survey which we are now undertaking shows that that would be an asset to the program. If it shows it—and this is the reason we undertook the survey, to determine it, and also to determine at the same time how many people we could get in 30 days with a crash advertisement program, and that sort of thing—then we will sponsor such a program.

EMERGENCY AID PROGRAM

And finally, the emergency aid program which some people, of course, think we just started talking about last week, but which we have been working on for some months now; Mr. Brewer and I have been talking about it for many years. As you know, we are getting that through here, and if we can combine the two emergency resources, this and the regular one, then of course it means that we will have in my opinion a very good 24-hour-a-day emergency program.

AFDCUP PROGRAM

And I am sure I don't need to say this again, but I say it each year, and that is that the AFDCUP program is still one that our citizens want very much. And we would be very happy if you would grant that program.

Senator BYRD. Thank you, Mr. Duncan.

ADDITIONAL INVESTIGATORS

I would be very happy to see you include in your request to the President moneys for the additional investigators to permit us to carry out the recommendations of the Controller General. The Controller General recommended that there be a complete study of the ADC caseload. And I believe we ought to do what he has recommended. And we put the investigators in—was it the year before last?

Mr. BREWER. It was the year before last, Mr. Chairman.

Senator BYRD. Because they were over and above the budget estimate, the House conferees would not go along.

So here we are 2 years later, and we haven't completed the audit of the caseload yet. And I think if we are going to have a General Accounting Office we ought to follow its recommendations. And we can't do this unless we have an adequate number of investigators. And if I can't put them in over and above the budget estimate, steps should be taken to include them in the budget request that is going to the President.

So I would hope that this matter would be considered at your level.

GENERAL ACCOUNTING OFFICE RECOMMENDATION

Earlier this year the President cautioned all Government agencies to heed the General Accounting Office reports and recommendations. And we just simply can't complete this audit review of this caseload unless we have more investigators. So if we really mean business about heeding this recommendation of the General Accounting Office, we ought to so indicate by making a request for the investigators. If we don't believe it, if we don't mean business by it, if we think that the caseload should not be refined, and we think that the audit review should not be completed, why then we ought to just say so. I am not ever going to say so. I intend to stand by the General Accounting Office recommendation. But you can't do this job if you just have half the investigators. And I feel that if they were included in the request to the President, and if the request came to the Hill, we would at least stand some better chance than we stand now in getting a sufficient number of additional investigators to clean up this caseload, and then we can move the investigators out.

INVESTIGATIVE STAFF

And as I have said scores of times, it was never my intent nor the intent of the Congress, in my opinion, to maintain constantly a force of investigators the size of which was contemplated that would be needed to clean up this caseload. It was certainly my intention, once the job was done, to reduce the number of investigators to whatever reasonable number would be appropriate.

But we got halfway and we stopped. So here we are with just half enough investigators. Some people are demanding that they be reduced. And we are thumbing our nose at the Controller General's recommendations. So if we really believe in efficiency in getting a dollar's worth of value out of a dollar spent, as the President has said so many times, and if we really believe in protecting the taxpayers' interests, I think we ought to get on with this job of cleaning up this

caseload. All I can do is ask. And having tried once to add the investigators, and having failed, at least my conscience in the matter is clear.

INELIGIBLES

Mr. Galvin, I think you have done a good job, and I hope you will recruit these other investigators and try to fill the positions that are vacant, and do the best job you can. Of course, if the Congress wants to go down that road of winking the eye at ineligibles on the caseload, disregarding the recommendations of the Controller General, why I guess it can do that. I will not, however, go along.

Mr. Lowe, do you have anything?

Mr. LOWE. No, thank you, Mr. Chairman.

Senator BYRD. Mr. Herman, I am going to give you a chance.

Mr. HERMAN. No, thank you, sir. I appreciate that.

Senator BYRD. Mr. Brewer, do you have anything to add?

Mr. BREWER. No, thank you, Mr. Chairman.

Senator BYRD. I think you are doing a good job, Mr. Brewer.

Mr. BREWER. We are trying. We have a good department now, and a good staff.

CAPACITIES AND ENROLLMENTS

(The following information was requested on page 211.)

An estimated comparison of capacities and enrollments by elementary attendance areas and by grade levels assuming approval of restorations requested of the Senate Subcommittee on Appropriations, fiscal year 1968—1967–68 school year

Area	Proposed capacity	Projected October 1967 enrollment	Expected October 1967 enrollment capacity ratio	Space shortage (−) or surplus (+)
1	5,048	5,350	106.0	−302
2	5,484	5,330	97.2	+154
3	6,658	6,980	104.8	−322
4	6,116	5,880	96.1	+236
5	3,437	3,670	106.8	−233
6	5,704	6,080	106.6	−376
7	8,428	8,460	100.4	−32
8	15,992	15,480	96.8	+512
9	7,310	7,300	99.9	+10
10	1,448	1,410	97.4	+38
12	8,652	8,820	101.9	−168
13	3,024	3,330	110.1	−306
14	5,640	5,640	100.0	
20	3,706	3,760	101.5	−54
21	2,264	2,400	106.0	−136
Total (elementary schools, for 15 areas)	88,911	89,890	101.1	−979
Total (junior high schools)	30,872	32,570	105.5	−1,698
Total (senior high schools)	18,390	19,300	104.9	−910

A comparison of capacities and enrollments by selected elementary attendance areas [1] and by grade levels, fiscal year 1965—1964–1965 school year

Area	March 1964 actual capacity	Actual Oct. 22, 1964, enrollment	October 1964 enrollment capacity ratio	Space shortage (−) or surplus (+)
1	4,282	4,917	114.8	−635
2	4,092	4,802	117.4	−710
3	5,582	6,204	111.1	−622
4	4,464	5,146	115.3	−682
5	3,104	3,501	112.8	−397
6	4,502	5,635	125.2	−1,133
7	6,496	7,678	118.7	−1,182
8	14,304	13,748	96.1	+556
9	6,444	6,494	100.8	−50
10	1,220	1,462	119.8	−242
12	7,916	8,547	108.0	−631
13	2,708	3,036	112.1	−328
14	4,336	5,147	118.7	−811
20	3,000	3,510	117.0	−510
21	1,978	2,229	112.7	−251
Total (elementary schools, for 15 areas)	74,428	82,056	110.2	−7,628
Total (junior high schools)	23,875	[2] 28,937	121.2	−5,062
Total (senior high schools)	17,154	[2] 18,746	109.3	−1,592

[1] Elementary attendance areas are those for which construction is requested.
[2] These figures are adjusted to show 9th graders in the buildings they actually attended on Oct. 22, 1964. Some 9th graders are housed in senior high schools due to shortages of junior high school capacities.

EXCERPTS FROM FISCAL YEAR 1963 HEARINGS

Senator BYRD. I now include excerpts from pages 2115, 2116, 2119, 2120, 2121, and 2122 of the hearings by this subcommittee on the fiscal year 1963 District of Columbia appropriation bill:

(The excerpts referred to follow:)

PROPOSAL TO STRENGTHEN INVESTIGATIVE PROGRAM

Senator BYRD. Now, proceeding in a rather general fashion, may I inquire as to how you propose to strengthen your investigative procedures, as you have stated, Mr. Duncan, to determine the eligibility of persons at the point of intake, to conduct an extensive auditing survey, and to strengthen the collection and location activity?

Commissioner DUNCAN. Mr. Chairman, we have with us Mr. Galvin today, the chief investigator, who is very familiar with the plan which we propose and, of course, Mr. Shea, will also assist in that.

Mr. SHEA. May I make just a few opening remarks, Senator, please?

Senator BYRD. Yes; please do.

Mr. SHEA. With respect to the Office of Investigations and Collections, as it is referred to, I indicated in our opening statement that the investigators will work at what is referred to as intake.

They will look at all the ADC and all the GPA applications after they have been initially looked at and determined eligible or ineligible by the social workers.

Now, this will mean that approximately 210 per month will be looked at by the investigators at this particular point. We also have requested the staff to look at the 1,600 cases which is approximately one-third of the caseload presently on aid to dependent children per year.

CURRENT AID TO DEPENDENT CHILDREN CASELOAD

The present number of cases on aid to dependent children is 4,800; 4,900, I believe, is the exact figure.

So that 1,600 cases per year will be looked at with the intensity and in the same methodology that was employed by the Special Investigations Unit with respect to the 280 cases that were looked at recently.

We also will——

Senator BYRD. What about your general public assistance cases?

Mr. SHEA. They are included in the 1,600.
Senator BYRD. In the 1,600?
Mr. SHEA. They are included in the 1,600 cases.

* * * * * * *

Senator BYRD. Suppose you now present your alternate proposal.
Mr. Galvin, you may proceed.

* * * * * * *

Mr. GALVIN. In the Audit Review Section, in lieu of doing 1,600 cases annually, we suggest the possibility of doing 1,000 cases annually. If we did 1,000 cases annually, we anticipate that we could investigate the present caseload of ADC and GPA within 3 years.
Senator BYRD. And doing 1,600 annually, you would go through the two caseloads in 2¼ years?
Mr. GALVIN. Two and a quarter years; yes. If we investigated 1,000 cases annually there would be a reduction in staff for this particular section.
Senator BYRD. A reduction in staff of how much?
Mr. GALVIN. With the other alternate proposal, sir, it would be from 195 to 154. There would be 41 positions less.

ADVANTAGES OF ALTERNATE PROPOSAL

Senator BYRD. Do you recommend this alternate proposal over the other, Mr. Galvin?
Mr. GALVIN. I think, sir, that based on the other factors that would be involved in investigations, for example, the impact that 600 extra a year might have on other services within the Department in terms of closing of cases and possible extra care of children, this would be a sounder program. We also have a matter of training staff. There is a considerable number of new positions requiring training, and we could do a better job with the reduced figure.
Mr. SHEA. There is one other factor, too, sir, I think, that this is a new experience.
This has never been done before and rather than going all out and maybe running the risk of additional mistakes, I think it is better to go a little bit more slowly and be firmer in whatever figures, statisticswise and policywise, we come up with. This would be a massive undertaking with this large number.

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Senator BYRD. You would be satisfied with the alternate proposal?
Mr. GALVIN. Yes, sir.
Senator BYRD. As a matter of fact, you would recommend it over the other?
Mr. GALVIN. I would recommend it. I think we would be on a sounder basis. We could come up in 1964 with any additions or any subtractions that we might require.

Senator BYRD. I now include excerpts from pages 2126, 2128, 2129, 2130, and 2131:
(The excerpts referred to follow:)

NEW PROCEDURE FOR DETERMINING ELIGIBILITY

Senator BYRD. All right, Mr. Galvin, what would be the new procedure?
Mr. GALVIN. The new procedure would be that they would go through all the present steps at intake and would be approved for maximum of 1 or 2 months while we are investigating the case.

* * * * * * *

Mr. SHEA. In certain cases—the maximum time which investigators will have at this point to reevaluate the cases will be 2 months. There will be certain cases in which the information discovered will be so obvious that the grant will be terminated immediately, in a week or less time. But the maximum is the time in which the total investigation will be completed.
Senator BYRD. At this point, Mr. Galvin, you will only investigate half of the applications?
Mr. GALVIN. Screen all of them and investigate. Under the alternate proposal, sir. Under the budget proposal, this would be all of them.

* * * * * * *

Senator BYRD. The investigators at this point will scrutinize all, but approximately one-half will be given a through investigation—one-half of the applications that have up to that point been approved by the social workers?

Mr. GALVIN. That is right, sir.

* * * * * * *

Senator BYRD. Presently, those applications which are approved and which, percentagewise, amount to about 35 percent, more or less, are put on the rolls and they become permanent recipients. The only change, in essence, at this point is that instead of their going on as permanent recipients, the applicants will go on, on a temporary basis for a period of not more than 2 months?

Mr. GALVIN. That is right, sir.

Senator BYRD. The investigators will then make a thorough investigation?

Mr. GALVIN. That is right, sir.

Senator BYRD. Of one-half of the applications. All of the applications will have been screened by you and/or others?

Mr. GALVIN. That is true.

Senator BYRD. And what happens if you, after investigating the case, determine the applicant to be eligible?

Mr. GALVIN. This, then, would become a permanent case, subject to the normal checks and reviews.

Senator BYRD. How would it become a permanent case?

Mr. BREWER. This would go back to the social workers, to the intake worker and be approved as a case and transferred to the continuing service unit.

Senator BYRD. Is this the intake worker at the field intake section, or is it in the office intake section?

Mr. BREWER. It would be the field intake section. It would be a designated group, Senator. It would be within the framework of our present staff. But the grant would be authorized on a regular basis from the field intake section.

Senator BYRD. The application, having been approved by the investigators, would go back to the field intake section, where the applicant would be removed from temporary status and placed on permanent status, is that right?

Mr. SHEA. Yes.

Mr. BREWER. Yes, sir; and we have not worked out all the administrative details, but this will probably be—these will be special caseloads, because, of course, things will be happening during this 2-month period that may require a social worker's attention. But they will be carried in this unit as active cases, but not permanent cases.

Senator BYRD. And action will be taken at the field intake point?

Mr. BREWER. Yes, sir.

* * * * * * *

Senator BYRD. Explain, Mr. Galvin, what will happen to the application which is found to be ineligible by your investigators.

Mr. GALVIN. We would report the facts that we found that made the case ineligible back to the social worker at intake and the intake social worker would find the case, based on these facts, ineligible.

Senator BYRD. This is the field intake section rather than the office intake?

Mr. GALVIN. That is right, sir.

Senator BYRD. You would refer back to the field intake section the application, together with the information supporting your decision that the applicant is ineligible?

Mr. GALVIN. That is right, sir.

Senator BYRD. And the social worker at the field intake section would remove the applicant from the caseload, is that right?

Mr. SHEA. That is right.

Mr. BREWER. Yes, sir. If, at this point, there should be any question in terms of the facts as reported by the investigator in terms of total eligibility, because some of these factors are somewhat judgmental, it is our proposal that if there is not a clear-cut rejection or continuation, this be referred to a committee made up of the supervisor from investigations and the supervisor from public assistance, to review the case and make final determinations.

This is the situation in which clear-cut eligibility does not appear evident to the social worker. This would be part of our administrative control on those cases.

Senator BYRD. And the applicant would continue receiving assistance until this——

Mr. BREWER. Until the final decision was made; yes, sir.

APPEAL PROCEDURES

Senator BYRD. What procedure would the applicant have whereby he might appeal the decision of the committee of two supervisors?

Mr. BREWER. The same appeal procedure that is now in effect would prevail. In other words, the applicant is notified in writing of the action taken by the agency. He is notified in writing of his rights under the appeal process. If he responds to that, an appeal date is set and an appeal hearing is held. The recommendations of the appeal officer go to the Director who makes the final decision.

Senator BYRD. Who is the appeal officer?

Mr. BREWER. At the present time, I am the appeal officer, and Mr. Gray, my assistant, is the alternate appeal officer.

Senator BYRD. Under the new procedure?

Mr. BREWER. We have not contemplated a change at this point.

EXCERPT FROM STATEMENT OF MR. BERNARD SCHOLZ, CHIEF, PUBLIC ASSISTANCE DIVISION, DEPARTMENT OF PUBLIC WELFARE

Senator BYRD. At this point in the record I shall include excerpts from a statement by Mr. Bernard Scholz, Chief, Public Assistance Division, Department of Public Welfare, during the fiscal year 1963 hearings in which he testified to the fact that social service staff workers are not equipped for investigation of welfare cases.

(The excerpts referred to follow:)

Senator BYRD. Now you may have to speak just a little louder. There seems to be some difficulty in hearing you.

Mr. SCHOLZ. All right.

I believe that we have learned from the painful experience of the past few months that out social service staff is not equipped to do the job it is expected to do with today's caseload. We are operating with social workers, and when we hire caseworkers all our specifications are written that way, all our instructions are written that way, we expect them to do the old type of social work which is a helping relationship. We tried to create a public image that the social worker is not a snoop who looks under the bed and in the closet, but is as one well-known training film put it, "a friend at the door." And as a result a relationship has been built up which is not realistic, where the social workers, as the Social Security Administration puts it, uses the clients, the applicant, as the primary source of information. And we find this information is not reliable.

CHANGES IN CHARACTER OF CLIENTS

This may all have been true at the time when the program started, when we had the so-called nice people on relief, the widows and orphans who have been siphoned off since then by the survivors benefits program, and when we had the families that were unbroken, where the man was disabled and except for the financial assitance they would not have been able to manage. They have been siphoned off by the disability insurance program. And what we are having now is the bottom of the barrel, without wanting to cast any aspersions on the worthwhile people we have on assistance. Most of them, as our investigation now has shown, are problem cases. They are, as Mr. Lang pointed out, people with problems of alcoholism, drug addiction, with criminal records, and are not the type of people whom social workers are trained to deal with.

FAMILIES AFFECTED BY ADMINISTRATIVE REDUCTIONS

Senator BYRD. At this point in the record I shall include a table showing the number of families affected by each reduction throughout the entire range of administrative reductions recommended by the Department of Welfare in 1961.

(The table referred to follows:)

Number of cases	Number of children	Rate of reduction	Amount of reduction
970	4	$2	$1,940
706	5	6	4,236
420	6	10	4,200
246	7	14	3,444
141	8	18	2,538
63	9	22	1,386
25	10	26	650
11	11	30	330
2	12	34	68
2	13	38	76
1	14	42	42
Total (2,587)			18,910

CORRESPONDENCE REGARDING ADMINISTRATIVE REDUCTIONS

Senator BYRD. I also include at this point in the record a letter written to me on October 24, 1961, by the Honorable Walter N. Tobriner, followed by my reply under date of November 2, 1961, which correspondence had reference to the administrative reductions in the foregoing table.

(The correspondence referred to follows:)

OCTOBER 24, 1961.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: You will recall that when we appeared before your Subcommittee on the District of Columbia that there was submitted for your consideration a proposed reduction in the public assistance monthly payments to families of four children and above of $2 per child on a progressive basis with the provision that no child receive less than $10. This recommendation was accepted by your subcommittee and the amount of the corresponding reduction in the appropriation was subsequently approved by both Houses of Congress.

In compliance with this action the Commissioners on October 3, 1961, issued an order to reduce public assistance allowances for families of four or more children. These reductions will be reflected in the November checks which are now being processed.

Immediately after the Commissioners took this action there was a strong reaction in the community as to the possible effect on the persons who will receive reduced payments. As a result, a committee of citizens and private agency executives has been requested to study further this matter. The committee expects to report on or about December 1, 1961.

The Commissioners today suspended the operation of their order of October 5, 1961, until January 1, 1962, subject to the approval of the House and Senate Committees on Appropriations. Accordingly, your committee's approval of this action is requested. A more precise computation of our needs indicates we can finance the 60-day deferral of this cut without creating a deficiency in the amount allotted for public assistance. Prior to January 1, 1962, a report will be submitted on the findings of the citizens committee together with the final recommendations of the Commissioners.

The Commissioners in accordance with the congressional appropriation action have, by their order of October 13, 1961, reduced the checks for November. However, if the Appropriations Committees concur in the postponement, supplemental checks can be promptly issued for November to negate the previous reductions and the December checks would be issued for the full amount.

We wish to express again our concern in regard to the public assistance program and to emphasize the fact that throughout the year the Commissioners and the Department of Public Welfare are continuing to make a full evaluation of the program to insure maximum efficiency and economies and, at the same time, to provide rehabilitative and other services that will furnish necessary benefits.

The Commissioners respectfully seek your early approval of the above-proposed suspension of the reductions in public assistance payments.

Sincerely yours,

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

NOVEMBER 2, 1965.

Hon. WALTER N. TOBRINER,
President, Board of Commissioners, Government of the District of Columbia, Executive Office, Washington, D.C.

DEAR MR. TOBRINER: Your letter of October 24, 1961, addressed to me as chairman of the Senate Appropriations Subcommittee on the District of Columbia, referred to the proposal, which was submitted to the subcommittee in August, that there be a reduction in public assistance monthly payments to families of four children and above of $2 per child on a progressive basis, with the provision that no child receive less than $10. As you correctly stated, the recommendation was accepted by my subcommittee, the corresponding reduction in the appropriation was subsequently approved by both Houses of Congress and, in compliance with the action of the Congress, the Commissioners on October 3 issued an order to reduce public assistance allowances, the reductions to be reflected in the November checks. You then called attention to a study to be conducted by a committee of citizens and private agency executives to assess the possible effects of the reduction, and you cited the October 24 action of the Commissioners in suspending the operation of their October 3 order until January 1, 1962, subject to the approval of the House and Senate Committees on Appropriations. Your letter requested my subcommittee's approval of the Commissioners' action in suspending the October 3 order.

On October 25, I wrote to acknowledge receipt of your correspondence and to assure you that you would receive a more comprehensive reply within a "few days." Subsequently, the Honorable Louis C. Rabaut, chairman of the House Appropriations Subcommittee on the District of Columbia, advised you of the approval of your request by his subcommittee. My letter today constitutes my promised reply.

Careful review of the Senate hearing has been made, and studious consideration has been brought to bear, over a period of several days, upon the question presented in your letter. In any comprehensive consideration of the matter, of course, certain important pertinent facts must be recognized.

1. The average ADC grant in the District of Columbia is $151 per month. Additionally, there is an average Federal food commodity allowance of $25 per family, thus making a total average of $176. This represents a 60-percent increase over the $110 average ADC grant in 1957, at which time no food commodities were being made available to ADC recipients. Over this same period, the Consumer Price Index rose 6.1 percent in the District of Columbia.

2. Compare:

(*a*) The average ADC grant of $151 in the District of Columbia with that of $120.62 in Pennsylvania. $126.35 in Maryland, $87.71 in Delaware, $98.15 in Virginia, and $97.92 in West Virginia;

(*b*) The average ADC grant of $151 in the District of Columbia with that of $144 for 11 selected cities, as set forth in the table on page 866 of the House hearings;

(*c*) The average ADC grant of $151 in the District of Columbia with that of $130.60 for the five adjoining areas—Alexandria, Arlington, Fairfax, Prince Georges, and Montgomery Counties;

(*d*) The average ADC grant of $151 in the District of Columbia with the maximum unemployment benefits now being paid in the District. The maximum unemployment benefits are $30 per week, regardless of the number of children in the family. This is the equivalent of $130 monthly, with a 26-week maximum, each case being figured individually on the earnings record.

3. According to the tables on pages 626–631 of the Senate hearings, a total of 613 families in the District of Columbia have been drawing ADC payments over a period of at least 5 years, with 146 of these families having been on the rolls 11 years and over. The larger of these families receive as much as $60 worth of surplus commodities monthly in addition to their welfare payments. Consider the fact that the cost of welfare payments to these 613 families is nearly $1,200,000 annually, exclusive of administrative costs and surplus commodities.

With recognition of the above considerations, but based on the following specific reasons, a conclusion has been reached disapproving the Commissioners' request:

I. The proposal to reduce welfare payments was made by the Director of Public Welfare in the District of Columbia, Mr. Gerard Shea, at the beginning of his testimony on the second day of his 4-day appearance before my subcommittee. Mr. Shea, being the man primarily responsible for administration of the welfare program in the District of Columbia, was considered by the subcommittee, and properly so, as the person most knowledgeable of the city's welfare needs, and best prepared to speak for the departmental requests. The subcommittee had a right to assume that he exercised his considered judgment after careful reflection and that he anticipated the effect of the proposal if accepted by the Congress and later implemented. The subcommittee accepted the recommendation, and the full committee and the Senate, and subsequently the House conferees, approved the final appropriation figures as they embraced the recommended reduction. The stamp of unanimous approval by the Congress was thereby placed upon the proposal. That stamp of approval is pregnant with congressional intent that the proposal be put into effect.

II. No economies could ever be sustained with regard to any department of Government if, after Congress had adjourned, sufficient pressures could be brought to bear upon individual committee chairmen to revoke or suspend the action taken by the Congress in the course of a legislative session. Such procedure would be destructive of orderly legislative processes.

III. Congress this year appropriated $21,332,090 for public welfare in the District of Columbia. In addition to this figure, there is $9,510,743 in Federal grants and $2,981,700 in surplus food commodities, thus making an overall total for the District of Columbia public welfare of $33,824,533. These figures were supplied by the District of Columbia Department of General Administration Budget Office on October 24, 1961. The reduction, which is the subject of this letter, was estimated, according to Director Shea's testimony on pages 607 and 608 of the Senate hearings, as amounting to $203,625, based on a 9-month calculation. (Since Congress adjourned, a discrepancy has been discovered in the Director's estimate, I am informed, but it was, nonetheless, intended to cover a period of 9 months, as of that date of the hearings, it then being the month of August. The bill was not finally passed, however, and sent to the President until the latter part of September, and this, of course, made it difficult, administratively, to implement the congressional intent before November 1, which would permit the reduction to be in effect through the 8 remaining months of the fiscal year.)

Considering the appropriation for public assistance only, $8,468,105 of which is in District of Columbia funds and $12,353,872 Federal participation, mal ing a total of $20,821,977, the recommended reduction constitutes less than 1 percent of the total appropriation for public assistance.

IV. It is difficult to believe that a reduction of this proportion can be considered irresponsible or illiberal, in view of the fact that the total appropriation for public welfare in the District of Columbia is more than $1 million above that of last year, plus the additional fact that the fiscal year 1962 appropriation for the Department of Public Welfare is 8.9 percent over the 1962 base. According to the data supplied by the Department of General Administration Budget Office, the 8.9-percent increase for the Department of Public Welfare represents the highest percentage of increase among the 10 largest departments of the District government. (This percentage of increase exceeds that of the Department of Highways and Traffic by almost 3 percent, the percentage of increase over the 1962 base for that Department being 6.04. The percentage of increase over the 1962 base for the remaining 8 of the 10 largest departments is as follows: General Administration, 5.67 percent; Public Health, 5.05 percent; Metropolitan Police, 4.59 percent; Public Schools, 4.58 percent; Department of Corrections, 4.11 percent; Sanitary Engineering, 4.07 percent; Courts, 2.58 percent; and Fire Department, 1.15 percent.)

V. There is no substantial and dependable evidence, at this time, that the Director's proposal is not justified. Members of the Congress must legislate and appropriate on the basis of factual information presented by persons responsible for the administration of the various agencies and by persons whose experience and knowledge commend their advice and counsel. Should experience prove that the Welfare Director was in error, Congress can act accordingly when it is again in session. The subcommittee did not suggest the reduction; Congress appropriated with the understanding that the reduction would be effectuated as proposed; the subcommittee does not approve the reduction's being held in abeyance, under the circumstances that have governed and which presently prevail.

The subcommittee will be pleased to receive the information compiled by the citizens' committee when that group has completed its study with regard to the reduction. The committee will also welcome any suggestions or recommendations from the citizens' committee with regard to aspects of public welfare in the District of Columbia other than those dealing with the reduction herein discussed.

In this connection, and notwithstanding the fact that this letter deals primarily with the reduction in aid-to-dependent-children payments, it would not seem to be wholly irrelevant to express the hope that thought should be given, by those persons responsible for administering the program of public welfare in the District of Columbia, to the following:

1. A closer evaluation of applications for public assistance, and a stricter compliance with the regulations governing eligibility;

2. A more thorough and regular check on welfare recipients in the aid to dependent children and general public assistance categories so as to facilitate the removal of persons no longer eligible for assistance and to rid the rolls of violators, if such there be, who have never been eligible;

3. Frequent, or at least occasional, examination of the number of checks being cashed at liquor stores and a prompt thorough investigation of the recipients involved;

4. A procedure whereby better control may be established over the expenditures of recipients of general public assistance. This category is financed with local funds in the entirety, I am advised. Consequently, it seems possible that it might be advisable to require the submittal of rent vouchers, for instance, the department making direct payments of the rent. Responsible officials in the District of Columbia may, after careful consideration, think it advisable to inaugurate other policies which would obviate the present practice of allowing the recipient unbridled control over the spending of what is now a cash payment. Welfare Director Shea commented on such a revised procedure in the course of the Senate hearings. In any event, the matter might be worthy of further examination;

5. A program of rehabilitation directed toward the employment of recipients who can work and who are willing to work;

6. Although surplus commodity allowances may not be substituted for cash welfare payments, responsible officials should be reminded that, if distribution of commodities is being made at a rate less than the guide rate published by the Department of Agriculture, distributing agencies are permitted to increase this rate up to the guide rate with proper notification to the area office of the Food Distribution Division, Agricultural Marketing Service, U.S. Department of Agriculture. It is the responsibility, of course, of the distributing agency to see that rates of distribution are in keeping with local consumption patterns so as to avoid waste or diversion of commodities. I am advised that guide rates are not presently being met in all categories, but there may very well be justifiable reasons therefor. It seems desirable, nonetheless, to call attention to the guide rates for the purpose of making sure that evaluations are current and not out of date.

In closing, I wish to advise you that I have contacted eight of the nine members of my subcommittee, one of these being the distinguished chairman of the Senate Appropriations Committee. The eight members are unanimous in disapproving the Commissioners' request. I was unable to contact the ninth member because of his being out of the country.

With highest personal esteem.

Sincerely yours,

ROBERT C. BYRD,
Chairman, Subcommittee on Appropriations for the District of Columbia.

ANTICIPATED POPULATION CHANGE, 1960–70

Senator BYRD. I shall include in the record at this point statistics and tables with reference to the anticipated population change in the District of Columbia and in Metropolitan Washington, 1960–70, by Raymond F. Clapp.

(The information referred to follows:)

Population Change in the District of Columbia and in Metropolitan Washington, 1960–70

(By Raymond F. Clapp)

[For simplification of presentation, population numbers have been rounded, usually to the nearest thousand, and percentages usually to the nearst unit. Consequently, the tables, both internally and between tables, contain slight inconsistencies]

Publication of 1960 census data combined with appropriate counts of births and deaths have made it possible to project to 1970 the population of the District of Columbia and the Washington metropolitan area separately by sex, color, and broad age groups. This has been done by calculating the components of population change in the District of Columbia and Metropolitan Washington for the intercensal decade 1950–60, and comparing these with like calculations for the decades 1940–50 and 1930–40, to indicate trends in births, deaths, and migration. These trends have then been projected to 1970.

Metropolitan Washington in this report consists of the U.S. census standard metropolitan statistical area, or SMSA. It includes the District of Columbia, Montgomery and Prince Georges Counties in Maryland, Arlington and Fairfax Counties and Alexandria and Falls Church cities in Virginia. The projections indicate the following changes in population composition: The net growth of the SMSA was 498,000 in the 1940's and 529,000 in the 1950's (table 1). This growth is projected at 575,000 for the 1960's.

Table 1.—*Total population* [1]

	1940		1950		1960		1970 [2]	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Standard metropolitan statistical area	975,000	100.0	1,473,000	100.0	2,002,000	100.0	2,577,000	100.0
District of Columbia	668,000	68.5	808,000	54.6	764,000	38.2	818,000	31.7
Suburbs	307,000	31.5	665,000	45.4	1,238,000	61.8	1,759,000	68.3

[1] All census data for 1930, 1940, and 1950 have been corrected for underenumeration of children under age 5. Therefore, they are slightly higher than the officially published census figures.
[2] Projection 1, discussed later.

The District lost 44,000 population in the 1950's. It is projected to gain about 54,000, or about 7 percent, in the 1960's. This increase must be accommodated by one or more of the following conditions:

1. New residential construction in excess of that lost by conversion to nonresidential use, such as highways and commercial.
2. Construction of increased residential capacity, such as replacing row houses with apartment houses, and conversion of empty or nonresidential land to residential land.
3. Increased occupancy of existing units.

The suburbs are expected to increase over 40 percent in the coming decade. Table 1 shows that by 1970 the population balance between District and suburbs is expected to be reversed from 1940—from 68 percent of the standard metropolitan statistical area in the District of Columbia in 1940, to 68 percent in the suburbs in 1970.

Components of Population Change

The components of population change are shown in table 2.

In the 1950's there was a dramatic decline of migration as a source of growth, in contrast to natural increase, and this is expected to continue in the 1960's. Natural increase represented 37 percent of the standard metropolitan statistical area population growth in the 1940's, and 61 percent in the 1950's. It is projected to 74 percent in the 1960's. To an increasing extent, the youth coming into our labor force, and creating new families, will have grown up in the Washington area, with the advantages and disadvantages that they find here.

TABLE 2.—*Components of population change*

	Total net growth	Net migration (inmigration minus outmigration)	Natural increase (births minus deaths)	
			Number	Percent of total net growth
Standard metropolitan statistical area:				
1940 to 1950	499,000	316,000	183,000	37
1950 to 1960	529,000	205,000	324,000	61
1960 to 1970	575,000	147,000	428,000	74
District of Columbia:				
1940 to 1950	141,000	51,000	90,000	64
1950 to 1960	−44,000	−157,000	113,000	(2)
1960 to 1970 [1]	54,000	−79,000	133,000	(2)
Suburbs:				
1940 to 1950	358,000	265,000	93,000	26
1950 to 1960	573,000	362,000	211,000	37
1960 to 1970 [1]	521,000	227,000	294,000	56

[1] Based on projection 1, discussed later.
[2] Not calculated because total net growth is an algebraic sum of the loss due to net outmigration and a gain due to natural increase.

COLOR

The distribution of the population by color is summarized in tables 3A and 3B. Additional detail is shown in tables 4A and 4B. As far back as 1920, nonwhites constituted about one-fourth of the total population of the standard metropolitan statistical area, and this propostion has remained virtually unchanged since then. The figure projected for 1970 is about 27 percent.

There has, however, been a great increase in proportion of nonwhites in the District of Columbia, and a substantial decrease in the suburbs. Table 3A shows two projections to 1970, based on alternative assumptions about migration within the standard metropolitan statistical area. These assumptions are discussed below. The first projection, 64 percent nonwhite in the District of Columbia and 10 percent in the suburbs, is based on a decreased rate of white migration and an increased volume of nonwhite migration from the District of Columbia to the suburbs than has occurred in the past decade. The second projection, 72 percent nonwhite in the District of Columbia and 6 percent in the suburbs is based on the continuation of current trends.

The data may be seen in a slightly different way in table 3B. During the 1950's, in the District the white population decreased about 34 percent, while the nonwhite increased about 45 percent. In the suburbs whites increased nearly threefold, while nonwhites increased about 38 percent. The last two columns show the currently expected changes during the 1960's based on the two projections. A comparison of tables 3A and 3B indicates that the decreased proportion of nonwhites in the suburbs is due primarily to the large immigration of whites, for the actual number of nonwhites in the suburbs is also increasing.

AGE

From table 3B we see that the District's total population is expected to increase between 7 and 9 percent. However, from table 4A we may calculate that its aged, those 65 years and over, and its youngsters, those under 15 years, will increase about 12 percent while those in the productive groups, 30 to 64 years, are expected to decrease between 7 and 11 percent. As a result, the proportion of the young and the old in the population may go up from about 34 percent in 1960 to about 40 percent in 1970, while those in the most productive years may decline from about 44 percent of the total population in 1960 to about 37 percent in 1970.

The implications are clear. The young and the old in general are the most dependent on family and community for essential services. School, recreation, and welfare services are bound to increase. At the same time, these will rest on a proportionally smaller base of productive workers. The quality of community life can only improve if the income and economic status of these adult productive age groups is improved.

Table 3B indicates that the suburban population may be expected to increase greatly, about 40 percent. However, from table 4B we may calculate that the age shifts will be much less dramatic than in the District. The young and old

may increase about 40 percent while the most productive age range, 30 to 64 years, may increase about 30 percent. Thus, the proportion that each group is of the total population will not be markedly different from what it is today. While the continued population increase will also require continued great expansion of community services, the income and productive base upon which these services must rest can be expected to increase correspondingly without requiring the serious acceleration that seems necessary in the District.

TABLE 3A.—*Proportional distribution of whites and nonwhites in the standard metropolitan statistical area, District of Columbia, and suburbs, 1940–60, with 2 projections to 1970*

[In percent]

	Total	White	Nonwhite
Standard metropolitan statistical area:			
1940	100	75.9	24.1
1950	100	76.5	23.5
1960	100	75.7	24.3
1970:[1]			
1	100	72.8	27.2
2	100	72.8	27.2
District of Columbia:			
1940	100	71.2	28.8
1950	100	64.4	35.6
1960	100	45.2	54.8
1970:[1]			
1	100	36.4	63.6
2	100	28.3	71.7
Suburbs:			
1940	100	82.0	18.0
1950	100	91.4	8.6
1960	100	93.5	6.5
1970:[1]			
1	100	89.8	10.2
2	100	93.9	6.1

[1] Bases of projections 1 and 2 are explained in text section on migration and projections.

TABLE 3B.—*Population in 1950 and 1960 as a percentage of the preceding decade, by color and area, with 2 projections to 1970*

[All figures are in percent]

	$\frac{1950}{1940}$	$\frac{1960}{1950}$	Project 1	$\frac{1970}{1960}$ Project 2
Standard metropolitan statistical area:				
Total	151	136	129	129
White	152	133	125	125
Nonwhite	147	145	140	140
District of Columbia:				
Total	121	95	107	109
White	109	66	86	68
Nonwhite	150	145	124	142
Suburbs:				
Total	217	186	142	141
White	230	290	136	142
Nonwhite	135	138	222	131

TABLE 4A.—*District of Columbia population by color and age groups, 1960 and projected to 1970 on alternative migration assumptions*

Age	White						Nonwhite					
	1960 census [1]		1970 [2]				1960 census [1]		1970 [2]			
			Project 1		Project 2				Project 1		Project 2	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	345,000	100	298,000	100	235,000	100	419,000	100	520,000	100	594,000	100
14 and under	53,000	15	46,000	15	34,000	14	140,000	33	180,000	34	219,000	36
15 to 29	77,000	22	70,000	24	54,000	23	88,000	21	123,000	24	138,000	23
30 to 44	65,000	19	51,000	17	34,000	15	96,000	23	94,000	18	105,000	18
45 to 64	102,000	30	75,000	25	64,000	27	74,000	18	92,000	18	98,000	16
65 and over	49,000	14	56,000	19	49,000	21	20,000	5	31,000	6	34,000	7

[1] As enumerated, unadjusted for completeness.

[2] Projections 1 and 2 explained in section on migration and projections.

TABLE 4B.—*Washington suburban population by color and age groups, 1960 and projected to 1970 on alternative migration assumptions*

Age	White						Nonwhite					
	1960 census [1]		1970 [2]				1960 census [1]		1970 [2]			
			Project 1		Project 2				Project 1		Project 2	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,157,000	100	1,579,000	100	1,642,000	100	81,000	100	180,000	100	106,000	100
14 and under	396,000	34	517,000	33	530,000	32	30,000	37	77,000	43	38,000	36
15 to 29	230,000	20	375,000	24	389,000	24	18,000	22	40,000	22	27,000	25
30 to 44	286,000	24	283,000	18	300,000	18	17,000	21	30,000	17	19,000	18
45 to 64	193,000	17	319,000	20	330,000	20	13,000	16	25,000	14	17,000	16
65 and over	52,000	4	85,000	5	93,000	6	3,000	4	8,000	4	5,000	5

[1] As enumerated, unadjusted for completeness.

[2] Projections 1 and 2 explained in section on migration and projections.

MIGRATION AND THE TWO PROJECTIONS

Migration data are summarized in tables 2 and 5. Net migration figures by age, sex, and color for each decade since 1900 for the District of Columbia and since 1930 for the metropolitan area have been calculated and studied. There has been a consistent concentration of net inmigrants into the metropolitan area by the young adult ages, particularly in those aged 10–20 at the first of the decade, and 20–30 at its close. For the total population there has been a net migration into the metropolitan area. In the 1940's the net inmigration was about three-fourths white, declining to about 71 percent in the 1950's. It is projected at about 61 percent in the 1960's. The total net inmigration declined from an estimated 316,000 in the 1940's to about 205,000 in the 1950's. The decline has occurred among both whites and nonwhites and among both males and females.

Projections in general depend on assumptions about both natural increase and migration, for whites and nonwhites separately. For the standard metropolitan statistical area as a whole, a single projection has been made; i.e., a single projection of net increase and net migration, for whites and nonwhites separately. This projection is based on the following assumptions (*a*) a decrease in net migration into the standard metropolitan statistical area; and (*b*) no change in present fertility rates. These assumptions are considered moderate. Consequently, the projections presented for the standard metropolitan statistical area as a whole are neither very high nor very low.

Within the standard metropolitan statistical area two projections have been developed for the District of Columbia. Since the suburban projections are merely subtractions of the District of Columbia from the standard metropolitan statistical area, this has produced two projections for the suburbs. These projections relate to the probable trends in migration. It was felt necessary to prepare alternate projections for the District of Columbia because of its special nature as the central city, and its historic role as the main recipient of the nonwhite migration to the standard metropolitan statistical area.

TABLE 5.—*Net migration in District of Columbia, suburbs, and standard metropolitan statistical area for the years 1940–70, by color*

	1940–50	1950–60	1960–70	
			Projection 1	Projection 2
White:				
District of Columbia	−12,000	−209,000	−67,000	−121,000
Suburbs	256,000	355,000	158,000	212,000
Standard metropolitan statistical area	244,000	146,000	91,000	91,000
Nonwhite:				
District of Columbia	63,000	52,000	−12,000	53,000
Suburbs	9,000	7,000	69,000	4,000
Standard metropolitan statistical area	72,000	59,000	57,000	57,000

For whites the two projections assume the same natural increase; similarly for nonwhites. The two projections are based on different assumptions about migration into and out of the District of Columbia, for whites and nonwhites, separately.

Whites.—The District of Columbia white net outmigration rose from about 12,000 in the forties to about 209,000 in the fifties.

Assumption A: This high net outmigration will continue in the sixties.

Assumption B: The net outmigration from the District of Columbia will be between the figures for the forties and the fifties.

Nonwhites.—There was a moderate net migration into the District of Columbia both in the forties and the fifties, decreasing somewhat in the later decade.

Assumption C: This moderate trend will continue.

Assumption D: A balanced migration for the District of Columbia; i.e., the migration of nonwhites out of the District of Columbia will be approximately, although not exactly, equal to their inmigration.

TABLE 6.—*Alternate population projections for the District of Columbia*

Nonwhites	Whites	
	Assumption A (235,000)	Assumption B (298,000)
Assumption C (594,000)	829,000	892,000
Assumption D (520,000)	755,000	818,000

As shown in table 6, these alternative assumptions produce four possible projections of total population for the District of Columbia, ranging from 755,000 to 892,000. In order to accommodate the extreme high projection, an enormous and most unlikely increase in the housing inventory would be necessary. In order to drop to the extreme low projection, a relatively massive and unlikely migration of nonwhites into the suburbs would be necessary, coupled with a simultaneous high outmigration of whites. The confluence of these events seems most unlikely. For these reasons the exterme high and low projections are not considered in this report—although, of course, all things are possible. This report accepts the more reasonable projection range of about 818,000 to 829,000 population, which can be attained by either one of the two possible assumptions, combinations AC or BD.

Projection 1: White moderate net migration out of the District of Columbia, and nonwhite balanced migration for the District of Columbia; i.e., assumption combination BD.

Projection 2: White high net migration out of the District of Columbia, and nonwhite net moderate migration into the District of Columbia; i.e., assumption combination AC.

The outmigration of whites has been very heavy in the past decade. Furthermore, urban renewal will be an accelerating program in the coming decade. Therefore, it is reasonable to conjecture that the pace of white outmigration may slacken in the sixties. Also, the increasing pressure of the growing middle-class nonwhite population to find better homes, together with the increasing concentration of community efforts in the same direction, makes it reasonable to conjecture that there may be a moderate flow of nonwhites into the suburbs in the sixties. These conjectures produce projection 1, in which, as table 3A indicated, nonwhites will make up about 64 percent of the District of Columbia population and about 10 percent of the suburban population in 1970.

Projection 2 is equivalent to a continuation of present trends, as shown in table 3A. This will produce population in the District of Columbia about 72 percent nonwhite, even though, as shown in table 5, the actual net inmigration of nonwhites will be fairly small. The heavy preponderance of nonwhites will result from the high net outmigration of whites and the differential birth rates of whites and nonwhites. Fertility rates of nonwhites are somewhat, although not markedly, higher than those of whites. However, the differential birth rates of whites and nonwhites in the District of Columbia are due primarily to the increasing number of nonwhite adults in the childbearing ages, and the relative shift of whites to the older nonchildbearing ages and to nonfamily types (single persons, widows, etc.).

Population 1960 projected to 1970, District of Columbia—All classes

[Projection I. Whites median outmigration; nonwhites balanced migration]

Age, 1960	Age, 1970	Population Apr. 1, 1960	Births, 1960-70	Deaths, 1960-70	Net migration, 1960-70	Population, Apr. 1, 1970	Rounded
	All ages	763,956	218,400	85,397	−79,365	817,594	818,000
Born Apr. 1, 1965, to Mar. 31, 1970	Under 5		113,400	3,375	−19,930	90,095	90,000
Born Apr. 1, 1960, to Mar. 31, 1965	5 to 9		105,000	3,397	−27,960	73,643	74,000
Under 5	10 to 14	78,095		533	−15,395	62,167	62,000
5 to 9	15 to 19	63,350		327	−2,000	61,023	61,000
10 to 14	20 to 24	52,227		391	16,160	67,996	68,000
15 to 19	25 to 29	49,382		575	15,130	63,937	64,000
20 to 24	30 to 34	59,769		882	−4,950	53,937	54,000
25 to 29	35 to 39	55,198		1,226	−8,500	45,472	45,000
30 to 34	40 to 44	54,253		1,966	−6,850	45,437	45,000
35 to 39	45 to 49	55,359		2,963	−6,940	45,456	45,000
40 to 44	50 to 54	51,224		4,029	−4,320	42,875	43,000
45 to 49	55 to 59	51,512		5,783	−3,750	41,979	42,000
50 to 54	60 to 64	48,440		7,169	−4,880	36,391	36,000
55 to 59	65 to 69	41,558		8,571	−1,290	31,697	32,000
60 to 64	70 to 74	34,446		9,521	−1,660	23,265	23,000
65 and over	75 and over	69,143		34,689	−2,230	32,224	32,000

Population 1960 projected to 1970, District of Columbia—White male

[Projection I. Whites median outmigration; nonwhites balanced migration]

Age, 1960	Age, 1970	Population, Apr. 1, 1960	Births, 1960-70	Deaths, 1960-70	Net migration, 1960-70	Population, Apr. 1, 1970	Rounded
	All ages	158,124	32,300	22,205	−34,275	133,944	134,000
Born Apr. 1, 1965, to Mar. 31, 1970	Under 5		16,000	360	−5,420	10,220	10,000
Born Apr. 1, 1960, to Mar. 31, 1965	5 to 9		16,300	400	−8,560	7,340	7,000
Under 5	10 to 14	10,751		51	−4,725	5,975	6,000
5 to 9	15 to 19	8,129		45	−260	7,824	8,000
10 to 14	20 to 24	7,920		81	4,480	12,319	13,000
15 to 19	25 to 29	10,583		130	2,600	13,053	13,000
20 to 24	30 to 34	15,066		170	−4,030	10,866	11,000
25 to 29	35 to 39	12,995		177	−5,120	7,698	8,000
30 to 34	40 to 44	10,978		275	−3,620	7,083	7,000
35 to 39	45 to 49	10,156		458	−2,340	7,358	7,000
40 to 44	50 to 54	9,686		724	−1,510	7,452	8,000
45 to 49	55 to 59	10,784		1,246	−1,470	8,068	8,000
50 to 54	60 to 64	11,731		1,970	−1,580	8,181	8,000
55 to 59	65 to 69	10,993		2,622	−1,010	7,361	7,000
60 to 64	70 to 74	9,942		3,178	−1,030	5,734	6,000
65 and over	75 and over	18,410		10,318	−680	7,412	7,000

Population 1960 projected to 1970, District of Columbia—White female

[Projection I. Whites median outmigration; nonwhites balanced migration]

Age, 1960	Age, 1970	Population, Apr. 1, 1960	Births, 1960-70	Deaths, 1960-70	Net migration, 1960-70	Population, Apr. 1, 1970	Rounded
	All ages	187,139	31,100	21,899	−32,690	163,650	164,000
Born Apr. 1, 1965, to Mar. 31, 1970	Under 5		15,400	265	−5,260	9,875	10,000
Born Apr. 1, 1960, to Mar. 31, 1965	5 to 9		15,700	297	−8,100	7,303	7,000
Under 5	10 to 14	10,637		45	−4,400	6,192	6,000
5 to 9	15 to 19	7,913		24	310	8,199	8,000
10 to 14	20 to 24	8,113		36	4,600	12,677	13,000
15 to 19	25 to 29	12,433		89	2,540	14,884	15,000
20 to 24	30 to 34	15,176		105	−4,000	11,071	11,000
25 to 29	35 to 39	10,308		94	−3,440	6,774	7,000
30 to 34	40 to 44	10,020		166	−2,500	7,354	7,000
35 to 39	45 to 49	11,520		282	−2,140	9,098	9,000
40 to 44	50 to 54	12,558		445	−1,690	10,423	11,000
45 to 49	55 to 59	14,607		926	−1,770	11,911	12,000
50 to 54	60 to 64	15,738		1,188	−2,340	12,210	12,000
55 to 59	65 to 69	14,372		1,626	−1,410	11,336	11,000
60 to 64	70 to 74	13,418		2,367	−1,520	9,531	10,000
65 and over	75 and over	30,326		13,944	−1,570	14,812	15,000

Population 1960 projected to 1970, District of Columbia—Nonwhite male

[Projection I. Whites median outmigration; nonwhites balanced migration]

Age, 1960	Age, 1970	Population, Apr. 1, 1960	Births, 1960-70	Deaths, 1960-70	Net migration, 1960-70	Population, Apr. 1, 1970	Rounded
All ages		200,047	78,600	22,177	−5,470	251,000	251,000
Born Apr. 1, 1965, to Mar. 31, 1970	Under 5		41,600	1,500	−5,800	34,300	34,000
Born Apr. 1, 1960, to Mar. 31, 1965	5 to 9		37,000	1,500	−5,900	29,600	30,000
Under 5	10 to 14	28,503		253	−3,450	24,800	25,000
5 to 9	15 to 19	23,545		165	−1,380	22,000	22,000
10 to 14	20 to 24	17,843		173	2,730	20,400	20,000
15 to 19	25 to 29	12,260		200	4,940	17,000	17,000
20 to 24	30 to 34	13,175		315	2,340	15,200	15,000
25 to 29	35 to 39	15,143		533	590	15,200	15,000
30 to 34	40 to 44	15,593		853	160	14,900	15,000
35 to 39	45 to 49	15,792		1,262	−530	14,000	14,000
40 to 44	50 to 54	13,474		1,614	−160	11,700	12,000
45 to 49	55 to 59	12,502		2,002	200	10,700	11,000
50 to 54	60 to 64	10,194		2,244	−350	7,600	8,000
55 to 59	65 to 69	7,973		2,473	600	6,100	6,000
60 to 64	70 to 74	5,217		2,137	420	3,500	3,000
65 and over	75 and over	8,833		4,953	120	4,000	4,000

Population 1960 projected to 1970, District of Columbia—Nonwhite female

[Projection I. Whites median outmigration; nonwhites balanced migration]

Age, 1960	Age, 1970	Population, Apr. 1, 1960	Births, 1960–70	Deaths, 1960–70	Net migration, 1960–70	Population, Apr. 1, 1970	Rounded
All ages		218,646	76,400	19,116	−6,930	269,000	269,000
Born Apr. 1, 1965, to Mar. 31, 1970.	Under 5		40,400	1,250	−3,450	35,700	36,000
Born Apr. 1, 1960, to Mar. 31, 1965.	5 to 9		36,000	1,200	−5,400	29,400	29,000
Under 5	10 to 14	28,204		184	−2,820	25,200	25,000
5 to 9	15 to 19	23,763		93	−670	23,000	23,000
10 to 14	20 to 24	18,351		101	4,350	22,600	23,000
15 to 19	25 to 29	14,106		156	5,050	19,000	19,000
20 to 24	30 to 34	16,352		292	740	16,800	17,000
25 to 29	35 to 39	16,752		422	−530	15,800	16,000
30 to 34	40 to 44	17,662		672	−890	16,100	16,000
35 to 39	45 to 49	17,891		961	−1,930	15,000	15,000
40 to 44	50 to 54	15,506		1,246	−960	13,300	13,000
45 to 49	55 to 59	13,619		1,609	−710	11,300	11,000
50 to 54	60 to 64	10,777		1,767	−610	8,400	8,000
55 to 59	65 to 69	8,220		1,850	530	6,900	7,000
60 to 64	70 to 74	5,869		1,839	470	4,500	4,000
65 and over	75 and over	11,574		5,474	−100	6,000	6,000

EXCERPT FROM FISCAL YEAR 1963 HEARINGS AND REPORT OF STUDY

Senator BYRD. At this point, I shall include an excerpt from page 2133 of the fiscal year 1963 District of Columbia appropriation hearings, and this will be followed by the report of the study conducted by Miss Andrews in 1959.

(The information referred to follows:)

Senator BYRD. In the past, Mr. Shea, you will recall that the social workers, according to the study that was conducted by Miss Andrews and the study by the General Accounting Office, in many cases did not follow the suggestions and recommendations of the investigators, and in all too many cases, those recommendations and findings were disregarded?

Mr. SHEA. Yes, sir.

STUDY
of
FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE
on
INVESTIGATION SERVICE FINDINGS

Part III - What Elements are Responsible for the Wide Variation in the Number of Referrals Between Social Workers or Between Units

A. Caseload of Social Worker Making Fewest Referrals to I.S.

1. Summary of Findings

a. Cases Read

b. Cases Which Should Have Been Referred

c. Elements Responsible for Failure to Refer to I.S.

2. Description of Area

3. Basis for Decisions as to Referral

B. Caseload of Social Worker Making Greatest Number of Referrals to I.S.

1. Summary of Findings

a. Cases Read

b. Cases Referred to I.S.

c. Cases Which Should Have Been Referred

d. Other Findings

2. Description of Area and Caseload

C. Elements Responsible for Variation in the Number of Cases Referred to I.S.

Case Illustrations

Attachment A

Attachment B

Attachment C

STUDY
of
FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE
on
INVESTIGATION SERVICE FINDINGS

Part III - What Elements are Responsible for the Wide Variation in the Number of Referrals Between Social Workers or Between Units

At a meeting on March 2, 1959 with the Superintendent, Assistant Superintendent, Statistician, Chief, Investigation Service, and the Standards Specialist, it was decided that Part III would be developed by a study of two caseloads: the one carried by the worker making the fewest number of referrals to Investigation Service and the caseload carried by the worker making the largest number of referrals to Investigation Service, during the period October 1955 through September 1958. These caseloads were #152 and #223 respectively.

It was decided that a schedule would not be developed for reading these cases. Instead, a chart would be used showing, for the 'minimum' caseload, the cases which should have been referred and the reason and date referral should have been made. For the 'maximum' caseload the chart would show the reason referrals were made and dates.

The reading was to begin with the caseload #152. The Assistant Superintendent explained to the District Supervisor, the Supervisor and the worker that the cases would be read and the purpose of the reading.

On March 3, 1959 the Chief, Registration and Files prepared a list of cases in Caseload #152 as of February 28, 1959. A copy of this list was sent to the Chief of Investigation Service, who prepared a list of cases referred to I.S. and the action taken.

A. Caseload of Social Worker Making Fewest Referrals to I.S.

1. Summary of Findings

a. Cases Read

Seventy-four cases from a caseload of 124 were read.

In 40, or 54.1% of the 74 cases referral to I.S. by this social worker was not indicated. Fifteen of these 40 cases had been referred previously, two by the present worker, and 13 by Intake or by the previous worker. Twenty-five had not been referred.

In approximately 24 cases, referral was not indicated because of the case situation. In most of these situations there was no question of access as the children were living in the home of a relative other than the parent, or both parents were living in the home. In the other 16 cases, referral was not indicated for a number of reasons. In 2 cases, the worker initiated action. In the other 14, action on the basis of information already at hand rather than referral to I.S. was indicated, or the action

indicated was not referral or re-referral, but the closing of the case. See Case Illustrations - Attachment A.

In 32 cases, or 43.2%, of the 74, referral or re-referral to I.S. should have been made, as each case record included information that should have been followed up or clarified to eliminate any question of eligibility. Of these 32 cases, 14 had never been referred to I.S.; 18 had been referred previously but should have been re-referred.

In 2 cases, Case #1 and Case #59, there was not enough information in the record on which the reviewer could base a decision, as to whether or not there should have been referral to I.S. In both of these cases the father was incarcerated when application was made. The records were read several months after the sentences were to have been completed. The records did not show what had happened in relation to the fathers since their release.

b. Cases Which Should Have Been Referred

Of the 32 cases which should have been referred, referral should have been made for the following reasons listed in the Manual, Part III--303.4 - Cases to be Referred.

Reason Cases Should Have Been Referred to I.S.	No. of Cases Total 32
(1) Cases in which there is reason to believe that client is not eligible for assistance or that there are factors in the case affecting eligibility which cannot be proved by the social worker	5
(2) A person who reapplies for public assistance whose case had previously been closed and assistance terminated due to misrepresentation or fraud by the applicant, location of husband or other man in the home, or concealed resources. This type of case should be marked "Rush"	4
(3) Any ADC case in which the client claims that a mother, husband or father of her or his child or children included in the grant is missing; any case in which a relative or spouse is missing whose location will benefit PAD	7
(4) Any case in which the social worker has reasonable suspicion that the man involved is present in the home or has free access to the home, if the social worker has been unable to obtain sufficient evidence to arrive at a reasonable conclusion as to presence or absence	8

(5) Any complaint or denunciation - anonymous or otherwise - of a man living in, or having free access to, the home of a recipient..... 1

(6) Any complaint or denunciation concerning other factors of eligibility after the social worker has been unable to prove or disprove the assertion and feels I.S. can provide the proof more expeditiously..... 1

(7) All cases except OAA and AB in which the recipient shares the rent of a home or an apartment with another family, who are not relatives or recipients, and has lived with the same family at a previous address..... 1

Combination of Reasons..... 5

c. Elements Responsible for Failure to Refer to I.S.

From the reading of 74 cases in this caseload it appears that the following elements are responsible for failure to refer to I.S.:

(1) Failure to carry out Agency policies in relation to the eligibility requirements:

(a) Acceptance of client's statements without verification.

(b) Too ready assumption by Agency of support of children when this support should be carried by parents.

1. Husband or Other Man Located by I.S. or Address Known But Not Seen Nor Appropriate Action Taken.

In 13 cases the address of the husband or father was known, but appropriate action was not taken. In a number of instances the husband or father had been seen when assistance was granted previously, and the case may have been closed because absence was not established. When the most recent application was made, no effort was made to communicate with him. See Case Illustrations - Attachment A.

2. No Effort Made by Mother to Locate Husband or Fathers.

In approximately 18 cases, no effort was made by the mother to locate the husband or father, although she may have been held to this requirement when previous applications were made. See Case Illustration - Attachment A.

3. Child Care Plan Seems to be Available.

In approximately 13 cases a child care plan seemed to be available. These cases included only those where the mother had work experience, and had made arrangements for care of the children in the past, where several relatives were receiving ADC and it would appear reasonable to expect that at least one mother could work, or those where other relatives were living reasonably close to the mother. See Case Illustrations - Attachment A.

(c) Failure to carry out Agency policies in relation to continued absence.

(d) Too much emphasis on establishing a placid and reassuring relationship with the client and too little emphasis on eligibility factors in spite of repeated evidence of falsification and deception.

Eligibility Not Clearly Established

In approximately 22 cases, eligibility did not appear to be clearly established. In nearly all instances this finding was related to c-1-(b) above. For example, in Case #14, Mrs. D's. statements that her husband was absent were found on 2 previous occasions to be untrue and the case closed, yet when she applied again, assistance was authorized and the grant continues with no effort to talk with him or to learn the true facts. See Case Illustrations - Attachment A.

(e) No action taken on cases transferred into the caseload until a review is due.

(2) Inadequate Agency controls to assure that the Agency knows what is happening and what is not happening in cases and that policies are understood and carried out.

2. Description of Area

The worker has carried her caseload in essentially the same area since June 1956. The area is composed of Census Tracts 49-B and 52-A. It includes the odd side of Massachusetts Avenue, N.W. to the even side of S Street, N.W. and from 10th to 16th Street, N.W. Most of the clients live between 10th and 12th and between M and P Streets, N.W. The houses in this area were described by the worker as being very old, rat and vermin infested. The houses are for the most part three stories, cut up into apartments. Some floors are made into two apartments so that, including the basement, houses in which one family used to live now house eight families. Some are used as rooming houses, housing eight roomers. The worker estimated that 99% of the clients in her area are Negro. Although the worker has carried

cases in this area since June 1956 the boundaries of the area have changed somewhat to adjust the caseload with that of the worker in the adjoining area carrying Caseload #151. This has resulted in the transfer of cases between these two workers.

3. Basis for Decisions as to Referral

It was not always possible to determine when a case was transferred to the present worker. The date of the first recorded entry was usually used to determine this date. When there was no recording by the present worker, but other documents were in the record, the dates on these were used. For example, in one case there was no recorded entry, but there was a memorandum dated 12-16-58 addressed to the worker by R & F. That date was used.

In deciding whether or not referral to I.S. was indicated, continuous reference was made by the reviewer to Agency policy explaining situations which are to be referred. This policy is in Section III-303.4 of the Agency Manual and is included in Part I of this study.

The reviewer's decision in each case was made on the basis of information found in the case record.

The decision by the reviewer as to whether or not referral should be made to I.S. was not an easy one. In some instances there is not enough information in the record on which to base a decision.

In others the recording was not up to date.

The status of the recording by the present worker was as follows:

Date of Last Recorded Entry	No. of Cases
Total	74
1957	5
January - June 1958	16
July - December 1958	24
1959	14
No entry by present worker	14
Undetermined	1

In most cases referral to I.S. and the reason for referral are recorded. In most cases, too, reports from I.S. and the action taken as a result of the information furnished are also recorded. In a few cases, however, there is no entry concerning referral or I.S. reports, nor of action taken, although the case was referred and I.S. reports were in the record.

Another factor which made the reviewer's decision as to referral difficult was the method of recording. The forms used for recording and the narrative were not complete or up to date, or missing. Information for the Study was found for the most part in narrative recording which is now filed in "Retired" records.

B. Caseload of Social Worker Making Greatest Number of Referrals to I.S.

1. Summary of Findings

a. Cases Read

Forty-one cases from a caseload of 165 were read. Ten, or 24.4% of the 41 cases had been referred to I.S. by the social worker responsible for the caseload. Of these 10 cases, only 1 had been previously referred. Of the 41 cases, 15 had been referred by previous workers. In 9 of the 10 cases referred, the review showed that the referral was justified on the basis of Agency policy. One referral was made which should not have been made. See Case Illustrations - Attachment B.

In 7 cases, referral should have been made and was not made, because each of the case records included information that should have been followed up or clarified. Of these 7 cases, 2 had been referred by the previous workers and should have been re-referred and 2 were referred by the subsequent workers. See Case Illustrations - Attachment B.

b. Cases Referred to I.S.

The 10 cases were referred for the following reasons listed in the Manual, Part III--303.4, Cases to be Referred.

Reason	No. of Cases Total 10
(1) Clarification of Resources, such as bank accounts, Civil Service and other types of retirement, veterans' benefits, etc.	3
(2) Re-application by a person whose case had been closed previously and assistance terminated due to misrepresentation or fraud by the applicant, location of husband or other man in the home, or concealed resources	1
(3) Any ADC case in which the client claims that a mother, husband, or father of her or his child or children included in the grant is missing; any case in which a relative or spouse is missing whose location would benefit PAD	1
(4) Any case in which the social worker has reasonable suspicion that the man involved is present in the home or has free access to the home, if a social worker has been unable to obtain sufficient evidence to arrive at a reasonable conclusion as to presence or absence	2

Combination of Reasons..... 3

c. Cases Which Should Have Been Referred

The 7 cases where the review showed a referral should have been made were carried only briefly by the worker whose caseload is under study and who carried more than twice the normal number of cases. One case was carried by the worker from June 1958 to February 1959, and one from November 1958 to February 1959. In 5 of the cases, the length of time carried could not be determined.

d. Other Findings

As the cases were read, the following additional findings were made.

(1) Husband or Other Man Located by I.S. or Address Known but not Seen nor Appropriate Action Taken.

In approximately 7 cases the address of the husband or father was known, but appropriate action was not taken.

(2) No Effort Made by Mother to Locate Husband or Fathers.

In approximately 4 cases, no effort was made by the mother to locate the husband or father, although she may have been held to this requirement when previous applications were made.

(3) Child Care Plan Seems to be Available.

In approximately 9 cases a child care plan seemed to be available. These cases included only those where the mother had work experience, and had made arrangements for care of the children in the past or those where other relatives were living reasonably close to the mother.

(4) Eligibility Not Clearly Established

In approximately 8 cases, eligibility did not appear to be clearly established. In nearly all instances this finding was related to (1), (2), and (3) above.

2. Description of Area and Caseload

The cases in this caseload are located in Census Tracts 73, 74.3 and 74.4. The area is at the southern tip of the District, for the most part east of South Capitol Street. It includes the area north of D.C. Village and around Bolling Field and St. Elizabeth's Hospital, over to the Maryland Line. This is a large and diversified area including private homes, apartments and 4 NCHA Dwellings. The residents of the area are for the most part white, with the exception of 2 NCHA Dwellings. Twenty-nine or 70.7% live in NCHA Dwellings.

The worker carried the caseload in this area for about 5 years until February 1959. However, in 17 of the records read there was no recording by this worker. It appears that in late 1958 a large number of cases were transferred into this caseload and the worker had no contact with the clients by the time he left the caseload in February 1959. The length of time the cases read were carried by this worker was as follows:

Total	41
4 years	1
3 "	1
2 "	6
9 months	1
8 "	1
7 "	1
6 "	2
5 "	5
4 "	2
3 "	2
2 "	1
Less than 1 month	1
Undetermined (Recent Transfer)	17

Whenever possible the date of the first recorded entry was used to determine when the case was transferred into the caseload. Even when there was an entry in the case record it was not always possible to determine when the case was received by the worker. For example, in one case there was only a one-line entry by the worker dated 10-1-58 which read as follows: "Review completed on Form 55. For Budget computation, see Form 58." The Form 55 was unsigned and undated. The authorization on Form 58 by the worker, effective from 7-1-58 to 9-30-58 was signed but undated. In this instance, the date of 7-58 was used as the date the worker became responsible for the case.

With 4 exceptions, the dictation on the cases read was up to date, entries having been made by the workers to whom the cases were assigned after February 1959.

C. Elements Responsible for Variation in the Number of Cases Referred to I.S.

From the review of cases in the two caseloads, it appears that the basic element responsible for the wide variation in the number of cases referred to I.S. is the wide variation in the understanding, acceptance and use of Agency policy.

The worker making the highest number of referrals (Caseload 223) should actually have referred 17.3% more of the cases read, but was prevented from doing so by the fact that the cases were assigned to him for such a brief period of time. Of the cases he did refer to I.S., only one case was found where an unnecessary referral was made when conclusive evidence for action was available without referral.

The worker making the fewest number of referrals (Caseload 152) should have referred 43.2% more of the cases read.

The decision to refer or not to refer seems to have been made on the basis of the judgment of the individual worker, rather than on the basis of policy established by the Agency.

Although the worker carrying Caseload #152 had been responsible for her caseload since June 1956 and the worker carrying Caseload #223 had been responsible for his caseload two and one-half years, some of the cases read were carried by these workers for only brief periods. For details as to length of time cases were carried by present workers, see Attachment C.

In Caseload #152 there were 14 cases with no recording by the worker, and in Caseload #223 there were 17 such cases. The records read were, for the most part, also carried by other workers in the Agency. These records showed that the effect of lack of consistency in the use of Agency policy extends beyond the two workers whose caseloads were reviewed and beyond referral or failure to refer to I.S.

In the cases read, there was evidence that the eligibility requirements and the responsibilities to which clients were held and the granting or denial of assistance depended upon the worker to whom the case was assigned. The concept of the worker as a representative of the Agency, in contrast to the worker as an individual, is not clear to staff.

Another element responsible for the variation in the number of cases referred to I.S. is the lack of controls established by the Agency to assure that policies are understood and followed by each worker. Under present policy, the supervisor is in no way involved in referrals to I.S.

It is hoped that one of the values of the Administrative Case Review to be undertaken by the Agency in September 1959, will be to determine the validity of actions taken by the staff. In the last analysis, it is always the worker and the worker alone who either expresses or defeats the intent of the Agency.

ATTACHMENT A

CASE ILLUSTRATIONS

CASE SHOULD BE REFERRED
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #24

Miss G., age eighteen, applied for assistance 2-26-56 having been referred by Family and Child Services. She said she did not get along with her mother who complained that Miss G. sees the mother's boyfriend when the mother is away. Miss G. said she wanted to demonstrate she could care for her children. The father of the oldest child lives with his family at an address given by Miss G. He contributed $15.00 every two weeks. The father of the second child is at Fort Belvoir. On 5-23-56 Miss G's. Probation Officer told of her conviction for assault. She has a Juvenile Court record for housebreaking, shoplifting, disorderly conduct and assault. She was also known to the Woman's Bureau through prostitution and committed to B.P. She was given a mental evaluation and was found not to be psychotic - "just unable to take care of herself - has many ways of a girl about four years old, is considered promiscuous." It was said she regards her children as a child would a doll. When she gets tired of them she wants to throw them away. It was felt that the mother and grandmother, not Miss G., should be responsible for the two children. An entry, dated 7-2-56, says "the Agency did not plan to approve assistance because Miss G. had not met all requirements in having the fathers of the children come to the office." The application was terminated because absence was not established. On January 28, 1958 referral was made by CWD. Shirley was placed in Junior Village because Miss G. had beaten her with an electric light cord. The neighbors had called the police. CWD referral said Miss G. had expressed a desire to establish a home of her own if eligible for assistance. The mother and grandmother have been helping. On 2-24-58 the Woman's Bureau said they had known Miss G. since 1948. Since 1954 there had been frequent reports about the neglect of the children. On 4-2-58 information was received that Miss G. was pregnant. The father was given as Mr. C. In the CWD referral Mr. C. was said to be the father of Miss G's. second child and his address is "unknown". Assistance has continued to Miss G. in spite of the report from the Probation Officer in May 1956, without referral to I.S. to determine access, and without any effort on Miss G's. part to locate the fathers. There was no record of the Woman's Bureau or the CWD records having been read or of any interview with the mother or grandmother, although Miss G. was told at the time of her application in 1956 that this would have to be done.

* * *

ACTION BY WORKER SEEMS INDICATED RATHER THAN RE-REFERRAL TO I.S.
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #48

Mrs. M's. first application for assistance was in November 1951 for herself and four children. She said Mr. M. had deserted in July and that his sister has helped her. In June 1952, Mr. M. was to pay $15.00 a week through J.C. On 4-13-53 Mr. M. called. He had arranged with Mrs. M. to take two of the children to enable her to go to work. He was to assist with the care of the two children remaining with her. "When he went to get the children she raved and

said she was not going to work as long as she could get a check and his help too." On 11-17-53 it was learned that Mrs. M. was pregnant. She said William G. was the father of the child born 11-20-53. On 11-30-53, Mr. G. was seen in the home. They planned to continue their relationship. Mrs. M. and the baby were not included in the code. In 1954 Mr. M. went into the Service, made an allotment to his family and the case was closed. On 9-27-55 Mrs. M. re-applied. She said her husband had been discharged from the service and the allotment ceased. Her relationship with Mr. G. continues and the application was terminated because absence was not established. She re-applied 11-30-55. Another baby by Mr. G. was born in January 1955. This application was also terminated because absence was not established. She has received assistance continuously since her last application in January 1956. She wanted CWD to place two of the boys and this was done. On 2-15-56, Mr. G. in the office in response to a letter. He said he had had no contact with Mrs. M. since last Fall. He gave his address, the name of his employer and signed an agreement to pay $5.00 a week. On 2-16-56 Mrs. M. was told she must try to locate her husband before assistance could be given. She said she could not locate him. However, on 3-7-56, he came to the office. He gave his address and his employer. He said he had been employed at the same place since 1951. He would like his sister to have the two boys since Mrs. M. is not able to give proper care and supervision. In 1955 he filed for a divorce on the grounds of adultery. He said he intended to seek custody of all the children. He has no interest in Mrs. M. and said Mr. G. broke up his home. On 3-12-56 CWD expressed the opinion that Mrs. M. should have the children. On 3-16-56 Mr. M's. sister was seen. The girls are living with her and she would also take the boys. When the girls first came to her, they were quite vulgar and talked about things they had seen their mother do. The girls said their mother slept with Mr. G. and they slept on the floor. She said the girls refused to visit their mother overnight. She said the boys need not have been placed by CWD as she would have taken them. She mentioned a sister in South Carolina who would be glad to have the boys with her. The worker recorded she was impressed with Mrs. E., Mr. M's. sister. In March 1956 the boys were in Mrs. E's. home, placement having been arranged by CWD. Temporary assistance was authorized for Mrs. M. and the baby until she could get work, the worker to follow the case closely regarding employment. In May Mrs. M. said she could not seek employment because her child was ill. In March 1957 the record says assistance was granted on a temporary basis because of the verified illness of the child. On August 3, 1957 Mrs. M. was arrested for larceny. She was released after thirty days, although this was her second offense. Assistance continued on a temporary basis. On January 10, 1958 it was learned that a female child had been born on 12-19-57. William M. was named as the father. On 1-24-58 referral was made to I.S. to determine the access of Mr. M. On 1-28-58 Mr. M. was found by I.S. in the home and was found not to be living at the address given. On 2-4-58 Mrs. M. denied that Mr. M. lived in her home and said the relationship had been discontinued. On 2-19-58 Mr. M. was in the office. He "seemed sincere". He said Mrs. M. used to visit him in his apartment but that the relationship had ended.

The entry on Form #22, dated 3-27-58, says Mr. G. and Mrs. M. "claim their relationship was a casual one" and that "referral is being made again to verify this...." No re-referral was made, and the grant continues.

* * *

REFERRAL NOT INDICATED
ACTION SHOULD BE TAKEN BY WORKER
ELIGIBILITY QUESTIONED

Case #63

Mrs. S., age eighteen, applied for assistance 9-17-58 because of her pregnancy. She said she came to the District in 1957 from North Carolina, because she was not getting along with her husband. She said she had received help from an uncle and aunt and from her boyfriend, Joseph T., from whom she has "broken" off. In an entry on Form #246, Mrs. S. said her husband had never contributed toward her support. She has two other children supported by his parents in North Carolina. She had lived with a Mr. T. from April to August 1958 when she left him because he became abusive because of information given by his sister that Mrs. S. was having "other affairs and accepting money from other men." She denied this. She said she was an "A" student in North Carolina and left school at fourteen to marry because she was pregnant. Emergency assistance was authorized and the grant has continued. There is no discussion recorded as to who is the father of her coming baby. There is no record of any discussion with the aunt and uncle with whom Mrs. S. is living. Form #258 says Mrs. S. is living with her aunt rent free. However, Payroll Control says the grant is $109.00, which seems to include shelter. Support was taken over by the Agency without question, with no investigation and no communication with the husband or father of the expected child.

* * *

CASE SHOULD NOT BE REFERRED -
ACTION SHOULD BE TAKEN BY WORKER

Case #60

Mrs. S. applied for assistance 12-20-57. She said Mr. S. is under court order to pay $22.00 a week. Form #258, "Living Arrangements", says the apartment is rented in the name of a friend, David L., who works at the Sanitation Department. There is no recorded information concerning Mrs. S's. separation from her husband and no request that he be interviewed, although his address is known.

* * *

ELIGIBILITY NOT CLEARLY ESTABLISHED
REFERRAL NOT INDICATED

Case #31

Miss H. applied 10-12-50 saying she had one child and was pregnant by Mr. S. She has been working and has never taken Mr. S. to court. He came to the office with Miss H. and agreed to give $20.00 a month. In January 1952 Miss H. called to say that she was working and asked that her case be closed. She re-applied 5-8-58 saying that she was ill and could not continue employment. Referral was made to I.S. to locate Mr. S. but no report has been received from I.S. A medical report dated 5-12-58 gives Miss H's. prognosis as "good". Entry on Form #246 says Miss H. will continue to work three days a week. There is no current medical information.

* * *

ACTION INDICATED BY SOCIAL WORKER RATHER THAN RE-REFERRAL TO I.S.
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #8

When Miss C. applied for assistance in 1947 she was seventeen years old and had two children. Since 1947 Miss C. has had six additional children. When a home visit was made on 1-3-52, a fourteen year old cousin appeared to be part of the family. This child was pregnant by Mr. Harry E., who is the brother of Blondell E., the father of one of Miss C's. children. In May 1952 a report was received concerning a sixteen year old girl with two children living with Miss C. The report also revealed that Miss C. and the sixteen year old girl are both pregnant. The father of Miss C's. expected child was given as Clarence J. Mr. J. was seen on a number of occasions but his continuing relationship with Miss C. was not discussed or at least not recorded. He said he had three other children born out of wedlock and contributes toward their support. On 4-6-55 another ADC client reported that her daughter had moved out of her home and had gone to live with Miss C. When this was discussed with Miss C. she said the girl was no longer in her home. She said the girl goes with her brother, Clyde C. In an undated entry on Page 41, a young man ran out of the home when the worker visited. Miss C. identified him as Nathaniel M. her boyfriend, and said she had been keeping company with him for about five months. She said he gave her approximately $25.00 a month. This was later verified by talking with Mr. M. Both admitted their intimate relationship. She said she usually goes to Mr. M's. house, leaving the children with a neighbor's daughter. On 9-7-55 worker told Miss C. that no further assistance could be authorized until the purchase of a television could be cleared. She had said previously that her brother had bought the set for her, paying $99 cash for it. On 10-3-55 it was verified that Miss C's. brother had purchased the television set for $299. On 10-10-55 Miss C. said Mr. M. had been helping her. She said she had been seeing him about four times a week. She thinks this relationship should not affect her eligibility for assistance. She was told "that we would have to consider her case in every detail before we could make a decision as to her continued eligibility for assistance." It appeared she was not eligible for assistance. On 10-14-55 another ADC recipient told of staying temporarily in Miss C's. home and that her brother Clyde and his girlfriend were also there. Miss C. denied this but later admitted they were there. On 10-20-55 the NCHA Project Manager called. Miss C. had told him that her uncle and his wife from North Carolina were visiting her. The worker remarks in the record - "It seems as if Miss C. finds it as difficult to tell other people the truth as much as she does us". On 1-19-56 referral was made to I.S. to establish where Mr. M. is actually living. I.S. reported that Mr. M. lives with his brother. Mr. M. admitted that he is still Miss C's. boyfriend. On 2-20-56 Miss C. said Mr. M. was very much interested in marrying her. She said she "could not make up her mind as to whether she wanted to continue to receive public assistance for the children or depend upon Mr. M. for the support of them. I told her that it seemed as if she would prefer to have her independence and choose to be supported by a husband rather than by an agency. She agreed with me but said that as long as she had received assistance she had gotten used to the idea and thought of it as something on which she could depend." The case was closed 3-56. On 10-23-57 Miss C. re-applied. Reference is made to Form #25 for details but this form was not found in the record. When the worker talked with Miss C. about her relationship with Mr. M. she hesitated before answering. "In the meantime Patricia said that Mr. M. has been to visit and he used to live with them at the present apartment. Miss C. told Patricia to close her mouth because I was talking to her.

Miss C. then told me that Mr. M. has been to visit but did not remain overnight." She said she was not going to let him live in her home again. Referral had been made to I.S. by Intake on 10-24-57 to establish whether Mr. M. was living in or frequenting the home. On 11-27-57 I.S. reported not finding Mr. M. On one of the three visits, Miss C. had gone to a movie. On 12-23-57 I.S. reported Miss C. was not at home when a visit was made on 12-13-57 at 10:00 P.M. On 11-19-57 it was decided that since Mr. M. was not found in the home assistance would be authorized. The references in the record to I.S. reports indicate only that Mr. M. was not found there. There is no mention of Miss C's. absences from the home. The last entry in the record dated 11-21-58 says that Miss C. has told the worker she has given up her relationship with Mr. M., and the Agency's policy was emphasized again.

At the time of Miss C's. last application for assistance, no mention is made of her youngest child, Nathaniel, born 8-2-56, except that his name appears on the Form #108 and he is mentioned in the 10-24-57 referral to I.S. In an entry dated 10-1-58 Miss C. said she was keeping four of her brother's children. Miss C's. situation when her application was accepted in October 1957 seemed no different from the situation when her case was closed in 1956. The three reports concerning the young pregnant girls in Miss C's. home were apparently unquestioned and no referral was made to the Woman's Bureau to see what was going on in this home. Assistance was authorized and has continued without any effort to communicate with Mr. M.

* * *

REFERRAL NOT INDICATED
MOTHER SEEMS TO BE EMPLOYABLE
ELIGIBILITY QUESTIONED

Case #32

Mrs. H. has made 7 applications and has received assistance continuously since 1950. In 1943 Mrs. H. said her husband had deserted. The case was closed after a neighbor reported that Mr. H. had been in the home all the time and was employed. The neighbor complained of the family's unclean habits and drunken behavior, saying, "When the relief checks come the entire family become intoxicated." In 1947 and 1948 complaints were received regarding the care of the children, drinking, sale of "smoke", Mr. H's. employment and the need for a careful investigation. In 1948 referral was made to Protective Services and the case was closed. In June 1950 CWD referred Mrs. H. because her three daughters, born 1937, 1940 and 1942, were to be returned to her. In 1952 a complaint was received as to Mrs. H's. drinking and failure to buy food for the children. When the worker visited, Mrs. H. was found "dead drunk". The record refers to many discussions as to employment, beginning in 1954. In 1955 she was to be given 3 months in which to find work and held to this. In March 1956 she was again given 3 months in which to find work, and in June 1956, the record says assistance was to be discontinued as of 7-1-56. When nothing was heard from Mrs. H., a home visit was made and it was learned she had been sick. The last medical report for Mrs. H. is dated 8-11-56. No prognosis was given, the disability could be corrected or reduced and it is suggested that we inquire in three months as to when she will be able to work.

In 1957 there were only two daughters in the home, B. and G. B. had a baby by a nineteen-year old boy and G. was said to have a heart condition.

An entry dated 5-57, Page 77, reads: "Mrs. H., 43 years old, is small, youthful appearing and very neat. She is now employable and was actually seeking work when Gladys' illness became known. Now Gladys has to have long periods of bed rest and Mrs. H. feels she is needed in the home to care for her child." The last recorded entry is dated 12-18-57 - "Mrs. H. said she is in fairly good health herself and that she has been discharged from the clinic. She said further she has not sought any employment because of her need to care for Gladys." No medical information was found in relation to Gladys' illness.

* * *

CHILD CARE PLAN SHOULD BE AVAILABLE

Case #52

Mrs. O. applied for assistance 9-27-55 saying she had no child care plan for her six month old baby and was therefore, unemployable. She gave up her job at Mack's Waffle Shop because of pregnancy and had been collecting UCB benefits of $19.00 a week. Her brother and his wife and her father lived at the same address. Many other relatives were listed in D.C. She said the father of her child, Lester K., works at the Washington Post and that there is no continuing relationship. Intake explained the need for her to get Mr. K's. address and for the Agency to talk with him. On 10-7-55 she gave Mr. K's. home address. She said she would ask him to come to the office on 10-12-55. Apparently he did not keep this appointment because the application was terminated on 11-14-55. Mrs. O. re-applied 10-22-56 for herself and two children. She said Lester K. was the father of the baby born March 1956. She was living with her father, her brother, his wife and two children in an apartment described as "spacious".

From the record there would appear to be no reason why Mrs. O. could not have accepted employment and made a child care arrangement. Employment was discussed with her on a number of occasions. On 10-22-56 she said she would like to work but could not make enough to pay for a child care plan. On four other occasions employment was discussed. A child care plan seemed to be available either with the sister-in-law or with one of Mr. K's. relatives, none of whom was contacted.

* * *

CASE SHOULD BE RE-REFERRED
CHILD CARE PLAN SEEMS TO BE AVAILABLE

Case #19

Mrs. F. applied in June 1958 saying she had been separated from Mr. F. for one month. On 7-2-58 referral was made by Intake to determine if Mr. F. had access. An entry on Form #246 says, "Mrs. F's. relatives are well-known to PAD. See 249". From Form #252 it was learned that Mrs. F's. mother receives GPA and three sisters receive ADC. These relatives all live close to her and it would appear they would be available to provide care for the children. Employment was discussed but Mrs. F. gave a number of excuses for not working. On 8-27-58 Mr. K. was found in the home. He said "he believes neighbors refer to him as Mrs. F's. husband because Mr. F. sometimes visits Mrs. F. to see the children". On 6-26-58 referral was made to I.S. to determine access of Mr. F. or any men. On 7-10-58 I.S. reported Mrs. F. was not at the address given. Another referral was made on 7-14-58 giving the new address. This address was also found to be incorrect

and I.S. closed its case in September 1958. Re-referral was made on 10-27-58 to determine access. This referral was made after the social worker had found a man in the home. On 12-8-58 I.S. reported an accurate check could not be made because of the locked front door. I.S. also reported that Mrs. F. appeared to be pregnant. A re-referral should have been made to determine access.

* * *

EXAMPLE OF CASE REFERRED FOR LOCATION-SHOULD BE REFERRED FOR ACCESS

Case #69

The "Retired" record could not be found for reading. According to the information on Form #246, Mrs. W. applied December 1949 because her "husband had been incarcerated for cutting". The case was closed after his release. She re-applied in August 1950 because Mr. W. was "again in jail for fighting her". The case was closed when he returned to the home. Her next application was 9-26-52. She said she was separated and living with a Mr. Thomas M. and had just given birth to his child. The application was terminated when Mr. W. was interviewed and agreed to support. She re-applied in October 1957 saying she had been employed since 1953 but had to give up her employment to look after her children. The case was closed in September 1958 when it was learned she had given birth to another child and had work. She re-applied November 25, 1958 saying she had to give up her job because her earnings were insufficient and she was no longer intimate with the baby's father. According to the entry on Form #247, Family Group Sheet, Mrs. W. has eight children; three with relatives out of the home and five with her. Mr. W. is the father of two children; Mr. M., who is now in Lorton, is the father of two and Mr. John K., with whom she is no longer intimate, is the father of the youngest child.

Referral was made to I.S. in November 1957 to locate Mr. W. On 12-9-57 I.S. reported that Mr. W. was located. On 12-15-58 re-referral was made to locate Mr. W. Form #122, prepared by Caseworker #152, says, "Case Closed. Request to locate Mr. K. withdrawn by previous worker because Mr. K. agreed to support voluntarily and signed Form #57 on 12-20-58." This entry is confusing because there was no referral to I.S. to locate Mr. K. Referral should have been made to determine access.

* * *

CASES WHICH SHOULD HAVE BEEN REFERRED BECAUSE OF BEHAVIOR

Case #27

Miss G. was thirty-three years old when she applied for assistance in September 1956. She had received a disciplinary discharge from D.C.G.H., T.B. Ward because she failed to return after Labor Day weekend. She was approved for ATD in October 1956. She lived in what has been described by a member of the Woman's Bureau as the "red light district". Her residence was "established" by taverns and bars. On 3-17-58 notice was received from R & F that Miss G. had given birth to an infant on 3-8-58. It was at this point that referral should have been made to I.S. to determine access. On 4-8-58 the Woman's Bureau record was read. Their case opened in 1936 when eight children of Miss G's. mother were removed after the fatal shooting of the husband. The mother was acquitted after relating a story of abject poverty and abuse. There were many other contacts with Miss G's. mother regarding neglect of the children and disorderly conduct. Miss G's. adult record at WB began in 1948. There were 12 arrests for drunken

and disorderly conduct and one for assault. Miss G. and her sister were involved with men and alcohol from a very early age. The brother's children were committed to DPW and his daughter accused him of attempted incest.

* * *

CASE SHOULD HAVE BEEN REFERRED BECAUSE OF COMPLAINTS AND BEHAVIOR

Case #18

On 10-15-58 Mrs. D. applied for assistance saying she had to stop work because her husband has stopped supporting. She also said she was needed in the home to care for her mother. In 1954 the family moved to Mr. D's. home in Cleveland. She remained there, except for visits to her mother, until October 1957 when she came back to be with her mother who was ill. She planned to return to her husband but he did not send enough money at any one time for her to make the trip. She said she had learned from friends in Cleveland that he had been "running around with another woman". She does not want to return to him. On 11-17-58 a letter was written to the DPW in Cleveland. That agency replied on 12-4-58. Mr. D. told the agency he tried to furnish a home for Mrs. D. and the children in Cleveland but she kept "running back home to see her relatives all the time", which was expensive. He said he had written to Mrs. D. telling her he felt they should get a divorce. On 12-4-58 a letter was received from Mr. D. He said he and his wife were forced into marriage by someone much older than they. He thought he would fall in love with his wife but she made it impossible by not conducting herself as a wife should. She was unclean about her person and she "went out at night and came back drunk with the baby in her arms." While Mr. D. was hospitalized she went out with other men. When he tried to talk with her she would "get mad and pack her clothes and leave me." He told of trying unsuccessfully to get his wife to come back to him. He said he was "fed up with her" and could not "stand any more". He said he would like to send money for his children to the Agency instead of Mrs. D. He enclosed a letter written to him concerning Mrs. D. who was "running wild" and "running crazy". She was described as staying away from her children all night and coming home drunk. She is also described as "about to run her mother crazy". She was said to have gone to Atlantic City with a man for a weekend. The money Mr. D. sent was not spent on the children. It was suggested that Mr. D. come and see for himself on Friday nights about 10:00 or 10:30. Mr. D. requested an answer to his letter but there is no copy of a reply in the record.

No referral was made to I.S. There is no verification of age or relationship for the younger child, Don. Form #248, Living Arrangements, says that Mrs. D. is living with her mother rent free. In the record there is a rent receipt for $55.00 in Mrs. D's. name dated February 3, 1959.

* * *

CASE SHOULD BE REFERRED BECAUSE OF BEHAVIOR

Case #73 and Case #74

Mrs. Y. had received assistance intermittently since 1934 and continuously since 1950. Prior to 1934 she was assisted by the Associated Charities. Mrs. Y. seemed always to live beyond her income and there were two instances of overpayment; one in 1953 and one in 1956. Mrs. Y. moved constantly without

advising the Agency. It was usually learned that she moved only when a home visit was made or when checks were returned. In May 1956, there was discussion of employment. In the worker's opinion, there were enough adults in the home so that a plan could be worked out whereby Mrs. Y. would not need assistance. As Mrs. Y's. three daughters entered their teens each became pregnant. The case of one daughter, V., is also part of Caseload #152. According to Form #257, the mother, two children, and a brother are all receiving assistance. Mrs. Y. is said to take the pregnancy of her daughters casually. According to an entry dated 9-27-57, when she learned another daughter, P., was pregnant, Mrs. Y. was "not aware nor upset". She said she expected this daughter's marital relations with the father, who is still in school, to continue. The daughter, V., Case #74, was twenty years old when she applied for assistance in March 1957. There are two references, March 26, 1957 and February 24, 1958 of referral to I.S. to locate Mr. B., the father of Miss Y's. youngest child. I.S. has no record of the referral and no copy was found in the record. The reviewer's decision was that little was to be gained by referral to I.S. of the mother's case but that referral should have been made in the daughter's case because of behavior and to locate the fathers of her children, even though the daughter had made no effort to do so.

* * *

REFERRAL SHOULD BE MADE ON BASIS OF BEHAVIOR

Case #33

When Mrs. H. applied in June 1954 she said Charles L. did not support his three month old child and was awaiting Grand Jury action on a narcotics charge. She said she had three children by her husband, who had deserted her in Texas. This was found later to be untrue. These three children are in Alabama with her mother who is also keeping Mrs. H's. nineteen month old child by Mr. L. Mrs. H. said the whole family was moving to D.C. soon, which they did. The application was terminated because Mrs. H's. needs were being met by her brother. She re-applied in September 1954 for herself and five children. She said Mr. H. had deserted in Alabama three years ago and Mr. L. was in prison on a narcotics charge. On 10-6-54 she said she met Mr. L. when he was in the Armed Forces in Alabama and did not know he was married until she came to D.C. An entry dated 4-7-55 says Mr. L's. wife, Sylvia, is receiving ADC, Case #518-332.0.

On August 19, 1955 a letter was received from the Department of Public Welfare in Athens, Texas, enclosing a letter Mrs. H. had written to Mr. H's. mother. (In an interview 4-7-55 Mrs. H. had said Mr. H's. mother was dead.) In the letter to Mr. H's. mother, Mrs. H. explained the "lies" she had told the Agency in order to get assistance. On 2-14-58 Mrs. H. bitterly attacked the Agency because she was not able to have boyfriends and because of the lack of privacy. In May 1958 a portable phonograph was seen which Mrs. H. said was a gift and she said an uncle wished to provide a telephone and a television.

* * *

REFERRAL SHOULD BE MADE ON BASIS OF BEHAVIOR

Case #23

Miss G. has received assistance continuously since 1948. When she applied in May 1948 she had one child and was pregnant. She now has 7 children.

She said she was not married to Mr. G. but had lived with him since 1945. She applied because he was ill. He was admitted to Glenn Dale in 1950 and died in March 1951.

On 2-5-51 a new baby was seen. Miss G. said she had not reported this because the father of the baby was taking care of it. The worker asked Miss G. to have the father of the baby come to the office to discuss his intentions to support her and the baby. This was not done and the case was closed. However, the check was continued in error. In June 1951 Miss G. said that Comar B. was the father of her child. On 5-20-52 there was a telephone conversation with Mr. B. who said he was temporarily unemployed. He gave his address and said that he was giving Miss G. $4.00 a week.

On 7-9-52 the birth of a new baby by Mr. B. was discussed. She said, "Oh yes, I did not think you would hold my check, the children need food." The worker reminded her that in an interview on 5-20-52 she had denied pregnancy. Miss G's. reply was "We all tell little white lies once in a while."

March 15, 1954 - Miss G. is again pregnant by Mr. B., who came to the office and said that he lives with his wife and five children. NOTE: Mr. B. has a long police record dating back to 1927 when he gave his age as 20.

On 7-5-54 Miss G. gave birth to her third child by Mr. B. In September 1956 Miss G. was again pregnant and was reminded that she had said she had not seen or heard from Mr. B. Meanwhile, Mr. B. has been incarcerated several times. In December 1956 she was told that when Mr. B. was released she would receive no further assistance and that he would be expected to assume support for the entire family. An entry dated 2-25-57 says that Mr. B. was released and she was told her case would be closed. On 4-8-57 Mr. B. was held for murder and Page 39 of the record says that he is in St. Elizabeth's.

Referral was made to I.S. in 1955, 1956 and 1957 to locate Mr. B. The 1957 referral was withdrawn after Mr. B's. arrest for murder.

In view of Miss G's. past record and behavior, re-referral should be made to I.S. to determine access.

* * *

CASE SHOULD BE REFERRED
NO EFFORT MADE BY MOTHER TO LOCATE FATHER
CHILD CARE PLAN SEEMS TO BE AVAILABLE
ELIGIBILITY NOT CLEARLY ESTABLISHED
ASSISTANCE GRANTED ON A TEMPORARY BASIS, BUT CONTINUED

Case #64

Mrs. S. applied for assistance on 7-1-53. She said she had to stop work due to pregnancy and requested only temporary assistance. She said Mr. S. deserted six weeks ago. She said she thought he was in Brooklyn working as a saxaphone player. On 7-6-53 Mrs. S. telephoned to say that her husband had returned home and the application was terminated. On 4-9-54 Mrs. S. re-applied saying she was pregnant and her husband was in jail for selling narcotics. She said she has been selling insurance and hoped to make this her career. On 4-16-54 she said she was living in the home with her mother and aunt and that the aunt is willing to provide shelter for her. On 5-4-54 the aunt verified that she is willing for Mrs. S. to remain in the home rent free. On 4-21-55 Mrs. S.

said she is no longer interested in selling insurance. "It seemed very hard for Mrs. S. to accept the fact that a mother takes over part of the support whenever possible if the husband is not available. I pointed out to Mrs. S. that when she applied for assistance she merely asked for assistance until her baby was born." She said she planned to live with Mr. S. when he was released. On 11-17-55 the worker pointed out that Mrs. S. did not appear to have done very much about securing employment and wondered if she really wants to work. When the worker visited on 4-16-56 she noted that Mrs. S. and the children were still in bed when the worker arrived at 10:00 A.M. Mrs. S. said they never get up before 10:00 in the morning because they are up late at night and the children take naps. On 9-25-56 Mrs. S's. mother-in-law came to the office to say that the Agency should be interested in knowing how Mrs. S. has been using the money she receives from the Agency. She wanted to tell this some time ago but felt that Mrs. S. would improve. Since Mrs. S. has done nothing to try to do better she felt it was her place to notify the Agency so that an investigation could be made. She told of Mrs. S. going with a Louis P. and remaining with him for as long as three or four days. Mr. P. is a musician and does not get off from work until early in the morning. At 2:00 or 3:00 A.M. Mrs. S. goes to his home. The children are left with Mrs. S's. mother who can not properly care for them because of her paraletic condition. She said she "just could not stand it any longer with her son coming home from prison to someone like Mrs. S." Mrs. S. misuses the money she receives from the Agency. She said that Mrs. S. had been working for her as an agent during the summer selling merchandise. She believes Mrs. S. is a call girl at a house on T Street, across from the Howard Theater and is of the opinion that Mrs. S. uses dope. At times she has smelled whiskey on Mrs. S's. breath. She said Mrs. S. manages to get back home about the time she thinks the worker will visit. Mrs. S's. check was held and on 10-5-56, a visit was made and there was a long discussion with Mrs. S. The worker told her of reports she stays with a boyfriend for two or three days. Mrs. S. "wondered just why she could not have a boyfriend when her husband has been in prison for almost three years. Any woman would want a man." She admitted having a boyfriend but refused to give his name. She refused to discuss the matter of whether she goes to her boyfriend's for two or three days at a time. When asked about frequently going to the T Street address, she jumped up and screamed that a lie had been told.

On 10-11-56 the Woman's Bureau telephoned. The Woman's Bureau felt there was something wrong in this situation. Mrs. S's. mother admitted that Mrs. S. drinks and stays away from home two or three nights at a time. The worker explained to Mrs. S. that assistance would be discontinued because she was not willing to give information nor to have a further investigation made. After the worker explained to Mrs. S. that assistance would be discontinued, she notes that the case was discussed with the supervisor and it was decided that the case should not be closed at this time but that a letter should be written giving her an office appointment. On 10-16-56 Mrs. S. was interviewed by the supervisor and had decided after discussion with her mother and her aunt that "she would not go through with receiving public assistance". The supervisor pointed out the need for the investigation of all resources. Mrs. S. said her husband would be released about 1-25-57 and she felt she would be able to support the two children from her employment until that time. On 4-4-58 Mrs. S. re-applied for assistance. She had given birth to a child on 3-20-58 and was unable to work. She is still living with her aunt, her mother and three cousins. She said Mr. S. had deserted in February 1957 after she had asked him to leave her mother's home. She said Rudy W. was the father of her last baby. Mr. W. is a musician who travels and did not know of her pregnancy. The baby is now with a family who want to adopt him. Mrs. S. was told that referral would be

made to I.S. to locate her husband. Referral was made to I.S. 4-11-58 by the intake worker to locate Mr. S. and to determine access. On 7-17-58 I.S. reported no man was found present in the home after several visits.

An entry dated 5-22-58 said that the shelter costs were prorated although the aunt had said on several occasions she would not charge any rent. There is no record of any recent discussion with the aunt. The ADC policy concerning access to the home was discussed. Mrs. S. said she had "done a great deal of growing up in the past year."

* * *

CASE SHOULD BE REFERRED
MAN LOCATED - NO ACTION TAKEN
NO EFFORT MADE BY MOTHER TO LOCATE FATHERS
CHILD CARE PLAN SHOULD BE AVAILABLE
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #38

Miss J's. applications for assistance in 1948 and 1949 were terminated because she was employed or employable. When she re-applied 5-25-50 she said she was pregnant and could not continue to work. She was told that no assistance could be authorized until she made efforts to locate the father of her unborn child. The application was terminated. She re-applied in December 1950. She gave the last name and address of the man responsible for her last pregnancy. She said she had lived with Frank S. Miss J. was told by intake that we would need to see the fathers of her children before assistance could be continued. The case was closed in May 1951 after the landlord reported that a man had helped Miss J. move and her address was unknown. Miss J. re-applied 7-23-51. She was told by intake it would be necessary for the Agency to see Mr. M., the father of her older child; Mr. T., the father of her younger child and Mr. S. with whom she had been living. The application was terminated in August. On 8-28-51 she applied again. She said she could not bring the two fathers to the office. No mention was made of Mr. S. at this time and he is not mentioned again in the record. After conference with the supervisor, it was decided Miss J. had made efforts to locate the fathers and a grant was authorized. In April 1952, when Miss J. inquired about renting an apartment, she asked about the privilege of entertaining men. Also in April 1952, child care arrangements were discussed and Miss J. said she preferred to remain on assistance. The record shows that child care plans and employment were discussed in May 1953 and June 1954. At the time of the June 23, 1954 visit, the worker noted that Miss J. was just getting up at the time of the visit which was at 1:00 P.M. On 7-30-54 a report was received that Miss J. and the children were being supported by Mr. G., "who gives her everything she wants." In August 1954 this report was discussed with Miss J. and the need to have Mr. G. come to the office. "Miss J. said she was not going to do this because she did not want to have anything to do with him and if we wanted to withhold assistance, that would be all right with her." She came in later "to tell me she had done all she intended to do and wanted her check for September 1954." Under date of 8-24-54 the following entry is made: "G.G. in office, said they are no longer friends but she has another man. Knows where father of both children are". On 9-27-54 Miss J. brought Mr. G. to the office. He said he had known Miss J. only a short while. "He stated that he met her one day while sitting in the park and that she told him of her plight and he felt sorry for her and loaned her $20.00....He emphatically stated that he was not her

boyfriend and had nothing at all to do with Miss J." There was no reference in this interview to Mr. G's. statement on 8-24 that Miss J. "has another man". On 12-16-54 employment was discussed and the worker explained that assistance was being put on a temporary basis so that she could put forth efforts to locate work and locate the fathers of her children. On 6-23-55 it was noted that Miss J. appeared to be pregnant. She denied this. There was also discussion regarding Mr. M. and Mr. T., the fathers of Miss J's. two children. She said she did not know where they were. The worker also noticed a comparatively new 21 inch television. Miss J. said this had been purchased by her sister-in-law's husband. "Miss J. became very upset. She stated that if she had to secure all that information concerning the television she did not see any need of going on accepting assistance. She stated that Public Assistance has been worrying her about different things for the past four years and she was tired of them 'heckling' about everything. She further stated that there was no need to drill on her about the television. She was not going to make any effort to secure any information concerning the television....Miss J. explained that she was not coming to the office to bring information or to do anything further. We could withdraw aid. She did not know how she would manage but she was just tired of being worried to death by PAD." The worker explained that Miss J. would be given until 7-15-55 to bring in information concerning the fathers of her children and the television. Miss J. said we could set any date we desired, she was not coming to the office and she wanted assistance discontinued. It was recommended that assistance be discontinued but it would appear that the case was not closed. During July 1955, Miss J. was in the office several times to discuss her continued eligibility for assistance. In August the case was closed because Miss J. refused to comply with the Agency's policy concerning the television, to clarify her present living arrangements and to have the fathers of the children visit the office concerning plans for the care and support of the children.

Six other re-applications were terminated during 1956 and 1958. On November 10, 1958, Miss J. made her 13th application for assistance. She said that she was physically unable to work more than one day a week. She had been meeting her needs mainly through her paramour, Charles A. An entry on Form #258, "Deprivation of Parental Support - ADC", says that Mr. M's. address is unknown. She said that Earnest T. is under court order to pay $6.00 a week. His address is also unknown. She said both men are married. On Form #252, Charles A. is listed as a paramour, address unknown. Miss J. was referred to DCGH 11-10-58 but there is no medical information in the record. Miss J. said that Mr. A. was a "shellshocked drunkard". She said she did not know how to begin looking for him and was afraid to continue any association with him. Emergency assistance was authorized and referral to I.S. made by intake to locate Mr. T. and to determine if any man has access to the home. On 1-8-59 I.S. located Mr. T. in D.C. I.S. report of 2-5-59 was not found in the case record. In this report no man was found in the home but the circumstances were suspicious and re-referral was suggested.

The Agency's requirements to which Miss J. had been held at the time of her previous 12 applications were disregarded and the emergency assistance was authorized. The review date was set for 10-31-59. In the recorded interview 12-17-58 the reviewer sensed that Miss J. was "settling down on assistance". Nothing was required of her and "she said she was glad that she was able to establish eligibility for assistance again, and believed things would be better for her and the children from now on. She added that she believed that she could keep her eligibility clear by cooperating with Agency and maintaining a satisfactory home for her children.

NO EFFORT MADE BY MOTHER TO LOCATE FATHERS
CHILD CARE PLAN SEEMED AVAILABLE
SHOULD BE REFERRED TO DETERMINE ACCESS
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #12
Case #13

Miss J.D. and Miss E.D. are sisters, both receiving assistance. Their mother is also receiving assistance. The three assistance payments for March 1959 totaled $517.00. The mother's case is not a part of Caseload #152 and was not read. The CWD record on Miss J.D. was read.

Miss J.D., age nineteen, applied in May 1957. She had one child, was pregnant and lived with her parents who were receiving ADC. The need to talk with the fathers of her children was explained. She failed to provide information and the application was terminated. She re-applied in November 1957. Her sister, E., was receiving assistance for her four children and Miss D. said the mother wanted the daughters to move away. No discussion regarding need to talk with the fathers is recorded. Assistance was authorized. In January 1958 the J.C. reported a finding of "not guilty" because Miss D's. testimony indicated a pattern of promiscuity. She admitted relations with 2 men prior to and during both pregnancies.

In February 1958 assistance was continued on a temporary basis while Miss D. looked for work. She seemed to make no effort to find employment and the case was closed, in June 1958, since both her mother and sister were in the home. She re-applied in December 1958, saying her mother was planning to go to work and her sister had moved away. An EA grant was authorized, and no discussion recorded as to need to talk with fathers. No address was shown on the application form and no information found as to living arrangements. The finding of the reviewer was that referral to I.S. did not appear to be indicated at this time since Miss D. had not been required to make any effort to locate the fathers and since it would seem that either the mother or the sister receiving assistance could be expected to care for the children while Miss D. worked.

The CWD record, #T15673, was read. Miss D. was committed in 1954 for "revoke of probation". She was placed on probation following a period of truancy. She was disorderly and belligerent in school. The case was in court in November 1955. Miss D. was disorderly in a grill and had been drinking and cursing. She ran away from B.P. in April 1954 and was "lost to the Agency until October 1955". She said when she ran away she had been "right at home". (Presumably in the home of her mother receiving ADC) The CWD record made no mention of the mother receiving assistance. The CWD record mentions a Mr. O. Miss D. said she had known him for a long time and stayed frequently with him at his address. She said he visited her in her home most of the time and she would probably continue going with him. CWD decided J. should return to her home. In August 1956 there was another complaint of drunk and disorderly at 2:30 A.M.

Miss E.D. applied for assistance in June 1955. (She was not yet nineteen. She had two children. When the record was read in March 1959 she had 4 children and was pregnant.) The children were with relatives. The application was terminated and she was advised to look for work. "The applicant seemed to resent such a suggestion and said she had never worked." She applied

again in December 1955 saying she was pregnant by Mr. S., the father of her two children. Mr. S. was incarcerated. The application was terminated since he was to be released in about 2 weeks. She re-applied in May 1957 for herself and 4 children. The father of all the children, Mr. S., was in prison for non-support. "Mrs. S. is aware of Mr. S's. family by Miss D. and both mothers are applying for ADC at this time. Miss D. said Mr. S. keeps regularly employed but finds it impossible to support two growing families....Miss D. seems to be competing with Mrs. S. and wants to believe he will divorce his wife and marry her. She refers to him as her husband and did not deny that their relationship will be resumed upon his release." She said her relationship with Mr. S. began when she was 14 and he was 18. Mr. S. was already married, but made repeated promises to get a divorce and marry her. Miss D. said her life at home had not been good. "In addition, she said Mrs. D. was so preoccupied with her own love affairs that they had to make their own decisions and grow up as best they could". It was decided in conference with the supervisor and District Supervisor "that putting another grant into the D's. household would not help our applicant". Mr. S. was to be released soon and it was felt that Miss D. should seek employment, and try to acquire some skill. Before the case was closed in June 1957 "Miss D. talked with me at some length about how she perhaps would not find herself in the predicament if she had had the benefit of some guidance. She was not bitter toward her mother but said that her mother had not had the benefit of guidance either since her family had begun when she was 14 years old." Miss D. re-applied 12-23-57. She said she wanted to move out of her mother's home. She said she no longer sees Mr. S. She is pregnant by Mr. R., who came to the office and gave his employer and address. He agreed to support "their children voluntarily." He plans to reunite with his legal family. In view of Miss D's. past behavior, referral to I.S. should have been made to determine access. Mr. S. was never seen.

* * *

CASE SHOULD BE REFERRED
HUSBAND'S ADDRESS KNOWN BUT NO ACTION TAKEN
NO EFFORTS BY MOTHER TO LOCATE THE FATHER
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #14

At the time of Mrs. D's. first application 10-20-54 she had three children and was pregnant. She asked assistance to supplement the court order of $10.00 a week from her husband. She said that the nurse in the clinic suggested she apply for ADC and stay in the home with her children. She was employed and decided that she would be better off to continue work and find someone to care for her children. She moved leaving no address and the application was terminated due to loss of contact. She re-applied in July 1957, saying that her husband had been out of the home for five months. The aunt, in whose home she lives, has helped her. She received $2,000.00 from her father's estate and said she put $800.00 down on a home. Her husband did not pay the notes on the property but paid on a car instead. She had also been doing some work. On 7-19-57 Mrs. D. said that Mr. D. was actually her commonlaw husband. He lived with her for ten years until February 1957 when he left the family. She gave the name of his employer. "She said that she was at her wits end, that she has tried everything, she has tried to have something, to own a piece of property, to make a future for her children and her husband had just seemed to do everything he could possibly do to destroy all the good that has come out of her efforts." She has made up her mind that he can not return to the home. He

likes to run around and show off and take no responsibility. On 7-29-57, when the worker visited the home, Mr. D. was there. He said he was not aware of his wife's application for assistance or that the family had been threatened with eviction. When Mrs. D. had made her application she said he had deserted the family in February 1957 and she did not know where he lived. Mrs. D's. aunt, Mrs. E., was also present during the interview and she and Mr. D. "hurled accusations at each other". Mrs. D. had made a down payment on the home from an inheritance left by her father. The aunt and uncle moved in supposedly on a temporary basis. They were supposed to share shelter expenses, but Mr. E. was out of work. Mr. D. grew tired of supporting the E. family. After the foreclosure, the house was rented to the Es. and Mrs. E. told Mr. D. to get out. He left the home in April 1957 and asked Mrs. D. and the children to come with him to a house he had rented. She refused to move with him because she said she thought he might have another woman living there. He said he visits the home three or four times a week, makes repairs, cuts the boys' hair. Mrs. D. spent the night with him in his rooms one night the previous week. He said he was trying to get Mrs. D. away from her relatives. He has brought food each week. He said Mrs. D. had told him he was too old for her. Mrs. D. said she thought she should stay with her aunt so that she could care for the children while Mrs. D. worked. Mr. D. wanted to rent an apartment for the family. On 7-31-57 Mr. D. said that Mrs. D. had decided to remain in the aunt's home so that she could work and Mrs. E. could look after the children. He thinks Mrs. D. may be interested in a younger man she has permitted to come there. He thinks someone has told Mrs. D. that she could work, obtain support from him and also receive assistance. The application was terminated in August 1957. Mr. D. was to continue to provide food, clothing and incidentals for the family and a share of the shelter expenses. On 1-21-58, the aunt's employer telephoned to say that Mr. D. had deserted. On 2-20-58 Mrs. D. re-applied. She said that Mr. D. separated from the family and was not supporting except for occasional small amounts of food. They were evicted and forced to move with Mrs. E. Emergency assistance was authorized "due to emergency need" and the intake worker noted on Form #246 that Mr. D's. absence was to be confirmed through I.S. and that Mr. D. was to be seen regarding support. An undated entry on Form #246 reads: "Interview with Mr. D. established that absence did not exist. Family was split by eviction. Mr. D. supporting family to the best of his ability. Mrs. D. never able to come in with Mr. D. but admits that Mr. D. not absent at first but does not want him now." Mrs. D. refused her husband's offer of a home. The case was recommended for closing under Code 8 - "Originally ineligible under State Plan."

On May 26, 1958 CWD referred Mrs. D. and the children. The referral states that Mr. D. had deserted in February 1958 and that Mrs. D. and the children were sheltered temporarily by Mrs. E. The referral said that Mr. D's. whereabouts were unknown and she did not intend to resume her commonlaw relationship with him. Mrs. D. impressed CWD as a mother who is sincerely interested in her children, who are in Junior Village. On 6-9-58, Mrs. D. re-applied saying she wanted to re-establish a home for the children. She is working but said she would need to stop work and stay home with the children. She said she would not consider going back with Mr. D. Mrs. D. was told that the Agency can assist her when she has a place large enough to accommodate the family. After a conference with CWD on 8-12-58 emergency assistance was authorized. The following entry is made on Form #246, "Deprivation of parental support exist because of continued absence. Mr. D., commonlaw husband of Mrs. D. and father of all children denied paternity at J.C. on 6-23-58 and case was referred to Corporation Counsel. See Form #241. Hearing to be held on 8-14-58." An entry on Form #259

reads in part as follows: "Contacts we have had with the father gives picture of sincere intent and acknowledgment of responsibility....Was seen in PAD on 2-25 after Mrs. D. received EA....He contends children need and want him. He says neglect of children, if any, due to mother's unconcern and desire for immorality."

Although Mrs. D's. statements were found to be untrue on two previous applications, emergency assistance was again authorized and no attempt made to talk with Mr. D. Mrs. D's. grant of $203.00 continues with a review date set for 6-30-59. There is no dictation by the present worker and no report on the J.C. hearing set for 8-14-58. This case was accepted without any attempt to talk with Mr. D., whose address is known and his previous statements concerning support and interest in the children were known. Since the case was accepted, policy requires referral to I.S. No referral was made.

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CASE SHOULD BE RE-REFERRED
ELIGIBILITY NOT CLEARLY ESTABLISHED
FATHER NOT SEEN ALTHOUGH ADDRESS KNOWN
NO EFFORT MADE BY MOTHER TO HAVE FATHER COME TO OFFICE

Case #26

Miss H. was twenty-three years old when she applied in May 1955 for herself and four children. She said that the childrens' father, Mr. D., with whom she had been living had left the home. Miss H. knew where he was working and in view of his availability and employability, the application was terminated. She re-applied again in May 1955. She said she could not find Mr. D. and then later said she thought she could find him. This application was terminated due to failure to obtain support. In July 1955 she came in again to apply for ADC. She was pregnant and said that Mr. D. was not the father of the expected child. This application was terminated because of failure to obtain support from the father of the children. She re-applied in September 1955. The two oldest children were in Junior Village. She named Frank H. as the father of her unborn child. She said she sees him twice a week but has no marital relations with him, because he said he would not be responsible for anyone in her present condition. The location of Mr. D. was explained as a condition of eligibility. Mr. H. was seen. He has a wife and three children and was planning to live again with his wife. He said he had not been intimate with Miss H. since September 1955. He confirmed her statements that their intimacies always took place at his home. He was undecided as to continuing his relationship with Miss H. and said he would let the worker know on October 10th what he planned to do about this. On 10-21-55 Miss H. told a weird story about not knowing who the father of her second child was because she had "a few drinks" and had been dragged into an alley by five men, all of whom were intimate with her. On 10-27-55 the worker read the Women's Bureau record. Miss H. was known to them for drunk and disorderly conduct and was brought in five times from 1953 to 1955. On 11-4-55 Mr. H. came to the office and said he planned to live with his wife in North Carolina. On 12-6-55 a visit was made to Mrs. C., who said Miss H. is her adopted daughter. Mrs. C. said that when Miss H. was young she refused to mind and was placed in a home. "Since she has been discharged from the home she has been having children regularly." Mrs. C's. son sees Mr. D. every day. On 12-8-55 a visit was made to the home of Mrs. C's. son. "He said he did not think Miss H. could ever be a good mother and that whether she got on the welfare or not would not make any difference in her behavior because she likes to live

around from hand to mouth and have babies." It seemed to him that Miss H. did not want to work. He thought the children are better off away from Miss H. On 12-8-55 a conference was held with CWD. "Much discussion went on concerning Miss H's. behavior as a mother and meeting public assistance requirements. Conclusion: CWD is willing to have the children returned to the home with supervision from their agency provided public assistance is granted". On 1-11-56 Mr. D. was seen in the Juvenile Court worker's office. He denied paternity of all but two children. "Mr. D. explained that he would love to live with Miss H. again in order that the whole family could be together even though he knows R. and D. are not his children. This makes no difference to him. He stated he could overlook Miss H's. faults because he really loved Miss H." He said Miss H. had known where he was and has seen him constantly. He visits at least once a week. He said the father of the coming baby "could be anyone because Miss H. was constantly out in the street."

On January 13th and 18th, 1956 there were long interviews with Miss H. and Mr. D. It was pointed out that the Agency did not consider them to be separated. Mr. D. tried to live with Miss H. and wanted to accept all the children but she did not act toward him as a wife should and he was not going to live with her. His decision was accepted and a grant authorized. Later it was decided that the assistance payment could not be approved because Miss H. had not demonstrated that she could be a responsible mother. CWD was notified that the grant was not approved as planned. On 3-13-56 Miss H. was again in office and there was a long discussion regarding her behavior. She admitted that she had left the children on different occasions. She feels she can be a good mother. She said she had left the children to obtain money for food and rent. She had gone to gambling houses because she knew Mr. D. could be found there and she had on occasions tried her own luck. Her drinking began when she became angry with Mr. D. On 3-16-56 another visit was paid to Mrs. C., Miss H's. adoptive mother. Miss H. had recently been in her home but she had to ask her to move. She took Miss H. in because of her pregnancy. Miss H. allowed Mr. D. to come there. Miss H. expected Mrs. C. to stay home with the children while she ran the streets. Miss H. left the children twice and did not return until morning. "She doesn't feel that Miss H. will change as long as she hangs with that group of girls on 7th Street, they only want to drink and stay with one man after another for one meal and later end up with children they can not support." Mrs. C. doubts that Miss H. really wants her children. She feels that Miss H. should not have her eight year old daughter because of the men Miss H. has coming and going in the home. She believes that this child was attacked by a man when she was left alone. She does not believe Miss H. will stay in the home and care for her children properly. She has always had trouble with Miss H. and that is the reason why she had her committed to CWD some time back. She believes if she works she would not have time to run the streets. She has never worked since she has been grown. She merely drags the children from place to place. On 3-21-56 there was another conference with CWD who believed that Miss H. has never had a chance to see what she could do if she had financial support. On 3-23-56 the worker and supervisor decided to approve Miss H's. grant for a two week period "with both CWD and PAD watching the situation very closely to determine Miss H's. adequacy as a parent". This was explained carefully to Miss H. on 3-26-56. On 4-19-56 notation is made that the "case is being referred to I.S. so that Miss H's. home will be under surveillance night and day to determine whether she is following through on the advice given." It was planned with CWD to have Miss H's. three children returned to the home with close supervision. Assistance was authorized on a "monthly basis because of Miss H's. promiscuous behavior and evidence of being a weak parent." In June 1956 the case was

transferred to another worker. An entry dated 6-8-56 refers to a referral to I.S. to locate Mr. D., but the request to I.S. does not mention this. On 7-12-56 the Woman's Bureau telephoned to say that Miss H. had left the children alone at 2:00 A.M. Miss H. said she had gone out to find Mr. D. She was told by PAD that another such report would mean referral to CWD. On 9-17-56 I.S. reported no man seen in the home. On 10-3-56 Mr. D. was in the office. He told of living with Miss H. and of their frequent separations. He said their last separation was because Miss H. would go out "and stay until the wee hours of morning." He said he has tried hard to provide a home and has begged Miss H. to change. He said she drinks excessively. He talked about how much he loved Miss H. On 10-4-56 worker told Miss H. of the interview with Mr. D. She said she sees him often as he is fond of the children and comes to see them. He has proved himself to be an irresponsible person who does not care whether the family has food or not when he gambles. "She told the worker a great deal about the underworld, about gambling, homosexuality and prostitution. She wanted worker to know though that she had no part in any of these but that she had lived in the environment of people who indulged in all of them. She talked about her many incarcerations and what her life had been like inside of Woman's Bureau and jails. She said she knew she had many weaknesses but felt she could work them out herself." On 10-15-56 the landlady called to complain about the rent and Miss H's. neglect of the children. On 10-23-56 the Woman's Bureau called to say that Miss H. was placed in jail, charged with being drunk and disorderly. This information was given to CWD and the children were placed in Junior Village. The case was closed in January 1957. CWD felt that Miss H. was not ready to have the children returned to her. Miss H. re-applied 8-14-58, having been referred by CWD. An entry on Form #25-B says Miss H. is employed as a dishwasher at Normandy Farms and will have to give up her employment when the children are returned home. An entry on Form #246, dated 8-21-58, says that Miss H. has an infant born 2-15-58 and that she is again separated from Mr. D. On 8-26-58 referral was made by Intake to I.S. to establish the absence of Mr. D. Miss H. said she has severed her relationship with her undesirable companions and will try to work toward greater responsibility in regard to the care and supervision of her children. Emergency assistance was authorized with the review date set for 9-30-59. There is no record of any attempt since the last application to talk with Mr. D., whose relationship with Miss H. began in 1945 and has continued. His address is given on Form #252-A. I.S. report dated 9-22-58 says: "On 9-22-58 I was advised by Miss Jones, social worker, that we had no authority to investigate this case and that it should not have been referred as Miss H. is not receiving a grant until 10-1-58 and that child care arrangements have been arranged and that Miss H's. children will not be returned to the home until all arrangements have been completed. In view of the above I.S. is closing the investigation." The entry on Form #122, dated 11-5-58 reads: "Request is withdrawn, knew of employment. Children being returned 10-1-58. New request will be sent for information as to whether any man has free access to the home." There is no record of re-referral.

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CASES REFERRED FOR ONE REASON SHOULD BE REFERRED FOR ANOTHER
NO EFFORT MADE BY MOTHER TO LOCATE FATHERS
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #61

Mrs. S. was twenty-three when she applied for assistance in July 1950. (At the time of application she had 2 children. She has had 3 other children since that time.) She said she had separated from her husband six months ago.

Then she said she and her husband had never lived together since their marriage, "because of his failure to find a place for themselves". She is living with her mother and Mr. S. is living with his mother in the same block of O Street. This has continued since their marriage. Mrs. S. had two children at the time of application, one by Mr. S. and the older one by Samuel B., who had disappeared. Mrs. S's. mother said Mrs. S. and the children could remain in the home without paying shelter costs. The worker talked with Mr. S's. mother by telephone and she said she did not know where her son was living. On 2-8-51 Mrs. S. told worker she had given birth to a son on 1-4-51. The father of the child was Henry D. She said he "lives in the home with her mother" and has "several other children in the neighborhood". The worker talked with him by telephone on 1-19-51 regarding support he was giving to another ADC recipient for the support of her two children. He buys milk and clothing for his child by Mrs. S. On 10-17-52 and 7-12-53 Mr. S. was arrested for violation of ABC regulations. On 3-29-54 Mrs. S's. mother telephoned to say she had to give up her home and is living with a friend. On 8-11-54 Mr. and Mrs. S. were in the office. At first he said he would be willing to live with his family. "Mr. S. said he sees his child and Mrs. S. very often and when worker said that Mrs. S. had advised she had not seen him and that she had no idea where he was living, he just looked at her." "After Mr. S. said he would be willing to go back and live with Mrs. S. she spoke up and said, 'you know you have a girlfriend and I have a boyfriend', and they asked the worker if it would be all right if they talked a little bit alone. So the worker left the booth for a few minutes. After I returned to the booth Mrs. S. said she did not wish to go back to live with her husband. We then advised her that there was very little doubt that we could continue giving her assistance since her husband said he would be willing to live with her." She said her boyfriend is Robert H. and that he comes to see her two or three times a week and usually each weekend. Mr. H. called the worker the following day and said in an angry tone that he is not responsible for the support of Mrs. S. and her children and he did not think it was any of our business to inquire as to his circumstances and that he only helps her out when she runs short." Mrs. S. said she expected a job and had found a woman to look after the children. The case was closed. Mrs. S. re-applied 11-15-54 and 11-18-54. These applications were terminated because Mrs. S. was employable. The Notice of Ineligibility, Form #12, dated 11-15-54, contains the following paragraph: "If you should re-apply for assistance it would be necessary for us to have some contact from Mr. Robert H. as to his plans for the family, if any, and some effort would have to be made to try to locate and obtain support from Mr. B. and Mr. D."

On 8-22-58 Mrs. S. re-applied for assistance. She has been working but had to stop because the children have been sick. She said she planned to return to work when her children are well again. Since her case was closed, two more children have been born. She named Robert H. as the father. Referral to I.S. was made by Intake 10-22-58 to locate Mr. S. and Samuel B. An entry on Form #258 - Deprivation of Parental Support - ADC, says there is no continuing relationship with any of the fathers of her children. She gave Robert H's. address. She said she had not seen Mr. B. for several years and did not know his whereabouts. She said she has not seen Mr. S. in three or four years. Mr. D., she said, was under court order to pay for the support of his child. According to longhand notes in the record, dated 11-4-58, she said she did not know where Mr. S. is living except "in the 2000 block of 14th Street, N.W." She said his child visits him and she will give him a card asking him to telephone for an interview. "As to the other fathers, Mrs. S. claims no knowledge of their whereabouts. Mr. H. is now said to be in N.Y.C." It was noted that on 3-29-54 Mrs. S's. mother had said she was forced to give up her home and was living with a friend.

However, her address at the time of this application was given as 936-O Street where she had lived with Mr. S. and had been offered rent free.

The referral by Intake to I.S. was for the location of Mr. S. and Mr. B. There was no referral for the location of Henry D. Robert H's. address is given on Form #258. Referral should have been made to I.S. to determine access. No effort was required by Mrs. S. to have any of the fathers come to the office.

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SHOULD HAVE BEEN REFERRED BECAUSE OF DENUNCIATION,
TO LOCATE FATHERS, AND TO DETERMINE ACCESS
NO REAL EFFORT BY MOTHER TO LOCATE FATHERS
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #55

Mrs. R. applied for assistance in April 1948 for herself and two children. There have been four other pregnancies since she has been receiving assistance. She lived with her mother, Amanda Newman, who was receiving GPA. She worked until she became ill and her mother cared for the children. She returned to work and the application was terminated. She applied again in January 1949 because of pregnancy. She said Laddie B., the father of the expected child, has been helping her. He lives with his wife. She gave Mr. R's. address in Cleveland and said he was contributing through the D.A's. office. She gave Mr. B's. Washington address and assistance was authorized with the understanding that she would contact Mr. B. and have him come to the office. The worker talked with Mrs. N., who was identified as Mrs. R's. grandmother. She described Mrs. R. as irresponsible and unappreciative of the efforts Mrs. N. had made in caring for the children. She described Mr. B. as "no good". The Public Health Nurse said Mrs. N. had "hinted that Mrs. R. was promiscuous". On 2-15-51, when the worker talked with Mrs. R. concerning employment, she said she was expecting a child in April. She named Mr. John S. as the father and was told that we would like to talk with him. She said at the time of this interview that Mr. B. lives now in North Carolina. On 3-5-51 Mr. S. telephoned to say that he would give $10.00 a week. He came in in April to say that he was not working. In an undated entry on Page 13 of the record the worker discussed plans for returning to work and Mrs. R. said she had none. "In discussing the situation of the family, it was to be noted that Mrs. R. participated very little in saying anything and even started reading the newspaper, apparently ignoring worker during the interview.... Worker has attempted to impress upon Mrs. R. that the Agency will not be able to go along with her unless she attempts to show some cooperation and ambition in assisting her total family picture." "Mrs. N. told worker she was very upset at Mrs. R's. history of illegitimate children." She told of friends who used to be kind to her and give her gifts avoiding her because she lived with Mrs. R. and withholding gifts which they felt would benefit Mrs. R. On 3-6-52 Mrs. N. telephoned and worker learned that Mrs. R. had had a miscarriage in February. Mr. S. was responsible. Mrs. R. came to the office on 3-10-52 and was told that assistance could no longer be continued because absence could not be established. Mrs. R. kept the two youngest children with her and the older two remained with Mrs. N., who received ADC for them. Mrs. R. re-applied for assistance in September 1952 saying she was again pregnant by Mr. S. On 10-7-52, "Mrs. R. was advised that we definitely had to see Mr. S. and we left the responsibility to her to secure his cooperation in coming into the office."

On 9-11-53 worker expressed the opinion that Mrs. R. had "made no considerable effort toward locating Mr. S." In an undated entry on Page 29 the worker told Mrs. R. that she would be expected to find employment and care for the children and that the Agency would not go along with her previous type of behavior. On 12-1-55, the landlady telephoned to say that a Mr. James H. was living with Mrs. R. She said that Mrs. R. had requested that Mr. H. be allowed to stay a little longer and she had refused. She said she felt Mrs. R. was going to move in order to continue living with Mr. H. The landlady's statements were discussed with Mrs. R. on 12-5-55 and she denied that Mr. H. was her boyfriend. She said she had not seen Mr. H. but would try and get in touch with him. On 12-14-55 Mr. H. came to the office. He described the landlady as "crazy". He said he had helped Mrs. R. to move and that he had no interest in her. On 12-16-55 referral was made to R.I.U. to locate Mr. B. and Mr. S. I.S. located Mr. B. in South Carolina and Mr. S. in DCGH. On 2-29-56 Mr. S. was seen in DCGH. He said he had not seen Mrs. R. for over two years. "Mr. S. stated that back in 1953, or whenever they were together, he caught her with a fellow. He stated that it surprised him as this was the fellow that she had gone with before. However, he thought they had discontinued their relationship. He stated that as the result, he sometimes wondered if the children were his....Mr. S. stated that he does not see Mrs. R. and does not plan to because of her conduct when they were together." On 5-17-56 a letter was received from Mr. R. in Cleveland, Ohio. He said he had not seen Mrs. R. since 1953 or lived with her since 1942. There is no record that this letter was acknowledged. On 3-26-57 a memorandum was received from the I.S. saying a report had been received that a man was living with Mrs. R. This report was not discussed with Mrs. R. until 5-3-57. "Mrs. R. received this information jubilantly, laughed and said no man did not live in the home with her...." On 12-12-58 a discussion of the ADC policy is recorded. No referral was made to I.S. in spite of the many complaints of Mrs. R's. behavior.

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CASES SHOULD BE RE-REFERRED
NO ACTION AFTER LOCATION

Case #66

Miss T., age twenty-three, applied 11-1-51. The father of her expected child was Charles H. She gave his D.C. address and said that he worked in Baltimore. She said he stopped seeing her when he learned she was pregnant. In January 1953, the case was closed after it was learned that she was again pregnant by Mr. H. Miss T. requested an appeal and in March 1953 it was decided to accept another application. She said she had not seen Mr. H. since December 1952 but that she made a child care plan and was looking for work. The application was terminated when she failed to provide information needed to establish eligibility. She re-applied 3-18-54 saying she was pregnant by Johnny C. She gave his address and social security number. She was told on 3-23-54 that the Agency "would be interested" in talking with Mr. H. as to his plans for his children. She was "informed that the Agency would also have to talk to Mr. C. before any further consideration could be given to her application." In August 1954 she said she wanted help until she could get work. Assistance was authorized on a temporary basis and on 7-29-55 she was told again that Mr. H. and Mr. C. must be seen. On 12-21-55 referral was made to I.S. to establish the presence or absence of Mr. C. and Mr. H. On 12-29-55 I.S. reported they had located both Mr. C. and Mr. H. Mr. C. was advised by I.S. that the social worker would contact him and that Mr. H. would contact the social worker on 2-23-56. Both these men have police records. Entries dated 9-17-58 on Forms 247 and 248 say that Mr. C. was

found Not Guilty of paternity. The record also contains a Voluntary Support Agreement, Form #57, dated February 1959 which could not be read but on which the name appeared to be Thomas S.

The Agency has had no contact with either Mr. H. or Mr. C. in spite of repeated statements to Miss T. that this was necessary. There was no referral to I.S. regarding access.

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CASES WHICH SHOULD BE RE-REFERRED

Case #37

Miss S. applied for assistance 3-22-57. She was twenty-three. She said she had lived with the father of her children, Mr. E., for three years but that he had deserted and left town. She was told by the intake worker that she must make efforts to locate Mr. E. and to support the children. She seemed reluctant to seek employment saying she did not think she could make enough money to support the children and arrange for their care. Referral was made to I.S. by intake 4-29-57 to locate Mr. E. and on 3-18-58 he was found by I.S. to be living in the District of Columbia. The record is not clear as to what action was taken in regard to Mr. E. but there is no record of his having been seen. In July 1957 Mr. E. bought a television set giving his wife's name as that of Miss S. According to a 4-1-59 entry, Miss S. has another television. This record indicates that re-referral should be made to locate Mr. E. and also to determine access.

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SHOULD BE REFERRED TO DETERMINE ACCESS
NO ACTION AFTER LOCATION

Case #53

Mrs. P. has received assistance continuously since 1948. Her husband was drowned in August 1948. He was the father of two of her three children. Three more children have been born since 1948. On 3-6-50 the worker learned that Mrs. P. had given birth to a child on 11-2-49. A visit had been made on 9-4-49 but Mrs. P's. pregnancy was not noticed or at least not mentioned. William H. was the father of this child and of a child born in 1951. The grant continued with no discussion of the need to see Mr. H. nor of Mrs. P's. continued relationship with him. On 6-29-53 the landlord told the Agency that Mrs. P. is planning to be married, that her boyfriend had "hit the numbers". On 7-14-53 Mr. Joe W. was in the office saying that he has no intention of marrying Mrs. P. since he already has a wife. There was no discussion recorded of any continuing relationship. On 1-20-54 a new baby is seen. Mrs. P. named Joseph W. as the father and said she did not tell the Agency because her assistance would be stopped. The worker explained the need to talk to Mr. W. and he came to the office 1-25-54. He said he would support the baby. There was no discussion of a continuing relationship. On 11-21-56 referral was made to I.S. to locate Mr. H. and Mr. W. Mr. W. was located in D.C. Jail in April 1947 and in July 1947 Mr. H. was located in D.C. Although located by I.S., Mr. H. was never seen. Referral should have been made to determine access.

CASES REFERRED FOR ONE REASON
BUT SHOULD HAVE BEEN RE-REFERRED FOR ANOTHER REASON
NO ACTION TAKEN AFTER LOCATED

Case #70

Miss W. received assistance from 1947 until 1951 when an attorney called regarding arrangements to purchase a home by a Mr. T. and Miss W. who gave her name as Dorothy T. The case was closed because need could not be established. She re-applied for assistance 7-24-51. Another child was born in December 1951 and she has received assistance continuously since that time. Mr. T. died in October 1951. In July 1956 it was learned that she was pregnant by Mr. P. She said she had known him for four years and he had visited "as a regular friend for one year." Mr. P. was seen on 10-18-56. He said he had five children and a mother to support. He said he was not intimate with Miss W. at present and did not "intend to have any more transactions with her." Miss W's. mother is also receiving assistance and there is difficulty in verifying shelter costs and living arrangements. Miss W. moved constantly and she and her mother live together and then apart. A man always rents the house for them. Referral to I.S. on 1-25-57 was made by the previous worker to determine resources or roomers and to locate Mr. W. On 8-29-58 Mr. W. was located in D.C. but no action was taken to get in touch with him. The fact that he was located was not mentioned in the dictation. This case should have been re-referred to I.S. to determine access.

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CASES WHICH SHOULD HAVE BEEN RE-REFERRED
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #56

Mrs. R. made two applications in 1954, two in 1955, two in 1956 and one in 1957. Each of these applications were terminated because she had done nothing to get support from her paramour, John W., because Mr. W. was able to work or absence of Mr. W. from the home was not established. When she applied for the eighth time on 2-13-58 she was again pregnant by Mr. W. She said he had not had regular work for several months so she asked him to leave the home. Emergency assistance was authorized. She said she had lived with Mr. W. since 1953 and that he was the father of her two children and the unborn child. She said she and her husband separated in 1953 "because Mr. W. was living in the home and he would not support all of them". Referral was made to I.S. 3-10-58 to determine if Mr. W. had access to the home. On 4-29-58 I.S. reported no sign of a man at the time of visits. However, Mr. W. gave Mrs. R's. address as recently as 2-28-58 when he was arrested for being drunk. I.S. suggested re-referral after three months but this was not done. Eligibility in this case was not clearly established. From Mrs. R's. statements it would appear that either absence does not exist or, if Mr. W. is absent, the separation is one of convenience for assistance purposes. Mrs. R. appeared to be no more eligible at the time of the eighth application than when the previous seven applications were made. Since the case was accepted, re-referral should have been made to determine access.

SHOULD HAVE BEEN RE-REFERRED

Case #3

Mrs. B., age twenty-four, applied for assistance in May 1956. She had four children by four different fathers. Referral to I.S. was made in September 1956 to locate the father of one of the children and to determine access. On 11-20-56 I.S. reported they had located Mr. M. His address and employer were given. The case was closed in April 1957 after Mrs. B. had given false information as to the whereabouts of two of her children. She re-applied 5-2-57. She said she had never lived with any of the fathers of her children, although when one of them was seen on 9-4-56 he said he had lived with Mrs. B. for the past two years. Referral should have been made to I.S. at that time to determine access. Referral was made to determine access. This was done after the paternal grandmother of one of the children had telephoned to say that Mrs. B. was living with a Mr. A., spending nights at his quarters and had a child by him this past summer. On 10-9-58 I.S. reported two men in the home. On 10-28-58 the investigators were admitted by the same man who had opened the door at the time of the previous visit. Mrs. B. cursed violently and threw an object at the investigator. On 2-19-59 I.S. reported that no men were seen in the apartment but that Mrs. B. appears to have a new baby. On 2-2-59 I.S. reported a baby was born 9-16-58 and that the house was rented by Joseph A., whose place of employment showed his address as the same as Mrs. B's. and who claimed a wife and two children for tax purposes.

On 2-20-59 a letter was written to Mrs. B. saying assistance could not be continued until her living arrangements were clarified. She was seen in February and March 1959. At first she denied having had a child and then said she had given the infant away on the hospital steps to a person whose name she did not know.

Form #122, dated 2-25-59, said the grant continued unchanged as Mrs. B. continues to deny the birth of the baby. A check with Payroll Control revealed that the 3-1-59 check was cancelled. This case should have been re-referred for access at the time of re-application in May 1957.

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CASE ILLUSTRATIONS

EXAMPLE OF CASE WHERE REFERRAL TO I. S. WAS JUSTIFIED
NO ACTION TAKEN ON INFORMATION SUPPLIED BY I. S.
ELIGIBILITY QUESTIONED

Case #204

When Mrs. B. applied for assistance on 2-6-51, at the age of twenty, she had one child and was pregnant. She said she only wanted assistance until her child was born and she can return to work. She said she had been separated from Mr. B. for four years. She named Mr. F. as the father of her child and said that Mr. Lloyd T. was the father of her unborn child. The case was closed in December 1951 when Mrs. B. obtained employment. She re-applied in July 1953 saying she was pregnant by Mr. Samuel T., who was the brother of the father of her last child. The application was terminated because Mrs. B. had made no effort to obtain support from the fathers of her children. When she re-applied in November 1953 she was again pregnant by Samuel T. Mrs. B. said she was really not sure who was the father of her oldest child. She went with Mr. F. and then became intimate with Mr. Lloyd T. Mr. Lloyd T. denied paternity and the court upheld this. He admitted paternity of the child born in 1951 and was under court order. He had not paid regularly as he became angry with her when she began a relationship with his brother, Mr. Samuel T. Mrs. B. was told in November and December that it would be necessary for Mr. B., her husband, and Mr. Lloyd T., to contact the Agency. Mr. Lloyd T. telephoned on 2-16-54 to say that he was making the payment ordered by the court but his payments were in arrears. "He doubted paternity to the child saying he had been caught and Mrs. B. did not know who actual father is." He said he is married and lived with his family and that his brother, Mr. Samuel T., is also "happily married". On 12-17-54 Mrs. B. said that she was seven months pregnant. She said that Mr. F. is also the father of this child. "It was decided that Mrs. B. would receive no further assistance until resource in Mr. F., putative father, was cleared and efforts to secure support from Mr. Samuel T. cleared...." Mr. F., father of 2 of Mrs. B's. children, was in the office on 1-21-55. He said his relationship with Mrs. B. was "merely a passing fancy", and that "he considers her as a girl to take to one of the motels or out night clubing." He said he has a family of his own. Later in the interview, he said he has a common-law wife with whom he has been in a close relationship since 1949 and with whom he spends the night whenever he desires. On 4-12-55 Mr. Lloyd T. was in the office. He said he was under court order to pay Mrs. B. $6.00 a week. He said he has a wife and 4 children and that he and his wife had tried to help Mrs. B. in 1953 by keeping the children. He said he and Mrs. B. were friends during school days. He planned at one time to marry her but decided against this because of her relationship with his brother. He said that "she will be intimate with any man that comes along. He states that he knows from her previous behavior that she will have another child next year if she meets another man. He has tried to talk to her about her relationship with so many men but it does not seem to help. He was her regular boyfriend for over four years." On May 18, 1955 Mr. B. was seen. He said he does not feel any responsibility toward Mrs. B., who left him in 1948 because he was unemployed. He is unable to obtain a divorce because of his religion but considers himself separated. He said he is not willing to do anything for Mrs. B. "because of her unfaithfulness and being a person no one can trust". He saw Mrs. B. two weeks ago and there was a boyfriend in the home at that time. He

said another reason he is not willing to help Mrs. B. was because she had her boyfriend forge his name to a loan. He said he had tried to live with Mrs. B. and make a go of it but it seemed to be impossible. He gave his address. In an interview in September 1955, Mrs. B. said she had "no male interests as she is disgusted with men". She said she was not pregnant. On 10-21-55 a report was received from Mrs. B's. landlady that she was pregnant. Mrs. B. was reported to have said that she had denied her pregnancy to her worker and had "decided what she would say when her pregnancy is discovered by her worker". On 10-26 she denied that she was pregnant. On 11-23-55 she admitted her pregnancy and said that Mr. F., whose address she gave, is the father of her expected child. (This is Mrs. B's. third child by Mr. F., who told the Agency on 1-21-55 that his relationship with Mrs. B. was "merely a passing fancy".) On 11-25-55 Mrs. B. and Mr. F. were seen. Mr. F. said he could not support two families. They were informed that no further assistance could be issued. Mrs. B. appealed and a hearing was arranged on 1-5-56. The action of the Agency was sustained. On 12-30-55 referral was made to I.S. to determine if Mr. F. was absent from the home. On 1-5-56 a five page report was received from I.S. saying that the relationship continues. The I.S. report expressed the opinion that Mrs. B. was untruthful but has the ability of creating the impression that she is telling the truth. The case was closed in January 1956. She re-applied in July 1956 for herself and six children. She said that she was evicted and 4 of her children were placed in Junior Village. She has been working and continued to work at the Willard Hotel. On 8-28-56 a telephone call was received from a CWD worker who said that Mrs. B's. case was new to the Agency but had been known to CWD for sometime. Child Welfare Division recommended that the mother give up her work and apply for assistance so that she could make a home for the children. The CWD worker said later that the case had been known to the Agency and the case had been closed "because of policy 7 but that all of this had been taken care of and the mother had gone to court with all of the fathers available and bench warrants had been issued for the rest of them and that her Agency was aware of the circumstances and knew that there was no continuing relationship between the mother and any of the 4 fathers involved." In an interview with Mrs. B. 8-30-56, she said she was not having any relations with the fathers of her children. She talked in length about her church attendance, the teachings of the Holy Bible and her plans "to make a change in her life". The Agency policy concerning absence was discussed and she said she understood it fully. She said she did not want to re-apply for assistance but was told by CWD that she must do this. On 2-1-57 she said "I wish I could place these children somewhere so I wouldn't have to be bothered with them. You just don't know how tiresome it is to have to stay at home with these children all the time and not be able to get out". Mrs. B. mentioned a soldier stationed at Ft. Belvoir in whom she is interested. On 3-3-58 the worker discussed with Mrs. B. a report which had been received that she was pregnant. Agency policy was again discussed and she said she was fully aware of it. She emphatically denied that she was pregnant. On 3-17-58 Form 29 was received saying that Mrs. B. had had an incomplete abortion.

This case was carried by the worker in caseload 223 from September 1958 to February 1959. On 9-22-58 referral was made to I.S. to determine if Mr. B., or any of the fathers, or any men had access. On 10-6-58 a report was received that Mrs. B. may be pregnant and on 11-17-58 I.S. reported that a Mr. K. was found in the home and that Mr. B. came in while the investigators were there. No action was taken on this report. On 4-29-59 a letter was received from Mrs. K. saying that her husband is keeping company with Mrs. B. On 5-12-59 I.S. reported a report had been received that Mr. K. lives in Mrs. B's. home as her paramour. On 5-29-59 re-referral was made to I.S. by the present worker to establish whether

a husband and wife relationship exists between Mrs. B. and Mr. K. and whether he has free access to her home.

* * * *

REFERRAL JUSTIFIED
NO ACTION TAKEN ON I. S. INFORMATION

Case #232

This case was carried by the worker from July 1958 to February 1959. Mrs. R. applied in April 1950 for herself and one child. She said her common-law husband had died in March. She worked as an elevator operator for five years and employment was discussed in 1954 and 1956. In February 1956 she said she had a "steady boyfriend, Francis A." She said he had been her boyfriend for the past three years. In November 1956 Mr. A. said he had stopped seeing Mrs. R. In September 1957 Mrs. R. said she was no longer seeing Mr. A. Referral to I.S. was made in September 1958 to determine access. On 10-17-58 I.S. found Mr. A. in the home. On November 13, 1958 I.S. reported Mrs. R. said she had not seen Mr. A. since 11-3-58. The record shows no discussion with Mrs. R. of I.S. report and no action taken.

* * * *

REFERRAL JUSTIFIED
ELIGIBILITY QUESTIONED

Case #229

Miss P. applied in August 1954 when she was eighteen years of age. Prior to her eighteenth birthday, she had been included in her mother's grant. She had one child and was pregnant. The father of her three year old child was James J. She gave the father of her unborn child as William B., an ATD recipient. In February 1955 she said her relationship with Mr. B. continued and would continue. Her pregnancy was described by her as just "one of those things". In April 1955 Miss P's. mother complained of her neglect of the children. She sometimes stayed out all night and left the baby all day without food. In April 1955 Mr. B. was seen. He also said his relationship with Miss P. was a continuing one. In May 1955 another man, a barber, rented an apartment for Miss P. In January 1956 she said her relationship with Mr. B. continued and she is again pregnant. In February 1956 Mr. B. uses the same expression Miss P. had used in describing her pregnancy - "it was just one of those things". Mr. B. died in July 1956. In September 1956 referral was made to I.S. by the previous worker to locate Mr. J., father of Miss P's. oldest child. I.S. located him and he was interviewed in October 1956. He said he loved Miss P. and wanted to marry her but her mother does not want him to. He said he did not think Miss P. is a decent mother. He said she drinks. He told of seeing her on 4th Street, S.W. at 1:30 A.M. He said he would like to have the children. She told Mr. J. she was planning to be married but she denied this in an interview dated 10-29-56. She had on a "set of wedding rings" which she said came from the Ten Cent Store. She giggled over this. In June 1957 Miss P. was again pregnant, this time by a Carl S. On 8-13-58 referral was made to I.S. because of an anonymous complaint of neglect. I.S. was also asked to identify any man involved and to locate Mr. S. On September 4, 1958 a partial report from I.S. told of serious neglect of the children. They were found alone on 4 night visits. There was no further report

from I.S. in the record and no current dictation.

* * * *

REFERRAL JUSTIFIED

Case #224

Mr. and Mrs. M. applied in January 1958. The application was terminated because Mr. M. was employable. She re-applied in September 1958. Referral was made to I.S. to locate Mr. M. and to ascertain if Mrs. M. is seeing any man other than her husband. This referral was made because of reports that Mrs. M. was having relations with other men. In May, I.S. found a man hiding under the bed and located Mr. M. The check for June 1959 was held.

* * * *

CASE REFERRED WHICH SHOULD NOT HAVE BEEN REFERRED
ELIGIBILITY QUESTIONED

Case #208

According to the entry on Form #246, dated 8-15-58, Mrs. C. said she had been separated from her husband for a year. On 9-8-58 she said she had been assisted by John M. who had advanced $240.00 toward her divorce. She was told that the Agency would have to talk with Mr. M. "since the conversation indicated they were cohabiting"and that she was not eligible because of her continuing relationship with Mr. M. She promised to have Mr. M. get in touch with the Agency but he failed to do this. The grant was authorized and continued in spite of Mrs. C's. admitted relationship with Mr. M. Referral to I.S. was made in November 1958 to locate Mr. C. and to determine access of Mr. M. Referral did not appear to be justified because no effort had been made by Mrs. C. or the Agency to locate Mr. C., and because Mrs. C. had admitted her relationship with Mr. M. Eligibility was questioned for the above reasons and also because there was no medical report to indicate the need for Mrs. C. to stay at home and care for the child she said was not "enjoying good health".

* * * *

CASES WHICH SHOULD HAVE BEEN REFERRED

Case #237

Mrs. S. applied 11-6-52 for herself and two children, saying she was not able to make child-care arrangements. She said she had been divorced from Mr. S. for fourteen years and for the past six years had lived with Mr. C., the father of her youngest child. The father of the older child was dead. She asked for assistance until she could make child-care arrangements. She had worked as a domestic for the past six years. The worker talked with Mr. C. by telephone who said he was fond of Mrs. S. and would be willing for her to return and to continue his relationship with her but he could not get along with her. In August 1954 Mrs. S. was offered a job as head waitress at the Cosmos Club, but could not accept it because she said she had no child-care plan. In January 1957 Mr. C. was again contacted by telephone and said he had no continuing relationship with Mrs. S. In May 1957 a television was seen which Mrs. S. said had been given to her by John P., a casual friend. There is no indication as to how long this record was carried by the worker whose caseload was under study.

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CASES WHICH SHOULD HAVE BEEN REFERRED
CHILD-CARE PLAN SEEMED AVAILABLE

Case #212

Mrs. F., age nineteen, applied in December 1956. Mr. F. was in jail for non-support. She said they had been separated before he was sentenced. Mr. F. was seen in August 1957 and said he planned a divorce from Mrs. F., who left him in June 1955. Mrs. F. had a child by another man. Mrs. F. admitted this and said the father was James M. She gave Mr. M's. address and employer and said his mother was going to take the baby. In August 1957 she said she did not want to take Mr. M. to court. She said she was working evenings for her uncle and her mother was looking after the children. (On January 9, 1957 Mrs. F. had said she had no relatives other than an aunt.) The case was closed in 1957 because Mrs. F. refused to take Mr. M. to court. She re-applied in December 1957 saying she was willing to go to court and was not continuing her relationship with Mr. M. A baby was born on 9-21-58. She said the father was Emanuel D. and she had no idea where he was. Referral was made to I.S. in May 1958 by a previous worker to locate Mr. F. On 12-17-58 Mrs. F. said Mr. F. lives with her mother. On January 6, 1959 referral was made by the subsequent worker to locate Mr. D. Referral should have been made to determine access. There is nothing to indicate how long this case was carried by the worker whose caseload is under study. Child-care arrangement seemed available.

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CASES WHICH SHOULD HAVE BEEN REFERRED
CHILD-CARE PLAN SEEMED AVAILABLE

Case #219

Mrs. J., age twenty-two, pregnant, applied in July 1956 for herself and two children. Mr. J. has not supported and she has been to J.C. The father of the oldest child was George H. In August 1956 Mrs. J's. mother telephoned to say that one of the children was with her and another one with the paternal grandmother. On August 21, 1956 Mrs. J. said she had not seen Mr. J. since July 1956. On August 29, 1956 the landlady told the worker that Mr. J. was living in the apartment with Mrs. J. and that he was there at the time of the worker's last visit but was hiding in the bathroom. On September 4th the landlady said various men and women frequent the apartment and stay until four or five A.M. She thinks they "rent out the bed." Later, Mrs. J. said that Mr. J. was not there but had "been coming to see her almost every day." "She was told we would have to see Mr. J. and that he will have to prove his absence before another check can be issued'." In September and October 1956 the landlord telephoned to say that Mr. J. was in the home. In June 1957 Mr. J. was sentenced to eight years on a narcotics charge - release date March 1963.

This case was carried by the worker whose caseload was reviewed, from June 1958 to February 1959. Referral should have been made to locate the father of the oldest child and, in view of Mrs. J's. past behavior, referral should have been made to determine access.

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CASES WHICH SHOULD HAVE BEEN REFERRED
HUSBAND NOT CONTACTED ALTHOUGH ADDRESS KNOWN
NO EFFORT BY MOTHER TO LOCATE FATHER

Case #241

Mrs. Y., age twenty-one, applied in April 1956. She said Mr. Y. had left the home three days ago. The application was terminated because she had not made sufficient effort to locate him. She re-applied in January 1957 saying Mr. Y. had deserted. He is not the father of either of her children. The father of the oldest child was James M., whose address she gave. The father of the younger child is Robert L., who is believed to be living with his mother. Mrs. Y. failed to keep her appointment and the application was terminated. She re-applied in November 1957. The dictation under date of 1-30-58 says, "Once again 15 or 20 men were lounging in various rooms on the first floor." A 21 inch television was seen which she said her husband had purchased. On 3-24-58 referral was made to I.S. to locate Mr. L. and Mr. M. On 5-13-58 I.S. reported Robert S., a "cousin"in the home. The address he gave proved to be fictitious. The length of time this record was carried by the worker could not be determined. The March 1958 referral was not made by him. Referral should have been made to determine access. It is also noted that no effort was made to locate Mr. Y., whose address was known and Mrs. Y. made no effort to locate him or the fathers of her children.

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CASE WHICH SHOULD HAVE BEEN REFERRED
FATHER NOT SEEN ALTHOUGH ADDRESS KNOWN
CHILD CARE PLAN SEEMS AVAILABLE
ELIGIBILITY QUESTIONED

Case #240

When Miss W. applied for assistance 8-1-57 she had one child and was pregnant. She said she had been employed until July 1957 when her employer moved out of town. According to the information on Form #108 she had done days work from 1953 to 1956, had worked as a maid in a hotel from March 1956 to February 1957 and worked as a nursemaid from March 1957 until July 1957. She said she felt she would need assistance until around November 1957 when her coming baby would be approximately two months old. There is no discussion in the record as to the child-care arrangement she made for her child born in 1954 when previously employed.

Miss W. said that Percy D. was the father of her unborn child. She gave his address and said he was employed at the Soldier's Home. She said Espey T. was the father of Barbara, born in 1954. She gave his address and was referred to J.C. An entry dated 1-22-58 says that Form #241 was received, saying that Mr. T. had not supported within the past year, that the child was beyond the age limit and therefore the case was not accepted. Miss W. was asked to contact Mr. T. and to have him come to the Agency. She was also advised to bring Mr. D. to the Agency. Mr. D. telephoned 4-3-58 making an appointment for 4-5-58 which he did not keep.

On 3-24-58 the worker records: "During the interview I asked Miss W. what she had done to return to work since she indicated at the time of her application she only wanted assistance for such time as to have her baby and then

return to work. She seemed very much taken back by this and it was obvious that she had not considered this at all. I explained to her that we considered employability as a potential resource. She stated that she has felt that perhaps she could make a child-care plan and then go back to work. She was asked to advise me of this."

In an entry dated 7-24-58 it was reported that Mr. D. had said he lived with Miss W. in the NCHA Project. They were both given an appointment for 7-30-58 but Mr. D. failed to come. She was told 7-24-58 that the August check could not be mailed until we talked with them. She was told on 7-30-58 that we need to discuss with Mr. D. plans for their child as well as their plan regarding their relationship. On 8-9-58 Miss W. and Mr. D. were in the office by appointment. He said he was under court order to pay $12.00 a week for the support of his child. The only recorded discussion regarding his relationship with Miss W. is as follows: "No relation with Miss W." The last entry in the record was dated 10-13-58. It was suggested that Miss W. take some action toward seeking employment. "Miss W. stated that she would begin to look for work after she received her li-l check." The worker pointed out that she would be expected to resume work as soon as possible and to work out a child-care plan. "It was further pointed out that living in the Project where there was so many mothers, it should not be hard to get someone to look after the children while she is employed."

The entry dated 10-13-58 says the case was transferred to the worker in C.T. 73.5. There is no dictation since that date. The last authorization is from 12-1-58 to 10-31-59.

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ATTACHMENT C

Information From Registration and Files as to Length of Time Case Carried by Present Worker Prior to February 28, 1959

Length of Time Carried	Caseload #152 Total 74	Caseload #223 Total 41
More Than 4 Years	2	1
More Than 3 Years	2	
More Than 2 Years	10	1
More Than 1 Year	20	1
Eleven Months	3	3
Ten Months	1	3
Nine Months	3	
Eight Months	2	
Seven Months	3	6
Six Months	2	2
Five Months	5	5
Four Months	5	5
Three Months	7	5
Two Months	5	3
One Month	2	4
Less Than One Month	2	
Undetermined		2

March 1959

STUDY
of
FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE
on
INVESTIGATION SERVICE FINDINGS

PART II - What Elements Are Responsible For Frequent Re-referrals of Cases to Investigation Service on Which What Appears to be a Conclusive Finding Has Been Made as a Result of the Original Referral.

At a meeting on February 5, 1959, of the Superintendent, Assistant Superintendent, Statistician, Chief, Investigation Service, and the Standards Specialist, it was decided that Investigation Service would submit a list of the cases which Investigation Service believed should not have been re-referred.

On February 16, 1959 the Chief of the Investigation Service submitted a list of 8 cases selected from the 127 cases re-referred to Investigation Service by the Field staff during July, August and September 1958. Five of these cases were closed and three were active.

Only one case (Case B) was among the 49 cases on which Part I of the study was based. This case was identified in Part I as Case #20 and was cited to illustrate action taken on information supplied by Investigation Service and community complaints.

These 8 cases were read during the last week in February 1959. They were divided by category as follows:

Aid to Dependent Children..... 6
Old Age Assistance..... 1
Aid to the Disabled..... 1

A. Findings on Case Situations and Re-referrals.

1. Elements Responsible for Re-referrals.

From a review of the 8 cases, it appears that the following elements are responsible for re-referrals:

a. Reluctance of staff to make decisions to deny assistance.
b. Vehement denial by recipients of relationships.
c. Care in weighing information received in relation to source and clients' statements.
d. Need for support by I.S. findings before finding client ineligible
e. Conflicting information received.
f. Change in worker.

2. Summary of Findings

a. Investigation Service questioned the re-referral of only 8 of the 127 cases re-referred in July, August and September 1958.
b. The study showed that in 6 cases there was enough information in the I.S. reports or in the case records on which to base a decision.
c. In one case there was sufficient reason for re-referral.
d. In one case acceptance of the case was questioned, but since this was done, Agency policy required re-referral.

B. Case Summaries. See Attachment II - 1

ATTACHMENT II - 1

CASE A - OAA

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because I.S. had furnished enough information on original investigation for social service staff to make a decision.

2. Information in Case Record.

Mrs. C. applied in 1956. She had been living with Mr. G., in what appeared to be a common-law relationship, but said he could not continue keeping her. In January 1958, after a report was received that Mrs. C. had a man and a child living with her, referral was made to I.S. to determine this. On 2-5-58, I.S. reported finding Mr. G. hiding in a closet, and his grandchild in the home. The janitor confirmed the living arrangements. Mr.G. and Mrs. C. both denied that he lived there. Calls were received from Mrs. C's. landlady, Mr. G's. landlady and from the child's mother saying Mr. G. and the child were not in Mrs. C's. home. In his re-referral to I.S. on 9-9-58, the worker says he was informed by neighbors that Mr. G. had returned home, but Mrs. C. said he was in Virginia. On 9-15-58, I.S. reported finding Mr. G. in bed in Mrs. C's. home feigning sleep. The case was closed in October 1958.

3. Elements Responsible for Re-referral.

It appears that the case was re-referred because information was received from three presumably reliable persons that Mr. G. and his grandchild were no longer in the home, after I.S. had found them there, yet neighbors had reported Mr. G. had returned. A change in worker may also have had something to do with re-referral.

4. Findings.

In view of the conflicting information the worker had received from persons presumed to be reliable, re-referral was justified.

CASE B - ADC

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service to make a decision.

b. Reason for re-referral is inconsistent with information previously submitted by I.S.

2. Information in Case Record.

This is the case of a 54 year old woman whose child was born in 1943.

In 1952 she was arrested on a narcotics charge and sentenced to Occoquan. The child was committed to C.W.D. on two occasions. In March 1956 the Judge of the Juvenile Court questioned Miss H's. eligibility for continued assistance. A memorandum, dated 3-29-56, from the Assistant Superintendent to the Deputy Director of Public Welfare describes Miss H. as a "pathetic piece of human wreckage..." who is "apparently not too bright". In 1956 C.W.D. noted report that Miss H. had "reverted to the same pattern of living she had at the time of her arrest on the narcotics charge."

Mr. B., father of Miss H's. child, was seen in 1948 and in 1957. The record does not indicate any continuing relationship. C.W.D. record indicated he was living with another woman.

3. Elements Responsible for Re-referral.

On 3-19-58, referral was made to I.S. to determine if Mr. B. had free access to Miss H's. home. I.S. submitted 5 reports. Many men and also women, were found drinking in the home. The final report dated 4-4-58 notes that in discussion with the supervisor, "it was decided that I.S. should close its investigation, because of conditions found."

On 6-24-58, the case was re-referred to I.S. to determine if Mr. B. has free access to Miss H's. home. In an entry dated 6-4-58, the record says, "Since I.S. was unable to make a determination on our previous referral because of the living arrangements of the home on L Street, the case is being re-referred to the Unit at this time."

In August 1958, I.S. reported numerous visits had been made to the home, that Mr. B. had never been seen, but that on all visits except the last, several men had been seen in the apartment. "These men have all shown signs of extreme intoxication, on the other hand there has not been any indication these men were more than friends or acquaintances who had dropped by to visit and drink."

On Form #122 I.S. noted, "Four men found constantly in home."

3. Elements Responsible for Re-referral.

The elements responsible for re-referral are not clear, since the record showed no indication of a continuing relationship.

4. Findings

Re-referral was not justified, since there is no indication, either in the record or in previous I.S. report, of a continuing relationship with Mr. B.

CASE C - ADC

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because I.S. had furnished enough information on original investigation for the social service staff to make a decision.

2. Information in Case Record.

Mrs. H. applied 5-25-53. She said she could not continue working because she had no child care plan. Mr. H. deserted in North Carolina in 1951. She came to D.C. in 1952. Her father had helped her. On May 4, 1954, M.A.D. reported that Mrs. H. was pregnant. She said Mr. G. was responsible for her pregnancy but changed her story and said Mr. W. was responsible. She said Mr. W. was in Japan. He denied paternity. On 10-5-54, Mrs. H. said she could return to her mother in North Carolina. On 4-9-56 referral was made to I.S. to locate Mr. H. and Mr. W. In 1956 I.S. located Mr. H., husband and father of 3 children, in S.C. Mrs. H. sent him a registered letter but received no reply. No action since 1956 to locate Mr. H. except referral to R.E.S. in 1958, who found not at 1956 address.

3-1-57 - Complaint received from a former recipient about people hanging around the house playing cards. She said a man was involved. On 6-6-57, landlady complained about Mrs. H., saying she should not have help. She said Mr. H. had been in town around Christmas time. Mrs. H. denied this. On 1-20-58, I.S. reported Mr. G. found under the porch. On 2-6-58 I.S. reported Mr. G. in home second time and at the social worker's verbal request, I.S. case was closed. Mrs. H. was told she was no longer eligible for assistance. She wanted to talk with the supervisor and a conference was arranged on 2-21-58 and the case was kept open. She was asked to bring Mr. G. to the office which she did on 2-24-58. He said he was only a casual friend and assumed no responsibility for Mrs. H. or her children. On 7-8-58 another referral was made to I.S. to determine whether Mr. G. lives in the home or whether he or any other man frequents the home. On 7-30-58, I.S. reports Mr. G. in the home conducting himself like the master of the home. Mrs. H. was out and he was caring for the children. The case was closed 8-27-58 because the man was found living in the home. On 10-23-58 Mrs. H. re-applied. She denied a continuing relationship with Mr. G. Her application was accepted and she was told her case would be assigned to the area worker and that it would be necessary that the area worker interview Mr. G. The record says, "No re-referral was made to FIS due to recent report submitted by FIS re Mr. G." This is contrary to Agency policy regarding re-referrals in Manual 303.4 - 3.

No dictation after November 1958.

3. Elements Responsible for Re-referral.

After I.S. had found Mr. G. in the home on two occasions, she denied that he frequents her home and said it was just by coincidence he was found there. It was for this reason re-referral was made to determine again whether Mr. G. lives in the home or whether he or any other man frequents the home.

4. Findings

In view of Mrs. H's. unconvincing explanations, it is believed that I.S. had furnished enough information on which to base a decision.

CASE D - ATD

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service to make a decision.

b. Information in case record.

2. Information in Case Record.

Mrs. H. is blind and an alcoholic. Record of arrest and drinking, under several different names, date back to 1933. She has received assistance almost continuously since 1942. Care at DCV suggested in 1942. Child born 1948 was committed to CWD because Mrs. H. was not capable of providing care. On almost every page of the record there is a change of address. On 4-23-56, two men were seen in the home. On 12-15-56, report received that Mrs. H. was living with a man. On 1-7-57 referral was made to I.S. to determine whether a man lives in the home. January 16, 1957 I.S. reports three men found in home and 2-11-57 two men found. On 2-18-57 worker found two men in home. Mrs. H. admitted having lived with Mr. D. for seven or eight years. Mr. D. was found eligible for assistance until his death 4-3-58. On 6-4-58 worker found a man in Mrs. H's. room, and told her the grant could not continue "unless she moved to a room and board arrangement because she appears to be an easy victim for worthless men to take advantage of her." Room and board arrangements were made by worker with a Mrs. W., who telephoned on 6-5-58 to say she could not allow Mrs. H. to remain because she had too many men friends visiting her. Goodwill Industries had also reported men frequenting the home. August 1, 1958 check cancelled because Mrs. H's. whereabouts were unknown. On 9-17-58, referral was made to I.S. to determine whether there was a man living in the home or having free access. On 9-22-58, I.S. reported finding two men. They and Mrs. H. were drunk. The landlady said one of the men was always there. A large quantity of food was found. The case was closed in September.

3. Elements Responsible for Referral.

The man I.S. found to be living with Mrs. D. in 1957 died in April 1958. This may have been why the case was re-referred. The worker may have referred to substantiate reports received in June 1958 of frequent male visitors, although she herself had found a man in the home.

4. Findings

Re-referral was not justified since the worker had obtained enough information on which to base a decision.

CASE E - ADC

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service staff to make a decision.

b. Information in case record.

2. Information in Case Record.

Miss K. has received assistance continuously since 1952 when the grant was made on a "temporary" basis. She lived with her family, rent free, until 1955 when she moved to NCHA. Reports concerning Miss K's. behavior have come to the Agency since August 1953. The first report of her relationship with Mr. S. was received in May 1956. In August they both said the relationship was being discontinued so that the grant would continue. In November 1956, referral was made to I.S. to determine whether or not Mr. S. or any man was in or visiting the home and to locate Mr. B., father of Miss K's. two oldest children. I.S. located Mr. B. and found Mr. S. in the home. The record is 62 pages in length, composed for the most part of reports concerning Miss K's. behavior, her denials, and page after page of Agency explanation of policy in relation to continued absence. No action was taken and no referral made. Numerous reports were received from the NCHA Manager who reported from time to time that Mr. S. was living in the home. For example, on July 23, 1957, I.S. reported that the Manager of Stanton Dwellings said he had "positive information" that Miss K. is being supported by Mr. S. The Manager also said that Miss K. was writing numbers and that several "persons in the neighborhood act as lookout for Miss K." so that Miss K. can be warned to "clear house". This warning service also extends through the entire Stanton Dwelling area for the benefit of other recipients. Miss K. told NCHA whatever she did was her business. On Page 56 of the case record, (undated), there were reports of illegal activities, writing numbers, sale of liquor, "large parties" and that Mr. S. was in the home. The worker points out that "the reports were not conclusive enough to warrant withholding of assistance." On 9-9-57 NCHA again reported that Miss K. has a paramour. Both Miss K. and Mr. S. again denied any continuing relationship. In spite of Agency policy that complaints are to be referred immediately to I.S., more than 10 months elapsed until 5-7-58 when the case was again referred to I.S. to establish whether Miss K. has resources from illegal activities and whether Mr. S. or any man was residing in the home. On 5-15-58, I.S. reported Mr. S's. car parked in front of the home. On 6-30-58, I.S. reported Mr. S. found in the home. On 7-29-58 I.S. reported Mr. S. in the home on 6-30 and 7-28-58. On 8-26 the case was closed because of Miss K's. continued relationship with Mr. S. Form #11, Notice of Discontinuance, also notes that Mr. S. and Miss K. were married.

3. Elements Responsible for Referral.

The elements responsible for referral were not clear since there appeared to be ample evidence in the record and from I.S. reports that Miss K. was continuing her relationship with Mr. S.

4. Findings

Re-referral was not justified. Reports concerning Miss K's. ineligibility came to the Agency as early as 1953 and have continued. Miss K. seems to have been clearly ineligible for assistance at least since 1956.

CASE F - ADC

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service to make a decision.

b. Application should not have been accepted since landlord is paramour and case was closed previously due to I.S. finding him in home.

2. Information in Case Record.

In old Protective Service record of Miss S's. mother, Miss S. is described by her teacher as "a well-behaved child who is unable to learn anything at school." A note in the case record, dated 1-26-59 says her I.Q. is 53.

Miss S. applied in 1954 because her paramour and the father of her three youngest children had died. Received assistance and continued to live with mother, with whom she had always lived. In 1957 Mr. B. was found in home by I.S. Miss S. said he was her uncle. Said she wanted to move from her mother's home. She was told there was no objection to this. The case was closed in March 1958 because Mr. S. and Mr. W. had access to the home. It was noted that Miss S. describes all men found in her home as "uncles".

3. Elements Responsible for Re-referral.

Miss S. reapplied again in June 1958 and after conference with the supervisor, referral was made to I.S. 7-17-58 to determine whether Mr. S. had access and Miss S's. relationship to him. The referral noted that the apartment was rented in Mr. S's. name. On 8-26-58 I.S. reported the apartment was rented in Mr. S's. name, that he was still paying the rent and terminated the investigation because of the continued access of Mr. S. On 8-12-58, before I.S. report was received, the application was prepared for termination. However, on 8-22-58, Miss S. and Mr. S. were in the office. He denied any relationship to Miss S. On 9-17-58 the case was again submitted for termination, but in supervisory conference 9-29-58, it was decided to ask Miss S. and Mr. S. to come to the office again. There were two failed appointments and the application was finally terminated due to loss of contact.

At the time of Miss S's. last application 12-17-58, she again said the house was rented in the name of an uncle.

4. Findings

Since case was accepted, re-referral was justified on basis of policy covering cases to be referred. However, acceptance of the application is seriously questioned.

CASE G - ADC

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because: I.S. had furnished enough information on original investigation for social service staff to make a decision.

2. Information in Case Record.

Mrs. S. applied for assistance in February 1956. She had three children and was pregnant. She said Mr. S. had deserted, that he was a poor provider and drank. On 5-22-56 the Woman's Bureau's record was read. Mr. S. reported that Mrs. S. had left him periodically and that on several occasions he had found her in bed with a man at the Dunbar Hotel. He asked the Woman's Bureau to take the children. The last recorded Woman's Bureau contact was in October 1955 when both Mr. and Mrs. S. were found at home watching television and Mrs. S. said she had returned and decided not to separate from her husband. In June 1956, the application was terminated because continued absence was not established. Mrs. S. re-applied in November 1956. In January 1957, referral was made to I.S. to locate Mr. S. In October 1957 I.S. reported they had located Mr. S. in Baltimore. A letter was written to him and returned marked "Unknown". In December 1957 a careful explanation of Agency policy is recorded. Mrs. S said she was not participating in such a relationship. On 7-29-58 referral was made to I.S. to determine whether Mrs. S. was participating in a relationship with any man. It was pointed out in the referral that on a recent visit a man was seen who was introduced as a cousin. On 8-11-58, I.S. reported Mrs. S. unclad in an unlighted living room with a man she identified as John L., who ran out the back door. On 8-21-58 I.S. reported that Mrs. S. had said the man found in the home was not John L. but Ralph H. Mrs. S. was pregnant and said that the father of her new baby was Mr. L. Mrs. S. and the man seen at the time of the previous visit were engaging in sexual intercourse at time of I.S. visit. On 8-19-58 pregnancy was discussed. She said a close relationship had existed for six or seven months prior to Mr. L's. disappearance about two months ago. On 8-21-58 Mrs. S. said she could not obtain any information about Mr. L. or Mr. H. She "was advised that the information which she had provided the Agency is not logical and is definitely insufficient grounds for continuing assistance to her and the children." "The client was advised if she is willing a request would be made to our I.S. regarding locating Mr. L. She was told that this would be a 'Rush Referral' and that assistance would continue to be suspended pending the report. At first Mrs. S. did not reply as to whether she was willing or not for this investigation but said that she does not feel that it is necessary for the

Investigators to again come snooping around her house when there is nothing to find." On 8-29 a re-referral was submitted to I.S. to determine whether Mrs. S. is participating in a family relationship with any man and to locate Mr. L. On 9-4-58, Mrs. S. called to know why she had not received her check. It was explained that she would need to bring the father of her expected child to the office and she replied she did not intend to do this. She said it was "O.K." to close the case. On 9-22-58 I.S. reported that Mrs. S. had refused to admit them because she said her case was closed for failure to bring in the man discovered leaving her apartment on 8-7-58. On 10-6-58 the case was closed because continued absence was not established.

3. Elements Responsible for Re-referral.

It appears from the case record re-referral was made because of Mrs. S's. vehement denial in the interview of 8-21-58.

4. Findings.

Re-referral was not justified because I.S. had furnished enough information to justify a decision of ineligibility.

CASE H - ADC

1. Investigation Service Reason for Believing Re-referral Should Not Have Been Made.

Investigation Service believed this case should not have been re-referred because:

a. Investigation Service had furnished enough information on original investigation for social service staff to make a decision.

b. Information in Case Record.

2. Information in Case Record.

When Miss T. applied in May 1957 she was employed as a Nurse's Aide at Doctor's Hospital but said she had no child care plan. She said she lived with Mr. J., father of the two children who were with her, from 1952 until 1954 and irregularly until June 1956. Referral was made to I.S. to locate Mr. J. On 2-19-58, I.S. reported they had located Mr. J. in Miami. Miss T. was referred to RES but the case could not be accepted because paternity had not been adjudicated or established under oath. In March 1958 a report was received from the Resident Manager of the apartment that Mr. P. stays at Miss T's. apartment nights at a time and helps her to buy expensive food. She said Mr. P. and another male tenant have dinner with Miss T. every evening; that Miss T. is cruel to her children and is not a fit mother. On March 28, a referral was made to I.S. to determine Miss T's. relationship with Mr. P., whether she has boarders and whether she is employed. On 4-23-58 I.S. reported finding Mr. P. in Miss T's. apartment. Miss T. said he was her girlfriend's husband but he told I.S. later he did not know why she had said this. On 5-13-58 I.S. reported finding Miss T. in Mr. P's. apartment. On

5-8-58 the I.S. report was discussed with Miss T., who denied any relationship whatsoever with Mr. P. On 5-13-58, Mr. P. telephoned. He also denied any relationship. The record says, "I let him know that assistance would be withheld for Miss T. until he did come in to talk with us." Mr. P. said he did not care whether or not Miss T. received assistance and he did not come to the office. On 5-27-58, it was decided in supervisory conference that the I.S. report did not contain sufficient evidence for a family relationship between Miss T. and Mr. P. Assistance was continued. On June 17, 1958, further reports were received from the Resident Manager, whose attitude showed considerable malice toward Miss T. On 7-30-58 reports were received from another individual that Miss T. had been visiting in the apartment of Mr. P. for the past three nights and that since Miss T. had moved she has been to Mr. P's. apartment every weekend. She said she is cooking for Mr. P. and does not need assistance because Mr. P. is taking care of her. On 8-18-58, re-referral was made to I.S. to ascertain if a family relationship existed with Mr. P. On 9-16-58 Miss T. telephoned to say she is going to work at Doctor's Hospital. "She was quite upset and said she could not continue to live as she had been and be haunted and live like a hermit, not being able to have visitors and being followed wherever she goes....She said Mr. P. is her boyfriend and she has been going with him two or three months...." On 9-26-58 I.S. reported finding Miss T. in Mr. P's. apartment. The case was closed 11-19-58 because Miss T. was employed.

3. Elements Responsible for Re-referral.

The element responsible for re-referral seems to have been the decision at supervisory conference that the I.S. report did not contain sufficient evidence of a family relationship. The animosity of the Resident Manager toward Miss T. may also have been a factor. However, prior to the re-referral on 8-18-58, an additional report had been received.

4. Findings.

A re-referral was not justified on the basis of I.S. reports and other information in the case record.

STUDY
of
FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE
on
INVESTIGATION SERVICE FINDINGS

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF PUBLIC WELFARE
PUBLIC ASSISTANCE DIVISION
February 1959

47-392 O—65——66

OUTLINE

Purpose of the Study

Plan of the Study

Background

Part I - What Elements are Responsible for the Frequent Disagreement in Interpretation of Investigation Service Findings Which Results in Investigation Service Submitting What Appears to Them Conclusive Evidence of Ineligibility, and Social Service Deciding That Assistance Should, Nevertheless, be Continued.

A. Analysis of the 49 Cases in Which Investigation Service Reported Evidence of Access or Provided Other Information and the Assistance Payment was Continued.

1. Reason for Referral

2. Was Referral to I.S. Justified?

3. Was Continued Assistance Justified?

4. Twenty-six Cases Where Investigation Service Reports "Evidence Found" of Access in the Home.

5. Action Taken on Information Provided by Investigation Service

6. Community Complaints

7. Basic Element of Disagreement Related to Policy of Continued Absence

a. Husband Willing to Live With and Support Family.

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8. Information Supplied by Investigation Service Not Always Helpful.

B. Comparison of 29 Cases Submitted by Investigation Service With Findings of Study.

1. Review of Eight Cases Submitted in Which Evidence Appears to Indicate Assistance Should be Discontinued

2. Review of 21 Cases Investigation Service Believes Should Have Been Re-referred.

Outline Cont'd

C. Summary of Findings

D. Attachments

#1 - Report on Investigation Service

#2 - Forms #122 - July, August, September 1958

#3 - Request by Social Worker for Information Relating to the Presence in the Home of Husband, Paramour or Other Person.

#4 - Schedule for Study of ADC Cases in Which Investigation Service Believes to Have Made a Positive Report on "Access" to the Home Yet Assistance was Continued.

#5 - Examples of Difficult Situations and Attitudes With Which the Investigation Service and Social Service Must Work.

#6 - Action Taken by Social Worker on Information Provided by Investigation Service

#7 - Examples of Preferance of Mothers for Assistance Rather Than Support From Husband.

STUDY
of
FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE
on
INVESTIGATION SERVICE FINDINGS

PURPOSE OF THE STUDY

The Investigation Service questioned the continuation of assistance in cases where the investigation revealed what appeared to be conclusive evidence that eligibility no longer existed because of the presence in the home or access to the home of a husband, paramour or other person, yet the social service staff decided that assistance should, nevertheless, be continued. The Investigation Service questioned the failure of the social service to act on the information supplied, and the frequent re-referrals of cases on which information had been supplied previously.

The purpose of the study was to make a detailed analysis and evaluation of a group of cases and to find answers to the following questions:

1. What elements are responsible for the frequent disagreement in interpretation of Investigation Service findings which results in Investigation Service submitting what appears to them conclusive evidence of ineligibility, and social service deciding that assistance should, nevertheless, be continued.

2. What elements are responsible for frequent re-referrals of cases to Investigation Service on which what appears to be a conclusive finding has been made as a result of the original referral.

3. What elements are responsible for the wide variation in the number of referrals between workers or between units.

It is expected that the results of the study will be used as a basis for a review of the policies relating to the use of the Investigation Service, referral procedures, and clarification of division of responsibility for investigations between Investigation Service and social service. 1/

PLAN OF THE STUDY

The questions raised by Investigation Service and the proposed study were discussed in conference on October 27, 1958, attended by the Superintendent, Assistant Superintendent, District Supervisors, Statistician, Chief, Investigation Service, and Standards Specialist.

There was discussion as to questions which might be answered by the study, including the following:

1. Why was the case referred to Investigation Service?

1/ Informational Bulletin #24-58, dated October 29, 1958.

2. Was the referral justified?

   a. What attempt did the social worker make to obtain information before referral?

   b. Could action have been taken on the basis of information already available?

3. Should re-referral have been made?

4. What were Investigation Service's findings?

5. What action did social service take on the Investigation Service report, and when?

6. Were the findings as conclusive as Investigation Service believed them to be?

The question as to what elements are responsible for the wide variation in the number of referrals between workers, units and districts was also discussed. It was decided that this question could be answered only by a study of each caseload, and would not be a part of this phase of the study.

The following decisions were made:

1. The study would not be limited to cases on which Investigation Service had raised question, but, to give proper prospective, would include statistics on all cases referred during a specified period.

2. The basis of the study would be Form #122, "Report of Investigation Service", for the months of July, August and September 1958. See Attachment No. 1.

   Form #122, "Report of Investigation" serves as the basis for continuing study and evaluation of Investigation Service. Page one is completed by Investigation Service and attached to the Investigator's written report to the social worker. The form shows the information requested by the social worker and the information furnished by Investigation Service. It also shows other information developed by Investigation Service. For example - Investigation Service is requested to determine if a paramour, John Smith, has access to the home. If John Smith is found in the home, a check is entered under "Evidence Found". However, if Robert Brown, father of the client's expected child, is found living in the home, a check would be placed under "No Evidence" as to John Smith's access, but the information as to Robert Brown's presence in the home would be entered by Investigation Service under Item #11 - F. Entry would be made in the same manner if the client were found to be employed full time. After the social worker acts on the Investigation Service report, or in any event within sixty

days from receipt of the report, he completes Page two showing action taken and returns the form to Investigation Service. The form is signed by both the worker and the unit supervisor. The forms are submitted quarterly by Investigation Service to Research and Statistics for tabulation.

3. A detailed study of case records would be made in cases where Investigation Service believes a positive report has been made on "access", yet assistance is continued.

4. A schedule would be developed and the cases read against this schedule.

5. Findings of the study, unrelated to Investigation Service, would be submitted to the Agency for consideration and appropriate action.

The cases were read during November and December 1958 and a first draft of the study prepared during January and submitted January 22, 1959.

On February 5, 1959 there was a second meeting with the Superintendent, Assistant Superintendent, Statistician, Chief, Investigation Service, and Standards Specialist. Comments on the draft submitted by the Superintendent on January 28, 1959 were discussed.

It was decided that the study would consist of three parts related to the purpose of the study.

Part I - What elements are responsible for the frequent disagreement in interpretation of Investigation Service findings which results in Investigation Service submitting what appears to them conclusive evidence of ineligibility, and social service deciding that assistance should, nevertheless, be continued.

It was agreed on February 5, 1959 that Investigation Service would submit a list of cases where it was believed conclusive evidence of ineligibility had been submitted.

Part II - What elements are responsible for frequent re-referrals of cases to Investigation Service on which what appears to be a conclusive finding has been made as a result of the original referral.

It was agreed on February 5, 1959 that Investigation Service would submit a list of cases which they believed should not have been re-referred.

Part III - What elements are responsible for the wide variation in the number of referrals between workers or between units.

Part I is to be completed first.

Part II is to be completed when the list of cases submitted by Investigation Service has been studied.

Part III is to be completed at a later date, when plans can be made for a study of Aid to Dependent Children caseloads.

BACKGROUND

The Investigation Service was established in October 1955 as the result of a recommendation by the Inter-Departmental Committee for the Enforcement of the Non-support Laws for the District of Columbia. This Committee recommended the establishment in the Public Assistance Division of a specialized unit of trained investigators for the purpose of determining eligibility of applicants who request assistance because of the absence of a parent. The unit was to concentrate on locating absent parents. Less than a year later, in July 1956, after operating on this limited basis, it was decided that the services of the investigators were also needed urgently in establishing other factors of eligibility. In December 1957, the types of cases to be referred were reconsidered and redefined. Currently, the following situations are to be referred:

Cases to be Referred -

1. Clarification of bank accounts, postal savings accounts, and building and loan accounts, stocks or bonds, civil service, railroad and other types of retirement, disability and veteran's benefits, workman's compensation, inheritances, accident claims, small businesses, vehicles including taxicabs, licenses, ownership, and income.

2. Any case (ADC, GPA, AB, ATD, OAA) in which there is reason to believe that client is not eligible for assistance or that there are factors in the case affecting eligibility which can not be proved by the social worker.

3. A person who reapplies for public assistance whose case had previously been closed and assistance terminated due to misrepresentation or fraud by the applicant, location of husband or other man in the home, or concealed resources. This type of case should be marked "Rush".

4. Any ADC case in which the client claims that a mother, husband or father of her or his child or children included in the grant is missing, any case in which a relative or spouse is missing whose location will benefit PAD.

   A person is considered "missing" if:

   a. Presumed to be in D.C., exact address or place of employment unknown;

   b. Presumed to be outside of D.C., exact address or place of employment unknown;

   c. Presumed to be deceased, no proof available.

   A person is considered "not missing" if:

   a. Social worker knows exact home address or place of employment;

b. Currently paying under Court Order or court agreement.

5. Any active ADC case in which the recipient becomes pregnant and the father is alledgedly absent from the home.

6. Any case in which it appears that the recipient is living in a manner, or has use of material possessions, which does not appear compatible with the known resources of the family, and which the social worker has been unable to prove or disprove, such as concealed income, employment, illegal activity, etc.

7. Any case in which the social worker has reasonable suspicion that the man involved - either the husband, father of one or more of the children, or some other male person - is present in the home or has free access to the home, if the social worker has been unable to obtain sufficient evidence to arrive at a reasonable conclusion as to presence or absence.

8. Any complaint or denunciation - anonymous or otherwise - of a man living in, or having free access to, the home of a recipient, is to be referred Immediately for investigation of the validity of such a complaint. The social worker will not discuss the complaint or denunciation with the recipient prior to the first visit by the investigator. Experience has proved that this procedure is required to protect the best interests of PAD.

9. Any complaint or denunciation concerning other factors of eligibility after the social worker has been unable to prove or disprove the assertion and feels Investigation Service can provide the proof more expeditiously.

10. All cases except OAA and AB in which the landlord lives in the same premises as recipient, or recipient's home is rented in another person's name, unless the landlord is a relative of the recipient or is a recipient.

11. All cases except OAA and AB in which the recipient shares the rent of a home or an apartment with another family, who are not relatives or recipients, and has lived with the same family at a previous address.

12. Any case in which the recipient has a roomer of the opposite sex.

13. An active or closed case when there is a Hearing pending, and the social worker needs additional information for the hearing.

Cases not to be Referred -

1. To determine only the home address of persons who are "not missing". These include situations where:

   a. The social worker knows person's exact home address or place of employment.

   b. The person is currently paying under court order or court agreement

(Father who is and has been supporting regularly through Court Order, but has otherwise been completely out of touch with the children and their mother.)

c. Paternity proceeding against putative father was dismissed by Court, even though client still asserts he is the father.

2. To determine home address of paramours or suspected paramours who are neither fathers of ADC children nor financially responsible for support in other categories.

3. To locate a father previously located when it has been determined that he is a derelict, or permanently incapacitated, has never supported himself, much less anybody else, and that any interest on his part in the children or their mother would be distinctly undesirable.

Action on cases does not originate with the Investigation Service. Investigation is made only on cases referred by the social service staff. The responsibility of the Investigation Service is confined to fact-finding and reporting the results of investigations. The social service staff is responsible for deciding which cases are to be referred, requesting specific information, evaluating the findings reported by Investigation Service, determining the effect of the findings on the original or continuing eligibility, and for taking action required by Agency policy.

As Investigation Service reviewed the entries made on Form No. 122 by the social service staff as to action taken on information supplied, it was found that the action taken did not appear to be consistent with Agency policy. It was this concern, expressed by Investigation Service, which lead to the study.

PART I - What Elements are Responsible for the Frequent Disagreement in Interpretation of Investigation Service Findings Which Results in Investigation Service Submitting What Appears to Them Conclusive Evidence of Ineligibility, and Social Service Deciding That Assistance Should, Nevertheless, be Continued.

As a means of finding answers to this question, a total of 531 Forms No. 122 for the months of July, August and September 1958 were reviewed. One hundred and seventy-two of these represented requests for the location of a husband, paramour or other person. Twenty-nine were requests for information on resources or other information. Three hundred and thirty requested information as to the presence in the home of a husband, paramour or other person. See Attachment #2.

A summary statistical report only was made for the cases where information was requested as to "location" or "resources".

A review was made of the 330 cases where I.S. was requested to provide information as to the presence in the home of a husband, paramour or other person. See Attachment #3.

A summary statistical report only was made for the following cases:

1. Investigation Service reports evidence of "access", and the application was held pending or denied, or the case closed.

2. Investigation Service reports no evidence found.

3. Cases withdrawn by the social worker or withdrawn from the study by I.S.

4. Cases in categories other than ADC.

Of the 330 cases requesting information as to presence in the home, I.S. reported "no evidence found" in 133 of the cases. One hundred and sixteen cases were closed or the application denied prior to the study. Of these, 17 of the applications terminated and 36 of the 65 cases closed, or a total of 53, were in relation to the eligibility factor of absence.

Eighty-one cases were not closed. Of these 81 cases not closed, I.W. reported evidence found in 45. In 27 cases no evidence was found on the specific reasons for referral, but other information was submitted which I.S. believed would have a bearing on the case situation. This information was supplied on Form No. 122 by an entry in red under Item II - F - "Incidental Information Developed by I.S.". Cases withdrawn by I.S. or by the social worker were eliminated. Cases in categories other than ADC were also eliminated. This brought the total of cases included in the study to 49.

A detailed analysis was made of the 49 cases in which I.S. reported evidence found of access to the home or which no evidence was found on the specific reason for referral but other information was submitted by I.S. and the assistance payment continued. From the point of view of the Agency, there was no need to distinguish between these two groups of cases in the study.

A schedule was developed, with the assistance of the Statistician, and the 49 cases read against this schedule. See Attachment #4.

To complete the schedules, it was necessary to read each case carefully and completely. Without this complete reading, the questions on the schedule could not be answered, particularly those as to whether referral to I.S. was justified and whether the continuation of assistance was justified.

A. Analysis of the 49 Cases in Which I.S. Reported Evidence of Access or Provided Other Information and the Assistance Payment was Continued.

1. Reason for Referral

The 49 cases showed a variety of reasons for referral. In 13 cases referral was made for the purpose of obtaining new information. Fourteen cases were referred to request I.S. to confirm absence or presence where not clearly shown. Two cases were referred to confirm absence or presence when this was clearly shown in the case record. Two cases were referred to request I.S. to investigate the

current situation where the cases had been closed previously because absence was not established. In 15 cases, I.S. was asked to investigate the current situation in cases where previous I.S. report or the case record indicated the man has access to the home. Two cases were referred for a combination of reasons, and one referral was made to locate the man named as the father of a child and to determine whether he, or any man, had access to the home.

2. Was Referral to Investigation Service Justified?

In 33 of the 49 cases, the study showed that the social worker was justified in referring the case to I.S. In 16 the referral was not justified. In 13 of the 16 cases, there appeared to be adequate information in the case record on which to base a decision as to ineligibility. In one case the man was mentally incapacitated and was, therefore, no resource; in one case a follow-up on a previous I.S. report would have shown continued absence; and in one case the reason for referral was not clear.

Case #44 is an example of situations where referral to I.S. was not justified because there was adequate information in the case record on which action could be taken.

When Miss S. applied for assistance in September 1952, she was described as "meek and retiring". She had two children and was pregnant by Mr. H., who had brought her to the District of Columbia, and who was seen in February 1953. He seemed unconcerned and the worker notes that he "apparently only came to see me in order to keep his troubles regarding the situation at a minimum." Miss S. said in 1954 she did not know where he was. On 7-20-55, the worker found a report showing that Miss S. had given birth to a child on February 4, 1955. She said at first she had given the child away, then became confused and said she still had the child, whose father was Mr. P. When interviewed on 7-26-55, Mr. P. doubted he was the father, and said Miss S. had relations with and received money from other men. On 12-27-55, Mr. P. said Miss S. had "ordered him not to come there any more". He thought this was because she was interested in another man whom he thought lived with her. On 1-23-56, Mr. P. told of seeing a man there three or four times, and at 5:00 A.M. In April "a very fancy two-wheel bicycle, tricycle and other expensive toys" were noted. Miss S's. aunt said Mr. H. stops by in the evening to see the children. On 9-17-58, Miss S. said Mr. H. usually comes on Sundays. Miss S. was described as "very arrogant and refused to give information very readily to worker".

Another example is Case #24 in which a follow-up of previous I.S. reports would have shown continued absence did not exist.

3. Was Continued Assistance Justified?

Of the 49 cases reviewed, it was found that the continuation of assistance was justified in 21 cases and not justified in 28 cases. In 18 of these 28 cases, the I.S. reported "No evidence found", on the specific reasons for referral, but other information was submitted. These cases included some of the most flagrant examples of situations where it was found the continuation of assistance was not justified.

The finding that the continuation of assistance was or was not justified was based in many instances on information contained in the case record rather than on I.S. findings.

In Case #1, for example, there had been no real investigation of eligibility. The Agency policy regarding the requirement that the fathers of the children be interviewed when possible was ignored. The application for assistance in 1953 was terminated because Mrs. A. had not made any effort to get support from the fathers of her children. Yet, when she applied in 1958, EA was authorized and the grant continued without any substantial effort to talk with either the two fathers or with Mrs. A's. husband. The following entry is made on Form No. 258 - "Deprived of Parental Support - ADC", in regard to an attempt to reach one father by telephone: "I was told that he lives at this address, works at night and sleeps during the day. Hence he did not wish to be disturbed." There is no record of any attempt to "disturb" him. There is repeated reference to Mrs. A's. confusion and to conflicting information given by her. She was referred under one name and the case carried under another. This was never cleared nor her marriage verified. Although "It appears Mrs. A. could not even remember half the time what she says", and "gave repeated conflicting information", her statement that the man found in the home by I.S. is "a mere friend who lives in a different apartment", is accepted without verification.

In Case #11, I.S. reports "No evidence found", as to the specific request by the social worker, with the following incidental information added:- "May be pregnant". In the space under "Action and Results on I.S. Report", the worker entered "No action taken: Form #29 was returned indicating no pregnancy". However, the record contains convincing evidence that continued absence was not established from the time of application in 1956. On 5-7-58 the record says: "Worker was admitted and was told by one of the children that his daddy was at home". The worker saw a man in bed, whom Miss D. said "was only a fellow she had asked to spend the night with her because she had been annoyed by men looking for the girls who lived in the apartment before her." Miss D. refused to let the worker speak with the man or to give his last name. "Worker also wondered if the man in the home

was willing to support the family and he answered in a loud voice from the bedroom that he would. Miss D. stated that she knows he would not and wondered if worker could overlook what she had seen, that is, the man in the bedroom.... Miss D. was told that Agency would grant one more check in an attempt to help her plan for her family, however, we would have to talk with her and the man in the home before it could be clearly planned." On 5-12-58, Miss D. told worker Mr. J. had returned to his home in Virginia. The worker recommended that assistance be terminated and the case closed. However, the case was not closed. During June, July and August Miss D. kept calling the Agency, and a telephone call was received from Mr. J. who would not come to the office. "Mr. J. said that he was interested in Miss D's family receiving assistance, but he has nothing to do with her family and what PAD will do for them". Assistance was not granted during June, July and August according to Payroll Control. On 8-8-58, Miss D. talked with the supervisor and gave Mr. J's. address. "She was told that assistance would continue if it can be verified that he lives at this address." I.S. reported on 9-9-58 that Mr. J's. address had been verified. Assistance was authorized and has continued.

In Case #13, I.S. reports on Form No. 122 "No evidence found" and I.S. reports gave no evidence of "access".

The record revealed at least 4 pregnancies by one man. No record was found of discussion of absence policy. No effort was made to communicate with the father, although both address and name of employer were known.

In most instances the decision that worker was not justified in withholding assistance without further follow-up could not be made with confidence. The decision was made in recognition of the problems for the Agency, particularly in situations where the woman's relationships were casual ones, with many different men most of whom seemed to feel no responsibility for the woman or for their children.

An illustration is Case #4. Mrs. B. was born in 1932. At least six different men are the fathers of her ten children. Five of these children are with Mrs. B., two are with an aunt who is receiving assistance, two are with Mrs. B's. mother who received assistance over a long period and one is with another aunt. When Mrs. B's. promiscuous behavior was discussed, she was described as "nonchalant and passive". On 2-21-56, Mrs. B. claimed not to know the whereabouts of the fathers of her children, including Mr. L., the father of Marjorie. A review of the case of the aunt with whom Marjorie is living, (Case #15, also included in the study) showed that Marjorie's father, Mr. L., has had frequent contacts with the Agency. He came to the office of his own volition in April 1958. He came because he was aroused about the care Marjorie was

receiving in her aunt's home. He said the home was no place for any young child because men were lounging around all the time and several had already made advances to Marjorie. He said Mrs. B. had always known where he was. He said that when Mrs. B. became pregnant with Marjorie they had planned to marry and he and Mrs. B. had arranged for her to do some baby-sitting. Mr. L. said Mrs. B's. mother and her aunt "had been strongly against this, saying they did not want Mrs. B. to work, they never had, but had been on assistance all their lives and they thought this was the best place for D. too." According to the record, not only Mrs. B's. mother but her grandmother had received assistance. Mr. L. aroused considerable community interest in this situation and a joint Agency conference was held on 7-25-58, including the Public Health Nurse and representatives of the C.W.D., Woman's Bureau and PAD. Referral was made to I.S. on 6-20-58 to determine whether a family relationship existed between Mrs. B. and Mr. J. or anyone else and to determine whether Mr. J. or any other man has access to the client's home. Mr. J. is the father of Mrs. B's. youngest child. In July 1958, I.S. reported that Mrs. B. was dressed up and preparing to go out with Mr. J. who was waiting for her. Mr. J. accosted the investigators, became noisily belligerent and was arrested for disorderly conduct. The referral to I.S. states, "She does not seem to have any concept of right and wrong and the case record indicates incest in the entire family." This case was referred to a higher supervisory level for a decision as to what action the Agency should take in dealing with this situation. It is <u>for this reason only</u> that the continuing assistance was justified. It is noted with concern that Mrs. B's. case and that of her sister continue to be handled by different workers, the worker handling Mrs. B's. case being unaware of the continuing Agency contact with the father of one of Mrs. B's. children living in the home of an aunt. See also Case #26, cited under Section B.

The decision that the worker was not justified in withholding assistance was also made in recognition of the problems and attitudes with which both the social worker and I.S. must work. The records contain copious evidence of evasion, deception, fabrication and falsification. For examples of difficult situations and attitudes, see Attachment #5.

4. <u>Twenty-six Cases Where I.S. Reports "Evidence Found" of Access in the Home</u>.

It was found that the continuation of assistance was not justified in 12 of these cases. In 14, it was believed that the continuation of assistance was justified. In 12 cases, continued absence was not clearly established, but the worker was not justified in withholding

assistance without further follow-up. In only 2 cases was it believed that the continued assistance was justified without further follow-up.

In one of these two cases, #38, Mr. N. told the worker on 8-13-58 that "his wife refused to take him back because she could get more from PAD." The entry on Form #122 shows "Family given 3 months (October, November and December) for Mr. N. to find employment."

In the other case, #34, the notation on Form #122 says, "Assistance continued because Mr. L. was committed to the hospital for observation." The record shows that Mr. L. was a patient at a New York mental hospital in 1939 and at St. Elizabeth's in 1953. No medical or psychiatric reports were found in the record and Mr. L. has never been seen.

5. Action Taken on Information Provided by Investigation Service

The fact that 116 applications were terminated and cases closed prior to the study would indicate that the social worker took prompt action on information supplied by I.S.

In 24 of the 49 cases studied, the record showed that the I.S. report was discussed with the recipient. In 13 cases no action is recorded in the case record. However, in 3 of these 13 cases, the entry on Form #122 indicates there was discussion, although the discussion was not recorded. In 7 cases, no action was required. See Attachment #6.

A few instances were found where the I.S. report is misquoted.

In Case #22, an entry is made on 6-11-58, "Interim Report From I.S. that absence has been established". The I.S. report did not say this.

In Case #44, Mrs. S. had been untruthful and unreliable in her relations with the Agency since her application in 1952. In May 1958, I.S. was asked to visit the home after 10:00 P.M. to learn who was frequenting the home. The investigation was inadequate and visits were not made as requested. The entry by the social worker on Form #122 says: "Report shows no man in the home or frequenting the home. Grant continues." The I.S. report does not show this.

In other instances both Agency policy and I.S. reports are ignored.

In Case #42, referral was made to I.S. to determine the absence of Mr. S. from the home and to locate 2 fathers. No effort was made to locate Mr. S., either by the worker or by request to I.S., although his address and place of past employment are recorded. Investigation Service located both fathers in S.C., but the social worker made

no attempt to communicate with them. Investigation Service reported that Mrs. S. was pregnant and found another man in the home. The following entry is made on Form #122, "Mrs. S. admits being pregnant and it has been confirmed by medical report. Since man in home was determined to be living at another address, which was verified, there is nothing we would question in this case and the grant continues." The review date is 7-31-59.

The following cases are other examples of situations where questionable use is made of information supplied by I.S.

In Case #46, when Mrs. W. reapplied for assistance in July 1958, she said she had a friend, Mr. C. Referral was made to I.S. to determine if Mrs. W's. husband or Mr. C. had access to the home. (Mr. W. had said, when Mrs. W. previously received assistance, that he would like to live with his family.) Mr. C. was found in the home on 2 occasions in August and September. The following entry, dated 10-24-58, is made on Form #122. "Assistance is being continued pending an interview with Mrs. W. and Mr. C. and also verification of Mr. C's. actual residence at the Dunbar Hotel...."

In Case #3, I.S. furnished the address of the husband, but no effort was made to communicate with him.

In Case #24, the recorded entry, dated 8-25-58, says: "Worker told Mrs. G. that if the report indicated that Mr. P. was in the home, her assistance would be discontinued as there was no continued absence." Investigation Service report showed that Mr. P. was in the home, but the grant was continued.

Case #20 was closed in 1952 because Miss H. was arrested on a narcotics charge and engaged in an unlawful business. She applied again in 1955 after her release from Occoquan. In March and June 1958, referrals were made to I.S. to determine if Mr. B. had free access to the home. The record contains a newspaper clipping dated 3-22-56, where the Judge of the Juvenile Court questions Miss B's. eligibility for assistance.

The following reports were received from I.S.:

4-2-58 - Four men found in home at 10:00 A.M. Sunday

4-3-58 - Two men found in home at 9:05 P.M.

4-4-58 - Two men and one woman found drinking at 9:45 P.M.

4-4-58 - An undetermined number of men and women found at 2:00 P.M.

8-19-58 -Four men found at 7:45 P.M. - "All showed signs of extreme intoxication."

I.S. noted on Form #122 "Four men found constantly in home."

The following entry is made in the case record:-

"9-10-58 - a final report was received from I.S. dated 8-19-58 indicates that Mr. B. does not have free access to the home; however, several men were found in the home on several visits except the last. This appears that Miss H. is trying to improve her mode of living...." The following entry is made on Form #122 - "No action taken because I.S. report did not indicate Miss H. has a man living in the home or having free access."

6. Community Complaints.

In a number of cases complaints were received as to the behavior of recipients. With few exceptions, these complaints were made by responsible members of the community. There were frequent complaints by fathers concerning care given to children by their mothers.

Procedures require the immediate referral to I.S. of "complaints and denunciations" of a man living in, or having free access to, the home of a recipient. Referral is also required of "complaints and denumciations concerning other factors of eligibility after the social worker has been unable to prove or disprove the assertion, and feels I.S. can provide the proof more expeditiously."

In only one case was it found that immediate referral was made to I.S.

Case #22. In September 1958 an "informer" reported that Mrs. H's. behavior was "a disgrace to the neighborhood."

Case #23. In April 1958 the landlord criticized the Agency for granting assistance. He said Mrs. H. knew where her husband was, that men frequented the home, Mrs. H. neglected the children, was employed and that she was pregnant by a Mr. W. Immediate referral was made to I.S. to determine whether Mrs. H. was having relations with Mr. W. or any other man and if she was working. Investigation Service reported no employment or access.

Case #39. An annonymous letter was sent to the Director of Public Welfare complaining that Mrs. P. drinks, lives with a Mr. H. who spends the PAD grant and beats the children.

Case #6. The Parole Officer reported in 1943 that he did not think conditions in the home were all they should be, and mentioned the number of men in and entering the home. In 1944 a neighbor complained that Mrs. B. and her company came into the yard only half clad. There were three reports from neighbors complaining of Mrs. B's. conduct and conditions in her home. These reports said she kept a disorderly house, gave improper care to the children, was working, had a telephone, and kept the

house filled with men every night. These letters were not of a malicious nature but pleaded with the Agency to "see to this woman". The writer of one of the letters suggested contacting property owners in the neighborhood for information but the record does not show that this was done. The most recent complaint was a letter received in August 1958 describing Mrs. B. as a "menace", and told of her drinking, having men living with her and of her having "drank so much wine and stuff until she is not herself any more". The writer of the letter suggested that the taxpayer's money could be put to better use. Referral to I.S. was not made until September 1958.

Case #20. Mrs. Hayes of Fides House reported drinking, foul language, and abuse of the children. Referral to CWD was suggested.

Case #14. Mrs. E. was evicted by NCHA because she had been a problem and a disturbance over a period of years.

Case #17. The Agency received complaints from responsible individuals concerning "wild parties, cursing and cavorting in public, a man living in the home, etc."

Case #49. Mrs. W's. mother complained about her "running the streets and making no plans for the children's care." She was evicted from the Dunbar Hotel because of her behavior.

Case #18. The landlord reported that Miss G. left her children for periods as long as one week.

7. Basic Element of Disagreement Related to Policy of Continued Absence.

The basic element responsible for disagreement between findings by I.S. and actions by the social worker was found to be in relation to the Agency policy of continued absence.

The Agency recognizes that the eligibility factor of continued absence is most complex and difficult. A great deal of staff thought and time was invested in the development of the section of the Manual relating to continued absence, which reads in part as follows:

"Continued absence does not exist solely because the parent rents or has living quarters available at another address or is supporting by court order. If the parents are engaging in a marital relationship and the man has free access to the home, then that man is not to be considered as 'absent from the home'.

"Continued absence is not established when, in the judgment of the Agency, a man or woman who have lived together

make separate living arrangements for the purpose of establishing eligibility for assistance.

"Only in situations where strong, convincing evidence is submitted that a parent is no longer in the home and has discontinued his relationship, shall the factor of continued absence be established. The burden of proof rests with the applicant and must be substantiated, if possible, by statements of other persons in a position to know the facts and by any other available evidence.

"There must be proof that a parent is absent from the home; there must be evidence that the absence is 'continued' and that the child is deprived of support or care because of this absence. Absence from the home is recognized as being 'continued' when reliable evidence shows that the absence has a degree of permanency in contrast to a temporary absence. There must be a logical and responsible account as to the severing of the relationship, the reason for its being broken, and the time at which the relationship ceased." - - - - -

"When a parent or other relative applies for ADC, it must be understood that specific circumstances relating to deprivation of parental support must be verified, regardless of where the father is living. The applicant needs to understand and accept the fact that no parent is ever relieved of his legal responsibility in relation to his children, regardless of his feeling toward the children or their mother. It should be explained that both parents have a part in the application, if this is possible, and participate in plans for the children. It should be explained that the absent parent will be interviewed unless it is obviously impossible or inappropriate to do so. The purpose of this interview with the father is to give him an opportunity to tell his side of the story, to express his interest in and plans for his children, to provide verified information as to his income and to decide what action he wishes to take regarding support.

"If the mother or other relative applying indicates that the absent parent is not interested in taking part in planning for the child, or that it would be inadvisable or impossible for him to do so, the Agency requires the person applying to produce some evidence of this fact."- - - - - - - - - - - -

"The applicant is responsible for supplying information concerning the absent parent, and for making every effort in good faith to locate him and to have him take a responsible part in the application. If the applicant refuses to supply information concerning the absent parent, and to make efforts to locate him, eligibility can not be established.

"The requirement of seeking support from the absent parent must be met continuously and shall be a part of every re-consideration and review." - - - - - - - - -

"The eligibility factor of continuous absence is established by the mother's statement and corroborating evidence. The most satisfactory corroboration or supporting evidence is to have knowledge of the whereabouts of the father who is absent and to find out by talking with him his version of the nature of the existing relationship between the parents and his ability and willingness to support the child and the mother. Such information should cover the past, present and future in order to make a proper appraisal of the child's situation in relation to the degree of support and care he can expect from his parents and the extent to which the Agency must supplement or substitute for the responsibility of the parents.

"If it is impossible for the mother to have the father come to the office to talk with the social worker, the social worker shall make every reasonable effort to get in touch with him concerning support and care for his family.

"In all active cases in which the basis for assistance is 'continued absence' of the father from the home and the Agency has a reasonable basis for believing that a parent is in the home, assistance shall be discontinued.

"If there is reason to believe that unreported contributions are being made to the support of the home, assistance shall be discontinued until information is supplied to or obtained by the Agency to enable it to determine the facts in the case."- - -

"All resources available to the mother of the children born of a previous marriage or relationship must be determined or clarified before need can be established." 2/

Agency staff has been and continues to be deeply concerned because public funds are supporting, through the Agency, situations where absence does not in fact exist, where the Agency is deceived and provides money to supplement the income of fathers who are not absent, but who manage not to be in the home when I.S. or the worker is there.

It was primarily to deal with this most difficult and troublesome factor of eligibility that I.S. was established.

In a few of the cases read, the Agency policy is carefully explained and recorded at the point of intake, and the requirement that the father be seen is carried out. In an alarming number, the policy is disregarded completely.

Case #18 is perhaps the worst example: When Miss G. applied in 1946 she gave the address of Mr. E. who was responsible for her pregnancy, but he was not seen until 1958, twelve years later. Assistance has continued, except for a brief period in 1950.

2/ Manual III--202.12

On 5-8-58, referral was made to I.S. to determine if Miss G. has roomers and to determine whether any man has access to the home. The referral says that on two occasions the worker observed her giving hand signals to men who were about to enter her home. On 5-26-58, I.S. reported Mr. E. in the home. Miss G. said that Mr. E. "just happened to be there". On 6-5-58, Mr. E. was seen by the social worker for the first time. This interview is recorded in seven lines and this mostly of a discussion of employment and his address. The entry on Form #122 under "Action and Results on I.S. Report", "None - we obtained proof that Mr. E. was not living in the home."

In Case #13, Miss E. was 20 years of age when she applied for assistance in July 1957. Mr. B. was the father of her unborn child and had been responsible for two pregnancies resulting in miscarriages. She said she "broke off with him" the previous month. The intake worker recorded: "She understood that the area worker would want to talk with Mr. B." After termination due to loss of contact, Miss E. applied again in July 1958. She had given birth to another child by Mr. B., and gave his address and the name of his employer. His address is also shown on Form #258. Assistance continues without any request that he come to the office or any attempt to get in touch with him. Referral was made to I.S. in July 1958 to determine if Mr. B. "has free access to the home and is maintaining a continuing relationship." On 9-29-58, I.S. reported no indication of access.

This record contains a seven page report, undated and unsigned, which seems to have been a part of an unmarried mothers study, and which gives intimate information as to Miss E's. sexual experiences. She tells of her belief that it is all right to have sexual relations "with fellows outside of marriage if you are going with them", that all her friends do it, and that, in relation to Mr. B., she "just couldn't pull herself away from him."

Case #42. There is no record of any effort either by the worker or by referral to I.S. to locate Mr. S., who is said to have deserted, although his address and place of employment are recorded. I.S. located two fathers, but no effort was made by the worker to communicate with them. On 8-15-58, I.S. reported that Mrs. S. said she was pregnant by her husband. Emergency assistance was authorized 7-21-58, and the review date is set for 7-31-59. The entry on Form #122, dated 11-4-58, reads: "Mrs. S. admits being pregnant and it has been confirmed by medical report. Since man in home was determined to be living at another address, which you verified, there is nothing we would question at this time and the grant continues."

A review of what is found in this record gives a sense of knowing almost nothing whatever about Mrs. S.

There was evidence that the Agency is not able to cope with the complex situations and the deep-seated problems in some of the ADC cases, to hold to Agency policies and requirements, or to keep tract of and evaluate the information already in records.

There is evidence in the cases read that the problems are too complex and complicated for the staff to grasp or to deal with effectively. The information already available is not always noted or evaluated; threads in the investigation are dropped and never picked up again.

Another important fact stands out in the relationship of the Agency to fathers: After the recipient or the I.S. or the social worker succeeds in locating a husband or father, and he comes for an interview, the Agency has failed to give the worker help in working with him. This is illustrated in Case #18, where the grant has continued almost without interruption from 1946. When the father of the children was seen in 1958, the interview is recorded in seven lines and consists of a discussion of his employment and address. There is frequently a sense of anticlimax, as though the interview with the fathers were of less importance than all that had preceded it. This is apparent when records are read in their entirety; and when the efforts of the Agency to talk with fathers are followed. When the interview is achieved, the record that follows indicates that it has had little meaning for the father or for the child.

It also seems apparent from the records read that many fathers are stronger and more effective persons than the mothers. These fathers frequently show a strong early interest in and concern for their children. As the mothers continue to receive assistance this interest seems to fade away, or, if the interest of the father does continue, the Agency is not aware of it.

a. Husband Willing to Live With and Support Family

It is not the intent of the Agency to provide assistance in behalf of children when this responsibility can be assumed by their father. When there is evidence that a father out of the home is willing to live with and support his family and when it is believed that this offer will benefit the children, the mother is not eligible for assistance because of her unwillingness to permit the husband to return to the home. This policy grew out of long experience of the Agency with mothers who claimed their husbands were out of the home and unwilling to support, when this was found not to be true.

Eleven cases were found where the Agency had failed to communicate with the husband, or to determine his willingness to provide for his family.

Case #11. Miss D. was 19 when she applied for assistance in October 1956. She said she had been married to Mr. S. in May, but he did not want her to use his name. There was no discussion of her relationship with Mr. S. Mr. W., who Miss D. said was the father of her two children was interviewed promptly concerning his plans and ability to support. On 11-26-56, Mr. S. called and came to the office the following day. "He stated

he could not understand why Agency would be considering an assistance plan with his wife since he is employed and is willing to provide a home and support her and his stepchildren to whom he is quite devoted." Mr. S., who was 55, said Miss D. left him soon after their marriage. He objected to her keeping late hours. He assured worker of his desire to support his family and of his ability to do this. She had refused a reconciliation. After further interview with Miss D. and her husband, the application was terminated.

When Miss D. re-applied in December 1957, she said her sister and her mother could not continue supporting her and the children. The only references to her husband are the following: "Miss D. states that her husband who offered support to her and the children during December 1956. She states there has been no contact with him since their telephone conversation during that month...." "She stated that she found it impossible to get along with her husband because he quarreled all the time because people told him she was going with another man. She stated that her husband had never caught her with another man although she was going steady with Mr. H. from 1953 until October 1957...." There is no other reference to Mr. S. although he was located by I.S.

Cases #14 and #17 illustrate situations in which the father is willing to live with and support his family, but the grant is continued. For summary of these cases, see Attachment #7.

One of the purposes of the ADC program is to help maintain and strengthen family life and to help parents to attain the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection.

There is evidence in the records read that this purpose is not always carried out; that family life is often weakened rather than strengthened, and that recipients are not helped in a responsible way to attain the maximum self-support and independence; that the mothers and the fathers expect the Agency to lift the burden of support from their shoulders, and that the Agency does this.

b. Eligibility Requirements Other Than Need Not Met.

While financial need is the basic requirement for assistance, it is only one requirement, and Agency policy does not permit the authorization of assistance on that basis alone. There is evidence in the records read that payments are made because the workers are convinced that need exists, without recognition that all people in need are not entitled to assistance.

Cases #25, #40, #17 and #42 are examples of assistance being authorized in disregard of policy.

Case #25. When Mrs. J. applied on 6-13-58 she said she had no child care plan. She had received an allotment from Mr. J.

until his discharge 5-1-58. Two years ago she began a relationship with a Mr. C., she said, which ended in May 1958. She wants to work but felt that an effective child care plan should be worked out. There was no discussion of care by Mrs. J's. mother, although when a home visit was made on 7-9-58, the older child was in the grandmother's home and when a visit was made 10-2-58, the grandmother was in Mrs. J's. home. On 10-2-58, Mrs. J. said her mother would stay with the children and this would be better than depending on assistance. Mrs. J. said she refused to accompany her husband to Louisiana where he was stationed when in the Service. She said he had returned to the District of Columbia and she saw him frequently but claimed not to know his address. I.S. located Mr. J. on August 12, 1958. Letters were written to him on 8-27 and 9-12 but no other action taken. I.S. reported that Mrs. J. was "never home." A child care plan seemed to be available. The husband and father is employed in the District but has never been interviewed. The entry on Form #122 dated 9-18-58 is "Case will be referred to I.S. at a later date."

Case #40. Miss S. applied 3-21-58 because of pregnancy. She said the father of her two children was Mr. I. with whom she had lived from 1954 to 1956. The father of her unborn child was Mr. L. She said her relationship with him began in July 1957 and ended December 1957. He was a tenant at the same address. On 5-2-58 Miss S. said she planned to return to work. An entry on 4-30-58 says it was decided to talk with Mr. L. before approval of application. There is no dictation after 5-2-58. I.S. reports that when they were in the home Mr. L. was bringing in the trash can. Miss S., pretending not to know who he was, asked him his name. On Form #122, under "Action and Result of I.S. Report" the following entry, dated 9-10-58, is made: "Assistance continued pending interview with Mr. L."

In Case #17, Mrs. J's. statements that her husband was responsible for her pregnancy were disproved but assistance was continued in August 1958 "because she was so greatly in need."

In Case #42, assistance was authorized and continued with no effort to contact the husband or the other fathers of the children.

c. Women in Control.

It was noted in a number of cases that the mothers seemed to be in control, not only of their family situations, without participation by the husbands, but were able to control the Agency as well and to receive assistance on their own terms. This control is accomplished in many ways; by temper, by arrogance, by the ability to make the

Agency uncertain and uncomfortable, and by sheer persistence. Perhaps these mothers are seeking in the Agency some individual who can be firm and whom they are not able to control. They seem constantly to be exploring and testing the Agency, seeking limits they can not control.

The ability of women to control the Agency and to receive assistance on their own terms seems more true when the mothers are very young and when they are described as "dull" or "limited".

Cases #14, #16, #17, #29 and #47 illustrate the unwillingness of mothers to relinquish the assistance grant after their husbands are released from hospitals or institutions or are willing to return to the home. When application is made, the woman frequently tells the Agency that her husband worked regularly and supported adequately. This story is often changed and the Agency is told that she does not want her husband back, and that he never supported adequately.

Case #29. When Miss B. applied on 12-30-49, she said her baby was ill and she could not work because the landlord was no longer able to care for the children. She was reported to be an excellent worker. The father of both children was given as Mr. J., who was in a V.A. hospital in Virginia. Miss B. said that Mr. M. was the father of her child born in 1950. On 1-16-51, Mr. M. telephoned. He said he was a cook, was married and could not support regularly. The case was closed in March 1951 because Miss B. received a lump sum from V.A. She applied again in May 1951 saying the money was all gone. On March 25, 1952, Miss B. and her youngest daughter, born 1-11-52, were in the office. She said she "was not ashamed of the fact that her children were born out of wedlock as it could happen to any woman unless she kept to herself." She said that Corp. H. was the father of her youngest child. However, on 7-10-53 he was found by Juvenile Court "not guilty". Miss B. had told the Agency on 10-27-52, that Corp. H. had denied the paternity and had said he would not contribute unless she continued to have relations with him. On 5-28-54, a rent receipt was noted in the name of Mary L. She said this was the name of her boyfriend, Frederick L., who was in the Armed Forces. Miss B. was married to Mr. L. on 11-12-54 and the case was closed. On 5-15-56, she re-applied saying that Mr. L. had left her. Mr. L. told the Agency on 6-18-56 that he had left at Mrs. L's. insistence and would return. They agreed to go back together. On 6-25-56, Mr. L. was in the office. He said that Mrs. L. would rather receive assistance than to have him return. The application was terminated because of no continued absence. Mrs. L. came in on 1-18-57 to say that her husband had been absent since 8-56. On 2-12-57, she said he drank, wouldn't support and she locked him out. On 2-18-57, Mr. L. said she had locked him out. She is never satisfied with what he does for her. When they were together and he came home, she was either out or getting ready to go out. She told him she could do better without him. On one occasion

when he protested, she struck him with an iron pipe. Mr. L. said she had a friend named George, and he had seen him in the home. Mrs. L. said later he was only a "family friend". No further contact was made with Mr. L. On 5-21-57, Mrs. L. complained that the Agency had too many restrictions. When asked what she meant by this, she said, "You can't do this and you can't do that and the Welfare always wants to know all about your business". She said she "likes to be independent and do as she pleases, not having to explain things to anyone." She said she was "through with men". An explanation of Agency policy regarding absence was recorded for the first time. On 3-18-58, Mrs. L. said she was pregnant and that Mr. E. was the father of the unborn child. She used to meet him at Tourist Homes but the relationship has been discontinued.

Referral was made to I.S. 7-16-58 to determine whether a family relationship exists between the client and Mr. E.

On 7-24-58, I.S. reported that Mrs. L. was pregnant and on 9-3- that no man was seen in the home.

The following notation is made by the social worker on Form #122, "Since no evidence was found of paramour, assistance was continued. We were aware of Mrs. L's. pregnancy."

See also cases #14 and #17 summarized in Attachment #7.

8. Information Supplied by Investigation Service Not Always Helpful.

There were instances in which information supplied by I.S. was not of value to the worker.

For example, in Case #21, the worker was concerned about the continuing relationship between Miss H. and Mr. B., who is the father of two children and who, according to Miss H., had asked her to marry him. She said Mr. B. "knows better than to visit her in her home, and gave as the reason that Agency would not allow her to have male visitors." She said she sees him at his apartment when she visits her sister who lives two doors from Mr. B. On 6-30-58, I.S. was asked to determine the extent of Miss H. and Mr. B's. relationship and to determine if Miss H. had access to Mr. B's. apartment. The investigation was terminated with no information supplied as to Miss H's. visits to Mr. B's. apartment.

In Case #46, Mrs. W's. friend was seen in the home asleep. I.S. did not awaken the man or check his address as is usually done.

In Case #44, I.S. was asked to visit after 10:00 P.M. to see who was frequenting the home. The investigation

was inadequate and visits were not made as requested.

In other cases, I.S. interim reports clearly show that a man has access to the home, yet the final report is that no evidence is found.

Case #18 is an example of this. Mr. E. was the father of several of Mrs. G's. children. I.S. found him in the home on 5-26-58, yet the final report of 7-17-58 says, "No man has access" and Form #122 is checked, "No evidence found".

In case #7, I.S. was asked to locate Mr. A., with whom Miss B. said she had been having marital relations, and to determine if a family relationship existed with Mr. A. or any man. On 9-16-58, I.S. reported on Form #197 that Mr. A. had been located at the Marine Base in Camp Le Jeune, N.C. Form #122 was checked to show that evidence was found of a paramour's presence in the home.

In case #29, the I.S. reported 9-3-58 that no man was found in the home. Form #122 was checked "No evidence found." These reports have little meaning in cases such as this, where Mrs. L. has had 6 illegitimate pregnancies by 4 different men while receiving assistance.

B. Comparison of Twenty-nine Cases Submitted by Investigation Service With Findings of Study.

1. Review of Eight Cases Submitted by I.S. 2-9-58 in Which Evidence Appeared to Indicate Assistance Should be Discontinued.

On February 9, 1959, I.S. submitted a list of eight cases "In which evidence appears to indicate that assistance should be discontinued", and a list of 21 cases "In which evidence appears to indicate that if assistance was not discontinued, cases should have been referred to I.S. giving specific requests for follow-up action." Investigation Service noted that this second group consists of two categories: One, where the social worker talks with the recipient and believes her story that absence exists and, two, the social worker can not make a definite finding on the information furnished by I.S. or contained in the record. Investigation Service believed such cases should be re-referred by the social worker, with a request for specific information needed for a definite finding.

The 8 cases in which I.S. believed assistance should be discontinued were reviewed and compared with the findings of the study as to whether or not the continuation of assistance was justified. In 4 of these cases, the findings of the study were the same as that by I.S. -- that the continuation of assistance was not justified. In one of the four other cases where the finding of the study was that the continuation of assistance was justified, assistance was to continue only for a three month period and then the case was to be closed because absence no longer existed. In the second case, Case #19, the study showed that the continuation of assistance was justi-

fied, not on the basis of absence, but because of physical incapacity. The third case was Case #4, a most difficult situation cited elsewhere in the study where it was decided that the continuation of assistance was justified because of the problems in the case and because the case had been referred to a higher supervisory level for a decision. In the 4th case, #26, the decision on the basis of the study was that the continuation of assistance was justified although continued absence was not clearly established but the worker was not justified in discontinuing assistance without further follow-up. In this case, application for assistance was not made until June 1958. Mrs. K. said she had lived with her husband until April 1958 when they were forced to move and she had rented an apartment in her own name and Mr. K. had gone to live with his mother. Referral was made to I.S. on 6-20-58 to determine if Mr. K. had free access to the home. On 8-7-58, I.S. reported that a Mr. Y. had been found in the home. Mrs. K. told the investigators that her children go to Mr. K's. place each morning for breakfast. On 8-12-58, I.S. reported that they visited the home on Sunday at 10:00 A.M. and had been told by a woman who was looking after the baby that Mrs. K. and the children were at their grandmother's. The investigation was closed as evidence indicated that the recipient is in regular contact with Mr. K. Mr. K. had told the Agency that Mrs. K. has a friend who plays the role of father to his children. He said Mrs. K. drinks and cares little for the children. Mr. K's. mother said neither parent cares for the children properly. When the worker talked with Mrs. K. about the relationship between Mr. K. and his children, she said there were close family ties. There would appear to be real question that continued absence exists when the children are in such close contact with the father and when the mother also has contacts with the father. In finding that the continuation of assistance was justified, it was believed that re-referral should be made to I.S. and that the relationship with Mr. K. and Mr. Y. be cleared. It is noted that in July 1958 the Agency pointed out to Mr. and Mrs. K. that the Agency can not assume support of children when their parents are able to do so, yet the Agency has continued to do this. This may well be a separation of convenience.

2. Review of Twenty-one Cases Investigation Service Believes Should Have Been Re-referred.

The 21 cases where I.S. believed evidence appeared to indicate that if assistance was not discontinued, the cases should have been referred back to I.S., were compared with the findings of the study. Of these 21 cases, the study showed -

Continuation of Assistance Not Justified.....13
Continuation of Assistance Justified..... 8

Of the eight cases, the study showed that continued absence was not clearly established, and further follow-up was needed. In only one was re-referral made to I.S. In the remaining seven, the study showed re-referral should have been made.

From this comparison of I.S. recommendations and the findings of the study, it was found that the two are in substantial agreement.

C - SUMMARY OF FINDINGS

1. Attention is directed to the fact that the cases read in this study represent only 49 out of a total caseload of 3,589 cases active in December 1958, or less than 1.4%.

2. No "frequent" disagreement was found between Investigation Service findings and the action taken by the social service staff. Of the 531 cases included in the study, I.S. questioned only 29.

3. The basic element of disagreement was found to be in relation to the continuation of assistance in cases where I.S. believed the eligibility requirement of continued absence did not exist.

4. Information provided by I.S. has been used by staff in determining both eligibility and ineligibility. Of the 330 cases in which information had been requested as to presence in the home, no evidence was found in 133 cases. One hundred and sixteen cases were closed or the application denied prior to the study, 53 of them because absence was not found to exist.

5. In more than half of the 49 cases, it was believed that the continuation of assistance was not justified. In only two cases was it believed that the continuation of assistance was justified without further follow-up.

6. The decision to terminate an investigation seems to be made in most cases by I.S. alone without any communication or discussion with the social worker as to whether he wishes the investigation to be continued.

7. The Manual provides for a conference to be arranged with appropriate persons, "when questions arise in the process of an investigation." No record was found of such conferences, although it is possible that they were held and were not recorded.

8. In at least 6 cases, the I.S. reports were not found in the case records. In instances of "current" and "retired" case records, I.S. reports were sometimes in the "current" record, sometimes in the "retired" record, and sometimes scattered between the two records.

9. In most cases the procedure established for referral to and reporting by I.S. were followed.

10. In a number of cases referral was made to I.S. before action was taken on information already available.

11. Assistance was frequently continued where absence was not clearly established and no re-referral to I.S. was made.

12. There was indication in the records read that clients are aware of I.S.'s. method of working, time of visiting, etc., and visit with men in the men's living quarters or elsewhere.

13. Mothers are able to make the Agency uncomfortable and uncertain and to receive assistance on their own terms.

Summary of Findings Cont'd.

14. It is difficult for the staff to cope with the complex problems in some of the ADC cases, to hold themselves and the client's to Agency policies.

15. It is difficult for the staff to carry adequately responsibility for evaluating the information already in case records or supplied by I.S.

16. Some cases show complete disregard of information supplied by I.S., as well as of Agency policy. This was found to be true when referral was made to a higher level for decision, as well as in other cases.

17. The staff is caught between conflicting pressures to provide assistance promptly to persons in need and of making a determination that need exists. Assistance is frequently authorized before any real effort is made, either by the client or the Agency, to locate the fathers who are supposed to be "absent".

18. The staff needs help in working with both mothers and fathers around the eligibility factor of continued absence, so that the interest of the fathers in their children is rekindled or sustained, and does not decline as assistance continued.

19. There is evidence that, once assistance is granted, the mothers prefer this and go to any lengths to see that it continues. The records indicate that:

    a. The amount of the assistance payment is greater than husbands or paramours are able to earn,

    b. The payment is more regular than the money received from husbands or paramours,

    c. The mothers have complete control over the way the payment is spent, in contrast to earnings supplied by husband or paramour.

    d. The mothers make every effort to convince the Agency of their continuing eligibility and, at the same time, continue the relationships which, if known to the Agency, would make them ineligible.

    e. Advantage is gained from both the assistance payments and the earnings of husbands or paramours.

20. Many records show frequent moving from place to place and nearly always at increased cost. In almost no instance did the record show why the recipient moved, how moving costs or the new rent were paid, or that the new address and living arrangements were verified in accordance with Agency policy.

21. Clients are permitted to move from the home of relatives without contact by the Agency with the relative to verify that the client is required to move or why. This seems to be particularly true where the clients are very young and where supervision of their behavior is indicated.

Summary of Findings Cont'd.

22. The clients' statements and explanations are often accepted at face value, in spite of repeated evidence of falsification and deception.

23. The procedures established for seeking support from fathers in the Armed Forces are not followed.

24. The records reveal surprising evidence of well-being. There were references to the fact that children were well dressed, to expensive appliances and televisions, to the purchase of clothing and furniture in amounts of several hundreds of dollars, and to bicycles and "other expensive toys". There were also references to "good" meals being prepared by the recipients when visits were made.

ATTACHMENT #1

D. C. Department of Public Welfare
Public Assistance Division
REPORT ON INVESTIGATION SERVICE

PAD #122
Rev. 12/58

I.S. #_____
☐ Appl ☐ Active case

Name of Client _____ Category & Case No. _____ RACE: W N O

I. REQUEST BY SOCIAL WORKER

II. INFORMATION FURNISHED BY I.S.

		A. Located	Withdrawn by S.W.	Not Located
A.	Locate			
1.	Husband	☐	☐	☐
2.	Paramour _____(Number)	☐	☐	☐
3.	Mother	☐	☐	☐
4.	Other: Specify _____	☐	☐	☐

		B. Evidence Found	Withdrawn by S.W.	No Evidence Found
B.	Information on presence in the home of			
1.	Husband	☐	☐	☐
2.	Paramour _____(Number)	☐	☐	☐
3.	Male visitors	☐	☐	☐
4.	Other: Specify _____	☐	☐	☐

		C. Evidence Found	Withdrawn by S.W.	No Evidence Found
C.	Information on Resources			
1.	Real estate ownership	☐	☐	☐
2.	Car ownership	☐	☐	☐
3.	Employment	☐	☐	☐
4.	Business activity	☐	☐	☐
5.	Illegal activity	☐	☐	☐
6.	Roomers	☐	☐	☐
7.	Other: Specify _____	☐	☐	☐

D. Other service requested (Specify) D. _____

II. E. Refusal to sign PAD #77: Reason _____

II. F. Incidental information developed by I.S. _____

Social Worker _____ Date I.S. Report | To S. W.
Date S.W. Memo _____

Date of receipt of S.W. memo _____
Investigator _____

122 Partial _____ Final _____

RETURN 122 TO CHIEF, I.S., BY

II. ACTION TAKEN BY SOCIAL WORKER

A. Application
1. Approved: _____
Amount $_____
3. Still pending
2. Denied:
Code Reason for denial_____
Date_____

B. Case
1. Assistance continued unchanged
Amount $_____
2. Assistance increased:
Date_____
From $_____ To $_____
3. Assistance decreased:
Date_____
From $_____ To $_____
4. Assistance Suspended
Case not closed
Amount $_____
Date Suspended_____
Date case last opened_____
5. Assistance Suspended
Code reason for closing_____
Amount $_____
Date suspended_____
Date case last opened_____
6. Assistance reinstated
Amount $_____

ACTION AND RESULTS ON NON-SUPPORT

Inapplicable because-

0. No man involved
1. Man already supporting
2. Man's whereabouts unknown
3. Time for filing complaint expired
4. Case closed or application denied
5. Other: Specify_____
6. Voluntary agreement signed: Date_____ Amount $_____
7. Referral to Juvenile Court: Date_____
   a. Support ordered: Amount $_____
   b. Bench warrant issued
   c. Other action: Specify_____
8. Referral to District Attorney: Specify action:_____
9. Action by PAD staff pending: Note reason_____

Action and results on I.S. Report:

Supervisor Date Social Worker Date

ATTACHMENT #2

FORMS 122

July, August, September 1958

Total	531
Location of Person	172
Information on location only	140
Other information submitted	32
Case closed or application denied	19
Case not closed	13
Resources and Other Requests	29
Closed or suspended	12
No evidence found	11
Evidence found - not closed	6
Presence in the Home	330
No evidence found	133
Closed or application denied	116
Cases not closed	81

ATTACHMENT #3

REQUEST BY SOCIAL WORKER FOR INFORMATION RELATING

to the

PRESENCE IN THE HOME OF HUSBAND, PARAMOUR OR OTHER PERSON

Total..... 330

No evidence found..... 133
Case closed or application denied..... 116
Cases not closed..... 81

Withdrawn by Social Worker..... 7
Withdrawn by I.S..... 2
Evidence found..... 45

Grant suspended..... 11
Application held pending..... 4
Grant continued..... 30

OAA..... 1
GPA..... 2
ADC..... 27

Record not located. 1

No evidence found on specific reason for referral but other information submitted.. 27

Grant suspended..... 2
Grant continued..... 25

ATD..... 1
GPA..... 1
ADC..... 23

Records read and schedules prepared:

Evidence Found..... 26
Evidence not found on specific reason for referral but other information submitted..... 23
49

ATTACHMENT #4

November 1950

SCHEDULE FOR STUDY OF ADC CASES IN WHICH INVESTIGATION SERVICE BELIEVES TO HAVE MADE A POSITIVE REPORT ON "ACCESS" TO THE HOME YET ASSISTANCE WAS CONTINUED

Case Name_____ Case Number_____

A. Date of Referral to I.S._____

Race:
W - N - O

B. Reason for Referral
1. To obtain new information
2. To confirm absence or presence where not clearly shown
3. To confirm absence or presence although clearly shown
4. To investigate current situation in cases previously closed because absence was not established.
5. To investigate current situation in cases where previous I.S. report or case record indicates man had access to home.
6. Other - (Specify)_____

C. Relationship to Woman of Man Found in Home
1. Husband
Paramour -
2. Father of 1 or more children
3. Father of none
4. Other - (Specify)_____

D. Date of Report by I.S. Requiring Action by Social Worker_____

E. Action by Social Worker
1. Discussion of I.S. Report with woman and/or man - Date_____
2. Referred to Unit and/or District Supervisor for decision - Date_____
3. Re-referred to I.S. - Date_____
4. Other - (Specify)_____

F. Recorded Reason Assistance was Continued
Denial of relationship by recipient
1. Re-referral not indicated
Re-referral seems indicated
2. Referral made
3. Referral not made
Change in recipient's situation concurrent with I.S. Report
4. Man in jail or hospital
5. Man left D.C.
6. Mother out of home - Change in grantee relative
7. Man's unemployability verified
8. Other - (Specify)_____
Report returned to I.S. before final action has been taken
9. Referred to higher supervisory level
10. Other - (Specify)_____
11. Inapplicable because man a relative or other person not connected with family.

G. Was Referral to I.S. Justified?

☐ Yes
1. Continued absence not clearly established
2. Other - (Specify)_____

☐ No
3. Adequate information for decision in case record
Ineligible under Agency policy before referral
4. No continued absence
Eligibility not affected by "Access"
5. Man physically or mentally incapacitated
6. Other - (Specify)_____
7. Other - (Specify)_____

H. Was Continuation of Assistance Justified?

☐ Yes
1. Explanation by recipient and follow-up by Worker clearly establish continued absence
2. Continued absence not clearly established, but Worker not justified in discontinuing assistance without further follow-up.
3. Eligibility not affected by access
4. Incidental information provided by I.S. does not affect eligibility after follow-up by Social Worker

☐ No
Continued absence not established
1. Man's intimate relationship with woman clearly established.
2. Man found in home 2 or more times
3. Record gives evidence of unconvincing explanations by client.
4. Other - (Specify)_____

I. Other Action Indicated Related to Continued Absence
1. Effort to locate or communicate with husband
2. Re-referral to I.S.
3. Other - (Specify)_____

REMARKS:

ATTACHMENT #5

EXAMPLES OF DIFFICULT SITUATIONS AND ATTITUDES
With
WHICH THE INVESTIGATION SERVICE AND SOCIAL SERVICE MUST WORK

Case No. 28

8-24-53: - Mrs. L. applied for herself and two children. She said her allotment had stopped because her husband was AWOL. She was pregnant by Robert J., who was interviewed 9-1-53 and agreed to support. There was no discussion recorded of a continuing relationship or of Agency policy. When Mr. L. was interviewed, he said he would support. He said he had no plans to live with his wife. He said his wife had purchased a 1947 Cadillac. Mrs. L. said she had permitted Mr. Y. to buy a car in her name.

12-7-53:- Mrs. L's. mother, who had been known to the Agency under several different names, said Mrs. L. is continuing her relationship with Mr. J. and that she spends the grant foolishly.

3-10-55:- Mrs. L. said she was pregnant by Mr. J. and that her relationship with him has continued. When Mr. J. was interviewed, he said he felt sorry for Mrs. L. He does not want his child on relief. He said the Agency had no right to question his relationship with Mrs. L. as this was a personal matter.

4-22-55:- Mrs. L. was told she was no longer eligible for assistance and the case was closed.

1-56:- Mrs. L. re-applied. She said that Mr. J. had died, she has no boyfriend and she does not intend to have any more children.

2-24-58:- Mrs. L. is pregnant by Mr. W. She said she had been seeing him for a year. Mrs. L. readily accepted the fact when it was explained that her March check would probably "be her last check". Case is discussed with Supervisor, "Free access of the man from the home cannot be established since Mr. W. is stationed at Bolling Field in Washington. Therefore absence cannot be established and assistance will be discontinued."

4-1-59:- Check cancelled. However, the 4-1 check was reinstated with no reason given and the grant continued.

6-12-58:- Mrs. L. wanted "to know her limits". She also wanted to know how long I.S. would be visiting.

5-58:- Referral was made to I.S. regarding Mr. W., but a Mr. R. was found in the home. The address he gave was found to be an empty house. There is no further mention in the record of Mr. W. There is no record of an interview with him.

In 1957 there is an entry in the record that Mr. L. is the paramour of another ADC mother who has had three children by him.

Attachment #5 cont'd.

Case No. 47

In this case, which is 76 pages long, the Agency learned on 10-17-51 that Mrs. W. had given birth to a child on 10-3-51. (Mrs. W. had been seen on 9-25-51 and employment discussed. There was no mention of pregnancy) Mr. T. was named as the father. An entry, dated 12-5-51, said the check was released with the understanding that Mrs. W. would have Mr. T. come to the office. He was not seen until December 1952. There is no record of any discussion with him then, except support.

In 1955, Mrs. W. named Mr. D. as the father of her child born 9-10-55 In October 1955, the worker recorded - "I also asked Mrs. W. if she were continuing her relationship with Mr. D., and she said she really did not know...".

A letter was received from Mrs. W. saying she had broken off with Mr. D. and had nothing else to do with him. On 12-2-55, Mr. D. was seen. He said he was so disgusted with Mrs. W. for not wanting to keep his child that he had stopped seeing her in January or February and there has been no relationship between them since that time. "They both promised to contact us if they decided to resume their relationship."

In October 1956 a furniture company reported that Mrs. W. had bought $516.00 worth of furniture, increased the debt to $560.00, and had made monthly payments of $30.00 until July 1955. (The worker noted that Mr. T. came into Mrs. W's. life in 1955 - and that she had said the furniture belonged to her mother.) On 4-13-57, the worker notes that a man has been seen in Mrs. W's. home several times, whom Mrs. W. said was her uncle.

In May 1957, the case was closed because Mrs. W. went to work. She reapplied in August 1958 and referral was made to I.S. to determine that Mr. D. is continuously absent. On 9-18-58, I.S. reported finding Mr. D. in the home. The following entry, dated 11-5-58, is made on Form #122: "Assistance continued pending interview with Mrs. W. and Mr. D."

Case No. 48

Mrs. W. had received assistance since 1949. In August 1953 the Agency learned she was pregnant by Mr. L. He was seen in October 1953 and agreed to give Mrs. W. $6.00 each week.

In 1954 a department store reported that Mrs. W. had purchased clothing amounting to $140.95. The store was informed that "We took no responsibility for what our recipients did." Mrs. W. moved frequently, no questions were raised as to how moving costs or rent were paid, and living arrangements were not satisfactorily verified.

In January 1956, the Agency learned that Mrs. W. had given birth to a male infant. When Mrs. W. and Mr. L. were seen in February 1956, Mr. L. said he planned to marry someone else and would be unable to provide for the children. He said later he would support and that the Agency had no right to "know his business." In March the case was closed. Mrs. W. appealed and the action of the Agency was sustained. Mrs. W. said had she known that by bringing Mr. L. to the Agency she was not eligible for further assistance, she would have brought some other man and said he was the father. In May she

Attachment #5 cont'd.

applied again, and both she and Mr. L. said their relationship was not continuing. However, he was seen in the home in June, and the application was terminated. In September 1956, Mrs. W. was referred by C.W.D., became pregnant again by Mr. L. and the case was again closed in March 1958. Her last application was in May 1958. She denied any further relationship with Mr. L. Referral was made to I.S. on 6-6-58 to determine if Mr. L. is absent from the home. On 7-8-58, I.S. reported that Mrs. W. said she had never heard of Mr. L. "When it was pointed out that this was not true, recipient readily admitted this, but stated she felt it was not necessary to tell investigators things that don't concern them. Recipient then began speaking in a loud belligerent voice and would not be interrupted in her harangue." Investigation Service suggested that the social worker should interview Mrs. W. with the investigator present, and that unless she cooperated, no purpose would be served by further home visits. On 8-6-58, I.S. reported that Mrs. W. was not at home when visited. The final report, dated 8-18-58, points out that Mrs. W. has not given correct information as to persons living in the household and that "this closes investigation by I.S.". No information was obtained concerning Mr. L's. presence or absence in the home.

Case No. 49

When Mrs. W. applied for assistance in 1955 she was 18 years old and had three children. She was 15 when she married Mr. W.; he was 17. She said Mr. W. had deserted. In 1956 Mrs. W's. mother complained that she was "running the streets", sometimes stayed out all night, and made no plans for care of the children. In May 1956, Mr. W., who was not yet 20, was interviewed at the jail. He said he had not deserted. His wife and children had gone to her mother's home when he was out of work, and he had refused to go there. He said he had supported himself since he was 14 and could do several kinds of work. He had been a ward of C.W.D. He said he planned to return to his family. In May 1956, Mrs. W's. behavior and drinking were discussed. She said she felt her behavior was due to Mr. W's. incarceration and that she "just can't wait" for him to be released. Mr. W. was released and returned to his family. He was made payee, which made Mrs. W. angry. In August 1956, Mr. W. obtained work. Both Mr. and Mrs. W. assured the worker they did not consider themselves separated, and the case was closed.

In May 1957, Mrs. W. reapplied, saying Mr. W. had deserted. She talked "loudly and snappily" with worker, and paid little attention to the worker's explanation regarding efforts to locate Mr. W. and to obtain support. The record says Mr. W. has "a history of irresponsibility, incarceration and failure to support", but the record does not bear this out. On September 22, 1957 Mrs. W. called to ask that her case be closed because she was working. The Agency learned later that she began working 7-18-57.

In March 1958, Mrs. W. applied again. She said she was laid off at H.E.W. It was learned that she had lost her job because of too frequent absences due to illness and her work was not satisfactory. She said she had been separated from Mr. W. for a year and had been going with a Mr. B. She was demanding and controlling. The worker notes in referral to I.S. Mrs. W. is very unpleasant. "I believe she is mentally disturbed." In May 1958, a man from the realty company called to say that Mrs. W. had moved in the middle of the night, that a man helped her move, and that he thinks the man stayed all night.

Attachment #5 cont'd.

In June 1957, referral was made to locate Mr. W. Investigation Service reported they could not locate Mrs. W. Referral to I.S. was made 5-26-58 to determine whether a family relationship existed with any man. Investigation Service reported they were not admitted to the home, that Mrs. W. was not at home on the last 2 visits and that no evidence was found of male access. On Form #122, I.S. noted - "Possible neglect of children." The form was returned to I.S. with no notation by the social worker, except that the grant continued unchanged.

Case No. 15

Mrs. E. told the Agency in 1951 that Mr. E. had deserted six years before. In 1956 (after Mrs. E's. 5th application since 1933) I.S. reported that Mr. E. was employed, that his address was the same as Mrs. E's. and that he claimed five dependents for income tax purposes. Mr. and Mrs. E. denied living together and the grant continued.

In 1958 Mrs. E. was forced to move from NCHA because of the illegal sale of alcohol. (The father of one of her children had told the Agency in 1956 that Mrs. E. did not need assistance, that Mrs. E. was selling liquor and numbers.) In September 1958, I.S. reported no evidence of liquor sale or access.

Case No. 16

Mrs. F. told the Agency on 8-7-53 that if her husband was able to work and to return home, she would be pleased to have him, since he had always supported and worked regularly. In 1957, on two occasions, she said he had never supported adequately. Mr. F. claimed his wife did not want him back because she was interested in someone else.

Case No. 31

Investigation Service found Mr. M. in Miss L's. home. She said he was her cousin, not her "boyfriend". She admitted later that he was her "boyfriend" and that she had tried to conceal this information from the Agency.

Case No. 37

Referral was made to I.S. to determine the relationship of Mrs. M. and Mr. A. When I.S. visited in September 1958 Mr. A. answered the door. Mrs. M. said Mr. A. visited every day because she was in arrears with her rent, and he had rented the house for her. New men's suits were found in the closet. The grant continues, with the notation on Form #122 that I.S. report did not reveal conclusive evidence of Mr. A's. having free access to the client's home. Mrs. M. showed worker that she had altered the new suits to fit her young sons.

ATTACHMENT #6

ACTION TAKEN BY SOCIAL WORKER

ON

INFORMATION PROVIDED BY INVESTIGATION SERVICE

Total	49
Report Discussed With Client	24
In Less Than 1 Month	15
In Less Than 2 Months	6
In Less Than 3 Months	1
In Less Than 4 Months	1
Date Not Recorded, But Record Mentions Discussion	1
Letters Written to Arrange Interview	4
Action Taken Prior to I.S. Report	1
No Action Required	7
No Action Recorded	13

ATTACHMENT #7

EXAMPLES OF PREFERANCE OF MOTHERS FOR

ASSISTANCE RATHER THAN SUPPORT FROM HUSBAND

Case No. 14

Mrs. E., age twenty-three, applied for assistance for herself and four children in July 1952, saying Mr. E. had been incarcerated for non-support. She said Mr. E. had been fairly reliable until about three years ago when he started drinking and staying out nights. They were married in April 1947; the oldest child was born in January 1947. Mrs. E's. fifth child was born in 1953. She said she was not going to permit her husband to live with her again after his release. On 5-8-53 Mr. E. was visited at the District Jail. He said he was anxious to return to his family and support them, but Mrs. E. had written him of her desire for a divorce. After Mr. E. was released, Mr. and Mrs. E. were seen at the office 5-19-53. Mr. E. felt that his children should not receive assistance, as long as he was able-bodied and can work and care for them. He accused Mrs. E. of running the streets all hours of the night and not looking after the children as a mother should. He gave the car license number of the car belonging to a man she was "running around with". Mrs. E. said the car belonged to Mr. A., a friend of hers. On a visit to the home on 2-10-53, Worker had seen an elderly man mopping the kitchen floor. In June 1953, Mr. E. obtained employment. He complained about Mrs. E's. behavior, her care of the children, and her threat to put him back in jail, and how difficult Mrs. E. makes it for him to see the children. The Worker talked with Mrs. E. in July about giving Mr. E. "an opportunity to prove himself", but she was unwilling. In November 1953, when a visit was made, an "old gentleman" was sitting in the kitchen with the children. Mrs. E. was dressed to go out and a young man came in, and was introduced as Mr. O. The Worker again talked about permitting Mr. E. to return. The Worker "remarked that sometimes it might be easier to depend on the Agency rather than to give her husband an opportunity to prove that she could depend on him." Mr. and Mrs. E. were again seen together at the office. Mr. E. said he is making $82.72 every two weeks, that he loved his wife and children and wanted to support them. He worked steadily and tried to show his wife that he had changed. He said he could support the family on his salary "if she would listen to reason and let him come home". He thought it would be possible to reason with Mrs. E. "if she did not feel so independent of him". He said he could not understand why his wife and children needed assistance, when he was willing to return and give the family advantage of all his earnings. He said "as long as his wife could get public assistance she wouldn't listen to anything he had to say". After conference with the Supervisor, the Worker told Mrs. E. she was not eligible for continued assistance, because of Mr. E's. offer to support in the home. In December Mr. E. said he had thought about it and did not want to return home. "He thinks they could not get along and thinks he might end up in jail." The grant continued. In February 1954, Mrs. E. said Mr. E. was picked up on his job for non-support and lost his job because of being held in jail. In March 1954 Mrs. E. was pregnant by Mr. A., lost the baby, and said she was still "keeping company" with Mr. A. During the interview, Mr. A. came to visit Mrs. E. Mr. A. said he would take care of any children born to them. In March 1955, Mrs. E. said she had no further relationship with Mr. A. In May 1956, a Mr. R. came to complain about Mrs. E's. neglect of the children, and spending money she gets from the Agency on herself. Mr. R. said Mrs. E, is pregnant by him. He has stayed with Mrs. E.

Attachment #7 cont'd.

He has offered to marry her and care for the children, "but she wants to be free to run the streets". He said she drinks heavily. Mrs. E. denied any relationship with Mr. R. or pregnancy. In September there was a discussion with Mrs. E. as to her behavior, parties, etc. She said she was "ready to settle down and plan for her children and stop running around". In October Mrs. E. was evicted by NCHA. Although her back rent was paid by "some men", she had been a problem and disturbance over a period of years. A Mr. Y. was seen in the home in October 1956 and January 1957. In January and March, Investigation Service reported finding a Mr. J. in the home. In April 1957 and again in January 1958, Mrs. E. was told that a relationship with a man similar to that of husband and wife might jeopardize the grant. She said she was well aware of this policy.

In April 1958 Investigation Service located Mr. E. In August 1958, Mr. E. came to the office of his own accord. He signed a voluntary support agreement. He again said he would like to make a home for his family, but "would not want to return to the home unless Mrs. E. accepted him on her own". On 8-13-58, I.S. found Mr. B. in the home, and a Mr. L. staggered in from the street. Mr. L. had come "staggering" in on a previous I.S. visit. On 8-18-58 Mrs. E. said Mr. B. was a friend she hadn't seen for six years. She would not consider going back with Mr. E. He would leave her and take trips with other women, and stay away from home drunk. On 10-6-58, Mrs. E. said that she had moved and her rent had been increased to $65.00, plus heating oil and utilities. She was reminded of the Agency maximum of $64.00 for all shelter costs, and she said she could manage.

Case No. 17

When Mrs. J. applied for assistance in 1955 she was not quite nineteen. Her husband had been incarcerated for robbery and Mrs. J's. stepfather said he could not continue to provide for her and the two children. She had never worked and her mother was not willing to care for the children. Her mother and stepfather rented quarters for her, provided furniture and a television, and assistance was authorized.

In August 1956 an anonymous telephone call was received saying that Mrs. J. did not live at the address she had given, but was living with a man in Northeast.

In January 1957 a man was seen in the home. Mrs. J. said he was her stepbrother, Mr. C., but when the Social Worker addressed him as Mr. C., he did not respond. Mrs. J. interrupted and introduced him as her cousin and said she had been confused. The young man said he was not Mr. C. and was not related to Mrs. J., but was a friend of her brother who had just stopped by because it was a rainy day and he had nothing to do.

Mr. J. was paroled and came to the Agency in October 1957. He said he loved Mrs. J. and wanted to provide a home for her but she was not interested because she was living with a Mr. W. who had told him to stay away. Mrs. J. denied living with a man, or that she was working, as her husband had said. She said Mr. J. was good to her and provided well for her prior to his incarceration, "but she just didn't want him anymore". It was explained that assistance could not be continued since Mr. J. had offered to provide for his family. Mrs. J. said she "would see him put in jail" at which time she would "be back to see us".

Attachment #7 cont'd.

In April 1958 Mrs. J. reapplied. She said her mother and stepfather had been helping her and that she had no intention of going back to Mr. J. When Mr. J. was reached by telephone he said he was out of work and did not want to live with Mrs. J. In May 1958, Mr. J. said he was working and was willing to establish a home, but Mrs. J. did not want him. He said she had done everything she could to make trouble for him. Mrs. J. made it clear that "she felt the children were exclusively hers" and refused to let Mr. J. come to see the children. She had not looked for work. A child care plan was arranged by the Agency with another mother who was receiving assistance, and Mrs. J. was told that she would not receive assistance after July 31, 1958.

Referral was made to the Investigation Service on May 23, 1958 to determine if the man Mr. J. said was living with Mrs. J., or any other man, had free access to the home, or if she has a husband-wife relationship with any man. The Investigation Service was also asked to determine if Mrs. J. was or had been employed. On June 3, 1958, I.S. reported that Mrs. J. was pregnant and that she had been employed under another name.

On June 2, 1958, a neighbor told the Agency of Mrs. J's. pregnancy, of her running with a fast, rough crowd, drinking heavily and "cursing and cavorting in public".

Mrs. J. insisted that Mr. J. was responsible for her pregnancy, but he denied this. He said his wife had been pregnant while he was in prison, but that he was not responsible for either that pregnancy or this one. Mr. J's. manager was contacted. He said he had seen the man Mrs. J. was living with in the home and told of evidences of a "wild party" with couples sleeping in various parts of the house. Mr. J's. Probation Officer said he was in Mrs. J's. home in November 1957 and there was a man living with her then. He said "It was apparent to him that Mrs. J. was trying to have Mr. J. readmitted to prison."

On July 28, 1958 Mrs. J. came to the office saying the Agency would have to help her now because Mr. J. was incarcerated. She was told that she was still ineligible for assistance because she had failed to establish the paternity of her unborn child. Mrs. J. saw the District Supervisor, who decided the grant should be continued, with continued efforts to locate the father of her child.

On October 6, 1958, Mrs. J. admitted that a Mr. Y., not Mr. J., was responsible for her pregnancy. She said she had withheld this information for fear of jeopardizing her assistance. She said she and Mr. Y. were not resuming their relationship. On October 15, 1958, Mr. Y. said he never expects to live with Mrs. J. again. He said he was ill and was advised to undergo surgery. On October 22, 1958, Mrs. J. discussed plans to marry Mr. Y. Since they plan to marry as soon as they obtain divorces, "she felt it would be all right for them to live together as husband and wife". On November 19, 1958, she told I.S. she did not have any intention of seeing Mr. Y. again.

The grant continues with the review date set for April 1, 1959.

COMPTROLLER GENERAL'S REPORT ON JUNIOR VILLAGE POLICIES

Senator BYRD. I shall include in the record at this point a February 1964 report by the Comptroller General to this subcommittee with respect to policies and procedures concerning admissions to and discharges from Junior Village.

(The report referred to follows:)

REPORT TO THE SUBCOMMITTEE ON DISTRICT OF COLUMBIA COMMITTEE ON APPROPRIATIONS, U.S. SENATE

(Review of policies and procedures concerning admissions to and discharges from Junior Village, Department of Public Welfare, District of Columbia Government, by The Comptroller General of the United States, February 1964)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., February 12, 1964.

B-25435.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia,
Committee on Appropriations, U.S. Senate.

DEAR MR. CHAIRMAN: Herewith is our report on the review of policies and procedures concerning admissions to and discharges from Junior Village, a temporary home for dependent children which is operated by the Department of Public Welfare, District of Columbia Government. This review was made pursuant to your request of December 14, 1962, as supplemented during subsequent meetings with representatives of this Office.

Our review disclosed that the population at Junior Village has increased each year since its inception in 1949 and has more than doubled since 1958. The records did not indicate that the Department of Public Welfare had made any studies in recognition of the growth of the Junior Village population or had taken timely actions to gear its operations to the serious problem of overcrowded conditions at Junior Village.

We found that the costs of operating Junior Village are much higher than the costs to the District of providing care in foster homes or private institutions. We found that, although in 1961 and 1962 there was an urgent need to obtain additional foster homes to cope with the growing population at Junior Village, the Department of Public Welfare did not intensify its foster home program until the latter part of calendar year 1962. We believe that the overcrowded conditions at Junior Village could be alleviated through added impetus on and improvements in the foster home program such as (1) more timely placement of children in available foster homes, (2) liberalization of the standards for approval of foster homes in view of the living conditions at Junior Village, (3) more active followup on applicants, and (4) arranging for medical examinations and interviews at times more convenient to applicants.

There appears to be a lack of emphasis by the District on the need for parents to assume their responsibilities with respect to support of their children. We believe that there is a need for more aggressive action by the District in this area such as (1) more affirmative attempts to obtain support payments from parents with children in Junior Village, and (2) timely prosecution of parents who are financially able but do not support their children.

Our report includes details on these and other matters disclosed during our review and contains statistical information relating to admissions to and discharges from Junior Village.

Subsequent to the transmittal of our findings on September 25, 1963, to the Board of Commissioners for its comments, extensive hearings were held by your subcommittee on the various aspects affecting the admissions to and discharges from Junior Village and on related matters.

Comments of the Board of Commissioners are given consideration in the report.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

Report on Review of Policies and Procedures Concerning Admissions to and Discharges From Junior Village, Department of Public Welfare, District of Columbia Government

INTRODUCTION

The General Accounting Office has made a review of policies and procedures concerning admissions to and discharges from Junior Village, a facility operated by the Department of Public Welfare (DPW), District of Columbia government. This review was made pursuant to the request on December 14, 1962, of the chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations.

We reviewed the policies, regulations, and procedures of the Department of Public Welfare and examined records maintained by Junior Village, the Public Assistance (PAD) and Child Welfare (CWD) Divisions of DPW, and certain other departments of the District of Columbia government, to the extent deemed necessary. We also participated with DPW investigators in visits to homes of parents or relatives of selected children housed at Junior Village and to homes of selected individuals whose applications for participation in the foster home program had been rejected or withdrawn or whose foster home had been closed during calendar year 1962.

A list of the officials of the District of Columbia government responsible for administration of the activities discussed in this report is presented as appendix 1.

BACKGROUND INFORMATION

Origin and purpose

Junior Village is the institution established by the DPW in fiscal year 1949 for short-term care of dependent children. Care is provided to children 6 months to 18 years of age whose parents are lacking in income or otherwise not providing adequate care. (See schedule 5.) Infants under 6 months of age are provided care at the District of Columbia General Hospital or at other facilities under arrangements made by the DPW. The initial rated capacity of the institution was 60 children, but in its first year of operation the daily average population was 94. Junior Village was moved from its original location in Northwest Washington in August 1956 to buildings at Blue Plains in Southwest Washington which were vacated by the transfer of the children in the Industrial Home for Colored Children to the Children's Center, Laurel, Md.

Facilities and population

The facilities taken over in 1956 by Junior Village consisted of 8 cottages, with a rated capacity for 240 children, a school building, a shop, a chapel, a culinary building, and an administration building. In September 1961, the ninth cottage, with a capacity for 80 children, was put into use. In December 1962, 3 additional cottages, with a rated capacity for 50 infant children each, were opened. These additions increased the rated capacity to 470 children. On March 8, 1963, the infirmary and admissions building, with a capacity for 60 children, was accepted by DPW; however, at June 30, 1963, the building had not been put into use because of the unavailability of staff. (See p. 33.)

The population at Junior Village has increased each year since its inception. Following are the number of children under care at the end of fiscal years 1958 through 1963.

	Population
June 30, 1958	317
June 30, 1959	364
June 30, 1960	464
June 30, 1961	493
June 30, 1962	599
June 30, 1963	759

The population at June 30, 1963, represents an increase of 139 percent since June 30, 1958, and is about 61 percent in excess of the rated capacity of 470. A comparison of the rated capacity of each cottage with the actual population is presented below:

Cottage	Age group	Rated capacity	Population at June 30, 1963	Excess over rated capacity	
				Number	Percent
McKinley (boys and girls)	6 months to 2 years.	50	80	30	60
Cleveland (boys and girls)	2 to 3 years	50	66	16	32
Roosevelt (T) (boys and girls)	3 to 4 years	50	70	20	40
Eisenhower (boys)	4 to 6 years	45	57	12	27
Taft (girls)	4 to 6 years	45	44	−1	−2
Coolidge (boys)	6 to 8 years	25	63	38	152
Hoover (girls)	6 to 8 years	25	54	29	116
Harrison (boys)	8 to 11 years	80	80		
Roosevelt (F) (girls)	8 to 12 years	25	60	35	140
Harding (boys)	11 to 14 years	25	68	43	172
Truman (girls)	12 to 18 years	25	57	32	128
Wilson (boys)	14 to 18 years	25	60	35	140
Total		470	759	289	61

At June 30, 1963, three additional cottages, with a rated capacity of 80 each, were under construction with an estimated completion date of about December 1963. The present plans are to move 4- and 5-year-old children into these cottages. Upon completion the rated capacity of Junior Village, exclusive of the infirmary and admissions building, will be increased to 710 children. The DPW's fiscal year 1964 budget submission does not provide for construction of any additional cottages.[1]

Operating costs

The following table shows for fiscal years 1960 through 1964, the total costs of operating Junior Village, as recorded by the Department of Public Welfare, and the daily and monthly average cost per child.

	Fiscal years				
	1960	1961	1962	1963	1964
Total costs	$1,011,000	$1,216,000	$1,329,000	[1] $1,769,000	[1] $2,777,000
Daily average population	423	489	519	740	910
Daily average cost per child	$6.55	$6.81	$7.02	$6.55	$8.36
Monthly average cost per child	$196.50	$204.30	$210.60	$196.50	$250.80

[1] Estimated.

Children placed in and discharged from Junior Village

Children are placed in Junior Village by CWD, the Women's Bureau of the Metropolitan Police Department, and PAD. Following is a summary of the admissions for calendar years 1961 and 1962 by source of placement.

	Calendar year	
	1962	1961
Child Welfare Division	791	544
Women's Bureau	340	390
Public Assistance Division	132	111
Total	1,263	1,045

[1] Information submitted by DPW during the June 1963 hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, on the District of Columbia appropriations for fiscal year 1964 (page 608) shows that the average daily population of Junior Village in fiscal years 1965-67 is expected to be 1,030. DPW indicated that in fiscal year 1965, three new cottages, costing about $600,000, with a capacity for 260 children would be required.

CWD places children in Junior Village as a part of its overall program for providing services to children. (See p. 6.) Such placements are made of children in the custody or guardianship of DPW by reason of being dependent, mistreated, or neglected.

The Women's Bureau places children in Junior Village when they have been (1) found on the street and homeless, (2) mistreated, (3) neglected or abandoned by parents, or (4) found to be living in homes under conditions detrimental to the children. The Women's Bureau attempts to locate the parents or relatives who can take care of the children so that their stay at Junior Village will be limited. In those cases where the Women's Bureau cannot return the children to parents or relatives within a few days (usually 48 hours), the cases are referred to CWD and are closed insofar as the Women's Bureau is concerned.

PAD places children in Junior Village in its administration of the aid to dependent children (ADC) program. Generally, the placements are made because (1) the children are abandoned by the mother, (2) the mother is hospitalized, or (3) the family is evicted and homeless. Most of the children are returned to their parents by PAD when the reason for placement no longer exists. Where this action does not appear to be imminent, the children are referred to CWD During calendar years 1961 and 1962, the children placed by PAD remained at Junior Village from 1 to 140 days; the average length of time was about 30 days. While the children are at Junior Village, adjustments are made in the amount of the ADC payments to parents.

In calendar years 1961 and 1962, there were 1,053 and 1,051 discharges from the village, respectively. During these calendar years about 77 percent of the children discharged were returned to their parents' or relatives' homes; about 16 percent were placed in foster homes; and the remainder were, for the most part, placed in other institutions. Schedule 1 shows details on admissions to and discharges from Junior Village. Schedules 5 and 7, respectively, show the recorded reasons for admission and the plan of care for children discharged from Junior Village.

Child Welfare Division

The CWD is responsible for administering a program of services to children in the custody or guardianship of DPW by reason of dependency, neglect, incorrigibility, or law violation; for preventive and protective services to children in their own homes; for services to families of wards aimed at restoring or conserving satisfactory home life; and for related functions. Studies and investigations are made to determine or recommend a plan of care, such as placement in Junior Village, other institutions, or foster homes, or return of children to parents or relatives and their discharge from care. Following is a brief description of the CWD sections primarily concerned with children placed in Junior Village.

The Intake and Study Section receives requests for services from parents in behalf of children and receives referrals from persons, agencies, or courts where children are allegedly dependent, mistreated, or neglected. This Section has as its goal the provision of immediate and definitive services, particularly for children who are in Junior Village or in other emergency care facilities. It studies the cases and makes recommendations regarding the plan of care for children. It also has the responsibility for obtaining foster homes.

The Protective Services Section assists families to accomplish adjustments which enable children to remain in their homes, provides temporary custody of children, such as Junior Village, pending determination of suitable permanent plans for care of the children, and, where children cannot obtain adequate care in their own home, recommends placement such as foster home or institutional care.

The Institution Section provides casework services to wards while they are in institutions, public or private. It works with parents for return of the child to the community and provides continued casework services for the period of time indicated after the child has returned to the community from institutions.

The Foster Home Care Section provides casework services for children placed in foster homes and services to foster parents and to the natural parents on behalf of the child in custody. Such services include placing children in regular foster homes, relatives' homes, and other homes, and, on return of a child to its own home, the services are continued for a period of readjustment prior to discharge of the child from CWD care.

Summary of statistical data on admissions to and discharges from Junior Village during calendar years 1961 and 1962

Pertinent statistics concerning the admissions to and discharges from Junior Village are contained in schedules 1 through 7 of this report.

We examined the admittances to Junior Village for the calendar years 1961 and 1962 and found no monthly pattern for admissions to the village. Similarly, no monthly pattern of discharges was found, except that the largest number of discharges occurred in the month of December. During the 2-year period the Junior Village population showed almost a month-to-month increase and there was an overall increase from 470 children on January 1, 1961, to 674 on December 31, 1962, or an increase of 43.4 percent. During calendar year 1962 the ratio of white children to the total population decreased from 10.8 percent to 7.9 percent and of nonwhite children increased from 89.2 percent to 92.1 percent.

Following is a summary of children admitted to Junior Village in calendar years 1961 and 1962 whose parents applied for but were denied ADC assistance or whose parents' ADC cases were closed.

	Total		Application denied		ADC case closed	
	1962	1961	1962	1961	1962	1961
Number of children admitted to Junior Village	780	391	371	278	409	113
Percent to total children included in denied applications or closed cases	8.9	4.7	3.9	2.5	5.0	2.2

Schedule 3 shows the timing of admission of children to Junior Village in relation to the denial of parents' applications for ADC and the closing of ADC cases. During the period from January 1, 1961, through December 31, 1962, the majority of the children were admitted either prior to or 6 months or more after denial of assistance or closing of the ADC cases.

Our analysis of the recorded reasons for admission to Junior Village shows that in calendar years 1961 and 1962, over 70 percent and 53 percent, respectively, of the children were admitted for reasons other than that the caretakers were lacking in income or destitute or homeless. (See schedule 5.)

We found that the plan of care for about 77 percent of the children discharged from Junior Village from July 1, 1960, through December 31, 1962, was placement in parents' or relatives' homes. (See schedule 7.)

On June 12, 1963, the Junior Village population reached an all-time high of 814. Our review of the population at that date disclosed that the length of stay ranged from less than 1 month to over 4 years. Over 78 percent of the children had been at the Village for less than 1 year. Following is a summary of the length of stay by age groups.

Length of stay	Age groups						Total	Percent
	6 months to 4 years	4 to 6 years	6 to 8 years	8 to 12 years	12 to 14 years	14 to 18 years		
Under 1 month	44	28	22	33	8	7	142	17.5
1 to 2 months	28	13	14	16	1	6	78	9.6
2 to 3 months	22	9	11	24	6	10	82	10.1
3 to 4 months	20	11	5	16	8	3	63	7.7
4 to 5 months	32	12	17	16	7	3	87	10.7
5 to 6 months	3	6	6	4	2	3	24	2.9
6 months to 1 year	54	23	21	39	10	13	160	19.6
1 to 1½ years	8	13	11	20	11	19	82	10.1
1½ to 2 years	3	1	5	14	11	9	43	5.3
2 years and over	2	2	2	12	17	18	53	6.5
Total	216	118	114	194	81	91	814	
Percent of population	26.5	14.5	14.0	23.8	10.0	11.2		100.0

FINDINGS

Department of Public Welfare did not make any studies in recognition of the growth of the Junior Village population

We inquired of the Acting Director, Department of Public Welfare, and the Chief, Child Welfare Division, as to what action had been taken in recognition of the growth of the Junior Village population.

Both officials referred to the publication "What Price Dependency" (1959) which was prepared by an independent committee known as the Junior Village Committee of the District of Columbia Health and Welfare Council. The Committee included some officials of DPW and other District of Columbia government departments. This document recognized the seriousness of the growth of the Junior Village population, attempted to identify the broad sociological problems considered responsible for the population growth, and made numerous recommendations to cope with the situation. Many of these recommendations were beyond the scope of DPW. However, DPW did take action on some of the recommendations which fell within its area of responsibility. In response to the question "Are more buildings the only answer to the problems at Junior Village?" the committee's response was that:

"* * * Buildings will not solve any basic social problems. But the absence of enough buildings to do an adequate job of housing, feeding, sleeping and schooling children at Junior Village can do a great deal to complicate their basic social problems."

We could find no evidence that the Department had supplemented this study with one of its own or made broad plans to cope with the growing problem. We reviewed the record of the congressional hearings for fiscal years 1962 and 1963 and DPW's internal budget presentations and found that recognition was given only to current problems or those which would arise in the immediate future. The principal actions taken by the Department concerned the request for additional funds for increased staff for the Department, including Junior Village. In some instances additional funds were requested for equipment and facilities at Junior Village.

Both the Acting Director, DPW, and the Chief, CWD, informed us that the broad problems involved had been discussed from time to time but neither could recall the preparation of any formal documents recording such discussions.

The population of Junior Village more than doubled during the last 5 years. (See p. 3.) We believe that, in addition to seeking means to accommodate the current Junior Village population, an intensive study or studies of the problems involved should have been made by DPW so that its operations could be geared to the population and that the need for other actions to stem the growth of such population could be brought to the attention of the Board of Commissioners.

In commenting on this point the Acting President, Board of Commissioners, in a letter to us dated October 31, 1963, stated that the need to stabilize and then lower the population at Junior Village had been recognized and that the CWD had expanded its efforts in this direction. He stated further that the expansion in the foster finding area was authorized in the 1963 budget and that further increases were included in the 1964 budget and would be included in the 1965 budget. However, no reference is made to any studies being made or contemplated of the basic problems involved giving rise to the increasing population so that operations can be geared to this problem.

Rate of discharge of children from Junior Village decreased

There were 1,051 children discharged from Junior Village in calendar year 1962, which was 2 less than the number of children discharged in calendar year 1961. However, because there were 218 more admissions in calendar year 1962 than in calendar year 1961, the ratio of discharges to admissions decreased 17.6 percent.

We found that CWD did not gear its discharge operations to the increase in admissions to Junior Village.

We found that CWD failed to take effective action to alleviate the increased workload of its Protective Services Section, which had the responsibility for making permanent plans for the care of the largest number of CWD children at Junior Village. (See p. 7.) Although about 77 percent of the children discharged from Junior Village were returned to parents or relatives, CWD did not plan its operation to emphasize the return of the children in the shortest possible time. As a result, the number of children at Junior Village who were the responsibility of Protective Services Section increased from 135 in January 1962 to 339 at December 31, 1962, which was about the equivalent of the increase in Junior Village population in calendar year 1962. We believe that the transfer of more caseworkers to the Protective Services Section or redistribution of this section's workload might have had a material effect in improving the discharge rate.

Our review indicated that vacancies in CWD's authorized staff positions contributed to the decline in the rate of discharges from Junior Village during

calendar year 1962; however, there was insufficient information available upon which to reach a definitive conclusion on this matter.

At June 30, 1961, 145 positions were authorized for CWD and on July 3, 1961, all but 2 of these positions were filled. The number of authorized positions in CWD remained at 145 through October 31, 1962, when 11, or 7.6 percent, of the positions were vacant. An additional eight positions were authorized in November 1962. At December 31, 1962, 15, or 9.8 percent, of the total authorized positions were vacant. Information on the length of time that the positions were vacant could not be obtained from available DPW records, and DPW officials were unable to provide this information or explain the reasons for the vacancies.

We believe that the discharge rate could have been increased if CWD had placed increased emphasis on approving foster homes in which to place committed children. (See p. 14.) In addition, action to obtain more timely court commitments for children who could not be returned to their parents or relatives would have served to increase the discharge rate. (See p. 24.)

On October 31, 1963, the Acting President of the Board of Commissioners informed us that some improvement had been made in the rate of discharge of children from Junior Village through acquisition of additional staff which accelerated the recruitment and review of the foster home applications. At the end of July 1963 there were no vacancies on the staff of CWD. He stated that this phase of improvement was not effectively felt until the latter part of fiscal year 1963. He further informed us that additional court calendar time had been made available through the increase in the number of juvenile court judges and that the District had directed its efforts toward helping parents assume responsibility for their children. He added further that it had been the District's experience that commitment sometimes mitigates against this objective and, therefore, early commitment was not always deemed desirable.

Inadequate action to obtain additional foster homes contributed to overcrowded conditions at Junior Village

Our review disclosed that, although there was an urgent need for additional foster homes to cope with the increasing population at Junior Village, CWD did not intensify its foster home program until the latter part of calendar year 1962.

Following is a summary of the number of foster homes in use and the children in the homes at selected dates.

Date	Number of foster homes in use	Number of children in foster homes
June 30, 1958	499	1,295
June 30, 1959	534	1,435
June 30, 1960	574	1,435
June 30, 1961	618	1,586
June 30, 1962	(1)	1,604
Dec. 31, 1962	(1)	1,630

[1] Data on homes in use not recorded; however, homes available for use at these dates were 658 and 704, respectively.

Following is a summary of foster homes by location and race of foster parents at December 31, 1961 and 1962.

	1962			1961		
	Total	Nonwhite	White	Total	Nonwhite	White
District of Columbia	341	306	35	286	257	29
Maryland	208	96	112	199	98	101
Virginia	142	84	58	141	82	59
Other States	13	8	5	14	7	7
Total	704	494	210	640	444	196

During calendar year 1961 there was a monthly average of 1,504 children in foster homes; during calendar year 1962 the monthly average was 1,562 children.

We found that many children remain in Junior Village for extended periods of time because of the limited number of available foster homes. On December 3, 1962, 147 children, or about 21 percent of the Junior Village population, were awaiting placement in foster homes. These children had been in Junior Village for the periods shown below.

Period:	*Number of children*
Under 6 months	28
6 to 12 months	22
1 to 2 years	48
2 to 3 years	35
3 to 4 years	8
Over 4 years	6
Total	147

Belated efforts to speed up foster home program

The lack of approved foster homes for the placement of children was attributed by CWD primarily to an insufficient staff in the foster home study unit to handle the workload and excessive time required to obtain official licenses for foster homes.

Although the records indicate that CWD was aware of the urgent need for additional foster homes, effective measures were not promptly taken to improve the situation. In the latter part of calendar year 1962, the overcrowded conditions at Junior Village received extensive publicity. This publicity resulted in a substantial increase in the number of applications for foster homes in succeeding months; in calendar year 1962 the average number of applications received per month was 22; however, during the first 6 months of calendar year 1963 this average increased to 51. Foster home applications received during calendar years 1961, 1962, and the first 6 months of 1963 are shown in the following table.

Race of applicant	Calendar year		
	1963 (6 months)	1962	1961
Nonwhite	248	207	132
White	59	61	44
Total applications received	307	268	176

To cope with the increased number of applications, CWD doubled the staff of the foster home study unit by assigning five additional caseworkers, four of whom were detailed from other DPW institutions. In February and March 1963, two recruiters for foster homes were hired by CWD to publicize the need for homes.

In connection with the delays in licensing procedures, CWD made a study in January 1963 of the time involved in obtaining inspections by the Department of Licenses and Inspections and found that periods of from 6 weeks to 8 months elapsed between the time CWD requested inspection of a proposed foster home and the receipt of notification of approval or disapproval. In April 1963, the Board of Commissioners of the District of Columbia revised the inspection requirements to facilitate the issuance of permits for foster homes, primarily by permitting CWD to make health inspections of proposed foster homes caring for four children or less. Previously, an inspection by the Department of Licenses and Inspections was required of homes caring for more than two children. Although, at the time of our review, the actual effect of this amendment had not been experienced, CWD supervisors believed that it would benefit the program by reducing the time required to process foster home applications. As a result of the increased efforts, CWD approved 81 foster homes during the first 6 months of calendar year 1963, compared with 84 and 68 homes approved during the entire calendar years 1962 and 1961, respectively.

On the basis of our review of case files and our visits to selected foster home applicants, we believe that the failure to act promptly in processing applications

contributed toward many applicants becoming discouraged and withdrawing their applications or discontinuing responding to communications from CWD. We believe also that, if CWD had acted earlier to give added impetus to the foster home program, the overcrowded conditions at Junior Village probably would have been substantially alleviated.

Time required to place children in available foster homes

During calendar year 1962, the time required to place children in available foster homes was as follows:

Time taken to place children	Number of children ultimately placed		
	Total	Nonwhite	White
Under 3 weeks	85	71	14
3 to 6 weeks	43	40	3
6 to 9 weeks	36	29	7
9 to 25 weeks	24	15	9
25 weeks and over	16	10	6
Not determinable	9		
Total	213		

As shown above, 3 weeks or more elapsed before 119 of the children were placed in available foster homes. CWD supervisors attributed the delays to the necessity of properly matching the characteristics of the children with those of the foster parents.

As a matter of procedure, weekly conferences are held by supervisors and personnel responsible for placements. During these conferences, decisions are made for specific placements. Any foster home vacancies occurring between conferences are not considered for placement until the next meeting. This procedure contributes somewhat to the delays in placing children in available foster homes.

Unduly stringent policies and practices resulted in numerous rejections and withdrawals of foster home applications

During calendar year 1962 final action was taken on 221 applications of which 137, or 62 percent, were either rejected or withdrawn as shown below.

Disposition of application	Nonwhite	White	Total	Percent of total
Rejected:				
After 1st interview	27	5	32	
After home inspection	16	2	18	
Total rejected	43	7	50	22.6
Withdrawn:				
After 1st interview	39	14	53	
After home inspection	25	9	34	
Total withdrawn	64	23	87	39.4
Total rejected or withdrawn	107	30	137	62.0
Approved	56	28	84	38.0
Total final actions	163	58	221	100.0

During the year 79 foster homes were closed by CWD: 41 were regular foster homes and 38 were special or relatives' homes. We made a preliminary review of the case files relating to the 137 rejected or withdrawn applications and the 79 homes closed. On the basis of this review, we selected and later visited the homes of 25 applicants whose applications were rejected or withdrawn and 14 of the 41 regular foster homes closed where the recorded reasons for such action warranted further inquiry. These visits were made to examine into the circumstances under which the negative actions were taken.

A further review of the case files and observations and interviews conducted by representatives of the Office of Investigations and Collections (OIC), DPW, and of the General Accounting Office during the 39 home visits resulted in the conclusion that in 29 of these cases, or about 75 percent, the action of the caseworkers

appeared questionable. Caseworkers appeared to be guided by unduly stringent personal standards, particularly concerning applicants' attitude toward children and physical facilities, which in many cases appeared to be superior to those at Junior Village.

Following are instances where applicants appeared to be discouraged by caseworkers from participiting in the foster home program.

1. *Requirements made upon applicants.*—In one case an applicant was engaged in a real estate business at her home and was rejected as a foster mother because the caseworker felt that she would not devote full time to foster children. However, according to the case file and the investigators' home visit, this woman had served previously as a satisfactory foster mother under the same circumstances. Another case involved a family whose own child was considered by the caseworker to be backward because he was unusually quiet. The caseworker felt that this child would have an unsatisfactory effect on any foster children placed in the home. During their visit to the home, the investigators spoke with the parents and the child and the parents saw no reason why the caseworker made such an issue of the child's personal characteristics. Because of this issue, the applicant became discouraged and withdrew the application. Other instances of rejections or withdrawals of applications which appeared to be questionable follow:

(*a*) An applicant who had two children of her own was rejected solely because she was also caring for two other children outside the foster care program.

(*b*) An applicant was rejected because she was providing nursing-home care for a person who was receiving public assistance.

(*c*) An applicant was rejected because she had an adopted son who, the caseworker felt, would possibly resent the foster children.

(*d*) An applicant was rejected because her dog was thought to be vicious and unsafe for children; 6 months later, CWD determined that the same dog posed no problem and approved the home.

2. *Reasons for rejections or closing of homes.*—The investigators found that two applications were rejected and one home was closed on the basis of evidence which they believed did not adequately support the reasons for such actions. Following is a brief summary of these cases.

(*a*) An applicant was rejected on the premise that her social drinking in the afternoon was a trait only among heavy drinkers, without further investigations by CWD of the applicant's drinking habits.

(*b*) An applicant was rejected because she was working. However, she managed to care for her three children and indicated that she would stop working if and when foster children were placed in her home.

(*c*) A foster home was closed on the basis of a rumor that the foster parents had been drinking excessively. The records did not contain information that the rumor was verified.

3. *Cooperation by CWD in overcoming applicants' problems.*—The investigators found that applicants are frequently reluctant to take the physical examinations which are required for foster parents. In several cases, this requirement has presented a problem, particularly among the male members of the families; the investigators found several instances where members of the family would have had to lose a day's pay in order to comply. In other cases, it appeared that, if the caseworkers had devoted some time toward convincing the applicants of the necessity for having the medical examinations and had assisted the applicants in arranging for the examinations, their objections might have been overcome. There was no evidence to indicate that attempts were made to make arrangements for medical examinations to be taken at times more convenient to applicants, such as in the evenings or on weekends.

4. *Followup on applicants.*—In many cases, applicants, after a considerable number of contacts, stopped communicating with CWD. In these cases, the records show that caseworkers merely sent followup letters stating that, if CWD did not hear from the applicant, the applications would be withdrawn. Usually, CWD received no response to these letters and did not attempt to make home visits to determine the reasons for the loss of interest by the applicant in the foster home program.

In addition, several applicants requested that action on their applications be temporarily deferred for various personal reasons. In these cases, caseworkers asked the applicants to contact CWD when they were ready for the caseworkers to resume processing the applications rather than the caseworkers taking an affirmative approach by keeping in touch with the applicants.

On October 31, 1963, the Acting President, Board of Commissioners, informed us that, while approval of foster homes should not be subject to unrealistic criteria, it must be emphasized that DPW is legally responsible for the safety and well-being of children placed in foster homes and, therefore, foster home care service must place heavy reliance on foster parents and every reasonable precaution must be taken before contracting for foster home care. With respect to required physical examination of foster parents, he stated that it is a practice of DPW to permit prospective foster parents to use their own doctors when this is more convenient to the applicants.

The Acting President informed us also that the foster home cases referred to CWD by the General Accounting Office had been analyzed and the results were being used in the further development of guidelines for review and approval of foster home applications. The Acting President further stated: "We have assured the Senate Appropriations Subcommittee in the hearings this year that increased scrutiny and analysis will be given to all rejected applications. Also, that an affirmative approach will be used in following up all applications on hand, including those deferred for various reasons."

Effect of regulations of District of Columbia Department of Public Health on selection of foster homes

CWD caseworkers expressed the opinion that the Department of Public Health standards were sometimes too restrictive. They stated that in some cases the physical quarters of applicants were adequate for foster home care of children, but, because of certain Department of Public Health restrictions, the homes were rejected. CWD officials advised us that, although the records indicated that only a few homes were not approved because of housing and other regulations of the Department of Public Health, these families may influence many others and thus prevent applications from other families. CDW officials advised us also that, in the screening process prior to the application interview, some families either became disinterested or were discouraged by CWD from submitting an application if early information indicated shortcomings in housing.

Our review of all foster home applications rejected during calendar year 1962 disclosed that the failure to meet health requirements were cited in only 4 of the 50 cases as the reason for rejection. In these four cases, the reasons given were: (1) inadequate lighting and ventilation in a proposed basement sleeping room, (2) no window in an upstairs bedroom, (3) insufficient sleeping space for applicant's children and foster children, and (4) only one room available for sleeping quarters.

We found that there is considerable inconsistency between the Department of Public Health requirements for foster homes and the conditions under which children are permitted to live at Junior Village. For example, the health standards for foster homes require at least 50 square feet for sleeping purposes per occupant for multiple occupants and a distance of at least 3 feet between each bed. At Junior Village the children have been sleeping in extremely crowded quarters. On June 12, 1963, Junior Village population was 814 which was 73 percent above capacity. On that day there was an average of only 22 square feet for sleeping purposes per occupant, exclusive of the children under 4 years of age. The space per occupant ranged from about 17 to 31 square feet. Only in a few instances was there a space of 3 feet or more between beds. In many instances the beds were so close together that the children could not get into the beds from either side. Many children slept in junior-size bunk beds and in at least two of the cottages, more than one child slept in a single junior-size bed. If the health standards for foster homes were applied at Junior Village, either most of the cottages would have to be closed or the population would have to be substantially decreased.

The Acting President, Board of Commissioners, informed us on October 31, 1963, that—

"We are required to follow the health standards, established by the Department of Public Health, in the operation of Junior Village. It is recognized that some of the conditions reported can be considered to be health hazards. However, it is again pointed out that under 24-hour supervisory control conditions may be condoned at Junior Village which cannot be tolerated in a foster home."

We believe that there is some question as to whether the 24-hour supervisory control conditions adequately justify the overcrowded conditions at Junior Village which would not be permissible or tolerated in foster homes.

Furthermore, none of the cottages are equipped with fire escapes. The majority of the children sleep on the second floor of the cottages, most of which have only two narrow wooden stairways leading to the first floor. In this connection, the following information was submitted by DPW during the June 1963 hearings

before the Subcommittee of the Committee on Appropriations, House of Representatives, on the District of Columbia Appropriations for fiscal year 1964 (p. 608.):

"The old buildings, with the exception of Harrison Cottage, are permanent-type structures. They are overcrowded but are equipped with a complete fire sprinkler system. * * * funds are requested in the B budget for * * * outside fire escapes. The (outside fire escapes) are not required but the department considers them desirable."

Delays in filing petitions and obtaining court commitments result in extending the length of stay for children at Junior Village

We found that delays in filing petitions and obtaining court commitments of children as wards of CWD, who cannot be returned to their own or relatives homes, contribute to extending the periods of stay at Junior Village. Some of these children remain in Junior Village for long periods of time because definite plans to place them in foster homes are not usually made until they are committed to CWD by the juvenile court.

The Child Welfare Division is charged with the responsibility for filing petitions for commitment of children by the juvenile court as wards of CWD. In our review of the 68 petitions filed by CWD during calendar year 1961 and of the 182 petitions filed in calendar year 1962, we found that the average lapse of time between the childrens' admission to Junior Village and the filing of petitions was 118 days in 1961 and 254 days in 1962. In 43, or 17 percent, of the cases examined, we found that the petitions were filed a year or more after the children were admitted to Junior Village. We were informed by the Chief, CWD, that the primary reason for the delay in filing petitions was the heavy backlog in juvenile court. When a heavy backlog exists, by the time the case is heard the circumstances in the case may have changed and the petition would have to be updated, or, in some instances the cases may have been closed and the petitions would have to be withdrawn.

In many instances court commitments were not obtained until several months after the petitions were filed. For calendar year 1962, we found 27 instances where the commitment was obtained after periods of 3 to 6 months and 10 instances where the period was over 6 months.

We believe that DPW should establish policies and procedures for prompt filing of petitions for commitment of children admitted to Junior Village and that the Board of Commissioners should attempt to obtain an increase in the time allotted by the juvenile court to hear CWD commitment cases.

The Acting President, Board of Commissioners, informed us on October 31, 1963, that DPW had adequate policies and procedures for the filing of commitments and that commitment petitions were filed without delay after judgment to commit had been made. He also stated that a full-time liaison with the juvenile court was being requested in the 1964 budget. He stated further that the Board of Commissioners had contacted the juvenile court relative to CWD commitment cases and that the court was now allotting adequate time to hear these cases. With additional court calendar time, he believed that commitments of children as wards of the CWD would be expedited. (See p. 13.)

Cost of providing care at Junior Village much higher than at foster homes or private institutions

Our comparison of the costs to the District of providing care to dependent children at Junior Village with the costs of providing care in foster homes and private institutions disclosed that Junior Village costs were much higher.

We found that, during fiscal year 1962, the average monthly cost per child at Junior Village was about $210. This amount excludes the cost of medical services provided at D.C. General Hospital and certain other District facilities, and depreciation of equipment and buildings at Junior Village.

The current monthly basic board rate for foster home care of children in the Junior Village age group is $57 per child. Foster parents, particularly relatives of dependent children, sometimes voluntarily accept a lesser rate. In addition, the District pays a monthly clothing allowance, which averages about $6 per child, and the Department of Public Health provides free medical and dental services to the foster children. Following are the monthly basic board rates paid for foster home care by the District in nearby communities. (See app. II.)

Location:	*Basic monthly board rate* [1]
District of Columbia	$57.
Prince Georges County, Md	$50 to $60.
Montgomery County, Md	$42.50 to $58.
Baltimore, Md	$40 to $53.
Fairfax County, Va	$50.
Arlington County, Va	$50 to $56.

[1] In addition to the basic board rates, there are smaller allowances for such items as clothing, school supplies, and spending money; the amounts for these items vary as does the provision for medical and dental care.

Some dependent children are placed in private institutions, particularly in cases where CWD considers the children more adaptive to institutional care or group living than foster homes. We were advised by CWD that space in private institutions is limited. Monthly rates paid at private institutions and the number of dependent children of CWD residing there during the month of December 1962 are shown in the following table.

Institution	Location	Monthly rate	Number children
Methodist Children's Center	Baltimore, Md.	$85	7
St. Ann's Infant Asylum	West Hyattsville, Md.	85	45
Merriweather Home	Washington, D.C.	85	38
The Central Union Mission	do	70	4
St. Vincent's Home and School	do	85	27
St. Joseph's Home and School	do	85	31
Total			152

The above data indicates that, from a financial point of view, operation of Junior Village is an expensive method of providing care for dependent children and that considerable savings to the District would result from placement of more children in foster homes and private institutions, if available.

Caseworkers tend to curtail fieldwork because of inadequate transportation arrangements

Our review indicated that caseworkers tend to curtail their fieldwork because of inadequate transportation arrangements.

According to CWD's policy, caseworkers are expected to be in the field a minimum of 3 days a week. We found, however, that, on the average, CWD caseworkers spend less than 2 days a week making field visits.

CWD has had nine District-owned cars available for caseworkers since fiscal year 1948. Repeated internal requests have been made for additional cars but none have been received. During this period additional caseworkers have been added to the staff, thus reducing the number of cars available to each caseworker; the ratio of caseworkers to cars has increased from 6 to 1 in fiscal year 1955 to 9 to 1 in fiscal year 1963.

Our examination disclosed that poor utilization was made of the District-owned cars assigned to CWD. A report prepared by CWD for April 1963 disclosed that the cars were used only 57 percent of available time. Some cars were used for parts of days while others were not used at all on some days. An examination of the May 13, 1963, record of use of cars disclosed that cars were idle partially because the caseworkers assigned to them remained in the office or were unable to contact clients. In these instances an alternate assignment of the cars was not made.

Many of the caseworkers used their private automobiles. However, several caseworkers have advised us that they are reluctant to use their own cars because the 8-cents-per-mile reimbursement rate is not considered sufficient for gas and oil, excessive wear and tear caused by children and bad roads, and higher insurance premiums.

The lack of adequate transportation arrangements appears to contribute to the caseworkers' failure to meet CWD's minimum expectations regarding frequency of field visits and results in impairing the effectiveness of casework.

We believe that CWD needs to make more adequate transportation arrangements for social workers. Such arrangements should include better utilization of available District-owned cars and, if necessary, might include (1) obtaining

additional District-owned cars, (2) raising the mileage allowance for use of privately owned cars, and (3) using more extensively public transportation, such as buses and taxicabs.

We were informed by the Acting President, Board of Commissioners, on October 31, 1963, that funds for 10 additional automobiles for CWD had been requested in the 1964 budget and that procedures had been changed to provide better control and more effective use of the District-owned vehicles. He stated that consideration was also being given to making more use of buses and taxicabs by social workers and to possibly increasing the mileage rate allowance.

Delays in constructing and occupying new buildings at Junior Village

We found that a lack of coordination between the District of Columbia Department of Sanitary Engineering and the contractor and numerous change orders resulted in delays in completing the construction of three cottages and an infirmary and admissions building at Junior Village. We found also that the failure of DPW to make realistic plans for staffing resulted in an undue delay in occupying the completed infirmary and admissions building.

In September 1961, the District of Columbia Department of Buildings and Grounds awarded two contracts for construction of three new cottages and an infirmary and admissions building. Following is a table showing pertinent data relating to these contracts.

Type of building	Original contract cost	Actual cost	Scheduled completion date	Date completed
Three cottages	$835,000	$871,821	Oct. 19, 1962	Dec. 12, 1962 (1 cottage).
Infirmary and admissions building	365,000	[1] 385,026	July 13, 1962	Dec. 21, 1962 (2 cottages).

[1] Includes $10,000 estimate for change order No. 7 for revising grading and providing additional gutters catch basin and drain due to latent water condition: final cost had not been determined at June 14, 1963.

The installation of sewer lines and water mains for all the above construction was planned to be made by the District of Columbia Department of Sanitary Engineering, and such work was started on June 26, 1962. On July 27, 1962, this work was stopped after only a part of the lines were installed because of running sand and water, necessity to cross an access road, and interference with the work of the contractor's employees who worked in close proximity to those of the Department of Sanitary Engineering. It was decided that the contractor would complete the installation of the sewer lines and water mains. This change in arrangements was accomplished through a change order in the contract for construction of the three cottages and resulted in a delay of about 60 days in completion of the contract. It was found necessary to issue 32 other change orders to the contract; these change orders increased construction costs, but did not require an extension of time for completion

Information furnished by the Department of Buildings and Grounds disclosed that 20 of the 33 change orders were to make corrections for omissions and errors in the drawings prepared under the original architectural and engineering contract. The additional cost occasioned by the 20 change orders aggregated $11,216. Following is a summary of the nine change orders where the additional costs exceeded $500.

Change order number	Date of order	Reason for change	Amount
1	Mar. 20, 1962	Additional reinforcing steel in foundation	$992
2	do	Additional shelving for toy storage	927
6	May 2, 1962	Additional waterproofing of certain exterior walls	571
14	Sept. 10, 1962	Relocate roof drains to permit flashing	1,000
16	do	Furr around downspouts	783
20	Oct. 2, 1962	Interior signs for one cottage	611
22	Dec. 14, 1962	Metal louvers and frames in lieu of wood	1,916
26	Mar. 7, 1963	Supports for accordion doors attached to structural members, in lieu of ceiling	1,482
27	Mar. 27, 1963	Additional yard drain and storm sewer at clinic	1,529
		Total	9,811

The remaining 11 change orders ranged from $33 to $468 and resulted in total additional costs of $1,405. An official of the Department of Buildings and Grounds advised us that the contract does not provide for any recourse against the architect.

The other 13 change orders, aggregating about $25,000, consisted principally of installing the sewer and water mains referred to above ($19,300), grading changes in parking areas, relocation of water lines ($2,500), lowering elevation of loading platforms ($2,200), and providing lead flashing for roof drains instead of plastic ($1,000).

One of the three cottages was accepted from the contractor on December 12, 1962, and the other two were accepted on December 21, 1962, about 60 days after the scheduled completion date; all three cottages were occupied immediately after acceptance. The contractor had been allowed a 60-day extension because of one change order and a 10-day extension because of severe weather conditions.

The infirmary and admissions building was accepted from the contractor for occupancy on March 8, 1963, almost 240 days after the scheduled completion date. Only 99 days of the delay was attributable to change orders and to a stop order issued on December 12, 1961, for which the contractor was granted extensions of time.

There were 12 change orders to the contract. The principal changes involving added costs were (1) to provide additional dump roofing and metallic waterproofing ($2,000), (2) to make extensive individual room changes ($5,800), and (3) to revise grading and provide additional gutters, catch basin, manhole, and drain (estimated at $10,000).

The contract for the infirmary and admissions building contains a clause for liquidated damages providing for a penalty of $70 a day for delay. On July 22, 1963, we were advised by the Director, Department of Buildings and Grounds, that it appears that the District will assess the contractor for liquidated damages. At the time the building was accepted for occupancy, access to the building was not readily available because walks had not been installed. In addition, landscaping had not been completed.

At June 30, 1963, the infirmary and admissions building had not been occupied or put into use by Junior Village. This situation resulted from the failure of DPW to make realistic plans for staffing the facility. The fiscal year 1963 revised budget did not include a request for additional staff to operate the building. On March 12, 1963, the Administrator of Junior Village informed the Acting Director, DPW, that the building was ready for occupancy but that there was no staff to operate the admissions unit.

The Acting Director, DPW, requested the District budget officer on April 16, 1963, to authorize staff for the infirmary unit for the remainder of fiscal year 1963, but made no request for additional staff for the admissions unit. On June 18, 1963, the District budget officer requested additional information from the Acting Director, DPW, concerning the staffing pattern proposed for the infirmary and admissions building, compared with the staff presently authorized, and the actual opening date of the facility.The District of Columbia budget officer further advised the Acting Director of DPW, that, "Upon receipt of the above information we will determine the proper course of action to be taken." Thus, at this late date, no final action had been taken to staff the facility. The District's fiscal year 1964 budget did not include a request for staff necessary to operate the building.

We were advised by the administrator of Junior Village that the infirmary section of the building was expected to be opened about July 15, 1963; staffing was to be accomplished by the transfer of six nurses from D.C. Village and by using employees presently assigned to Junior Village. However, there were no current plans for staffing of the admissions section of the building.

On October 31, 1963, the Acting President, Board of Commissioners, informed us that, rather than there being a lack of coordination between the Department of Sanitary Engineering and the contractor (see p. 29), the District found that for the construction of the three cottages there was a lack of communication between the Department of Buildings and Grounds and the Department of Sanitary Engineering concerning the physical condition of the terrain and the contractor's activities. With respect to liquidated damages for delay in completing the infirmary and admissions building (see p. 32), we were informed that liquidated damages for 72 days at $70 a day ($5,040) were assessed against the contractor who has filed an appeal with the District of Columbia Contract Appeals Board. The District agrees that delays were encountered in opening the infirmary and admissions building because of staffing requirements; the infirmary section was opened on July 15, 1963, and the admissions section was scheduled

for opening on or about November 1, 1963. The Acting President further stated that positions to adequately staff the Admissions unit were included in the 1964 budget and that in the interim the District of Columbia Budget Office had approved temporary positions until the enactment of the 1964 Appropriation Act.

Lack of emphasis on need for parents to assume responsibility for support of their children

Our review indicated that the District had placed insufficient emphasis on the need for parents to assume responsibility for support of their children.

Parents make relatively small payments toward the support of children in Junior Village

The CWD is responsible for arranging for the care and welfare of most of the children at Junior Village. Child Welfare Division's main goal is to try to return the children to their families. To accomplish this objective CWD needs to know, among other things, the financial resources available to the parents. The CWD manual provides, in part, as follows:

"Every parent has a moral and legal responsibility to support his child and should be helped to assume his responsibility. The positive values of a parent's assuming his financial responsibilities toward his child are of such significance that support payments, even when very small, are desirable. Such payments indicate that the parent is discharging a basic responsibility expected of him by his child and by society. * * * such payments are a tangible means by which the parent can remain in the child's life."

On the basis of information supplied by CWD, the Office of Investigations and Collections (OIC), DPW, has the responsibility for actually making and revising financial agreements with the parents of CWD children whose care is provided for by the District. Prior to October 1962, CWD caseworkers made referrals only in cases where, in the caseworker's opinion, the parents were able to make financial contributions; beginning in October 1962, CWD caseworkers were required to refer all cases to OIC.

CWD has the responsibility to furnish OIC with information regarding the child's status and the parents' situation. OIC makes arrangements for parents to come to its office for an interview and to present proof of resources available to the parents, such as an earning slip, evidence of debt, or a U.S. Employment Service card, in cases where the parents claim that they are unemployed. In the event OIC determines that the parents have sufficient resources, according to an established budget for the family size, the parents are required to enter into an agreement to make monthly contributions to the support of any child under the care of CWD. If a parent refuses to sign the agreement, the case is referred to the CWD caseworker concerned for recommendation as to subsequent action. Such action may take the form of delaying collections, waiving the agreement because of particular circumstances in the case, or seeking court action to enforce payment. Similarly, if payments are discontinued after an agreement is signed by a parent, OIC refers the case to the CWD social worker for a recommendation as to the course of action to be taken. Generally, such action may be to suspend payment, send dunning letters, or seek court action.

Our examination disclosed that CWD caseworkers were currently requesting OIC to make financial investigations of parents with children at Junior Village. However, as indicated below, the total amounts collected under parental agreements have been relatively small.

Fiscal year:	*Amount collected*
1959	$18,185
1960	18,606
1961	22,768
1962	24,884
1963	20,097

In fiscal year 1963, collections were received from 415 families who paid an average of $48.43 annually, and, in fiscal year 1962, collections were received from 343 families who made average annual payments of $72.55.

We found that OIC infrequently made field investigations to determine resources of parents. The CWD caseworkers, in most instances, did not make any effort to determine concealed resources which may have been available to the parents. Only occasionally did the caseworkers request that an investigation of this type be made by the Office of Investigations and Collections. In our interviews with CWD caseworkers and our review of case files, we found that they made only a

limited number of visits to the homes of parents and therefore had little opportunity to determine financial resources through physical inspection of home surroundings and discussions with parents and neighbors. In some instances, no visits had been made during a 6-month period.

During our review, visits were made to 40 homes of parents whose children had been admitted to Junior Village during calendar years 1961 and 1962 and were still at Junior Village on April 11, 1963. This review involved 120 children, representing about 16 percent of the population at Junior Village on that date. Our examination of the records of OIC disclosed that resources investigations had been made of 30 of the 40 parents whose homes were visited during our review. To June 30, 1963, 8 of these parents had contributed a total of $259 for the support of 38 children under agreements entered into between May 1, 1961, and May 1, 1963. At June 30, 1963, all of these parents were in arrears in their payments; the amount of arrears ranged from $40 to $1,622 and totaled $4,437.

At June 30, 1963, a total of about $198,000 was receivable from 412 parents with whom agreements had been entered into. Although an actual aging of these accounts has not been prepared by OIC, we were advised by an OIC employee that about 95 percent of the parents were delinquent in making payments and about 30 to 35 percent of the accounts dated back to 1960 or prior. During fiscal year 1963, OIC had 1,045 parental support referrals to process of which 401 were completed, leaving a balance of 644 on hand at June 30, 1963. Agreements to pay were reached in 151 instances for monthly payments totaling about $5,200; agreements were not reached in 250 of the referrals primarily because of the parents' financial inability to contribute to the support of their children.

In view of the sizable amounts due but uncollected under parental support agreements and the large backlog of referrals to be processed by OIC, we believe that additional emphasis should be placed on obtaining support agreements and making collections. Also, we believe that consideration should be given to undertaking a program of field investigations to determine whether parents are completely and accurately disclosing their financial resources.

In his letter of October 31, 1963, the Acting President, Board of Commissioners, agreed with us concerning the need for obtaining support agreements and making collections. We were informed that this was being accomplished through efforts to maintain new cases on a current basis and to reduce the backlog in making support agreements. With respect to making field investigations, we were informed that the Office of Investigations and Collections is doing this when, in its opinion, such investigations are necessary. He informed us further that the Department is giving close scrutiny to the results of these efforts and by December 31, 1963, should be able to determine whether additional staff is required to cope with the large number of referrals from the CWD.

Some parents may be using Junior Village as a child care center or depository for children

During our examination of 31 cases which were being processed by the CWD intake unit, involving 93 children or about 13 percent of the children who were at Junior Village on January 24, 1963, we found indications in 17 of the cases, involving 51 children, that the parents used Junior Village as a child care center or depository and did little to exercise their parental responsibility.

In 3 of the 17 cases, involving 12 children, the parents left their children at Junior Village for periods of time ranging from 71 to 306 days to enable them to work or seek employment. In the other 14 cases, the records indicate that the parents made only limited efforts to reestablish a home for the children. In one case, both the father and the mother were employed and all six of their children were at Junior Village. The mother requested that the children not be placed in foster homes, and, at February 27, 1963, the children had been in Junior Village from 253 to 306 days. In another case, a father had requested that all of his six children be placed in Junior Village because the mother had deserted the home; however, a visit by the caseworker disclosed that the father and mother were living together and were making little or no effort toward finding adequate quarters for their children. In both of the above cases a resources investigation by OIC had been requested by the CWD caseworker. OIC sent letters to these parents in October 1962 requesting that they report for an interview. The parents did not comply with this request, and OIC did not make a field investigation in these cases or take any followup action. Other cases concerned fathers who were working but did not accept their parental responsibility to support their families and mothers who chose to live with paramours and neglected their children.

In 6 of the 31 cases it also appeared that little or no effort was made by the caseworkers to find relatives or caretakers with whom the children could have been placed. In one of the six cases, the father of seven children requested their removal from Junior Village 2 days after they were placed in order that he might take the children to their grandfather in Newport News, Va. CWD did not comply with this request because of conflicting information furnished by the parents as to the ability of the grandfather to care for the children. The records indicate that CWD did not promptly follow up on this matter. After the children had remained in Junior Village for 116 days, CWD released them to their parents and they were taken to the maternal grandfather. With regard to the other five cases where relatives or caretakers for possible placement of the children were known, the files contained no evidence of any attempts by CWD to make such placement.

Our visits to 40 homes (see p. 37) disclosed information which indicated that 46 children from 14 families had been placed in Junior Village by parents who apparently were using the village as a child care center; the parents showed a lack of interest in their children or were making no plans for them. In addition, on the basis of our discussions with parents, there were indications that possible 10 of the children from 4 families could have been discharged to the parents because the parents expressed a desire to have the children back with them and appeared to have the physical facilities and financial capacity to care for the children.

In other instances, parents seemed to lack interest in the welfare of their children. The parents apparently had made little or no effort to reestablish their families and remove their children from Junior Village. This attitude on the part of some parents may be the result of insufficient followup on the part of the caseworkers. The failure to make frequent contacts with the parents was evidenced by the incorrectness of the recorded addresses of parents. We found that, in 25 of the 40 homes visited, the case files contained incorrect addresses. If the caseworkers had been making frequent visits, presumably the correct addresses of parents would have been recorded in the case files.

We believe that the use of Junior Village as a child care center or depository could be reduced considerably through more effective and timely study and more frequent field visits to homes by the social workers. (See p. 28.)

We were informed by Acting President, Board of Commissioners, on October 31, 1963, that efforts along these lines would be intensified with the approval of 53 positions requested in the 1964 budget.

Lack of timely prosecution of parents for nonsupport of children

Our review indicated that parents who fail to support their children are not prosecuted in a timely manner.

Referrals for court action in nonsupport cases resulting from desertion or abandonment of children are initiated by DPW caseworkers. The caseworkers submit requests for such action to OIC. Neither DPW nor OIC maintained records which readily disclose information on whether court action had been requested in each case. The juvenile court reports for fiscal years 1961 and 1962 showing actions taken by the court in all criminal nonsupport cases are summarized below. These cases could not be separated between DPW referrals and those initiated by others.

Type of disposition	Fiscal year	
	1962	1961
Nolle prosequi	101	97
Found not guilty	7	11
Discharged by operation of law [1]	225	151
Placed or continued on probation, ordered to support	59	118
Continued subject to call of complainant	3	1
Commitment set aside	2	2
Probation revoked and sentenced	3	6
Original sentence imposed	15	12
Fine imposed	26	35
Sentenced to jail—suspended	16	
Total	457	433

[1] Parties remarried or reconciled, defendant or child died, child adopted, etc.

Generally, there is an average period of 2 months between the date of the DPW referral to the Corporation Counsel's Office and the interview of the complainants by an Assistant Corporation Counsel. Following the interview there is a period of about 1 year in uncontested cases and about 2 year in contested cases between the filing of the information in the juvenile court and the hearing by a judge. A heavy juvenile court docket is reported by the Corporation Counsel's Office and the executive director of juvenile court to be the reason for the lengthy period required for court action. While these legal processes are taking place, the children may be at Junior Village, at foster homes, or, in some cases, a caretaker-relative may be receiving ADC payments.

We believe that the Board of Commissioners should consult with court officials and the Corporation Counsel to examine into the merits of placing greater emphasis on DPW nonsupport cases.

The Acting President, Board of Commissioners, informed us on October 31, 1963, that the Board and DPW will work with the Corporation Counsel and the juvenile court to examine the merits of placing greater emphasis on DPW nonsupport cases.

The Acting President informed us also that the average interval between the DPW referral to the Corporation Counsel's Office and the interview by an Assistant Corporation Counsel was 3 weeks in fiscal year 1961, 3 to 4 weeks in fiscal year 1962, and 6 weeks in fiscal year 1963. He stated that the causes for delays were limited personnel, fulfillment of other statutory duties, and personnel turnover requiring frequent retraining. Our review of DPW records for the months January through May 1963 disclosed an average interval of 2 months between the DPW referral and interview by an Assistant Corporation Counsel. Our examination disclosed further that in September 1963 this interval was reduced to about 1 month.

Miscellaneous information developed during our review

The following section contains miscellaneous information developed during our review, which is of interest in consideration of Junior Village problems.

Children taken home on weekends and holidays

Our examination of Junior Village records for the months of June and October 1962 disclosed that a relatively small percentage of the total Junior Village population was taken home for weekend visits. The percentage ranged from about 3 to 6.5 percent. In a large number of instances the home visits were for less than an entire weekend period. Some children went home on Friday and returned on Saturday while others went home on Saturday and returned on Sunday.

Our review of records concerning home visits for all holidays during calendar year 1962 disclosed that the greatest number of children were on home visits on New Year's Day, Thanksgiving Day, and Christmas Day. Following is a tabulation showing the percent of the Junior Village population on home visits during holidays in calendar year 1962.

Holiday	Percent of total population	Number of children
New Year's Day	4.3	20
George Washington's Birthday	.6	3
Memorial Day		0
Independence Day	2.7	16
Labor Day	1.1	7
Veteran's Day	1.0	7
Thanksgiving Day	6.8	46
Christmas Day	20.7	138

As indicated above, the largest number of children (138) were on home visit during the Christmas period. Five of these children did not return to Junior Village and were removed from the roles. The other 133 children stayed at home for a period ranging from 1 to 19 days for an average of 6.9 days each.

Confinement in correctional institutions of persons who received care at Junior Village during their childhood

We made a limited examination into whether children who were admitted to Junior Village, and thus exposed to institutional type of care, subsequently spent a part of their life in correctional institutions.

We selected 502 persons who had been discharged from Junior Village and were currently 18 years of age or older. We examined the records at Children's Center, Laurel, Md., the National Training School for Boys, and the District of Columbia jail to ascertain whether any of these persons had been confined at these correctional institutions through May 1, 1963.

Our examination disclosed that 149 of the 502 persons in the sample, or about 30 percent, had been confined at these institutions; several persons had been confined at more than one of the correctional institutions. Following is the confinement record of the 149 persons.

Correctional institutions	Number of persons	Percent
Children's Center, National Training School for Boys, and District of Columbia jail	2	1.3
Children's Center and District of Columbia jail	26	17.5
Children's Center and National Training School for Boys	2	1.3
National Training School for Boys and District of Columbia jail	8	5.4
Children's Center only	82	55.0
National Training School for Boys only	8	5.4
District of Columbia jail only	21	14.1
Total	149	100.0

We found that over 60 percent of the 149 persons had been admitted to Junior Village two or more times, as shown in the following table.

Number of admissions	Number of persons	Percent
1	57	38.2
2	64	42.9
3	17	11.4
4	7	4.7
5	2	1.4
6	1	.7
7	1	.7
Total	149	100.0

The following table shows number of persons in the total sample (502) who had been confined at the three correctional institutions.

Institution	Percent	Number of Persons
Children's Center	22.3	112
District of Columbia jail	11.3	57
National Training School for Boys	4.0	20

We did not attempt to ascertain whether the persons included in our test had been confined at other correctional institutions.

SCHEDULES

Department of Public Welfare, District of Columbia Government

Schedule 1.—*Admissions to and discharges from Junior Village, calendar years 1961 and 1962*

	Admissions			Discharges			Population at end of month
	White	Nonwhite	Total	White	Nonwhite	Total	
1961:							
January	4	118	122	15	73	88	504
February	17	60	77	2	63	65	516
March	27	58	85	28	54	82	519
April	13	87	100	19	71	90	529
May	13	62	75	11	82	93	511
June	26	69	95	23	90	113	493
July	12	67	79	18	63	81	491
August	26	61	87	15	64	79	499
September	21	69	90	16	57	73	516
October	10	114	124	21	58	79	561
November	6	51	57	11	77	88	530
December	10	44	54	12	110	122	462
Total	185	860	1,045	191	862	1,053	
1962:							
January	22	48	70	11	44	55	477
February	8	86	94	14	51	65	506
March	23	101	124	8	79	87	543
April	8	80	88	26	96	122	509
May	15	100	115	10	47	57	567
June	17	111	128	20	76	96	599
July	9	117	126	10	106	116	609
August	18	119	137	13	85	98	648
September	9	58	67	14	53	67	648
October	15	88	103	16	69	85	666
November	17	110	127	8	75	83	710
December	12	72	84	20	100	120	674
Total	173	1,090	1,263	170	881	1,051	

	1961		1962	
	Number	Percent	Number	Percent
Population at Dec. 31:				
White	50	10.8	53	7.9
Nonwhite	412	89.2	621	92.1
Total	462	100.0	674	100.0

SCHEDULE 2.—*Aid to dependent children (ADC) activities of public assistance division (PAD) and admissions to Junior Village; calendar years 1961 and 1962*

	Applications or cases		Children included in applications or cases		Number of children admitted to Junior Village
	Number	Percent	Number	Percent	
1961:					
PAD activity:					
ADC applications approved	2,270	39.5	7,376	40.3	----------
ADC applications rejected (assistance denied)	3,483	60.5	10,926	59.7	278
Total applications processed	5,753	100.0	18,302	100.0	----------
ADC cases closed	1,668	----------	5,125	----------	113
Active ADC cases and pending applications	----------	----------	----------	----------	326
Number of children admitted to Junior Village who were known to PAD	----------	----------	----------	----------	717
Number of children admitted to Junior Village who were unknown to PAD	----------	----------	----------	----------	328
Total number of children admitted to Junior Village (schedule 1)	----------	----------	----------	----------	1,045
1962:					
PAD activity:					
ADC applications approved	1,327	30.4	4,429	31.7	----------
ADC applications rejected (assistance denied)	3,031	69.6	9,526	68.3	371
Total applications processed	4,358	100.0	13,955	100.0	----------
ADC cases closed	2,544	----------	8,202	----------	409
Active ADC cases and pending applications	----------	----------	----------	----------	131
Number of children admitted to Junior Village who were known to PAD	----------	----------	----------	----------	911
Number of children admitted to Junior Village who were unknown to PAD	----------	----------	----------	----------	352
Total number of children admitted to Junior Village (schedule 1)	----------	----------	----------	----------	1,263

SCHEDULE 3.—*Children admitted to Junior Village from families known to public assistance division, calendar years 1961 and 1962*

	1961		1962	
	Number of families	Number of children	Number of families	Number of children
Aid to dependent children cases closed:				
Children admitted:				
Prior to closing	11	35	37	117
Within 1 month after closing	5	14	14	45
1 to 2 months after closing	2	3	20	57
2 to 3 months after closing	2	6	14	49
3 to 6 months after closing	6	13	22	65
6 or more months after closing	25	42	37	76
Total	51	113	144	409
Aid to dependent children applications rejected:				
Children admitted:				
Prior to rejection	23	69	21	58
Within 1 month after rejection	20	60	24	94
1 to 2 months after rejection	6	14	9	24
2 to 3 months after rejection	4	15	5	9
3 to 6 months after rejection	16	33	14	36
6 or more months after rejection	42	87	66	150
Total	111	278	139	371
Admitted from active cases and pending applications	142	326	52	131
Total	304		335	
Number of children admitted to Junior Village from families known to Public Assistance Division (schedule 2)		717		911

SCHEDULE 4.—*Disposition of children in cases closed as a result of special investigation of Aid to Dependent Children cases, through February 15, 1963*

	Families		Children	
	Number	Percent	Number	Percent
Children placed in Junior Village:				
Reason:				
Caretaker working	1	0.8	2	0.4
Mother hospitalized	1	.8	3	.6
Mother missing	1	.8	3	.6
Family destitute and homeless	12	9.1	36	7.1
Total	15	11.5	[1] 44	8.7
Children not placed in Junior Village	115	88.5	459	91.3
Total	130	100.0	503	100.0

[1] Status at February 15, 1963:

At Junior Village	13
In foster homes	2
Released to mother for home care	23
Released to other relatives for home care	6
Total	44

SCHEDULE 5.—*Reasons for admissions to Junior Village, calendar years 1961 and 1962*

Recorded reason	1961		1962	
	Number	Percent	Number	Percent
Caretaker ill	58	5.6	32	2.5
Caretaker working	19	1.8	27	2.1
Caretaker inadequate	93	8.9	34	2.7
Caretaker cruel to child	13	1.2	10	.8
Caretaker missing	93	8.9	74	5.8
Caretaker in hospital	110	10.5	135	10.7
Caretaker in jail	33	3.2	33	2.6
Child unmanageable	37	3.5	45	3.5
Child a runaway	16	1.5	8	.8
Child lost	11	1.0	14	1.1
Caretaker lacking in income or destitute and homeless	312	29.9	590	46.7
Combination of above reasons	119	11.4	103	8.1
Other reasons	131	12.6	158	12.6
Total (schedule 1)	1,045	100.0	1,263	100.0

SCHEDULE 6.—*Number of legitimate and illegitimate children at Junior Village, Dec. 31, 1962*

	Nonwhite		White		Total	
	Number	Percent	Number	Percent	Number	Percent
Legitimate	277	44.6	32	60.4	309	45.8
Illegitimate	289	46.5	6	11.3	295	43.8
Birth status unknown	55	8.9	15	28.3	70	10.4
Total (schedule 1)	621	100.0	53	100.0	674	100.0

NOTE.—This schedule is based upon statistics furnished by the Department of Public Welfare.

SCHEDULE 7.—*Plan of care for children discharged from Junior Village, calendar years 1961 and 1962*

Plan of care	1961		1962	
	Number	Percent	Number	Percent
Placed in:				
Parents' or relatives' homes	808	76.7	802	76.3
Foster homes	168	15.9	173	16.5
Institutions	63	6.0	72	6.8
Home of friend of family	3	.3	----	----
Other	4	.4	----	----
None, child absconded	7	.7	4	.4
Total discharged (schedule 1)	1,053	100.0	1,051	100.0

NOTE.—The Junior Village annual reports for fiscal years 1961 and 1962 contain statistics showing that 77 percent of the children discharged in fiscal years 1960, 1961, and 1962 were discharged to "parents."

APPENDIXES

APPENDIX I

Officials of District of Columbia government responsible for the administration of activities discussed in this report

	Term of office
Board of Commissioners:	
Walter N. Tobriner, President	From March 1961 to present.
John B. Duncan	From July 1961 to present
Brig. Gen. Charles M. Duke	From July 1963 to present.
Brig. Gen. Frederick J. Clarke	From August 1960 to July 1963.
Department of Public Welfare:	
Donald D. Brewer (Acting Director)	From February 1963 to present.
Gerard M. Shea, Director	From February 1950 to February 1963.
Donald Gray, Chief, Public Assistance Division (Acting Chief, October 1962 to May 1963).	From May 1963 to present.
Alice R. Smith, Chief, Child Welfare Division	From August 1953 to present.
Joseph S. Kosisky, Jr., Administrator, Junior Village	From December 1959 to present.
Department of General Administration: Schuyler Lowe, Director.	From September 1952 to present.
Department of Buildings and Grounds: James A. Blaser, Director.	From November 1956 to present
Department of Sanitary Engineering: David V. Auld, Director	From April 1953 to present.

APPENDIX II

Monthly board rates and allowances for foster home care in nearby communities, July 1963

	Board rate	Clothing allowance
Baltimore, Md.: [1]		
Infants to 2 years	$50.00	$8.50
2 to 6 years	40.00	8.50
6 to 12 years	44.00	14.00
12 years and over	53.00	18.00
In addition to above, payments are made for medical and dental care.		
Montgomery County, Md.:		
Infants to 2 years	50.00	[2] 8.50
2 to 6 years	42.50	[2] 8.50
6 to 12 years	48.00	[2] 14.00
12 years and over	58.00	[2] 18.00
Prince Georges County, Md.:		
Infants to 6 years	50.00	8.50
6 to 12 years	50.00	14.00
12 years and over	60.00	18.00
Fairfax County, Va.:		
All ages	50.00	----
1 to 6 years	----	5.00
6 to 9 years	----	6.00
9 to 12 years	----	7.00
12 years and over	----	10.00
Other allowances:		
1. School supplies—60 cents a month for children of school age.		
2. Spending money:		
1st to 3d grade $0.75		
4th to 5th grade 1.00		
6th to 7th grade 1.25		
8th grade through high school 1.50		
Arlington County, Va.:		
Infants to 1 year	53.00	----
1 to 12 years	50.00	----
12 to 21 years	56.00	----
Other:		
1. Allowances:		
4 to 6 years $1.00		
6 to 8 years 1.50		
8 to 10 years 2.50		
10 to 12 years 3.50		
12 to 18 years 5.00		
2. Clothing is requisitioned by worker and authorized by agency.		
3. Medical and dental care.		
4. School supplies.		

[1] Effective Aug. 1, 1963, the board rates for children 2 to 12 years of age were increased to $50 and for children 12 and over to $60.

[2] Includes allowances for school supplies and recreation.

COMPTROLLER GENERAL'S REPORT ON AID TO DEPENDENT CHILDREN PROGRAM

Senator BYRD. I shall include in the record at this point the 1962 report by the Comptroller General with regard to the investigation of the AFDC program in the District of Columbia.

(The report referred to follows:)

REPORT ON INVESTIGATION OF SELECTED CASES UNDER THE AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

By the Comptroller General of the United States, July 1962

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, July 26, 1962.

B-25435.

To the Chairmen, Subcommittees on District of Columbia, Senate and House Committees on Appropriations:

Herewith is our report on the investigation of selected cases under the aid to dependent children (ADC) program, administered by the Public Assistance Division (PAD), Department of Public Welfare, District of Columbia Government, June 1962. We participated in the investigation pursuant to your request of March 6, 1962.

The investigation of 236 ADC cases disclosed that the recipients in 133, or 57 percent, of the cases were ineligible for financial assistance under the eligibility requirements and need standards as prescribed by the Board of Commissioners. The ineligibility of the recipients in 69 of the cases was directly related to the so-called man-in-the-house rule, although in 32 of the cases other inelibigility findings also existed.

The high incidence of ineligibility of the recipients in the 236 cases investigated leads to the conclusion (1) that the PAD, in its determinations and redeterminations of the recipients' eligibility, either had not completely verified facts represented by the recipients as entitling them to financial assistance or had not maintained sufficiently close contact with the recipients to be aware of changes in their conditions or circumstances affecting their continued entitlement to financial assistance, (2) that reliance cannot be placed on the caretaker-relatives (parents or other relatives of specified relationship) to inform the PAD of the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance, and (3) that the ADC cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving.

We believe that a continuing field investigation should be instituted with the objective of investigating ADC cases for the purpose of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's prior verification of representations by the recipients. We believe also that such a continuing field investigation program should be conducted by an investigative unit organizationally placed outside the Public Assistance Division with a reporting responsibility not only to the PAD, but also to the Director, Department of Public Welfare. We believe further that procedures should be adopted to insure that the investigative findings are given adequate and proper consideration by the PAD in making its eligibility determinations.

JOSEPH CAMPBELL,
Comptroller General of the United States.

REPORT ON INVESTIGATION OF SELECTED CASES UNDER THE AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

The General Accounting Office has participated with the Department of Public Welfare (DPW), District of Columbia Government, in an investigation of selected cases administered by its Public Assistance Division (PAD) under the aid to dependent children (ADC) program. The purpose of the investigation was to determine the facts having a bearing on the eligibility of the recipients for financial assistance under the eligibility factors and need standards, as prescribed by the Board of Commissioners, and to establish whether, on the basis of the facts, the recipients are eligible for such assistance.

The Department of Public Welfare started its investigation of the ADC cases on November 13, 1961. The General Accounting Office participated in the fact-finding phase of the investigation beginning on March 14, 1962, pursuant to a request on March 6, 1962, of the Chairmen of the Subcommittees on District of Columbia, Senate and House Committees on Appropriations.

Summary of Investigation Findings and Actions Taken

The PAD office of Research and Statistics selected 280 ADC cases—about 5 percent of the caseload—for investigation. Subsequently, it was determined that 42 cases had been closed by the PAD prior to review by the investigative unit established to ascertain the factual information, that the caretaker-mother in 1 case was not investigated because she was in residence at the Residential Training Center, and that the proper record had not been furnished to the investigative unit in another case. Therefore the investigation actually pertained to only 236 cases. The investigation of these cases resulted in eligibility determinations by the PAD, as follows:

	Number of cases	Percent of total cases
Recipients ineligible for financial assistance	141	59.8
Recipients eligible for continued financial assistance	95	40.2
Total	236	100.0

Upon the PAD's notifying the recipients in the 141 cases of their ineligibility for financial assistance, a number of the recipients gave notice of their intention to appeal the discontinuance of the assistance. By June 25, 1962, the PAD had informed us that the status of the 236 cases was as follows:

	Number of cases	Percent of total cases
Action based on investigative findings:		
Financial payments discontinued	127	
Financial payments continued based on appeal findings	3	
Appeals pending	3	
Subtotal	133	56.3
Financial payments continued:		
No infractions of eligibility requirements or need standards	23	
Adjustments in payments based on existing need	20	
Miscellaneous administrative adjustments	52	
Subtotal	95	40.3
Action based on events occurring subsequent to investigation:		
Financial payments discontinued	7	
Appeals pending	1	
Subtotal	8	3.4
Total	236	100.0

Purpose of the Aid to Dependent Children Program

The purpose of the aid to dependent children program, as stated in the PAD manual, is "to encourage the care of dependent children in their own homes or in the homes of relatives through financial assistance and other social services to the needy dependent children, and to the parents or relatives with whom they are living, to help maintain and strengthen family life and to help parents or relatives to attain the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection." In aid to dependent children cases, the child is the recipient and payment is made to the parent or relative in his behalf.

The District of Columbia Aid to Dependent Children Act defines "dependent child" as a child who has been deprived of parental support or care by reason of death, continued absence from the home, or physical or mental incapacity of a parent. However, the PAD manual requires that both "need" and "deprivation

of parental support or care" exist in each case without regard to whether one condition results from the other.

The PAD manual provides that a needy child to be eligible for financial assistance (1) must be under the age of 16 or, if between the ages of 16 and 18, must be in regular attendance at school or be prevented therefrom by physical or mental disability, (2) must be living with a caretaker relative—father, mother, or other relative of a specified degree of relationship—in a place of residence maintained by the relative as his own home and in which the relative exercises the primary responsibility for the care of the child, and (3) must meet the District of Columbia residence requirements.

The manual sets forth definitions of what constitutes deprivation of parental support by reason of death of a parent, incapacity of a parent to work, a mother's unavailability to work, and a parent's continued absence from the home.

The PAD manual defines "need" as that part of the subsistence requirements of an assitance unit (caretaker-relative and children) which cannot be met by available income and other resources. The manual provides that the requirements of an assistance unit shall be based on budget standards prescribed by the Board of Commissioners. The budget standards are stated to have been developed on the basis of the cost, obtained from studies made by the Department of Agriculture, of the subsistence requirements recognized as constituting the essentials of living. These requirements include basic personal requirements—food, clothing, and housekeeping necessities—and shelter requirements. The budget allowances prescribed for the items constituting the subsistence requirements vary according to the number of persons making up the "assistance unit" and their living and eating arrangements. The budget allowances for shelter requirements are the actual costs incurred but not in excess of prescribed maximum amounts which vary according to the number of persons in the assistance unit.

The manual contains detailed procedures, criteria, and instructions for (1) determining the eligibility of a child for financial assistance under many varying conditions, (2) applying the budget standards in determining the amount of an assistance unit's subsistence requirements under varying situations, and (3) determining the income and resources of any and all members of the assistance unit.

REASON FOR CONDUCTING THE INVESTIGATION

The Department of Public Welfare's investigation of the ADC cases was undertaken pursuant to a request of the Senate Committee on Appropriations in its report on House bill 8072,[1] a bill to provide appropriations for the District of Columbia for 1962. The committee stated, in part:

"Public assistance in the District of Columbia has been continually increasing over the past several years, particularly in the aid to dependent children and general public assistance categories. The committee is concerned over this upsurge in grants and recommends that the Department establish, within available funds, a pilot project composed of at least five investigators to ferret out any so-called freeloaders who may be benefiting under the public assistance program. * * *"

Planning and direction of the investigation

The Board of Commissioners, on October 5, 1961, approved the establishment of an investigative committee to plan and direct the investigation. The committee was made up of seven representatives of the District of Columbia government—four from the Department of Public Welfare, two from the Internal Audit Office, and one from the Office of the Corporation Counsel—and a representative of the Public Welfare Advisory Council. The committee, in a meeting on November 6, 1961, decided that:

1. The investigation of the public welfare cases would be conducted by an independent investigative unit to be established in an office apart from the Public Assistance Division which has the responsibility for the administration of the various public welfare programs.

2. The investigative unit would be headed by the Chief, Resources and Investigation Division,[2] Department of Public Welfare, who would conduct the investigation under the supervision of the committee and the operational direction of the Deputy Director, Department of Public Welfare.

[1] Senate Report 993, 87th Congress.

[2] Subsequently redesignated as the Office of Investigations and Collections.

3. The investigation would be conducted in a manner that would avoid all possible implications that it was not entirely and completely objective both in its approach and in its findings.

The investigative committee adopted procedures for the conduct of the investigation. Generally they provided for—

1. The Office of Research and Statistics to make a scientific selection of ADC cases for investigation.

2. The investigative unit to:

(*a*) Analyze each case and record on a case schedule the essential information and eligibility factors involved in the case.

(*b*) Make a field investigation of each case to determine the validity of the information and the eligibility factors.

(*c*) Submit a comprehensive report on the field investigation to the PAD for determining the eligibility of the recipient on the basis of the reported investigative findings.

3. The PAD to (a) review the field investigative report on each case and determine the eligibility or ineligibility of the recipient on the basis of the facts disclosed in the report and (b) notify the chief of the investigative unit of the determination and the action taken, if any.

4. The chief of the investigative unit to refer each case in which he does not concur in the PAD's determination of eligibility to the chairman of the investigative committee for consideration.

5. The investigative committee to review, summarize, and analyze investigative findings and to make recommendations for further avenues of investigation depending on the nature of the findings.

CONDUCT OF THE INVESTIGATION

On November 13, 1961, the DPW established an investigative unit in the Bell School Building, Second Street and Virginia Avenue SW.—with a staff of five investigators under the direct supervision of the Chief, Resources and Investigation Division—to undertake the investigation of the ADC cases that had been selected. Five more investigators were added to the staff in the early part of January 1962.

The General Accounting Office, on March 12, 1962, assigned 10 representatives to work with the DPW investigators, pursuant to the request of the chairmen, Senate and House Subcommittees on District of Columbia, in a joint letter dated March 6, 1962, that we participate in the investigation in order to accelerate its completion and to insure its independence.

At March 14, 1962, the investigative unit had completed its investigation of 115 of the 236 ADC cases. Also, the PAD had determined the eligibility status of the recipients for financial assistance in 82 of the 115 cases. Therefore, our direct participation in all phases of the field investigation was limited to 121 of the ADC cases.

The following comments pertain to the conduct of the investigation of the cases in which we participated. However, our review of the reports on the investigation of the cases that had been completed prior to our participation indicates that the same approach had been followed in respect to those cases.

The investigation generally was conducted in accordance with the adopted procedures as previously described. A minimum of four home visits were made in all cases except in those cases where ineligibility findings were disclosed by fewer visits. The initial visit was usually made at night or early Saturday or Sunday morning, at which time all members of the families would most likely be at home and available for interview. The initial home visit was made by two investigative teams, one to conduct the interview and the other to assure that no person left the home to avoid the disclosure of his presence. Each investigative team conducting a home visit comprised a DPW investigator and a GAO representative.

The initial home visit was made for the purpose of (1) verifying the facts related to the assistance unit, (2) determining the identity and relationship to the household of any person present who was not a part of the assistance unit, (3) inspecting the living areas to ascertain whether they indicated that a male other than one included in the assistance unit actually was part of the household, and (4) inspecting the household facilities to ascertain whether they were indicative of unreported resources. Additional home visits and home surveillances were made at night and early Saturday and Sunday mornings to verify all information obtained during the initial home visit and to determine whether any unreported male actually resided in the home or had access thereto.

Collateral inquiries were also made which included (1) the checking of (*a*) vital statistics records to determine the identity and age of the children of the household

and (*b*) school records to determine children's attendance, and (2) various other checks to determine (*a*) in the case of a person constituting part of the assistance unit, whether facts had been correctly reported relating to his relationship to the household, resources, and employability or whether he had been involved in any transaction or circumstances inconsistent with the case record information, (*b*) in the case of any other person residing in the home, his relation to the household and the extent of his contribution to the maintenance of the household, and (*c*) in the case of a male found in the home, but not a resident thereof, his relationship to the household, his regular place of abode, and his employment status. These latter checks involved contacting employers, utility companies, real estate companies, the Police Department, and the Department of Motor Vehicles, as well as other persons and organizations.

INVESTIGATIVE FINDINGS

A summary of PAD's determinations of eligibility of the recipients for financial assistance in the 236 cases investigated and the actions taken or pending are presented beginning on page 2 of this report. Comments relating to the cases in which the recipients were considered to be either eligible or ineligible for financial assistance are contained in the following sections.

Recipients eligible for financial assistance

The investigation disclosed information indicating that the recipients in 95, or 40 percent, of the 236 cases investigated were eligible for continued financial assistance (see p. 2) but that an adjustment was necessary in the amount of the assistance payments in 20 cases and that some administrative action was necessary in 52 cases to bring them into conformity with manual requirements (see p. 3).

Recipients ineligible for financial assistance

As shown on page 3, the recipients in 141, or 60 percent, of the ADC cases investigated were determined by the PAD to be ineligible for financial assistance—in 133 cases, on the basis of ineligibility findings disclosed by the field investigation and, in 8 cases, on the basis of events that occurred subsequent to the completion of the field investigation.

In the following table the 133 cases are classified according to the investigative finding which, in our opinion, had the most significant bearing on the recipients' eligibility status. Only 1 ineligibility finding was disclosed in each of 72 cases, and an average of 2.2 ineligibility findings was disclosed in 61 cases. In appendix II, a further classification of the cases is presented to show the nature of the additional ineligibility findings that existed in the 61 cases.

Ineligibility finding	Number of cases—			
	Considered to be ineligible	Having a single ineligibility finding	Having additional ineligibility findings	Number of ineligibility findings
Man-in-the-house rule:				
Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	31	21	10	44
Mother living in home with man other than her husband or father of her ADC children, in relationship similar to that of husband and wife	20	9	11	33
Man constituting an undeterminable resource	10	7	3	13
Total	61	37	24	90
Other ineligibility findings:				
Resources undeterminable for other reasons	11	9	[1] 2	13
Living arrangements not clarified	11	4	[2] 7	22
Parent employed	3	1	2	5
Parent employable	29	13	[3] 16	49
No eligible child in home	4	3	1	5
Refusal to cooperate	8	2	[1] 6	16
Miscellaneous	6	3	3	9
Total	133	72	61	209

[1] Includes 2 cases involving "man constituting an undeterminable resource."
[2] Includes 1 case involving "man constituting an undeterminable resource."
[3] Includes 3 cases involving "man constituting an undeterminable resource."

Man-in-the-house rule

The foregoing table shows that the recipients in 61 of the 133 ADC cases were considered to be ineligible because of the involvement of a man in a situation related to the so-called man-in-the-house rule. We ascertained that in eight additional cases a man was involved but the cases were classified according to other investigative findings deemed to be more significant. Thus, the man-in-the-house rule was a factor in 69, or 51.9 percent, of the 133 cases, or 29.2 percent of the 236 cases investigated. However, in 32 of the 69 cases, other investigative findings were disclosed, any one of which, in our opinion, constituted sufficient reasons for considering the recipients to be ineligible. It is important to point out that, in the 37 cases where the sole finding related to the man-in-the-house rule, there is the possibility that other ineligibility factors also may have existed since the cases were not investigated beyond the point where it was definitely established that they were ineligible because of that rule.

Mother living in a continuing relationship with a man who is her husband and/or father of her ADC children.—The investigation disclosed 31 ADC cases where the caretaker-mother was associating with her husband and/or the father of one or more of her children in a manner which negated the claim that the children were deprived of parental support by reason of the continued absence of the parent from the home. The PAD manual, in section 243.132, states that:

"A parent is considered to be continually absent from the home * * * if he is known to be residing away from the home under conditions which imply a definite dissociation from the normal marital relationship and from the normal exercise of parental custody and control of the children; this dissociation may exist whether or not the absent parent's whereabouts are known and whether or not he is making a financial contribution. * * * Continued absence does not exist solely because the parent rents or has living quarters available at another address or is supporting by court order. If the parents are engaging in a marital relationship and the man has free access to the home, then that man is not to be considered as 'absent from the home.'

* * * * * * *

"Only in situations where strong, convincing evidence is submitted that a parent is no longer in the home and has discontinued his relationship, shall the factor of continued absence be established."

The manual, in section 243.134, g, states:

"Children are ineligible whose mother associates with a man in a relationship similar to that of husband and wife and the man continues a relationship with the children similar to that of father and children regardless of whether such man lives in the home."

In each of the 31 cases there was no clear dissociation of relationship between the mother and her husband and/or the father of her children. In eight cases the relationship was between the mother and her husband, and in 23 cases the relationship was between the mother and the father of one or more of her children.

Mother living in home with a man other than her husband or father of her ADC children in relationship similar to that of husband and wife.—The investigation disclosed 20 ADC cases where the caretaker-mother was living with a man other than her husband or the father or any of her children in a relationship similar to that of husband and wife.

The PAD manual, in section 243.134, states that:

"Children are ineligible whose mother associates with a man in a relationship similar to that of husband and wife and the mother, her children, and such man live in a family setting regardless of whether such man is the father of the children."

The recipients were considered to be ineligible in 9 cases solely on the basis of the finding related to the foregoing regulation and in 11 cases on the basis of that finding and various other investigative findings.

Man constituting an undeterminable resource

The investigation disclosed 10 ADC cases where the recipients were deemed to be ineligible for financial assistance because of the presence in the home of a man or men whose relationship to the mother and/or the children and the extent of their contribution to the support of the mother and the children could not be determined. A similar situation existed in eight other cases where the recipients were considered to be ineligible because of other more significant investigative findings.

The PAD Manual, in section 243.134, h, provides, in respect to the situations disclosed in the 18 cases, that a mother and her children may receive financial assistance even if the mother maintains a conjugal relationship with a man,

provided the mother and her children are otherwise eligible and all resources available to the mother and the children are determined or clarified in establishing need.

The investigation disclosed that, in each of these cases, a man or men were present in the home but the nature of their relationship with the mother could not be established. Consequently, in none of these cases could the existence of need be established because the extent of the resources available to the mother and children that resulted from the presence of the man or men in the home could not be determined or clarified.

Other ineligibility findings

Resources undeterminable.—The investigation disclosed that in 11 ADC cases there was evidence of resources available to the recipients but the extent of such resources could not be determined. The finding of undeterminable resources also was present in 39 additional cases which were classified as ineligible on the basis of more significant findings.

The existence of undisclosed resources was determined by admissions of the caretaker-relatives (parents or other relatives of a specified relationship) or by evidence that the family was living on a scale beyond that possible under the financial assistance being provided. In each case, the caretaker-relative was either unwilling or unable to satisfactorily explain the existing situation. Therefore, it was impossible to definitely establish that a need for financial assistance existed.

Living arrangements not clarified.—The investigation disclosed that in 11 ADC cases the relationships between the parents of the children and various other persons living together in the same dwelling could not be determined. The same situation existed in 13 additional cases where the recipients were considered to be ineligible because of other investigative findings deemed to be more significant.

The questionable relationships which the parents of the children were unwilling to clarify were with landlords, relatives, and purported visitors. This failure to clarify the living arrangements made it impossible to determine either the extent of the available resources or that need for financial assistance existed.

Parents employed.—The investigation disclosed three ADC cases in which the parents of the ADC children were employed full time. In two of these cases other findings were also present, and in two additional cases the parent was found to be employed but the cases were considered ineligible because of the existence of more significant findings.

The PAD Manual, in section 235.100, provides that assistance shall be denied in those cases where a parent is employed full time.

Parents employable.—The investigation disclosed 29 ADC cases where the recipients were considered to be ineligible because the ADC parents were employable. Also, in eight additional cases the parents were employable, although the recipients were considered to be ineligible because of other more significant findings.

The PAD Manual, in section 243.121, states that it is generally expected that a mother without a husband will work to help support her children if she is not incapacitated and if there are relatives or other reliable persons available to care for her children. It also sets forth criteria for guidance in determining whether a mother is employable.

In 16 of the 29 cases, other investigative findings bearing on eligibility were also present.

No eligible child in home.—The investigation disclosed four ADC cases where financial assistance payments were being made although no eligible children were in the homes. In two cases, the only child in the home was over 16 years of age but he did not meet the eligibility requirements for a child over that age because he was not attending school regularly. In one case, the child, in respect to which financial assistance had been granted, had not been living in the home since August 1961. In the remaining case, the only child in the home was not related to the caretaker within the required specified degree of relationship.

Refusal to cooperate.—In eight ADC cases the recipients were considered to be ineligible because the caretaker-relatives refused to cooperate with the investigators in their attempt to determine facts substantiating that the children had been deprived of parental support or care, or to determine the extent of any existing need. In six of these cases other ineligibility findings were present. In five additional cases there also was a refusal to cooperate although the recipients were considered to be ineligible because of other reasons.

With respect to determining need, the PAD Manual, in section 350.000, states:

"The agency, therefore, needs factual and authentic information concerning an applicant's and recipient's income and resources in cash and in kind, in order to evaluate and measure them against the budget standard for the determination of the amount of the person's need.

"a. The worker must clearly explain to the client why the information is needed, and must help him to understand that he has three choices:

"1. Having his need determined by providing the required information, or authorizing the worker to obtain it;

"2. Withdrawing his application;

"3. Being denied assistance since his need cannnot be determined."

* * * * * * *

"An applicant or recipient who refuses to supply, obtain, or to authorize the worker to obtain information regarding his income and other resources, thereby makes himself ineligible for assistance because his need cannot be established."

The caretaker-relatives' refusal to cooperate with the investigators generally consisted of a refusal to admit the investigators into the home, a refusal to allow the investigators to inspect the interior of the home in order to determine living arrangements, or a refusal to supply information needed to establish the eligibility of a child or children for financial assistance or the extent of the need.

Miscellaneous.—In six ADC cases the recipients were determined to be ineligible for financial assistance for the following reasons:

1. Failure of returned husband to register with U.S. Employment Services (USES), two cases.
2. Husband's absence only a separation of convenience.
3. Presence of coin-operated machines in home.
4. Absent husband willing but not permitted to return to home (absence not established).
5. Parent's purported incapacity to work not established.

With respect to reason 1, the PAD manual, in section 243.120, states, in effect, that the provisions set forth in sections 244.00 and 245.00, which relate to the general public assistance program, are applicable to the ADC program. Section 245.310 states that active registration with the USES, as a part of the recipient's effort to find work, is an eligibility requirement. In the two cases where the recipients were deemed ineligible for the reason of failure to register with USES, originally the children had been determined to be eligible on the basis of continued absence of the fathers who were committed to the Occoquan Workhouse. In both cases they had been released and were not employed but had not registered with USES.

With respect to the case under reason 2, the investigation disclosed that although the absent parent had dissociated himself from the normal family relationship the absence was primarily for the purpose of enabling the mother and children to obtain ADC aid. In this connection the PAD manual, section 243.132, states:

"Continued absence is not established when, in the judgment of the agency, a man or woman who have lived together make separate living arrangements for the purpose of establishing eligibility for assistance."

In regard to the case under reason 3, the investigation disclosed the presence in the home of several coin-operated machines constituting business activities. These machines consist of a telephone with a lock on it, two television sets, and a washing machine. In addition, there was evidence that the parent in this case may have been engaged in the illegal distillation of whiskey and in other business activities. The PAD manual, in sections 352.470 and 352.500, states, in effect, that under such circumstances financial assistance cannot be granted in the absence of a clarification of resources in order to determine whether any need exists.

In the case under reason 4, the investigation disclosed that the absent husband was willing to return to his family but was prevented from doing so by his wife. The PAD manual, in section 243.138, provides that—

"* * * if the woman bases her need for assistance on the reason of her unwillingness to live with her husband, or to permit him to live in the home, and he is willing to live with and support his family, they are not considered to be in need."

In the final case, an examination of the case record disclosed evidence that the recipients were ineligible because the father, who had been considered unemployable, had not complied with the regulation requiring periodic medical reports to be furnished in support of his claim of unemployability.

Voluntary withdrawals from program

During the investigation, 13 caretaker-mothers voluntarily signed statements expressing their desire to withdraw from the ADC program. In two cases, the ADC mothers refused to cooperate with the investigators by denying them permission to examine or inspect the living arrangements and chose to withdraw from the program instead. In each of the other cases the withdrawal request was made after the investigation had disclosed findings which adversely affected the eligibility of the recipients.

EFFECT OF DISCONTINUANCE OF FINANCIAL ASSISTANCE

As shown on page 3, the PAD discontinued financial assistance payments in 134 cases of the 236 cases investigated. The discontinued monthly payments, aggregating $20,881, had been made on behalf of 511 children.

We have not attempted to estimate the savings that may accrue to the District as a result of the discontinuance of financial assistance in tht 134 cases because of the probability that, in some instances, the caretaker-mother may effect changes in her living arrangements that would result in her children's becoming eligible for assistance, and, in other instances, actions may be taken to clarify resources or living arrangements or to otherwise comply with the prescribed eligibility requirements and need standards.

PROPOSAL TO LIBERALIZE THE AID TO DEPENDENT CHILDREN PROGRAM

The Director, Department of Public Welfare, in hearings held on May 24, 1962, before the subcommittee of the Committee on Appropriations, House of Representatives, presented for consideration a program for aid to dependent children of unemployed parents (see page 1257 of the hearings) predicated on congressional passage of House bill 10606, an act providing for an extension through June 30, 1967, of Federal financial participation in aid to dependent children of unemployed parents. The Director, in response to a question by the chairman of the subcommittee as to what percentage of the ADC cases investigated would have been determined to be ineligible if there had been a change in eligibility requirements, stated:

"Assuming the policy on the man-in-the-home were to be changed and if the District were to extend aid to the unemployed, I don't believe there would be a very large percentage, much beyond 17, maybe it would go to 25 percent. But the statistics that have been reported have indicated that most of the reasons given for the closing of the cases, or finding them ineligible has been related to the man-in-the-home policy * * *."

The investigation was not directed toward ascertaining the employment status of the men involved in the 69 cases where the recipients were considered to be ineligible because of the man-in-the-house rule—in 37 cases solely because of that rule and in 32 cases because of that rule and other ineligibility findings. (See page 14.) However, the fact that the men involved in 24 of the 37 cases and in 21 of the 32 cases were employed was disclosed through statements made by the mothers of the ADC children or by the men themselves, either to the investigators or to public utility or other companies when seeking service or credit, and verified by the investigators through interviews with the indicated employers. Therefore, since the ineligibility of the recipients was based solely on the man-in-the-house rule in only 37 cases and since the men involved in 24 of the cases were employed, it would appear that in only 13 of the cases would the recipients have been eligible for financial assistance if the proposed program and the man-in-the-house policy, as outlined on page 1254 of the hearings, had been in effect. Thus, instead of 133 ineligible cases, as shown on page 3 of the report, there would have been only 120, or 50.8 percent of the 236 cases investigated, unless the extent of the men's employment in the 24 cases did not meet the criteria set forth in the proposed program.

CONCLUSIONS

The high incidence of ineligibility of the recipients for financial assistance in the 236 ADC cases, as disclosed by the investigation and confirmed by the PAD, leads to the conclusion (1) that the PAD, in its determinations and redeterminations of the recipients' eligibility, either had not completely verified facts represented by the recipients as entitling them to financial assistance or had not maintained sufficiently close contact with the recipients to be aware of changes in their conditions or circumstances affecting their continued entitlement to financial assistance, (2) that reliance cannot be placed on the caretaker-relatives

(parents or other relatives of specified relationship) to inform the PAD of the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance, and (3) that the ADC cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving.

We believe that a continuing field investigation program should be instituted with the objective of investigating ADC cases for the purpose of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's prior verification of representations by the recipients. We believe also that such a continuing field investigation program should be conducted by an investigative unit organizationally placed outside the PAD with a reporting responsibility not only to the PAD, but also to the Director, Department of Public Welfare. We believe further that procedures should be adopted to insure that the investigative findings are given adequate and proper consideration by the PAD in making its eligibility determinations.

APPENDIXES

Appendix I

U.S. Senate,
Committee on Appropriations,
March 6, 1962.

Hon. Joseph Campbell,
Comptroller General of the United States,
Washington D.C.

Dear Mr. Campbell: This will confirm our verbal request for your Office to furnish the investigative personnel that may be required to accelerate completion of the special public assistance investigation now being made by the Welfare Department of the District of Columbia government. As you know, this investigation was urged by our committees during the last session of Congress with a view to ferreting out any cases of violators on the welfare rolls. Since a sizable number of ineligibles have already been disclosed in the 280 selected cases, it is deemed important that all such cases be subjected to an independent review and report by your Office.

It is requested that your report include such additional pertinent information on the District welfare program as may be determined of interest to the committees.

Copies of communications with Commissioner Tobriner giving further details on the subject matter are enclosed.

With warm personal regards, we remain

Sincerely yours,

Robert C. Byrd,
Chairman of Subcommittee on District of Columbia Appropriations, Committee on Appropriations, U.S. Senate.

William H. Natcher,
Chairman of Subcommittee on District of Columbia Appropriations, Committee on Appropriations, House of Representatives.

APPENDIX II

DISTRICT OF COLUMBIA GOVERNMENT

Aid to dependent children, public assistance cases classified by ineligibility findings as disclosed by the investigation

Ineligibility finding	Total number of cases	Number of cases			Ineligibility findings										
		Having a single ineligibility finding	Having additional ineligibility findings		Total	Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	Mother living with man other than her husband or father of her ADC children in relationship of husband and wife	Man constituting an undeterminable resource	Resources undeterminable for other reasons	Living arrangements not clarified	Parent employed	Parent employable	No eligible child in home	Refusal to cooperate	Other
			Number of cases	Number of additional findings											
Man-in-house rule:															
Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	31	21	10	13	-----	-----	-----	-----	5	3	1	3	-----	1	-----
Mother living in home with man other than her husband or father of her ADC children in relationship similar to that of husband and wife	20	9	11	13	-----	-----	-----	-----	6	3	1	3	-----	-----	-----
Man constituting an undeterminable resource	10	7	3	3	-----	-----	-----	-----	3	-----	-----	-----	-----	-----	-----
Other ineligibility findings:															
Resources undeterminable for other reasons	11	9	2	2	-----	-----	-----	2	-----	-----	-----	-----	-----	-----	-----
Living arrangements not clarified	11	4	7	11	-----	-----	-----	1	6	-----	-----	2	-----	1	1
Parent employed	3	1	2	2	-----	-----	-----	-----	1	-----	-----	-----	-----	1	-----
Parent employable	29	13	16	20	-----	-----	-----	3	12	3	-----	-----	-----	2	-----
No eligible child in home	4	3	1	1	-----	-----	-----	-----	-----	1	-----	-----	-----	-----	-----
Refusal to cooperate	8	2	6	8	-----	-----	-----	2	4	2	-----	-----	-----	-----	-----
Other	6	3	3	3	-----	-----	-----	-----	2	1	-----	-----	-----	-----	-----
Total	133	72	61	76	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Additional ineligibility findings in cases having more than one finding	-----	-----	-----	-----	76	-----	-----	8	39	13	2	8	-----	5	1
Basic ineligibility findings in cases having a single finding	-----	-----	-----	-----	133	31	20	10	11	11	3	29	4	8	6
Total ineligibility findings	-----	-----	-----	-----	209	31	20	18	50	24	5	37	4	13	[1] 7

[1] 2 cases of failure to report to United States Employment Service.
1 case of separation of convenience.
1 case of incapacity for employment not established.
1 case of absence from home not established.
1 case of coin-operated machines in home.
1 case of forgery of qualifying documents.

47-392—65——71

COMPTROLLER GENERAL'S REPORT OF CERTAIN CASES UNDER AID TO DEPENDENT CHILDREN PROGRAM

Senator BYRD. I include in the record at this point the special report, dated 1962, by the Comptroller General to this subcommittee concerning the investigation of selected cases under the AFDC program in the District of Columbia.

(The report referred to follows:)

SPECIAL REPORT TO THE SUBCOMMITTEE ON DISTRICT OF COLUMBIA, COMMITTEE ON APPROPRIATIONS, UNITED STATES SENATE—INVESTIGATION OF SELECTED CASES UNDER THE AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

(By The Comptroller General of the United States; July 1962)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, July 30, 1962.

B-25435.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia, Committee on Appropriations, U.S. Senate.

DEAR MR. CHAIRMAN: Herewith is our special report on the investigation of selected cases under the aid to dependent children program administered by the Public Assistance Division of the Department of Public Welfare, District of Columbia government, June 1962.

This report, which is being submitted pursuant to your request of June 18, 1962, contains certain information in respect to the investigated cases in addition to that contained in the report submitted to you on July 26, 1962.

Because of the nature of the investigation, many of the statements contained in the report are necessarily based on conclusions arrived at after a reasonable evaluation of facts disclosed through observations, interviews, and admissions and through examination of public and business records.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

SPECIAL REPORT ON INVESTIGATION OF SELECTED CASES UNDER THE AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

The General Accounting Office submitted a report to the chairmen, Subcommittees on District of Columbia, Senate and House Committees on Appropriations, on the investigation of selected cases under the aid to dependent children (ADC) program, Department of Public Welfare (DPW), District of Columbia government, on July 26, 1962. This report contains certain additional information in respect to the cases investigated, as requested by letter dated June 18, 1962. (See appendix IX.)

CASES INVESTIGATED AND ACTIONS TAKEN

The aforementioned report pointed out that of 280 cases selected by the Public Assistance Division (PAD), Department of Public Welfare, for investigation, 42 cases had been closed prior to review by the investigative unit established by the DPW and that two cases were not investigated. The report showed that for the 236 ADC cases investigated, the PAD had informed us by June 25 1962, that the status of the cases was as follows:

	Number of cases	Percent of total cases
Action based on investigative findings:		
Financial payments discontinued	127	
Financial payments continued based on appeal findings	3	
Appeal pending	3	
Subtotal	133	56.3
Financial payments continued:		
No infractions of eligibility requirements or need standards	23	
Adjustments in payments based on existing need	20	
Miscellaneous administrative adjustments	52	
Subtotal	95	40.3
Action based on events occurring subsequent to investigation:		
Financial payments discontinued	7	
Appeal pending	1	
Subtotal	8	3.4
Total	236	100.0

In appendixes I through VIII of this report the 280 cases selected by the PAD for investigation are listed to show (1) the 42 cases that had been closed prior to review by the investigative unit, (2) the 2 cases not investigated, and (3) the 236 cases that were investigated. Those in the latter group have been classified according to their eligibility or ineligibility status. Comments pertaining to the cases in each of the foregoing categories are contained in the following sections of this report.

Cases closed prior to investigation

Shown as appendix I are the 42 cases in this category. We reviewed 28 of these cases for the purpose of evaluating the propriety of the actions taken. We believe that the actions were proper in view of the circumstances involved in each case.

Cases not investigated

Listed as appendix II are the two active cases which were not investigated. In one of these cases the mother of the ADC children was a resident of the DPW's residential training center, and an investigation of the case was deemed to be inexpedient. In the other case, the PAD inadvertently furnished the investigators a case record pertaining to a previous award which had been discontinued, and the fact that the assistance payments had been reinstated did not become known until after the field investigation work had been completed.

Recipients eligible for continued assistance

No infractions

Listed as appendix III are the 23 cases in which no infractions of PAD manual requirements were disclosed by the investigation. Of the 23 cases, 10 had been investigated prior to our participation in the investigation. However, our review of the investigation reports on these cases indicated no reason for disagreeing with the PAD's conclusions.

The amount of the assistance payments in the 23 cases ranged from $62 to $292 a month, the number of children receiving aid ranged from 1 to 7, and the commencing date of the payments ranged from January 1953 to September 1961. The cases in which assistance had been granted more recently involved the greatest number of children and the largest monthly payments.

The monthly assistance payment in one case was reduced $33 because of the death of a child which occurred during the period of the investigation.

The fact that the investigation disclosed no irregularities in only 23 cases, or in only 9.7 percent of the cases investigated, is most significant and indicates a very serious weakness in the administration of the ADC program.

Adjustment of assistance payments

Listed as appendix IV are the 20 cases in which the recipients were considered eligible for continued assistance but circumstances existed which required the monthly assistance payments to be adjusted.

In 15 cases, the monthly payments were reduced by amounts ranging from $12 to $72. In four of these cases, the monthly payments for 1, 2, or 3 months were further reduced in varying amounts to compensate for income which had been received in prior months but not reported. In three cases, similar deductions were made although the rate of the regular monthly payment was not changed.

In one case the monthly payment was increased by $6 because the recipients were required to move to more suitable quarters.

We participated in the field investigation of 5 of the 20 cases. While the investigation of the other 15 cases had been completed prior to our participation in the investigation, our review of 2 of these cases indicated no basis for disagreeing either with the adequacy of the investigation conducted or with the propriety of the actions taken.

Administrative adjustments needed

Appendix V lists the 52 cases in which the recipients were determined to be eligible for continued assistance but which required some administrative action. In some cases, the administrative action to be taken was dependent on actions required to be taken by the caretaker-relatives (parents or other relatives of specified relationship).

Examples of the types of actions required follow:

1. Refer to Office of Investigations and Collections (OIC) for recovery of overpayments.
2. Require unemployable parent to obtain an overdue medical examination report.
3. Require mother to take certain required action to locate missing husband.
4. Correct records to show change of address and recompute rental needs.
5. Consider the feasibility of referring children to the Child Welfare Division (CWD).
6. Correct records relating to birth dates of children.
7. Revise rental needs because of change in number of persons occupying a dwelling with members of an assistance unit (caretaker-relative and children).

We participated in the investigation of 24 of the 52 cases. Also, we reviewed 3 of the 28 cases which has been investigated prior to our participation in the investigation and found no reason for disagreeing either with the investigative findings of with the actions necessary to comply with normal requirements.

In 1 of the 24 cases which we investigated jointly with the PAD, the recipients appeared to be ineligible on the basis of findings indicating that both the ADC mother and father were employable. The PAD subsequently obtained medical information which indicated that the father was capable of part-time work only and made arrangements for him to receive medical treatment. Also, the PAD directed the mother to register with the U.S. Employment Service (USES) and to report weekly on her efforts to find employment.

Although the recipients in each of the 52 cases were determined by the PAD to be eligible for continued assistance, the fact that, in some cases, they were required to take certain actions to completely meet the eligibility requirements and that the failure to do so could result in their becoming ineligible for continued financial assistance is a further illustration of a weakness in the PAD's administration of the program.

Recipients ineligible for continued assistance

The PAD determined that 141 of the 236 cases investigated were ineligible for financial assistance—133 cases on the basis of the investigative findings and 8 cases on the basis of events occurring subsequent to the investigation. Assistance payments were later reinstated in 3 of the 133 cases on the basis of appeal findings. Appeals are pending in 1 of the 133 cases and in 1 of the 8 cases.

The 133 cases are classified in the following table according to the investigative finding which, in our opinion, had the most significant bearing on the recipients' eligibility status. Only 1 ineligibility finding was disclosed in each of 72 cases, and an average of 2.1 ineligibility findings was disclosed in 61 cases.

We participated in the investigation of 79 of the 141 cases. We reviewed the investigation reports in the remaining 62 cases to determine the adequacy of the investigation conducted and the propriety of the PAD's determination of ineligibility in each case. Our review disclosed no reason to disagree with the action taken by the PAD except in one case. (See p. 31.)

Ineligibility finding	Number of cases			Number of ineligibility findings
	Considered to be ineligible	Having a single ineligibility finding	Having additional ineligibility findings	
Man-in-the-house rule:				
Mother living in a continuing relationship with a man who is her husband and/or father of her ADC children	31	21	10	44
Mother living in home with man other than her husband or father of her ADC children in relationship similar to that of husband and wife	20	9	11	33
Man constituting an undeterminable resource	10	7	3	13
Total	61	37	24	90
Other ineligibility findings:				
Resources undeterminable for other reasons	11	9	2	13
Living arrangements not clarified	11	4	7	22
Parent employed	3	1	2	5
Parent employable	29	13	16	49
No eligible child in home	4	3	1	5
Refusal to cooperate	8	2	6	16
Miscellaneous	6	3	3	9
Total	133	72	61	209

A listing of the cases in each of the foregoing classifications is presented as appendixes VI and VII of this report. Comments concerning the cases in each of the classifications follow.

Man-in-the-house rule

Mother living in continuing relationship with a man who is her husband and/or the father of her ADC children.—As shown in appendix VI the investigation disclosed 31 cases where the ADC mother was associating with her husband and/or the father of her ADC children in a manner which negated the claim that the children were deprived of parental support or care by reason of the continued absence of the parent from the home. No distinction is made as to whether the relationship was carried on inside or outside the home.

In 21 of the cases the "lack of clear dissociation" was the only finding of ineligibility disclosed, but in 10 cases other ineligibility findings existed, any one of which, in our opinion, was a sufficient reason for considering the recipients to be ineligible.

In 8 of the cases the relationship of the mother was with her husband and in 23 cases the relationship was with a man not her husband although he was the father of 1 or more of her ADC children. In one of the latter cases the recipient appealed the PAD's determination of ineligibility, and the case remains open pending the outcome of the appeal.

In 18 of the 31 cases the man involved was employed; in 2 cases he was not employed but was apparently employable since there was no evidence of incapacity, either in the form of obvious physical disability or in the form of medical evidence; and in 1 case he was retired and receiving a pension.

Some of the more flagrant cases of abuses of the right to receive assistance under the ADC program are presented below.

1. A mother of four children, who had been receiving ADC assistance payments for over 4 years, was determined to have been living during the entire period, since September 1957, with a man whom she had represented to the PAD as being her brother but who actually was her paramour and the father of two of her children. The mother admitted to the investigator that the man was employed and earning $85 a week. She was receiving $154 a month in assistance payments at the time the assistance was discontinued.

2. A 36-year-old mother, who was receiving assistance payments on behalf of herself and four of her six children had received such assistance during most of the period since April 1953. The father of three of the four children, although not their mother's husband, was found by the investigators to be in the mother's home at 6:30 a.m. on a Sunday morning, barefoot and naked to the waist, and hiding under a bed. When asked if he was employed he said that he was a "gambler." The mother had been receiving assistance payments continuously since November 1959, and at the time the payments were discontinued they amounted to $143 a month.

3. A married 27-year-old mother of six children told investigators that the man found in her home was her brother-in-law. The investigation disclosed that he was actually her husband and the father of her children, five of whom were included in the assistance unit, and that he was employed and earning about $65 a week. The mother had been receiving assistance payments since December 1960, and at the time they were discontinued they amounted to $191 a month. She subsequently admitted to the investigators that the man was her husband and stated that she wished to withdraw from the ADC program rather than have the investigation continued.

4. A married 35-year-old mother and her four children had been determined to be eligible for assistance on the basis of her claim that her husband had deserted her and that his whereabouts was unknown. The investigators located the husband and obtained his signed statement asserting that his wife had forced him to leave the home by threats and abuse so that she could obtain public assistance, that his wife had always known his whereabouts, that he had given his wife at least $50 a month since January 1962, that he is presently employed, and that he wants to return to the home and support his family. The mother had received assistance payments since September 1961, the latest payments being $169 a month.

5. A 41-year-old mother of six children, all of whom are included in the assistance unit, represented to the PAD that she was living rent free in the attic of her sister's home. She requested the PAD not to probe into the manner in which her sister had obtained her home. She also represented that another woman living in the home, who was a recipient of aid under the aid to the permanently and totally disabled (APTD) program, was only a roomer. The investigation disclosed that the APTD recipient, who was receiving $83 a month and who had been represented as a widow without relatives, was actually the mother of the ADC mother and was the lessee of the dwelling along with a man who was listed in the lease agreement as her husband. This man, who was found in the home, was determined to be employed full time and earning $1.25 an hour. The ADC mother instead of living in this home as she had represented, was found to be living at another address with her children and her husband who was the father of her children. The father had been continuously employed with one firm since 1954 except for one period of 120 days in the early part of 1961 when he was in jail. He had claimed seven dependents on his tax withholding exemption certificate, which is the same as the number of persons in the assistance unit. The ADC mother had been receiving assistance payments since September 1959, with the latest payments amounting to $149 a month.

6. A 24-year-old mother of four children, fathered by three different men, none of whom were her husband, successfully withheld from the social workers the knowledge of the birth of her youngest child on March 11, 1961. The father of this child and of one of the other children was found hiding in the bathroom of the ADC mother's home at 6:10 a.m. on a Sunday morning. He admitted spending the night with the ADC mother. He admitted also that he was employed. The ADC mother said that this man had been living with her since the birth of her youngest child. The mother had been receiving assistance payments since February 1959, the latest payments amounting to $109 a month.

We believe that some of the facts with respect to these and other cases in this category could have been disclosed with only a reasonable amount of effort on the part of the social workers. In some of these cases it appears that the recipients were never eligible for financial assistance and that such a finding would have become apparent if the eligibility standards had been diligently applied at the time the applications were first received.

Mother living in home with man who is not her husband or the father of her ADC children in a relationship similar to that of husband and wife.—This ineligibility finding was disclosed in 20 cases listed in appendix VI. In 11 of the cases, additional ineligibility findings existed.

The men involved in 15 of the cases were employed and in the other 5 cases were unemployed but appeared to be employable. In one of the 15 cases where the men involved was employed, the ADC mother was also employed to the extent that this fact alone would cause the recipients to be ineligible. In three cases, the ADC mother was employable under the prescribed standards for determining employability.

The ADC mothers in 3 of the 20 cases voluntarily withdrew from the program.

Cases illustrating this type of investigative finding follow.

1. A man found in the home of an ADC mother of 4 children who had received assistance payments since February 1956—the latest payments amounting to

$153 a month—was represented to the investigators as being merely a visitor. The address given by this man as his residence proved to be false, and later both he and the ADC mother admitted that they had been living together but neither would state how long the relationship had existed. The man was employed. The ADC mother admitted that she was also employed, but she would not furnish information as to her employer, length of employment, or earnings. She signed a voluntary statement requesting withdrawal from the program.

2. A 22-year-old mother, who had received assistance payments since September 1961 for herself and 3 children admitted during the investigation that she had been supported by a man by whom she was again pregnant. It was determined that this man was employed. The mother signed a voluntary statement requesting withdrawal from the program. When contacted by a social worker subsequent to the investigation, she stated that she had signed the statement because she felt "the jig was up." At the time the assistance payments were discontinued they amounted to $148 a month.

3. A 26-year-old mother of six illegitimate children, fathered by three different men, was again pregnant by a man whom she did not identify. Her condition was known to the PAD in November 1961. She had been receiving assistance payments since April 1960, and as of March 1962 these payments were at the rate of $79 a month. The April 1962 assistance payment was suspended pending further inquiry into the matters disclosed by the investigation including (*a*) birth of a child in February 1962, (*b*) relationship with a man who, she admitted, spent nights with her "too often to mention" and who provided her with money in excess of $100 a month, (*c*) presence of another man, his wife, and 3 children in an apartment in the dwelling, (*d*) an unidentified sick child in the home, and (*e*) squalid overcrowded, and rat-infested premises.

4. A man found in the home of a 27-year-old ADC mother was addressed as "Daddy" by one of the mother's 3 illegitimate children. The children had been represented to the PAD as having been fathered by two different men, neither of whom was the ADC mother's husband or the man found in the home by the investigators. An informant told the investigators that this man was the ADC mother's current paramour and that a former paramour still frequents the home and creates disturbances. Both of these men are reported to have threatened to kill the other. The man found in the home refused to provide any information concerning his employment status or his relationship to the family. During a visit by a social worker subsequent to the investigation, the ADC mother denied that any serious or intimate relationship existed between her and the man found in the home and said that she would rather be "self-supporting" than to continue to receive public assistance. The monthly assistance payment of $154 was thereupon discontinued. She had been receiving assistance payments since April 1958.

Man constituting a resource the extent of which is undeterminable.—Appendix VI lists 10 cases where the recipients were considered ineligible because a man was involved in the family unit but the extent of his contributions to the support of the assistance unit could not be determined. In each case, the man's relationship with the mother was not determined to be similar to that of husband and wife, nor was his relationship with the children determined to be that of a father. While the investigation disclosed that the man in each of these cases provided some assistance to the family unit, neither the mother nor the man would divulge information as to the extent of the contribution. Therefore, the need for assistance could not be established and the recipients were considered to be ineligible for assistance. In 3 of the 10 cases, additional ineligibility findings were found to exist. The involvement of a man in the family unit was disclosed also in eight other cases which have been classified by other ineligibility findings deemed to be more significant.

The men involved in 12 of the 18 cases were employed, in 4 of the cases the men were unemployed but no evidence was disclosed to indicate that they were not employable, and in 2 of the cases no determinations were made of the men's employment status because of the number of men involved and the undeterminable status of their relationship to the family unit. In one of these latter two cases the recipients appealed PAD's determination of ineligibility and were reinstated for continued assistance after the appeal hearing.

The following examples illustrate the situations found to exist in the cases included in this category.

1. The ADC mother who had three illegitimate children and expected another child in 2 or 3 months, which fact was unknown to the PAD, had been receiving assistance payments since June 1961, the latest payments being $154 a month.

Information provided by the mother concerning the father of her last-born child and that of the expected child was unverifiable because of her conflicting statements. This ADC mother formerly lived with her mother in a house leased in the name of a man who was not a member of the assistance unit. She moved from that house upon being informed that assistance payments were to be discontinued since her mother could care for her children and she was considered to be employable. Both this man and the ADC mother separately admitted a conjugal relationship over the past 2 years and that the man contributed to the family support. The man is married and living with his wife who stated that she has no respect for him because of his promiscuity and that he is the alleged father of "many" illegitimate children.

2. A 34-year-old mother of seven children fathered by three different men had concealed the birth of the seventh child from the PAD for 3 years through fear of being removed from the ADC program. The father of the seventh child had been living with the ADC mother until the time of the investigators' first visit to the home, although the ADC mother had professed to have terminated the relationship in September 1961 when he got into trouble with the police. The ADC mother stated to the investigators that she realized that she had violated agency regulations. She stated further that the man involved presumably had returned to his wife's home after the investigation of this case had commenced. This ADC mother had been receiving assistance payments since May 1957 for herself and five of her seven children. These payments amounted to $221 a month at the time they were discontinued. One of these five children, who was 16 years old, was not in regular school attendance having been absent 29 days between January 29 and April 11, 1962.

3. A 28-year-old mother of five children told the investigators that she wished to withdraw from the ADC program, upon being found with a man in her bedroom. The investigators did not accept her offer of withdrawal since it was made during distress occasioned by being found in an embarrassing situation. The investigators, during the next few days after the first home visit, observed different men entering the home. The mother, during a subsequent visit by the investigators, repeated her request to withdraw from the program. Her request was accepted, and the investigation was terminated. She had been receiving assistance payments since January 1960, and at the time of their discontinuance the payments were at the rate of $197 a month.

Cases ineligible for other reasons

Resources undeterminable.—Appendix VII to this report lists 11 cases where the recipients were considered to be ineligible because the caretaker relative either was unable or was unwilling to divulge information relating to income and other resources that apparently were available to the assistance unit. In two of the cases, an additional ineligibility finding was disclosed; namely, the presence of a man in the home whose relationship to the family could not be definitely established but who constituted an available resource. Final determination of eligibility has been withheld in two cases pending the outcome of appeal hearings.

In each of 39 additional cases, the resources available to the assistance unit also could not be determined. These cases have been classified by other ineligibility findings considered to be more significant reasons for considering the recipients to be ineligible for assistance. Thus, the finding of undeterminable resources was disclosed in 50 cases.

Details of illustrative cases in which this finding was disclosed follow:

1. A 44-year-old ADC mother of four children, two of whom were fathered by men other than her husband, had been receiving monthly assistance payments since January 1956, the latest payments being $205 a month. The mother had represented to the PAD and to the investigators that she had no other resources. However, the investigation disclosed that she had earnings of about $20 a week from caring for children and had received about $10 a week from a "boy friend" during the period from September 1959 to July 1960 for the purchase of a television set which cost $419.90. When apprised of these findings, she acknowledged that they were correct. The investigation also disclosed some evidence of other earnings from laundry work, caring for a woman convalescing from a hospitalization, and caring for other children.

2. A 25-year-old ADC mother had been receiving assistance payments since December 1959 for herself and two of her three children to augment payments of $65 a month which she was supposed to receive from her absent husband. The latest of these payments amounted to $76 a month. Notwithstanding the lack of regular support from her husband, as evidenced by a court order of commitment

for back payments, totaling $465, in September 1961 and by court records showing payments to her of only $450 during the period from March 1961 through April 1962, she was living in a two-bedroom, well-furnished apartment. The furnishings included a three-speed record player, a cabinet model television set, two telephones, a typewriter, and a radio. Evidence was obtained that she had received contributions from various members of her family which had not been reported to the PAD.

3. A 32-year-old ADC mother of six children, five of whom were included in the assistance unit, telephoned the PAD to state that the investigators had been to her home and that she wished to withdraw from the ADC program. She had previously represented to the PAD that her husband was the father of four of her six children and that the other two children had been fathered by two other men.

The investigation disclosed that she was again pregnant. She told the investigators that a fourth man was the father of the expected child. The investigation also disclosed that she received irregular contributions for the support of the children from two of the three fathers. When pressed for information concerning the amounts of the contributions and the identity of the fourth man, she announced her intention to withdraw from the ADC program. Therefore no further inquiry was made to develop information as to the resources apparently available to her, or as to her employment, evidence of which was also present.

This ADC mother had been receiving assistance payments since December 1960, the latest payments being $109 a month.

Living arrangements not clarified.—Appendix VII to this report lists 11 cases where the recipients were considered to be ineligible for financial assistance because the existing living arrangements could not be clarified. In seven of the cases other ineligibility findings also were disclosed. In 13 other cases the living arrangements could not be clarified but the cases have been classified by other ineligibility findings which constituted more significant reasons for considering the recipients to be ineligible for assistance.

The cases included in this category are those where the basic or most significant finding disclosed was the presence in the home of persons whose relationship with the recipients could not be clearly established because of the caretaker relative's conflicting or misleading statements to the investigators. The term "relationship" as here used includes relationships involving economic as well as personal and legal aspects. In 1 of the 11 cases the recipient was reinstated for continued assistance after appeal.

Details of cases illustrating situations constituting this type of ineligibility finding follow:

1. An ADC mother who had been receiving assistance payments for herself and one child since December 1960, was occupying the first floor of a dwelling in which the landlord was also living, without any definite separation of the living quarters and with the personal effects of the ADC mother intermingled with those of the landlord. Although the landlord claimed that his common law wife lived with him, he would not furnish any corroborating information in support of that claim. He stated that he did not know where she worked or when she could be interviewed in the home. The rental receipts exhibited by the ADC mother appeared to be false since the pertinent information shown thereon differed from statements by the ADC mother and from statements by the landlord. The authenticity of the rental receipts could not be verified since the signatures thereon were purported to be those of the landlord's legal wife who has been absent from the home since December 1960. The lease agreement between the landlord and the rental agency, dated December 8, 1961, shows that the landlord claimed the occupants of the dwelling to be himself, his wife, and two children, although he has no children of his own living in the home. The assistance payments to this ADC mother amounted to $118 a month at the time they were discontinued.

2. An ADC mother who had been receiving $145 a month on behalf of herself and four children had been receiving assistance since July 1953. Living with her in the home were her four adult children with their children, a living arrangement apparently unknown to the PAD. The adult children appeared to be employable and, to some extent, were employed. Efforts to clarify the living arrangements and to determine the extent to which her adult children were contributing to the support of the household were nullified by the conflicting statements of the ADC mother; her refusal to answer some questions; her differing answers to other questions; and, in some instances, her misrepresentation of facts. Also, it appeared that the mother may be employable since all her minor children were in regular attendance at school.

ADC parent employed.—Appendix VII lists three cases in which the ADC mother was determined to be employed full time and to have an adequate child care plan.

Illustrative of these cases is one where the mother of three illegitimate children, whose application for financial assistance was approved in August 1961, had been receiving assistance payments of $119 a month. At the time she applied for assistance, she was considered to be unemployable because she supposedly lacked an adequate child care plan. Although she had indicated on her application that she had been employed, the extent of her employment apparently had not been determined by the social worker. The investigation disclosed that she had been working full time as a domestic for the same employer continuously since 1959, except for 1 month in August 1961, when her youngest child was born. Since her mother, her 18-year-old brother, and her 14-year-old sister lived with her and she had been employed, it was apparent that she was not in lack of an adequate child care plan.

ADC parent employable.—Appendix VII lists 29 cases where the ADC mother or, in some cases, the ADC father, who was supposedly incapacitated, was considered to be employable under the criteria set forth in the PAD manual. In one of these cases the recipient appealed the ineligibility determination and was reinstated after a hearing on the appeal.

The following cases illustrate the findings leading to the conclusion in these cases.

1. A 45-year-old mother had been receiving assistance payments since August 1961 for the benefit of herself and three children. The investigation disclosed that there was no evidence that the mother was incapacitated and therefore unemployable. Also, she apparently had an adequate child care plan since an unmarried daughter who lived with her was unemployed, was not a member of the assistance unit, and who made no contribution to the maintenance of the household, was available to provide child care. At the time her assistance payments were discontinued she was receiving $172 a month.

2. A 37-year-old mother of three children had been receiving assistance payments of $105 a month, although she appeared to be employable under the PAD standards, and had been earning $12.50 a week in part-time employment. She stated to the investigators that she was doing all right on welfare relief and would not return to full-time employment unless she could make "big money." She also had been receiving undeterminable amounts from a "boy friend" with whom she admitted to have been carrying on a conjugal relationship. The "boy friend" admitted to helping the family by providing food and personal services and a new hi-fi record player. The investigation further disclosed that on applications for credit he has shown the ADC mother to be his wife. Hospital records show that at various times the ADC mother has stated her address to be that of the "boy friend." She had been receiving assistance payments since March 1954.

3. An ADC mother of eight children, four of whom were fathered by two men other than her husband, had been receiving assistance payments since July 1960, although she apparently is employable since she has been employed part time and, for short periods, full time. She informed the investigators that it would be foolish for her to work because she would lose the welfare payment and that it would be too hard for her to work outside the home and also do the work in the home. Her latest assistance payments amounted to $255 a month.

This ADC mother, before being approved by the PAD as eligible for ADC assistance, had been receiving assistance from the Volunteers of America. This assistance was discontinued when it became known that she was living with a man other than her husband. The investigation disclosed that she has been employed for varying periods as a telephone operator, PBX operator, waitress, and collector. In the latter employment she earned about $40 a week during December 1961. Her employer stated that if she obtained a driver's license she could be employed full time and become self-supporting. The mother admitted that she had two firm job offers during 1962 which she declined for the reasons stated above.

4. A 26-year-old ADC mother of five children had been receiving assistance payments since March 1960 for herself and three of her children; her other two children are under custody of the Child Welfare Division because of her claim that she is too "weak" to care for five children. She appeared to be physically able to work and admitted that she is. Also, it appeared that the lack of a child-care plan should not prevent her from working inasmuch as it had not precluded her from being away from her home for entire nights at which times she either had had her children cared for by a neighbor or had left them unattended. She apparently has undisclosed resources as evidenced by the fact that she lives beyond

the means afforded through her assistance payments. She acknowledged that she had relations with a man but contended that such relations were indulged in outside the home with a certain man whom she identified. The investigators, after three home visits and four other visits when they either were not admitted or could not interview the ADC mother because she was absent, and after a surveillance of the home at seven different times to detect arrivals and departures of persons, on being admitted early on a Sunday morning found a man in the ADC mother's bed. The ADC mother represented the man to be her brother but eventually admitted that he was the man she had previously acknowledged as having had relations with. The man was determined to be an employee of the Department of Public Welfare. At the time the assistance payments were discontinued they amounted to $132 a month.

5. A 25-year-old mother of four children, two of whom were fathered by two men other than her husband, had been receiving assistance payments since October 1956, the latest being $181 a month. Upon the investigator's first visit to the home, the mother admitted that she was employable, stated that she did not want investigators coming to her home, and voluntarily signed a statement requesting withdrawal from the ADC assistance program. After she signed the withdrawal statement she said:

"Now I can have all the men I want in my home and you men can't do a thing about it."

No eligible child in the home.—In appendix VII, four cases are listed where no elibible child was found in the home. Also, in one of the cases it was impossible to clarify the living arrangements.

The following cases illustrate the situations in which this finding was disclosed.

1. An ADC mother with one minor child had been receiving assistance pay since December 1948, the latest payments being $88 a month. However, it was determined that the child was over 16 years of age and was no longer eligible for assistance since she had been officially removed from the rolls of the school she was supposedly attending.

Also living in the ADC mother's home was another daughter and her five children and a man who was the father of the youngest of these children. This daughter had also been receiving ADC assistance payments on behalf of herself and the five children. Although the case was not one of the cases included in the investigation sample, the recipients also were determined by the PAD to be ineligible for assistance on the basis of information disclosed during the investigation.

2. An ADC mother of one child had been receiving assistance payments since September 1953, the latest payments being $118 a month. Since August 1961, the child has been living and attending school in New York.

Refusal to cooperate.—Listed in appendix VII are eight cases where the recipients were considered to be ineligible because the ADC mothers refused to cooperate with the investigators in their efforts to determine the facts with respect to the recipients' deprivation of parental support or care or with respect to the need for financial assistance. In six of the eight cases, additional ineligibility findings were present. In five additional cases, a refusal to cooperate was present but the recipients were considered to be ineligible for other reasons deemed to be more significant. Thus, the finding of refusal to cooperate existed in 13 cases.

Illustrative cases are:

1. An ADC mother of three children had been receiving assistance payments since November 1959. During the investigation of her case she submitted a statement in which she indicated her wish to withdraw from the public assistance program because she did not want investigators coming to her home nor want to answer any questions about her business or household arrangements.

Prior to the time she submitted that statement, the investigators had disdisclosed certain facts which apparently were unknown to the PAD. These facts are—

(*a*) The mother of the ADC mother was living in the home.

(*b*) The ADC mother was paying $100 a month rent as opposed to $65 which she formerly had been paying at another address, but was receiving $50 a month from a tenant.

(*c*) Numerous articles of men's clothing were found in a hall closet opposite the ADC mother's bedroom.

(*d*) The ADC mother was working 4 days a week as opposed to the 2 days a week she had represented to PAD.

(*e*) Her "absent" husband lives directly across the street from her home.

The ADC mother failed to give satisfactory explanations concerning the articles of men's clothing found in her home, or the manner of acquiring two TV sets and two refrigerators also found in the home.

The PAD has determined that overpayments of $1,400 have been made and has referred the case to the Office of Investigations and Collections for recovery of the overpayments. At the time the assistance payments were discontinued, they amounted to $108 a month.

2. An ADC mother who had been receiving assistance payments since December 1958 on behalf of herself and two children admitted to investigators that she had been carrying on an affair with a man whom she has known for about 20 years and hopes to marry. Despite the frequency of her relationships with this man, which she states occurs about every weekend, she claimed she was unable to provide any information concerning him which would enable investigators to determine the extent of resources available through him. The assistance payments amounted to $142 a month at the time they were discontinued.

Miscellaneous.—Listed in appendix VII are six cases which were considered to be ineligible because of findings other than those discussed hereinbefore.

These findings are—

1. A separation of convenience to enable the ADC mother to obtain assistance, rather than a real dissociation of the husband from the family and deprivation of the children of parental support.
2. The presence of coin-operated machines in the home as a source of income, the amount of which could not be ascertained.
3. An employable husband willing to return to the home but not permitted to do so by the ADC mother.
4. The unemployability of ADC mother's husband not established.
5. The failure of a returned husband of an ADC mother to register with the U.S. Employment Service.

Cases closed on the basis of findings disclosed subsequent to the investigation

Attached as appendix VIII is a list of eight cases in which the PAD determined that the recipients were ineligible, although the inevstigation of these cases did not disclose any information indicating ineligibility. However, the records pertaining to seven of these cases show that PAD's determination of ineligibility was based on events occurring subsequent to the investigation and that the determinations were proper under the circumstances involved in each case. The remaining case on this list was determined by PAD to be ineligible on the basis of findings disclosed by the investigation which in our opinion did not conclusively demonstrate ineligibility. However, we are not in a position to say the action was improper since a judgment factor was involved.

POLICE RECORDS OF ADULTS INVOLVED IN CASES INVESTIGATED

Incident to the investigation of the eligibility of recipients of financial assistance under the ADC program, we requested the Metropolitan Police Department, District of Columbia government, to conduct a name file search of the police records to ascertain the police record, if any, of the adult persons involved in 130 of the cases determined by the PAD to be ineligible. The information on four cases was not requested through inadvertence.

Following is a summary of the results of this record search, classifying the males involved into two categories: One, those men whose names appeared on case records as the husbands of the ADC mothers and the other, those men otherwise identified with the cases:

ADC mothers:	
Has an arrest record	31
Has no arrest record	99
No record check made through inadvertence	4
Total	134
Males:	
Husbands of ADC mothers:	
Has an arrest record	42
Has no arrest record	11
Subtotal	53
Other than husbands of ADC mothers:	
Has an arrest record	40
Has no arrest record	18
Information insufficient to obtain record	7
Subtotal	65
Total	118

The records furnished by the Metropolitan Police Department show that, of the 31 mothers who have police records, 21 had been arrested once, 8 had been arrested twice, 1 had been arrested 3 times, and 1 had been arrested 6 times. The charges included having an unleashed dog, drunkenness, disorderliness, stealing Government checks, and assault with a deadly weapon.

The records showed that 42 of the ADC mothers' husbands had been arrested a total of 358 times. Of the 42 men, 14 had a single arrest, 1 had 2 arrests, 3 had 3 arrests, 2 had 4 arrests, and 22 had 5 or more arrests with 3 of this group each having from 31 to 41 arrests. The records for the 40 other males involved in the cases showed a total of 247 arrests. Of these 40 men, 7 had a single arrest, 4 had 2 arrests, 2 had 3 arrests, 4 had 4 arrests, and 23 had 5 or more arrests with 1 of this group having 29 arrests. The charges in the cases of both groups of men included drunkenness, disorderliness, housebreaking, robbery, grand larceny, assault with a deadly weapon, manslaughter, and homicide.

PLACEMENT OF CHILDREN IN JUNIOR VILLAGE RESULTING FROM CASES CLOSED SUBSEQUENT TO INVESTIGATION

At our request the DPW made a check of the Child Welfare Division (CWD) files to determine the number of children that had been placed in Junior Village because of the discontinuance of financial assistance as a result of the ineligibility determinations.

The director, DPW, informed us by letter dated June 13, 1962, that, while the CWD had given attention to the children in 28 of the cases investigated, in only 4 of the cases had any children been placed in Junior Village as a result of the investigation. He stated that, in the other 24 cases, some children had been committed to the DPW as delinquents and had been placed by the CWD in Junior Village, private institutions, or foster homes but that such actions were not attributable to the investigation. The data submitted with the director's letter showed that as of June 1, 1962, 16 children were involved in the 4 cases, that in 2 of the cases involving 5 children a question exists as to whether the family is actually destitute, and that further investigation by the Office of Investigations and Collections is warranted. Data pertaining to the four cases, as reported to us by the director, is itemized below.

Case 1 from CWD records

Case opened on May 16, 1962, as the family was destitute. Woman's Bureau placed two of the children in Junior Village on May 15, 1962, and CWD placed the other child in Junior Village on May 16, 1962. All three children remain there.

Case 2 from CWD records

Case opened on May 10, 1962, by request of the mother who was referred by the Woman's Bureau because the mother was homeless. Two children were placed in Junior Village on May 10, 1962, and remain there.

Case 3 from PAD records

Three children were placed in Junior Village on May 1, 1962, as homeless. Referral was made by the Woman's Bureau. All these children remain there.

Case 4 from CWD records

Case opened on March 15, 1962, by request of the mother who was referred by the PAD. Six children were placed in Junior Village on March 16, 1962. Two children were placed in Junior Village on March 19, 1962. All eight children remain there.

In case 1 above the recipients were considered ineligible because the ADC mother was found to have been employed for the past 3 years. She was initially determined as qualified for assistance for the reason that she lacked a child-care plan, notwithstanding the fact that she had worked for the same employer since 1959. Apparently this employment record was concealed from the social worker, as was the whereabouts of the father of her two youngest children.

In case 2 above the ADC mother was considered to be ineligible because she was continuing a relationship with the father of her children. It was determined that he was unemployed. Although she had received a surplus food certificate, she had not picked up any surplus food since December 1961.

In case 3 above the ADC mother was determined to be living with a man in relationship similar to that of husband and wife. The man was unemployed and evidence was that he did not contribute to the household upkeep. The mother was 3 months in arrears in her rent and said she had no intention of paying it, although she first displayed what proved to be spurious rent receipts. The children were placed in Junior Village after the mother had been arrested for fighting in the street. They had been found unattended in the home on two different occasions by investigators.

In case 4 above the recipients were considered ineligible because the absence of the father of five of the children was one of convenience and not a clear dissociation from the family. This man is being sought by the police as a suspect in a holdup, having been identified by the victim. This fact may account for his absence since he was determined to have been in the home a few days before the initial visit by investigators.

EVIDENCE OF BAD FAITH ON PART OF ADC MOTHERS

The investigation definitely disclosed that reliance cannot be placed on the ADC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance. A specific review was made of 85 of the cases closed by the PAD subsequent to the investigation to determine the number of instances in those cases where the mothers had misrepresented facts or attempted to conceal existing conditions or situations. The review disclosed (1) 11 cases where a man was found hiding in the ADC mother's house—in the bedroom, sometimes under the bed; in a closet; or in the bathroom—or attempting to flee by the back door to evade questioning by investigators and (2) 8 cases of gross misrepresentation of information vital to determining the recipients' eligibility. Illustrative of the type of misrepresentation in these cases are: four cases where the ADC mother falsely identified the man found in the house as a relative or gave information concerning the man which further investigation proved to be false, and four cases where the ADC mother supplied rent receipts or other documents which proved to contain false information. In several of the latter cases there appeared to be collusion on the part of others to assist the ADC mother in her attempts to misrepresent her actual living conditions or circumstances.

We believe that the foregoing instances evidence that ADC mothers are obtaining and attempting to continue to obtain financial assistance for recipients when they are aware that disclosure of actual living conditions or circumstances to the PAD would reveal that they are not entitled to receive further financial assistance.

USE BY PAD OF CODE REASONS FOR CLOSING CASES

We have reviewed the "code reasons for closing cases" which have been assigned by the PAD to the 127 cases closed as of June 25, 1962, on the basis of ineligibility findings disclosed by the investigation. In our opinion the stated code reasons do not always reflect the actual reasons for terminating assistance and distort any statistical data which is based thereon.

Section 624.500 of the PAD manual provides that the "classification of reasons for closing cases should reflect events that lead to ineligibility with respect to need and the resulting discontinuance of assistance" and states that the codes used are

"in conformity with the classification" issued by the Social Security Administration. These reasons classify cases into major groups as follows:

1. Those closed because of death.
2. Those no longer eligible with respect to need.
3. Those no longer meeting eligibility requirements other than need.
4. Those transferred to other assistance programs.
5. Those closed for other reasons.

Code number 00 is to be assigned to cases closed because of death, 01 to 54 to cases no longer eligible with respect to need, 71 to 79 to cases no longer meeting eligibility requirements other than need, and 90 to 94 to cases transferred to other welfare programs. Code numbers 54, 79, and 94 are assigned to the general classification of "other" within the second, third, and fourth major groups. Where more than one reason exists for closing a case, the primary code reason is to be assigned.

Our review disclosed that, in 75 of the 127 cases closed, the assigned code reasons for closing the cases were not compatible with what we considered to be the primary reasons for ineligibility. For example, code 79 is required to be used when a case is closed because an eligibility requirement other than need, which is not specifically listed in codes 71–8, is no longer met. The PAD classified 62 of the 127 cases under code 79, whereas, in our opinion, only 23 should have been so classified. A more meaningful classification in the remaining 39 cases would have been as follows:

	Number of cases
Code 04: ADC mother employed	1
Code 11: Return of absent employed father	10
Code 74: Return of absent employable father	7
Code 73: Parent no longer incapacitated	9
Code 72: Refusal to comply with eligibility requirements	3
Code 94: Unable to determine resources—Extent of need undeterminable	9
Total	39

On the other hand, five cases classified under other codes, in our opinion, should have been classified under code 79.

Another example of this situation relates to nine cases which PAD classified under code 90 (voluntary withdrawal when reason for such withdrawal is not known) whereas a more meaningful classification would have placed them in code classifications as follows:

	Number of cases
Code 11: Return of absent employed father	1
Code 74: Return of absent employable father	1
Code 73: Parent no longer incapacitated	1
Code 72: Refusal to comply with eligibility requirements	1
Code 79: No continued absence established	2
Code 94: Other—Unable to determine resources—Extent of need undeterminable	3
Total	9

It is significant to note that no code reason is prescribed for those cases closed because a recipient was improperly receiving aid. The code reasons provided imply that the changed circumstances in the recipients' situations arose at a time coincident with the closing of the case. We believe that a code reason should be provided for use in those cases that are closed because the recipient had been improperly receiving assistance. In this way, the cases closed because of improper receipt of assistance could be distinguished from those closed because of changes in recipients' conditions or circumstances.

APPENDIX IX

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
June 18, 1962.

Hon. JOSEPH CAMPBELL,
Comptroller General of the United States,
Washington, D.C.

DEAR MR. CAMPBELL: In connection with your office's participation in the investigation of aid to dependent children public welfare cases being conducted by

the Department of Public Welfare, District of Columbia government, this will confirm my verbal request made to representatives of your office on April 30, 1962, that in addition to a report to both the Senate and House Subcommittees on District of Columbia, Committees on Appropriations, a separate report be submitted to me, showing pertinent details on each case investigated.

Sincerely yours,

ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia.

COMPTROLLER GENERAL'S REPORT ON SELECTED CASES UNDER GENERAL PUBLIC ASSISTANCE PROGRAM

Senator BYRD. I include in the record at this point the 1962 special report to this subcommittee by the Comptroller General concerning the investigation of selected cases under the general public assistance program in the District of Columbia.

(The report referred to follows:)

SPECIAL REPORT TO THE SUBCOMMITTEE ON DISTRICT OF COLUMBIA COMMITTEE ON APPROPRIATIONS, U.S. SENATE—INVESTIGATION OF SELECTED CASES UNDER THE GENERAL PUBLIC ASSISTANCE PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, AUGUST 1962

(By the Comptroller General of the United States, September 1962)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, September 6, 1962.

B-25435.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia,
Committee on Appropriations, U.S. Senate.

DEAR MR. CHAIRMAN: Herewith is our report on the investigation of selected cases under the general public assistance (GPA) program, administered by the Public Assistance Division (PAD), Department of Public Welfare, District of Columbia government, August 1962. We participated in the investigation pursuant to your request of May 3, 1962.

The investigation of 68 GPA cases disclosed that, on the basis of the eligibility requirements and need standards prescribed by the Board of Commissioners, the recipients in 53, or 78 percent, of the cases were ineligible for financial assistance under the GPA program but that in 13 of the 53 cases the recipients were eligible for assistance under the aid to the permanently and totally disabled program.

The results of the investigation lead to the conclusions (1) that the PAD had not taken the required actions necessary to determine whether or not recipients of financial assistance are eligible for continued assistance under the GPA program or are eligible for assistance under another public welfare program, (2) that reliance cannot be placed on recipients to inform the PAD of actual conditions or circumstances which have a bearing on their eligibility for financial assistance, and (3) the GPA cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving under the GPA program or are eligible for financial assistance under another public welfare program.

We believe, as stated in our earlier report to you on the investigation of selected cases under the aid to dependent children program, that there is a definite need for instituting a continuing field investigation program to determine the eligibility of the recipients of financial assistance under the GPA program for such assistance and the effectiveness of the PAD's administration of the program.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

SPECIAL REPORT ON INVESTIGATION OF SELECTED CASES UNDER THE GENERAL PUBLIC ASSISTANCE PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, AUGUST 1962

The General Accounting Office has participated with the Department of Public Welfare (DPW), District of Columbia government, in an investigation of selected cases administered by its Public Assistance Division (PAD) under the general public assistance (GPA) program to determine the facts having a bearing on the eligibility of the recipients for assistance under the eligibility factors and need standards, as prescribed by the Board of Commissioners, and to establish whether, on the basis of the facts, the recipients are eligible for such assistance. The General Accounting Office participated in the fact-finding phase of the investigation pursuant to the request on May 3, 1962, of the chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations.

The purpose of the general public assistance program, as indicated in departmental regulations and the PAD Manual, is to provide assistance to needy persons who are unemployable, but who are not eligible for assistance under a program in which the Federal Government participates financially, and to help them, as far as possible, to become self-supporting. The program is conducted under authority contained in appropriation acts for the District of Columbia which provide for the relief and rehabilitation of indigent residents.

The PAD Manual provides that an unemployable person to be eligible for assistance (1) must be between the ages of 16 and 65, (2) must have been a resident of the District of Columbia for at least 1 year, and (3) must lack income or other resources sufficient to meet his subsistence requirements determined on the basis of budget standards prescribed by the Board of Commissioners. The manual defines an unemployable person as one who has a physical or mental disability which precludes him from working full time, that is, 40 hours a week, in competitive employment. The manual specifically provides that assistance shall be denied to a person who is eligible for benefits under a program but who does not apply for such benefits or who refuses recommended treatment (other than surgery) or rehabilitation services which may aid him in regaining or increasing his earning capacity. The manual contains detailed procedures, criteria, and instructions for determining the eligibility of a person for public assistance and the amount of the assistance.

The Department of Public Welfare investigation of the GPA cases in which we participated was undertaken pursuant to a request of the Senate Committee on Appropriations in its report on House bill 8072,[1] a bill to provide appropriations for the District of Columbia for 1962. That request pertained also to an investigation of aid to dependent children (ADC) cases in which we participated and submitted a report (B–25435) on July 26, 1962, to the chairmen, Subcommittees on District of Columbia, Senate and House Committees on Appropriations, pursuant to a request on March 6, 1962. The planning, direction, and conduct of the investigation of the GPA cases were carried out generally along the same lines as those set forth in the aforementioned report on the investigation of the ADC cases.

INVESTIGATIVE FINDINGS AND ACTIONS TAKEN

The PAD Office of Research and Statistics selected for investigation—on a random sampling basis—80 cases from the March 1962 GPA welfare rolls exclusive of cases involving incompetents, persons in foster or nursing homes, and Cuban refugees, which cases were specifically exempted from the scope of the requested investigation. Of these cases, nine had been closed prior to the commencement in June 1962 of the investigation and three cases were not investigated—two cases because the recipients were incompetent and one case because the recipient lived outside the District of Columbia. Therefore, the investigation actually pertained to 68 cases—approximately 5 percent of the GPA caseload exclusive of cases exempted from the scope of the investigation.

By August 21, 1962, the PAD had informed us that their eligibility determinations, based on the investigative findings and certain events occurring subsequent to the investigation, had resulted in the following actions with respect to the 68 cases investigated:

[1] S. Rept. No. 993. 87th Cong.

	Number of cases	Percent of total cases
Financial payments continued under the GPA program but adjustments considered necessary:		
Adjustments in payments based on existing need	6	
Miscellaneous administrative adjustments	7	
Subtotal	13	19
Financial payments discontinued under the GPA Program:		
Ineligible for public assistance	40	
Eligible for public assistance but under the aid to the permanently and totally disabled program	13	
Subtotal	53	78
Financial payments suspended under the GPA program pending:		
Submission of medical information	1	
Definite determination of resources	1	
Subtotal	2	3
Total	68	100

Financial assistance payments continued under the GPA program

The investigation disclosed information which resulted in the PAD's determining that the recipients in 13, or 19 percent, of the 68 cases investigated are eligible for continued financial assistance. However, adjustments in the amount of the assistance payments were necessary in six cases and some administrative action was required in seven cases to bring them into conformity with the PAD Manual requirements.

Financial assistance payments discontinued under the GPA program

The PAD determined that in 53 cases the recipients were ineligible for financial assistance under the GPA program—in 51 cases on the basis of investigative findings and in 2 cases on the basis of events occurring subsequent to the investigation, but that in 13 of the 53 cases the recipients were eligible for assistance under the aid to the permanently and totally disabled (APTD) program. The investigation disclosed that these 13 cases either had not been referred to the medical review team (MRT) for a determination of eligibility under the APTD program or had not been transferred to the APTD program upon the MRT's determination of eligibility under that program.

The 38 cases in which the recipients were determined by the PAD to be ineligible for financial assistance under the GPA program on the basis of the investigative findings are classified in the following table according to the investigative finding which, in our opinion, had the most significant bearing on the recipient's eligibility.

Recipients:	*Number of cases*
Employed	12
Employable	6
Resources undeterminable and/or unreported	12
In District hospitals	3
Failure to cooperate	4
Failure to meet residence requirement	1
Total	38

Recipients employed.—The investigation disclosed that the recipients of financial assistance in 12 cases were employed—in 5 cases full time and in 7 cases part time. The earnings of two recipients who were employed part time were equal to, or in excess of, their subsistence requirements computed on the basis of the prescribed standards. The earnings of the other five recipients who were employed part time could not be determined.

The PAD Manual, in section 352.321, provides that a recipient who is able to work part time and who is engaged in an occupation where it is not possible to obtain accurate, reliable information concerning the amount of his earnings shall be ineligible for assistance. The manual, in section 350.000, provides also that a recipient who refuses to, or does not, clarify the extent of his earnings shall be ineligible for assistance.

The PAD determined, on the basis of the investigative findings, that the 12 recipients were ineligible for continued financial assistance—in 5 cases because the recipients were employed full time, in 2 cases where the recipients were employed part time because there was no need for assistance, and in 5 cases where the recipients were employed part time because the need for assistance could not be established.

Recipients employable.—The investigation disclosed five cases where the recipients were receiving financial assistance and one case where the financial assistance payments to the recipient had been temporarily suspended although the case files contained no evidence that their eligibility for such assistance had been reestablished as required by the PAD Manual. The manual, in section 245.130, requires that the eligibility of a recipient for financial assistance under the GPA program must be reestablished periodically on the basis of a medical determination of unemployability.

The PAD subsequently obtained current medical reports for the six recipients and on the basis of an evaluation of the reports determined that they were employable and no longer eligible for financial assistance. The payments were thereupon discontinued.

Recipients' resources undeterminable and/or unreported.—The investigation disclosed evidence in 12 cases where the recipients had available resources that had not been reported to the PAD. Also, the extent of such resources could not be determined. The recipients in two cases had obtained part-time employment in performing odd jobs, in two cases either were receiving or were eligible to receive statutory benefits equal to the amount of their assistance payments, and in the remaining eight cases either were living on a scale beyond that possible under the financial assistance being provided, were obtaining assistance from relatives or friends, or had other resources.

In each of these cases, the recipients were either unwilling or unable to clarify their resources. Therefore it was impossible to definitely establish that a need for financial assistance existed. The PAD Manual, in section 350.000, specifically provides that in such situations assistance shall be denied to recipients.

Recipients in District hospitals.—The investigation disclosed three cases that had not been closed although the recipients had been admitted to a public institution for an indefinite or inderterminate period—two to the Glenn Dale Hospital and one to the District of Columbia General Hospital.

Recipients' failure to cooperate.—The investigation disclosed four cases where the facts clearly showed that the recipients were ineligible for continued financial assistance under the GPA program because they had not kept the PAD informed of their whereabouts and/or refused to accept rehabilitation services. A synopsis of these four cases follows:

1. The investigation disclosed that since December 1961 the recipient had not lived at the address of record in the case file to which the monthly assistance payment checks had been mailed up to May 1962 when payments were suspended pending a redetermination of eligibility for continued assistance. As a result of the investigative finding, the PAD discontinued assistance on the basis of "loss of contact." Since December 1960, the date of the last PAD approval of the recipient's eligibility for financial assistance, the recipient had been arrested 12 times for drunkenness, disorderly conduct, or other charges, the latest arrest for drunkenness, which occurred during the period of the investigation, resulting in his being sentenced to the Occoquan workhouse for 30 days.

2. The investigation resulted in locating the recipient's husband and in the recommendation to the PAD that he be contacted with regard to supporitng his wife. The investigation disclosed also certain questionable circumstances surrounding the recipient's relationship with another man. The PAD attempted to follow up on these investigative leads but was unable to establish contact with the recipient either at her home or, as requested, at the PAD office. The PAD therefore closed the case on the basis that a determination of continued need could not be established.

3. The investigation disclosed that the recipient did not live at the address of record in the case file and that he had been employed under a different name for a 2-week period at a rate of $45 a week but had quit the job because of the low rate of pay. Subsequently he was arrested for attempting to set the house in which be lived on fire and sentenced to confinement in the District of Columbia jail for 90 days. The PAD closed the case on the basis that the recipient had refused reasonable employment.

4. The recipient in this case was a known alcoholic, and the assistance payments were made to a vendor payee on his behalf. The vendor payee improperly re-

tained and cashed assistance checks while the recipient was confined in jail for drunkenness. The designation of the vendor payee as a responsible person to act for the recipient is questionable since, aside from his improper retention and cashing of assistance payment checks, he has been arrested twice for keeping and selling liquor. The recipient has a record of 184 arrests—136 arrests for drunkenness including 4 arrests since August 1961 when he was determined by the PAD to be eligible for financial assistance. The medical review team had determined that the recipient is employable on a full-time basis in a job where he would be potentially dangerous neither to himself nor to others. However, the PAD had not referred the recipient either to the U.S. Employment Service for possible employment or to the District Department of Vocational Rehabilitation for rehabilitative services. He refused to accept a referral to the municipal lodging house for a "drying out" period. The PAD closed the case on July 31, 1962, on the basis that the whereabouts of the recipient was unknown since his release from jail on July 23, 1962.

Recipient's failure to meet residence requirement.—The investigation disclosed one case where the recipient of financial assistance under the GPA program was not eligible for such assistance at the time he applied for the assistance because he had not lived in the District for 1 year immediately preceding his application for assistance, an eligibility requirement prescribed in section 231.135 of the PAD manual. The investigative unit immediately notified the PAD that the recipient had not met the residence requirement. However, the PAD reinstated financial payments to the recipient for an adjustment period of 1 month following his discharge from the hospital on June 22, 1962, as employable, solely on the basis of the recipient's statement that he had been out of the District for only 2 or 3 weeks during the year preceding his application for assistance. The investigative unit did not concur with this action and furnished the PAD with additional proof that the recipient had been employed in Norfolk, Va., during the year in which he had claimed to have resided in the District. Thereupon, the PAD determined that the entire amount of financial assistance that had been provided to the recipient during the period from January 1962, when he was initially determined to have been eligible for assistance, through July 1962, when the assistance payments were discontinued, should be recovered on the basis that the assistance had been fraudulently obtained.

Delays in taking required actions

The investigation disclosed that the PAD had not required some recipients under the GPA program to submit medical reports and had not referred the cases to the medical review team for determination of the recipients' unemployability or for consideration of their eligibility for financial assistance under the aid to the permanently and totally disabled program as required by the PAD manual.

The manual states, in section 245.130, that—

"General public assistance is considered primarily as assistance to individuals whose unemployability will be of short duration. When, in making redeterminations of continuing eligibility, the worker has received two or more medical reports indicating that unemployability still exists, and assistance has been continued for as long as 6 months, the case must be referred to the review team for recommendations and/or consideration of eligibility for APTD."

in section 244.135, that—

"The worker is responsible for setting his controls in such a way that he will be reminded of the case in time to obtain a new medical report and to prepare a revised social information report in time for whatever review date the team had set for the next team evaluation of the case."

and, in section 244.134, that—

"The social worker is responsible for seeing that all recommendations of the review team are carried out promptly; i.e., within 30 days after the action was recommended."

The 53 cases where financial assistance payments were discontinued under the GPA program, as a result of the investigation, include—

Thirteen cases that had not been referred to the MRT, after the recipients had received assistance for 6 months, for periods from 2 to 20 months beyond the required referral dates;

Nine cases that had not been resubmitted to the MRT for periods ranging from 1 to 19 months beyond the specified resubmission dates;

Seven cases where action recommended by MRT had not been taken for periods ranging from 2 to 5 months.

Of these 29 cases, the PAD determined (1) on the basis of investigative findings, that the recipients in 15 cases were ineligible for any financial assistance, (2) on the basis of referrals that were made to MRT following notification by the investigative unit, that the recipients in 13 cases were not eligible for assistance under the GPA program but were eligible for assistance under the APTD program, and (3) on the basis of events occurring subsequent to the investigation, that the recipient in one case was not eligible for assistance. The referral of GPA cases to MRT within the prescribed time requirements and the prompt taking of the recommended action would have undoubtedly resulted in an earlier transfer of the 13 cases to the APTD program and an earlier discontinuance of payments in the 7 cases where the recipients were determined to be employable. The ineligibility of the recipients for assistance in the remaining eight cases was ascertainable only by field investigation.

CONCLUSIONS

The results of the investigation of the 68 GPA cases lead to conclusions similar to those set forth in our report on investigation of selected cases under the ADC program, referred to on page 3 of this report; namely, (1) that the PAD had not taken the required actions necessary to determine whether or not recipients of financial assistance are eligible for continued assistance under the GPA program or are eligible for assistance under another public welfare program, (2) that reliance cannot be placed on recipients to inform the PAD of actual conditions or circumstances which have a bearing on their eligibility for financial assistance, and (3) the GPA cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving under the GPA program or are eligible for financial assistance under another public welfare program.

We believe, as stated in the aforementioned report, that there is a definite need for instituting a continuing field investigation program with the objective of investigating GPA cases for the purpose of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's administration of the GPA program.

WASHINGTON DAILY NEWS ARTICLE

Senator BYRD. At this point in the record I wish to insert a news clipping of August 25, 1962, relating to loans listed to relief recipients.

(The article referred to follows:)

[From the Washington Daily News, Aug. 25, 1962]

$650 STEREO SETS ON CREDIT—HUGE LOANS LISTED TO RELIEF CASES

(By Gene Shumate)

District relief checks are being used to pay for things like $650 stereophonic phongraphs, complete with record albums, as well as televisions, furniture, and other luxury items.

In some cases, those persons living high off the hog on a Government dole have other sources of income.

At the invitation of a collection manager of a Silver Spring finance company, this reporter reviewed 1,000 files of people drawing relief checks and still buying expensive luxuries.

They bought the goods on credit in District stores, and the stores in turn sold the bills of sale to the company for collection. The company—as all Maryland firms do—charge 12 percent on the unpaid balance.

"Actually," the collection manager said, "this is real gravy business. We have no sweat about payments from people on relief. They pay like clockwork."

The fact that they are on public assistance makes collections somewhat easier, he said—they don't want anyone checking on them.

DETAILS

Some of the files showed:

A woman with a sizable income from a roominghouse was on public assistance. She bought $855.51 in new furniture.

Another woman, living with an employed common-law husband, financed a television set.

Another woman, drawing assistance, was married to a man paying alimony to an ex-wife. She bought a stereo.

There were other cases in the files of persons on relief whom the collection people—a highly efficient group—knew were employed.

"We're not police," the collection manager said, "but we can tell you where these people are working."

He even had the name of the District caseworker connected with each case.

"We are just one company," the collection manager said, "with about $75,000 to $100,000 in collectibles that will be paid for by the Government. Multiply this amount by the scores of other loan firms with the same setup we have, and you've got a staggering bill."

Widespread abuses by District welfare recipients were revealed in recent hearings by the Senate Appropriations' District of Columbia Subcommittee and many ineligibles were removed from the rolls.

CHECKS MAY STOP

Public Assistance Chief Bernard W. Scholz said an investigation would start immediately and September relief checks may be held up in cases where loan company records indicate suspicion that recipients have resources beyond those listed with welfare officials.

He said that the rules specifically state that families cannot use the funds for furniture and only minimum amounts are allowed for food, clothing, and shelter.

He has sent two aids to examine loan company records.

"Oh, my God," Commissioner Walter N. Tobriner said yesterday when told about this loan company's files.

Investigators undoubtedly will want to look at those files, he said, and added:

"The people drawing public assistance money shouldn't be indulging themselves in such fancy equipment and high living. The people selling to them on credit should be more than ashamed of themselves.

"Something will be done."

Calvert Loan Company Records

Senator Byrd. I shall insert at this point in the record certain information concerning the results of searching of the records at the Calvert Loan Co.

(The information referred to follows:)

Search of Calvert Loan Co. Records

Senator Byrd. Suppose you present for the record, Mr. Shea, as complete information as you can present concerning the results of the searching of the records at the Calvert Loan Co.

Mr. Shea. Yes, sir.

(The information referred to follows:)

Government of the District of Columbia, Department of Public Welfare,
Office of Investigations and Collections

September 12, 1962.

Memorandum to: Mr. Donald D. Brewer, Acting Director of Public Welfare.
Subject: Review of credit checks.

We have checked 708 accounts of the Montgomery County loan files pertaining to records of a furniture company and a TV company of Washington, D.C.

We found that 215 of these accounts are of clients or former clients of the Public Assistance Division of the District of Columbia, and 7 clients of the Public Welfare Department of Prince Georges County, Md. The other 486 accounts have been checked, and to date no positive identification has been found with welfare recipients; however, 14 of these may possibly, in a recheck, be found to be public assistance clients.

The 215 cases known to PAD are divided as follows:

Active PAD cases	131	Closed PAD cases	49
Pending PAD applications	2	Rejected PAD applications	33

The 131 active PAD cases and the 2 applications are subdivided into the following categories:

OA	5	ATD	10
AB	0	ATD/GPA	1
ADC	112	GPA	4
ADC/GPA	1		

An examination of the accounts shows that the 133 active clients purchased 207 items costing $48,144.38, service charges included, or an average expenditure per client of $361.99.

The purchases were as follows:

Type of merchandise	Quantity	Amount	Average cost
TV set	35	$11,539.92	$329.71
Stereo, hi-fi, radio, radio-phonograph, and clock radio	23	5,017.51	218.15
Furniture	65	23,072.30	354.96
Miscellaneous items	74	5,148.23	65.57
Unidentified items	10	3,366.42	336.64
Total	207	48,144.38	232.58

"Miscellaneous items" include a tape recorder, home bar sets, smokers, lamps, tea sets, rugs, cocktail and end tables, dishes, bicycles, tricycles, steam irons, pans, curtains and drapes, bed linens, shadow boxes, mirrors, and a wrist watch.

The balance owed on the above purchase as of August 1962, for 130 of the 133 accounts (3 unknown) was $25,336.94. The five largest balances still outstanding are: $492.05, $477.31, $475.33, $448.82, and $445.51.

The actual payments on 126 of the 133 accounts (7 unknown) range from $2 to $65 a month. The highest actual payments over $25 a month were:

Amount:	*Number of cases*	Amount—Con.	*Number of cases*	Amount—Con.	*Number of cases*
$65.00	1	$45.00	2	$31.00	1
60.00	1	42.00	1	30.00	4
50.00	2	40.00	6	25.00 to 29.99	14
49.30	1	35.00	7		

The average payments on 126 of the 133 accounts (7 unknown) ranged from $3.50 to $45 a month, with 57 under $15, and 69 between $15 and $45.

The five largest expenditures for television sets were: $648, $517, $475, $462, and $442.

The five largest expenditures for stereos, hi-fis, radios, radio-phonographs, and clock radios were: $411, $410, $408, $350, and $317.

The five largest miscellaneous items purchased (see explanation above) were: $335 (includes a $288 tape recorder), $224, $163, $142, and $138.

The five largest furniture expenditures were as follows:

Number of purchases by client	Description of merchandise	Cost
Four purchases in 16 months	Bedroom suite, bunk beds, used washer, chair, kitchen set.	$1,295
Four purchases in 15 months	Washer, refrigerator, bicycle, sofa bed set, three tables	1,220
Three purchases within 1 year	Living room suite, rug, two lamps, kitchen set, used washer.	944
Single purchase	Bedroom suite, living room suite, kitchen set	602
Four purchases within 1 year	Kitchen set, bed set, linen bundle, bed spreads, bedroom suite.	606

In August 1962, the Office of Investigations and Collections turned over to PAD 92 names of active cases and applications. The remaining names in these two groups will be turned over to PAD as soon as we finish analysis of the accounts. A progress report on PAD actions through September 7, 1962, follows:

I. PLAN FOR THE REVIEW OF THE CREDIT CASES ON AUGUST 29 AND 30, 1962

On August 23, 1962, the Public Assistance Division learned about the recipients who had made purchases on credit and were known to a Montgomery County loan comapny.

On August 24, 1962, Mr. William R. Galvin, investigations and collections officer, brought in the list of names of persons known to the company. These names were cleared through registration and files to identify recipients of public assistance who made purchases.

On August 27, 1962, Mr. Donald Gray, chief consultant, met with the administrative staff on a plan. Special staff was set up to make appointments for the interviews with the recipients. Supervisors were used in all instances to interview, except for unit No. 6 which is one of the units with recipients living in National Capital housing projects. The social workers in this unit did the interviewing of recipients assigned to them in their regular caseloads.

1. Telephone calls were made to recipients who could be reached by telephone.

2. Special delivery certified letters were sent to all recipients who could not be reached by telephone. A copy of the appointment letter is attached.

Interviews were scheduled for August 29 and August 30, 1962. Since the deadline for holding September 1, 1962, assistance checks was 11 a.m. on August 31, 1962, time was at such a premium that within 2 days all of the interviews had to be completed, material evaluated, decisions made to hold or not hold the September 1, 1962, checks.

From the information secured in the interview and recorded on the credit purchase investigation schedule, decisions were made about next steps.

The recipient was asked to explain in his own words about the items he had purchased on credit and about the resources he had to pay for these. On the basis of the information secured on the schedule, the supervisor or social worker who did the interview, made the decision as to whether or not the September 1, 1962, check was to be held. A copy of the schedule is attached.

1. Checks for September 1962 were held:

(*a*) In all instances in which the items purchased, the cost and the monthly payments raised question about resources.

(*b*) They were also held in all instances in which the recipient failed to keep his appointment to talk about his credit purchases.

2. Checks for September 1962 were not held in those instances in which:

(*a*) The items purchased seemed reasonable as to the type of item purchased.

(*b*) The monthly installment payments were equal to or less than the agency monthly allowance for clothing and incidentals.

II. THE CASES OF RECIPIENTS KNOWN TO THE LOAN COMPANY

This report deals with the 92 cases of recipients who made credit purchases and were known to the loan company.

1. Fifty-four assistance checks for September 1962 were not held because the items purchased seemed reasonable as to type of item purchased and the monthly installment payments were less than or equal to the agency monthly allowance for clothing and incidentals.

2. Thirty assistance checks for September 1962 were held as follows:

(*a*) In 21 instances the September 1962 check was held because the recipient had resources which needed a more thorough investigation.

(*b*) In seven instances the recipient failed to keep his appointment.

(*c*) In one instance the recipient was in the hospital.

(*d*) In one instance the recipient is living outside the District of Columbia.

3. In seven instances, plans for interviews with the recipients are awaiting more information on the credit accounts.

4. In one instance, a decision to suspend assistance had been made prior to the credit purchase investigation.

III. COMMITTEE REVIEW OF CREDIT INVESTIGATION CASES

A committee, consisting of the assistant division chief and two continuing service chiefs has been set up to review:

1. The schedules on cases on which the September 1, 1962, assistance checks were not held. The committee met on September 6, 1962, and reviewed the 54 schedules involved. In only three of these instances did the committee approve the cases for continuation of assistance without further investigation.

In the 51 other instances, the committee raised various questions about eligibility, necessitating further investigation and committee review before further assistance.

2. The cases on which checks were held will be reviewed to determine adequacy of information to reestablish eligibility before checks are released.

IV

All cases remaining open will be reviewed by OIC.

V. POLICY ON LUXURY ITEMS

The agency's policy statement 353.420 and 353.440 on the acquisition of luxury items is attached.

Further reports will be submitted.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

MAN-IN-THE-HOUSE RULE

Senator BYRD. I insert in the record at this point information on the man-in-the-house rule as explained by Mr. William Galvin, investigations and collections officer, Department of Public Welfare, and Mr. Elmer P. Lang, General Accounting Office, during the fiscal year 1963 District of Columbia appropriations hearings.

(The information referred to follows:)

Senator BYRD. Were some of the 87 legally constituted fathers and husbands?

Mr. GALVIN. Nine were husbands by ceremony, 20 were common-law husbands, 9 were landlords living in the same house as the client under questionable living arrangements——

Senator BYRD. Pardon me. You would class those nine as what, as paramours, or what?

Mr. GALVIN. The nine landlords?

Senator BYRD. Yes.

Mr. GALVIN. Some of these were paramours. And 49 were friends, paramours, relatives, and roomers. It depends on the living arrangement whether we would classify the landlord as a paramour or not.

Senator BYRD. But a portion of the 49 were relatives?

Mr. GALVIN. That is right, sir.

Senator BYRD. Not paramours?

Mr. GALVIN. That is right.

Senator BYRD. Do you know how many?

Mr. GALVIN. We do not have that breakdown. Since only 69 cases were closed for that reason, there would be 18 that did not fall under the rule.

Senator BYRD. Sixty-nine were closed because of what?

Mr. GALVIN. Because of the man-in-the-house rule, the continuing absence or no clear disassociation rule, 69 cases were closed. There were 87 men found in the various homes. So 18 of the men that we found were not in this relationship.

Senator BYRD. Were not paramours?

Mr. GALVIN. That is right, sir.

Senator BYRD. They were either husbands, common-law husbands, or husbands by ceremony?

Mr. GALVIN. No, sir. The 69 includes some of the husbands and the 20 common-law husbands also. The 18 would include friends, relatives, visitors, those that did not have a relationship similar to that of husband and wife.

PARAMOURS IN CLOSED CASES

SENATOR BYRD. So in the 89 instances in which there were men involved—87, I believe you said—in the 87 instances, how many were strictly paramours? Can you give us that figure? How many of these were closed on the basis that they were not legal husbands, but that they were paramours?

Mr. GALVIN. There were 9 husbands by legal ceremony, 20 by common law, for a total of 29. This would mean that 40 would be paramours in the closed cases.

Senator BYRD. Aren't some of the remaining number relatives, and so on?

Mr. GALVIN. That would be in the 18 left over.

Senator BYRD. I see. So you would have 40 paramours out of 89?

Mr. GALVIN. Eighty-seven. Forty out of the eighty-seven were paramours.

Senator BYRD. Now, percentagewise what is this?

Mr. GALVIN. Forty-six percent.

Senator BYRD. Forty-six percent of what, now?

Mr. GALVIN. Forty-six percent of the 87 men found in the home were paramours. And in 58 percent of the cases closed for men in the home, which was 69 cases, the men were paramours.

* * * * * * *

OTHER INELIGIBILITY FACTORS

Senator BYRD. Before I get back to you, Mr. Shea, what percent of the cases disqualified in the report by reason of the man-in-the-house rule would have been disqualified, notwithstanding the man-in-the-house rule, because other eligibility factors were found which, in themselves, would have disqualified the recipient?

Mr. GALVIN. I have no figures on that.

Senator BYRD. Mr. Lang, do you have them?

Mr. LANG. We have a breakdown in a slightly different category, since we are basing it on 133 cases where we determined that some ineligibility findings existed. Now, in those 133 cases there were 69 cases in which a man-in-the-home situation was one of the ineligibility factors. Of those 69 cases, 37 were considered to be ineligible solely on that basis, leaving 32 which investigation disclosed involved other ineligibility factors besides the one involving the man-in-the-house rule.

Now, of the 37 cases which were considered ineligible solely because of that finding, we determined that in 24 they were employed, the men were employed. In 32 of the 69 there were ineligibility factors other than the man-in-the-house rule.

Senator BYRD. You are saying that of the 69 cases that were disqualified under the man-in-the-house rule—is that what you are saying——

Mr. LANG. Yes, sir.

Senator BYRD. That of the 69, 32 cases could very well have been disqualified on the basis of other eligibility factors which came to light during the investigation?

Mr. LANG. That is right.

CASES CLOSED SOLELY ON MAN-IN-THE-HOUSE RULE

Senator BYRD. So that we have this hard core—let's get down to the hard core—of how many ineligible cases based on the man-in-the-house rule?

Mr. LANG. That would be 37 cases.

SENATOR BYRD. Thirty-seven out of the one hundred and what?

Mr. LANG. 133.

Senator BYRD. Now, that is the hard core. What percentage is that?

Mr. LANG. Approximately 28 percent.

Senator BYRD. So approximately 28 percent come under the hard core man-in-the-house rule. You are saying that 72 percent of these, even if no man-in-the-house rule were in existence in the District of Columbia, would still have been ineligible; is that what you are saying?

Mr. LANG. That is right.

FISCAL YEAR 1963 HEARINGS

Senator BYRD. I shall include in the record at this point pages 2211 through 2236 of the hearings conducted by this subcommittee on the fiscal year 1963 District of Columbia Appropriation bill:

(The hearings referred to follow:)

SOCIAL SECURITY ADMINISTRATION

STATEMENT OF JOSEPH MEYERS, DEPUTY COMMISSIONER, SOCIAL SECURITY ADMINISTRATION

CLOSED CASES, 1960

Mr. MEYERS. My name is Joseph Meyers, and I am Deputy Commissioner of the Social Security Administration, Department of Health, Education, and Welfare.

Senator BYRD. Referring further to the reasons for closing cases in fiscal year 1960, I would like to ask you this question:

Three hundred and eighty-two ADC cases were closed because of employment or increased earnings.

Would such closing be in violation of a Federal statute?

Mr. MEYERS. No, sir. As a matter of fact, if there are adequate earnings and adequate income in the family, the Federal act requires that the cases be closed.

Senator BYRD. All right.

Ninety cases were closed because of support by relatives.

Would closing a case on this basis be in violation of a Federal statute?

Mr. MEYERS. No, sir. Assuming actual support was coming from relatives, there would be no problem there.

Senator BYRD. Thirty cases were closed because of service-connected income.

Would any Federal statute have been violated in the course of closing these cases for this reason?

Mr. MEYERS. No, sir. The possession of adequate income from whatever source would not——

Senator BYRD. Will you repeat that, please?

Mr. MEYERS. The possession of adequate income from any source would be an appropriate basis for closing a case under the Federal requirements.

Senator BYRD. Fifty-three cases were closed because of acquisition of other resources.

Would any Federal statute have been violated because of the closing of ADC cases, on this basis?

Mr. MEYERS. No, sir.

Senator BYRD. Thirty-three cases were closed in the ADC category because of the remarriage of the parent.

Was any Federal statute violated because of these cases having been closed for this reason?

Mr. MEYERS. I think not. If I understand the category, the case is closed and is ineligible on the basis of the fact that there is a husband and wife and, presumably, the husband is employable.

The District of Columbia eligibility does not extend to families with employable male heads. If that is the basis for the closing I would say that it does not run into any problem in terms of the Federal requirement.

Senator BYRD. Mr. Shea, do you have any comment?

Mr. SHEA. No, sir.

Senatory BYRD. Mr. Galvin?

Mr. GALVIN. I think this would fall under the provisions that Mr. Meyers just stated, that he presumed correctly that this is a mother who has remarried and, therefore, there is an employable male person in the home.

Senator BYRD. One case was closed on the basis of admittance to an institution.

Would this be in violation of any Federal statute, Mr. Meyers?

Mr. MEYERS. No, sir.

Senator BYRD. Fifteen cases were closed on the basis of the recipients' having moved out of the District.

Would this be in conflict with any Federal statute?

RESIDENCE REQUIREMENT

Mr. MEYERS. I would have to answer that under ordinary circumstances, "No, sir."

There are certain residence requirements in the Federal law which would require under certain circumstances people who had moved, but who had not really lost their residence, to have assistance continued.

But assuming that they had given up their residence, that would present no problem.

Senator BYRD. Is Mr. Meyers correct in his assumption, Mr. Shea?

Mr. SHEA. Yes, sir.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. He is correct in his assumption, and this is privided for in the departmental regulations.

These will fall under those requirements.

Senator BYRD. One hundred and sixteen cases were closed because of loss of contact.

Mr. Meyers, was any Federal statue violated thereby?

Mr. MEYERS. I think I need a little more explanation of what is meant by that.

MEANING OF PHRASE "LOSS OF CONTACT"

Senator BYRD. Mr. Shea, would you care to give an explanation of what is meant by "loss of contact," either you or Mr. Galvin?

Mr. SHEA. Mr. Galvin will, I believe.

Mr. GALVIN. "Loss of contact" means that the person or the whereabouts of the person is no longer known to the Department. There is a 60-day limit before they close the cases in this situation.

Mr. Scholz would know the exact requirements on this.

Senator BYRD. Mr. Scholz, would you care to state the exact requirements?

Mr. SCHOLZ. It means, sir, that the check of the client has been returned with a notation that he is not at the address where we believed him to be and that he has a 2-month period before the case is closed.

We do not know where to get in touch with him.

Senator BYRD. Mr. Meyers, now would you care to comment?

Was any Federal statute violated?

Mr. MEYERS. No, sir. We would expect the District or any department, in cases where they are unabe to determine the whereabouts of the person who has been on assistance, to hold up the assistance until such time as they could determine where the person was.

FAILURE TO COMPLY WITH AGENCY POLICY

Senator BYRD. Forty-one cases were removed from the ADC category because of refusal or failure to comply with agency policy.

Mr. Meyers, was any Federal statute violated because of the removal of cases for this reason?

Mr. MEYERS. It is pretty difficult to tell, Mr. Chairman.

Certainly a failure to comply with agency policy, which would mean that the person did not meet some requirement, would not cause any problem.

It would be necessary, of course, in order to give a complete answer, to know what the policies were, because as to whether the policies themselves, which were violated, would create a problem, I could not say.

But as to a policy which in and of itself is all right, a failure to comply with it on the part of a recipient would certainly be adequate reason as far as the Federal Government is concerned for closing a case.

CLARIFICATION OF CASE CLOSING

Senator BYRD. Mr. Shea, would you or Mr. Galvin clarify the meaning of this basis for closing a case, "refusal or failure to comply with agency policy"?

Mr. SHEA. Could we have Mr. Scholz speak on that?

Senator BYRD. I will ask Mr. Galvin first.

Mr. GALVIN. "Refusal to comply with agency policy"?

The agency's policies are written procedures. They are submitted to HEW by letter so that HEW is thoroughly familiar with what our policies are.

Failure to cooperate means refusal to give information that is necessary to make a determination on resources or eligibility. Under this would fall refusal to take a medical examination to determine employability, refusal to clarify resources, or refusal to permit investigation into a bank account that is known to the agency.

Senator BYRD. Mr. Scholz, would you care to elaborate further?

Mr. SCHOLZ. There is nothing I could add, Mr. Chairman.

Senator BYRD. Thank you.

Now, Mr. Meyers, would you care to comment further?

Mr. MEYERS. Closing for failure to comply with a policy on all of the illustrations given by Mr. Galvin, in my mind, would not raise a question.

CASES CLOSED ON BASIS OF EMPLOYABILITY

Senator BYRD. All right. Fifty-one cases were closed on the basis of employability.

What do we mean by this, Mr. Shea?

Mr. SHEA. That the person is able to work.

Senator BYRD. Which person?

Mr. SHEA. The head of the household is able to work.

Senator BYRD. Is this the woman or the man?

Mr. SHEA. Yes.

Senator BYRD. Either case?

Mr. Galvin?

Mr. GALVIN. And in ADC we have the provision that there must be an adequate and satisfactory child-care plan.

Senator BYRD. Before the case can be closed?

Mr. GALVIN. Before the case can be closed.

Senator BYRD. For reasons of employability?

Mr. GALVIN. Yes, sir.

Senator BYRD. Mr. Meyers, was any Federal statute violated as a result of 51 ADC cases having been closed, on this basis?

Mr. MEYERS. My understanding is that our Department has approved and accepted the District of Columbia plan under which cases, where there are employable people, are not eligible; we have accepted that, as I understand the present arrangement.

VOLUNTARY WITHDRAWALS

Senator BYRD. Mr. Meyers, you have with you Mr. Yourman. At any time, if you care to ask him further questions you may feel free to do so.

Eighty-three cases were eliminated from the ADC category on the basis of voluntary withdrawal.

Mr. Meyers, do you see any conflict with Federal statutes in the action taken?

Mr. MEYERS. Not as such. Certainly, we would all have to recognize that any individual has the right, and must have the right, to truly, on a voluntary basis, decide that he does not want to be an applicant for or a recipient of assistance.

So there is no problem certainly from our point with anyone who voluntarily withdraws his application for assistance.

Senator BYRD. Sixty-four cases were withdrawn for reasons of the recipients' being no longer incapacitated. "No longer incapacitated."

Before we ask Mr. Meyers to comment on this, Mr. Shea, would you explain what is meant here?

Mr. SHEA. This would mean that a person had been found incapacitated by a medical team after the medical review, in all probability, and would have been on the aid-to the-disabled category after or—or it could, temporarily, on the GPA category.

This person could, by rehabilitative efforts on the part of, for example, the Department of Vocational Rehabilitation or general hospitals, have eliminated the incapacitative factor, whatever it might have been, and, therefore, was no longer incapacitated and, therefore, was able to carry on, maybe not necessarily the same type of work at which he previously had been employed but, at least, was employable later.

ELABORATION OF TERM "NO LONGER INCAPACITATED"

Senator BYRD. Mr. Galvin, the reason here is expressed thusly: "No longer incapacitated."

Would you care to elaborate beyond what Mr. Shea elaborated?

Mr. GALVIN. As he mentioned this incapacitation is in all categories.

In the ADC category you have an applicant who may be approved for ADC because of absence, death, or incapacitation of the parent.

In these cases incapacitation was the original reason for approval and now this condition no longer exists and they are now employable.

Therefore, since the reason has been removed, they are no longer eligible for assistance.

Senator BYRD. Mr. Meyers, now would you care to comment as to whether or not the 64 ADC cases, which were removed in fiscal year 1960, on the basis of the parents being no longer incapacitated were removed in violation of the Federal statute?

Mr. MEYERS. No, sir; there is no question, if a case is made eligible by reason of a physical condition—that is the incapacity according to the State definition—and they determine that that condition no longer exists or has been sufficiently improved to take them out of the category, there is no problem.

Senator BYRD. 146 cases were removed because the absent father returned and employable. I suppose it should be "and was employable."

The reason given is "absent father returned and employable." Perhaps you are referring to two different groupings.

CLARIFICATION OF TERM "ABSENT FATHER RETURNED AND EMPLOYABLE"

Mr. Shea, would you clarify what is meant by "absent father returned and employable"? Or you can call on anybody else you want to.

Mr. SHEA. This situation could be illustrated: A man could have been incarcerated. The period of his imprisonment has been completed and he returned home and he is able to work.

The District of Columbia does not aid the unemployed. He may actually be unemployed but employable and, therefore, he would be ineligible.

A man may have been, by the cooperative efforts of the Public Welfare Department, in two cities, together with the counterpart of the Corporation Counsel's Office, in another city and the man returns to this jurisdiction, came back into the family situation.

Previously he may not have been supporting the family. And now he is back in the jurisdiction. He is with his family. He is able to work.

He has returned to the situation and, therefore, his absence obviously is no longer the reason for the case having been opened.

Senator BYRD. Mr. Galvin, would you care to elaborate further?

I will read it again: "Absent father returned and employable."

Mr. GALVIN. The original reason for approval was absence of the father. The father has now returned to the home situation.

So the absence question has been removed. The fact that he is employable removes the incapacity question and, therefore, under the District's rules he is no longer eligible.

Senator BYRD. Mr. Meyers, were the 146 cases, for this reason, removed from the ADC category in violation of the Federal statute?

Mr. MEYERS. Again, Mr. Chairman, I cannot speak to the particular facts, but on the basis of the reasons given, that type of eligibility condition and closing because of it does not cause any Federal problem.

Senator BYRD. Included in these 146 cases were 64 cases in which continued absence of the man was not established.

What is meant by this, Mr. Shea?

Mr. SHEA. "Continued absence of the man"?

In other words, after the Department's investigating force began to make its surveillance and investigation into the situation it was ascertained, rather than the man being continuously absent, he may have been actually continuously present.

So, in other words, his absence—the absence factor has been discredited and he, therefore, was present and, therefore, the case was not eligible.

ABSENCE OF MAN AS FACTOR

Senator BYRD. Mr. Galvin, there were 64 cases in the group of 146 in which continued absence of a man was not established.

Will you explain what is meant?

Mr. GALVIN. The original approval was based on absence of the parent. This is no longer true and so the case is no longer eligible.

Senator BYRD. What is no longer true?

Mr. GALVIN. That the parent is absent. The parent has returned to the home.

Senator BYRD. Mr. Meyers, was the removal of 64 cases, included in this category, removed because of continued absence of the man not being established, in violation of the Federal statutes?

Mr. MEYERS. I would have no question about closing a case on the basis of credible evidence that the man was not actually absent.

Senator BYRD. Thirty-nine cases were removed from the ADC category because the child reached the maximum age.

Mr. Shea, what is the maximum age?

Mr. SHEA. The maximum age, if the child is in school, is 18. If the child has been dropped from school it is 16.

Senator BYRD. Mr. Meyers, was a Federal statute violated as a result of 39 cases having been removed from the ADC category on this basis?

Mr. MEYERS. No, sir.

Senator BYRD. Twenty-seven cases were closed because the child was placed in foster care.

Would this be in conflict with the Federal statute, Mr. Meyers?

Mr. MEYERS. No, sir. The child would, in that case, no longer be living with the relative which would establish eligibility under the ADC category, and that would be an appropriate closing.

Senator BYRD. Ninety-four cases were closed because the child was not deprived of parental support.

What is meant here by that, Mr. Shea?

Mr. SHEA. In other words, this means that there is income coming into the family situation, so that the needs of the family are provided for by the regular income of the man from employment.

Senator BYRD. Anything further you would add, Mr. Galvin?

Mr. GALVIN. No, sir.

The three grounds for approval are absence, death, and incapacitation.

Here no one is deprived. So, therefore, he would not be eligible.

FURTHER QUESTION OF CONFLICT WITH FEDERAL STATUTE

Senator BYRD. Mr. Meyers, do you find anything here to be in conflict with the Federal statutes?

Mr. MEYERS. No question is raised in the closing of any case on the basis of the existence of adequate resources to meet the needs of the family.

Senator BYRD. Do you find, Mr. Meyers, that the removal of the cases because the child was not deprived of parental support, was in violation of the Federal statutes?

Mr. MEYERS. If the removal was, as stated by the two District witnesses, on the basis of resources, actual support being furnished, there would be no question; no, sir.

Senator BYRD. Mr. Galvin, would you care to comment further?

Mr. GALVIN. The question of resources does not enter the picture here.

The District provides that absence, death, or incapacitation of the parent may approve a child for ADC.

Conversely, the presence of or the employability of the parent makes the child ineligible for approval under District of Columbia regulations. The question of resources or whether or not the man is employed does not enter into this picture.

If a case——

Senator BYRD. Pardon me, but you do not mean that, do you, "whether or not he is employed"?

Mr. GALVIN. If a man is employable, the question of whether or not he is employed does not enter into the picture.

Senator BYRD. Yes, excuse me.

Mr. GALVIN. If we have a case, for example, where the man is incapacitated, regardless of his marital status if he was the supporting factor in the case—for example, he could be a common law husband or paramour or a legal husband or anything—if he were incapacitated and in the family group he could be considered in the assistance group and assistance granted.

Conversely, if he becomes employable, similar to the employable husband, the family then would no longer be eligible.

So the question of resources was not true.

Senator BYRD. So once again "the child was not deprived of parental support."

VIOLATION OF FEDERAL STATUTE

Mr. Meyers, did the District of Columbia act in violation of a Federal statute in removing cases from the ADC category for this reason?

Mr. MEYERS. Again, I have some confusion in my mind about the differences in some of these categories as they were explained.

If again we are talking about the actual presence in the home of someone who has assumed this parental role, this is one thing, and I see no problem with it.

I think the reason I have a problem and why I equated it with "resources" immediately was that I do not understand the difference between this category of closing and the one where the parent is continuously present or where he isn't absent.

If it is on the basis of absence, then I do not know what the different flavor is to this particular closing.

Senator BYRD. Can you distinguish between the two, Mr. Galvin?

Mr. GALVIN. Under Department of Health, Education, and Welfare regulations, statistically, cases are grouped into two sections:

One is the requirement of need, and the other is a no-need requirement, and we are really talking about, in the first group that we mentioned, that they fall under the need group and, in the second group, they fall under the no-need group.

Mr. Lajewski is thoroughly familiar with this, and I think he could explain this much more thoroughly than I could.

Senator BYRD. Well, it may have been explained now to Mr. Meyers' satisfaction.

If it has not been, I would like to ask Mr. Lajewski to comment further, Mr. Meyers.

Mr. MEYERS. Well, I must confess that I am not exactly clear on what is contained in this particular subitem as the basis for closing.

Senator BYRD. Mr. Lajewski, can you help us?

Mr. LAJEWSKI. I think that the dilemma that Mr. Meyers finds himself in is a correct one.

Since that report was prepared—this is 1960—we have included these cases under the continued absence policy.

Senator BYRD. I see. Does that help?

Mr. MEYERS. That does help, and if these are presence and absence cases they present no problem.

Senator BYRD. All right.

CATEGORY IDENTIFIED AS "OTHER"

Now, Mr. Shea, the only remaining category of case closings is under the word "other." Will you explain what is included in this category?

Mr. SHEA. I will have to call on Mr. Lajewski again on this "other" word.

Senator BYRD. All right.

Mr. LAJEWSKI. Mr. Chairman, you might find me in a dilemma here because I have the report for 1962, and all of the categories that you have been referring to are clear-cut in here, but I also have a remainder of "other," reasons. Thirty-three cases were closed for this reason in 1962.

I cannot clarify "other" reasons at this time. These are very miscellaneous reasons, and this would be difficult without analyzing the individual cases to see what the specific reason is.

Senator BYRD. Could you give us an example?

Could you give an example of one which does not fall within the categories already enumerated?

Mr. LAJEWSKI. I am not prepared for that, sir.

Senator BYRD. Mr. Shea or Mr. Galvin, can you?

Mr. GALVIN. I think if he would enumerate his 33 in 1962, this would help us.

Senator BYRD. Well, we are going to come along with 1961 in a few minutes.

Mr. GALVIN. I mean, as far as reasons are concerned. He said he had the reasons.

Mr. LAJEWSKI. I think that Mr. Galvin misunderstood.

At the end of this listing I have "other reasons," which are not enumerated, and, as I stated, I am not prepared to indicate what those specific reasons are.

We would have to make an analysis of those particular cases.

Senator BYRD. Mr. Scholz, can you help us?

We obviously cannot expect Mr. Meyers to comment on this category if we cannot reveal to him what is meant by "other reasons."

Mr. Scholz?

Mr. SCHOLZ. I am afraid not, sir.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. Perhaps I can help. Under "other "are any cases which do not fall within the groups you have previously outlined in detail, and it does not include any case closed because of unsuitability.

Perhaps that would help.

Senator BYRD. Mr. Meyers, does this help to the point that you can comment on this category?

Mr. MEYERS. Well, I think not. It helps to the extent that Mr. Galvin says that it does not include any case which would involve a question of suitability or unsuitability.

As to what the others are, we do not know, and I think I really cannot comment.

Senator BYRD. Yes.

Mr. Shea, can we find some way of clarifying this today?

Mr. SHEA. Yes, sir. We will look into some kind of a sample of the closings and get it.

Senator BYRD. Give us a number of examples, if you can, in the afternoon.

This is the only remaining category that I find which needs clarification in the table for fiscal 1960.

POSSIBLE CONFLICT OF DISTRICT OF COLUMBIA REGULATIONS WITH FEDERAL STATUTES

Now, let's go to fiscal year 1961. This is a laborious, time-consuming procedure, but I think it is highly important, because we are about to appropriate money for the next fiscal year, which has already begun, of course, and if the District of Columbia regulations are in conflict with the Federal statutes, this would obviously mean that there would have to be some revisions of budget estimates.

So it is important to have a determination of whether or not they are in violation, and if they are not, then we can proceed to appropriate on the basis of the estimates that have been presented.

Now, in fiscal year 1961, table 5 on pages 6 and 7 of the Annual Report of Fiscal Year 1961, Department of Public Welfare, District of Columbia, we find these reasons for closing cases.

I will insert the table at this point in the record.

(The table referred to appears on p. 2471.)

REASONS FOR CLOSING CASES IN 1961

Senator BYRD. First of all, let me state that the total number of ADC cases closed was 1,371. We will go through the same procedure, Mr. Meyers, although you have already answered the questions, I think, but let's leave nothing in doubt and nothing to chance.

Transferred to another assistance program were 18 cases.

Was any Federal statute violated here?

Mr. MEYERS. As a requirement, that is unobjectionable.

Senator BYRD. One case was closed because of death; 201 cases were closed because there was a material change in the income or resources, specifically because of the employment or the increased earnings of the ADC father.

Mr. Meyers, would you have any objection to this?

Mr. MEYERS. No; if it is established that additional income adequate to meet the needs under this District's standard exist, there is no problem.

Senator BYRD. 212 cases were closed because of the employment, or because of increased earnings of the ADC mother.

Mr. Meyers, do you have any objection to this reason for closing?

Mr. MEYERS. I think my answer to the previous question would be equally applicable to that, sir.

Senator BYRD. Two cases were closed because of the employment or increased earnings of the ADC child.

Was this in conflict with a Federal statute?

Mr. MEYERS. No, I would—I think it would be helpful, though, if we would know the basis in the District—I am not familiar with it—for taking into account income of the particular family members.

If we assume that the policy is that income of any of the family members, including the child and everyone else, is lumped into a standard budget, and you figure the needs and resources of all, this certainly would be an appropriate basis for closing a case.

Senator BYRD. Would be an appropriate basis?

Mr. MEYERS. Would be an appropriate basis.

Senator BYRD. Mr. Shea?

Mr. SHEA. Yes, sir. Mr. Meyers has made the correct assumption with respect to the District policy.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. I agree with Mr. Shea.

"OTHER PERSON" PARTICIPATION

Senator BYRD. Two cases were closed because of the employment or increased earnings of "other person."

Mr. Shea, would you care to explain what is meant by "other person"?

Mr. SHEA. This could be bringing into the family constellation a brother of the ADC mother who was employed, living in the family picture, and his income was available to the total situation.

Senator BYRD. Mr. Galvin, do you have any further comment?

Mr. GALVIN. Or any other relative.

Senator BYRD. Mr. Meyers, was the action taken in conflict with the Federal statutes?

Mr. MEYERS. No, if a person actually is a member of the family unit, and makes his income available to the family, then it is perfectly appropriate, and it should be taken into account.

Senator BYRD. 107 cases were closed because of the absent parent's return.

Mr. Meyers?

Mr. MEYERS. In a situation where the parent is actually in the home, under the District policy which is acceptable, there would be no eligibility because there is no absence.

Senator BYRD. Do you mean that when you say he is actually in the home? It says "absent parent's return."

Does he have to be in the home?

Mr. MEYERS. Well, maybe you might have one of the District of Columbia witnesses explain what is meant.

I assumed when it said he returned, that it meant that he had returned and was in the home?

Senator BYRD. Mr. Galvin?

Mr. GALVIN. That is what this particular category means. Yes, sir.

Senator BYRD. All right. Then you find no fault with that?

Mr. MEYERS. No, sir.

REMARRIAGE OF PARENT

Senator BYRD. Thirty-five cases were closed because of remarriage of the parent.

Mr. Meyers, is there any objection to this reason for closing?

Mr. MEYERS. I think this one we went over before and again if I remember correctly the answer was that this is remarriage and so that you have, in the home, an employable person who is the head of the family, and under District rules this is a ground for ineligibility, and that creates no problem under the Federal rule.

Senator BYRD. Does this reason——

Mr. MEYERS. We would have no question about the closure of the case which is based on resources in the family which were actually available as apparently is the case here.

Senator BYRD. You have no objection to the closing of these cases on this basis?

Mr. MEYERS. No, sir.

Senator BYRD. Seven cases were closed because of the receipt of support or the increase in support from another person outside the home.

Mr. MEYERS. Receipt of support and income, from whatever source, should be taken into account, and this would not create a problem.

CASES RECEIVING BENEFITS UNDER OLD-AGE AND SURVIVORS INSURANCE PROGRAM

Senator BYRD. Sixty-seven cases were closed because of the receipt or increase in benefits or pension under the old-age and survivors insurance program.

Mr. MEYERS. Yes, sir. Old-age and survivors insurance benefits which are made available to people, who otherwise need public assistance to supplement that income, are supposed to be taken into account.

Senator BYRD. Eighteen cases were closed because of the receipt or the increase in benefits or pension under other Federal programs.

Mr. MEYERS. I think the answer would be the same. I might check just a minute with Mr. Yourman.

Do you know whether there are any special exemptions that might apply to any Federal benefits? I know of none.

Senator BYRD. Yes; Mr. Yourman?

Mr. YOURMAN. No, I know of none.

Senator BYRD. What is the answer?

Mr. YOURMAN. I know of no exemptions.

Senator BYRD. Now, four cases were closed because of the receipt of or increase in benefits or pension under State or local programs.

Mr. MEYERS. No question.

Senator BYRD. Five cases were closed because of the receipt of or increase in the benefits or pensions under a nongovernmental program.

Mr. MEYERS. I think the answer would be the same there, sir, that the source of the income is not material.

Senator BYRD. Fourteen cases were closed because of other material change in income or resources.

Mr. MEYERS. I really do not know what that one means or what is encompassed in it.

Senator BYRD. I suppose you mean other material changes?

Mr. SHEA. Yes, sir.

Mr. MEYERS. But if we assume that it is simply the existence of income which changed the picture to change the need pattern, why, this again would raise no question.

Senator BYRD. In 10 cases, there was no material change in the income or resources, but there was a decreased need for medical care, in which no cases were closed and in which there was a decreased need for "other requirements."

What does this mean, Mr. Shea?

Mr. SHEA. If the child left the home, would be one example.

A person—a child, for example—could have been committed to an institution either as a delinquent or a retarded child.

It may be in one case for as much as a year or 18 months and, in another case, for an extended period.

I believe this is a good example.

Senator BYRD. Mr. Galvin, can you think of other examples?

Mr. GALVIN. The child could have reached 18 or be over 16 and not attending school, or the child could have died.

The family could have moved to another home with cheaper rent and, therefore, the total resources available could have been more than the basic requirements would be, and they would have been no longer eligible.

Senator BYRD. Mr. Meyers, do you find any objection here?

Mr. MEYERS. No; under none of these illustrations do I find any objection to this basis for closing.

Senator BYRD. Thirty-six cases were removed because of the refusal, after acceptance, to comply with eligibility requirements.

Mr. Meyers, would there be any objection on this point?

Mr. MEYERS. I think——

Senator BYRD. Would you like some further clarification?

Mr. MEYERS. Yes; some.

If we assume that this is similar to one that was discussed in the former year, where I think I made the statement that, without talking to what the particular eligibility requirements were, certainly a recipient is required to comply with policies and regulations of the District Department, and if they fail to do so, that would be an adequate ground for cutting them off.

Senator BYRD. Mr. Shea, do you have any comment?

Mr. SHEA. I think this is basically the same situation as we described before.

REMOVAL OF BASIS FOR ELIGIBILITY

Senator BYRD. All right. Sixty-five cases were removed because a recipient was no longer incapacitated.

Mr. Meyers?

Mr. MEYERS. The same answer. If the basis for the eligibility is removed, it is perfectly appropriate to remove them, and they should be removed from the category.

Senator BYRD. Seventy-three cases were removed because the ADC parent returned.

What do you mean by this, Mr. Shea?

Mr. SHEA. The person who had been out of the home returned into the home.

I think this describes or is illustrative again of the man who may have been hospitalized or, who returned home or in prison, or in another jurisdiction, and returned home or in the same jurisdiction and was encouraged by efforts of the agency to come back into the family constellation.

So, in other words, the man is in the home. He is a resource. He is employable. And the need of the family no longer exists.

Senator BYRD. Mr. Meyers?

Mr. MEYERS. I have no question about closing this type of case.

Senator BYRD. Six cases were closed because the ADC parent remarried.

Mr. Shea, would you give us a comment?

Mr. SHEA. In this type of situation, a person who has remarried is presumed to have remarried a person who is employable or employed and, therefore, has a resource continuously and, therefore, would not be eligible for ADC.

Senator BYRD. Mr. Meyers, do you have any comment?

Mr. MEYERS. If we assume one thing further, that they are remarried and living together in the same home so that there was no absence, I see no question in this type of case.

Senator BYRD. Mr. Galvin, or Mr. Shea, is this a proper assumption?

Mr. SHEA. Yes.

Mr. GALVIN. In this category; yes.

Senator BYRD. Eighty-one cases were closed because there was no eligible child in the home.

Mr Meyers, do you have any comment?

Mr. MEYERS. No eligible child in the home?

Senator BYRD. Yes.

Mr. MEYERS. No. Then there would not be actually a basis for eligibility and they should be closed.

Senator BYRD. Four cases were closed because of admittance to an institution. Do you care to comment, Mr. Shea, before Mr. Meyers responds?

Mr. SHEA. This is the type of case in which a person could be admitted, for example, to the District training school or an institution for a retarded individual.

Senator BYRD. Mr. Meyers, do you have any objection to this?

Mr. MEYERS. No, sir.

LOSS OF RESIDENCE

Senator BYRD. Twenty-seven cases were closed because of the loss of residence. What is meant here, Mr. Shea?

Mr. SHEA. The person moved out of the jurisdiction and had not established—and had established residence elsewhere than the District of Columbia.

Senator BYRD. Mr. Meyers, is there any objection to this reason?

Mr. MEYERS. No, sir.

Senator BYRD. Now, under this broad category, of the recipients no longer meeting eligibility requirements other than need, there were 152 cases closed because of "other reasons."

Can you give us any example of what you mean by "other reasons" here, Mr. Shea?

This is under the broad category, as stated here, "no longer meets eligibility requirement other than need." And in that category we talk about those who refused, after acceptance, to comply with eligibility requirements, about those who are no longer incapacitated, about the ADC parent's return, about the ADC parent having remarried and about the eligible child's no longer being in the home.

Mr. SHEA. The reasons for closing are listed or have been listed here in this—is this the same type of situation we had before in the previous year?

Senator BYRD. There is another "other."

Mr. SHEA. Another "other"?

Senator BYRD. You might like to look at this. It is almost at the bottom.

Mr. SHEA. These reasons that Mr. Lajewski give me, to answer this question in part, but not in totality, first is a continued absence not established, mother employable, voluntary withdrawal, loss of contact, and cannot be located.

There are still others that still have to be identified and this is what we are trying to do back at the Agency now.

So I think we will probably be able to clarify this at the next session because we will have looked into the cases and we can find what the "other" means.

Senator BYRD. All right.

On the basis of the explanation thus far, Mr. Meyers, would you have any objection to the closing of these cases?

Mr. MEYERS. No, sir. On the basis of those illustrations I think they all fall within the categories and within the explanation that we previously discussed when we went down the list.

Senator BYRD. Now, Mr. Scholz, did you have something further?

Mr. SCHOLZ. I just remembered that the largest number of cases that were under the "other" ones was where the caretaker relative is no longer available.

In other words, where the mother is the payee and the mother deserts the child or is hospitalized or is declared mentally incompetent and, therefore, we can no longer make a payment to her, and there is no other relative payable.

Senator BYRD. What do you do about the children in those cases?

Mr. SCHOLZ. We would have to put them on GPA until we find a person who is willing to take care of them.

Senator BYRD. What about their——
Mr. SHEA. Or institutionalize the children.
Senator BYRD. What about that, Mr. Galvin?
Mr. GALVIN. That is right.
Mr. SHEA. Or a foster home.
Senator BYRD. It has not been made clear to me, Mr. Meyers.
Has it been made clear to you, the reason injected by Mr. Scholz?
Mr. MEYERS. I think I understand it, sir, because presumably the District operates under the same rules as the Federal category in terms of what we will pay for.
In other words, before financial participation is available, with respect to an aid to dependent children case, you have to find that the child is living with certain enumerated relatives and so if there is no relative with whom that child can be living, the case would not be eligible for payment under the Federal category.
Senator BYRD. So you would find no fault with this reason for closing?
Mr. MEYERS. No, sir.
Senator BYRD. Well, that gets us through this category.
We still have the one category remaining in the fiscal year 1961 denominated "other."
And 196 cases were closed for "other reasons" not explained here.
So this will be in need of further explanation, as was the same category in the previous table.
Mr. SHEA. Yes, sir.
Senator BYRD. Do you think you might be able to give us these this afternoon, Mr. Shea?
Mr. SHEA. We are working on it now, sir.
Senator BYRD. Fine. Now, Mr. Lajewski, do you have a comparable table for 1962?
Mr. LAJEWSKI. Yes, sir, I do.
Senator BYRD. Let me have that.
Mr. LAJEWSKI. Surely.

ADC CASES CLOSED IN 1962

Senator BYRD. In fiscal year 1962, under the ADC category, a total of 2,265 cases were closed.
Forty-one, or many of these, Mr. Meyers, are going to be under the same categories.
I think possibly we can speed it up a little here, but I think we ought to go through them all.
Forty-one were closed because of transfer to other aid.
Is there any objection?
Mr. MEYERS. Same answer.
Senator BYRD. And what is the same answer?
Mr. MEYERS. The same answer is that there is no objection.
Senator BYRD. For the record, I think you will have to say that.
Mr. MEYERS. All right, sir.
Senator BYRD. 174 cases were closed because of a material change in the income or resources.
This is specifically because of employment or increased earnings of the ADC father in the home.
Mr. MEYERS. No question on closing on this basis.
Senator BYRD. 362 were closed for the same reason but, in this instance, the ADC mother is involved.
Mr. MEYERS. No question for closing on that basis.
Senator BYRD. Five cases were closed for the same reason but the ADC child was involved.
Mr. MEYERS. No question on that type of closing.
Senator BYRD. Six cases were closed because of the same reason, another person being involved.
Mr. MEYERS. No question.
Senator BYRD. 168 cases were closed because of the absent parent's return.
Mr. MEYERS. No question on that on the same basis of the previous answer, that we assume the person is in the home, living in the home, and, therefore, the the absence is not established.
Senator BYRD. And he is employable or employed?
Mr. MEYERS. Yes, sir.

Senator BYRD. Forty-four cases were closed because of the remarriage of the parent.

Mr. MEYERS. On the same basis, no question about that one.

We assume again that the two are living together in a home and so there is no absent parent.

Senator BYRD. Forty-seven cases were closed because of the receipt of or the increase in support from the absent ADC father.

Mr. MEYERS. No question.

Senator BYRD. Ten, because of the receipt of or increase in support from another person outside the home.

Mr. MEYERS. No question.

Senator BYRD. 111 cases were closed because of receipt of or increase in benefits or pensions under the OASDI program.

Mr. MEYERS. No question.

Senator BYRD. Twenty-three because of the receipt of or increase in benefits or pensions under other Federal programs.

Mr. MEYERS. No question.

Senator BYRD. Four cases because of the receipt of or increase in benefits or pensions under State or local programs.

Mr. MEYERS. No question.

Senator BYRD. Seven, for the same under governmental programs.

Mr. MEYERS. No question.

Senator BYRD. Twenty-seven were closed because of other material changes, income or resources.

Mr. MEYERS. No question.

We assume here that their income or resources have been discovered and, as ascertained, that you could not establish the continuing need of the family. No question.

Senator BYRD. One case was closed because of the decreased need for medical care.

CASE CLOSED BY DECREASED NEED IN MEDICAL CARE

What is meant here by this, Mr. Shea, "decreased need for medical care"?

Mr. SHEA. May I ask Mr. Scholz that, please?

Senator BYRD. Yes. Mr. Scholz?

Mr. SCHOLZ. The only assumption I could make, sir, is that there might have been some item going into the home for a specific medical need which was terminated and, therefore, that specific incidental item is referred to in the budget as being no longer necessary, maybe.

In other words, the illness or whatever the disease was, was terminated and the person no longer needed this special device or this special medicine or whatever it might have been.

Senator BYRD. Mr. Lajewski, do you have anything on this point?

Mr. LAJEWSKI. I would not be able to elaborate on what Mr. Shea said.

Senator BYRD. Would you be able to comment on this, Mr. Meyers?

Mr. MEYERS. I think so.

If we assume that the case was eligible, that the medical need was brought about or what was brought about the eligibility and that medical need was removed or reduced so that the need would not be there, I see no question about this type of a case at all, sir.

DECREASED NEED FOR "OTHER REQUIREMENTS"

Senator BYRD. And four cases were removed because of a decreased need for other requirements, "other requirements" being what, Mr. Galvin?

Mr. GALVIN. It could be housekeeper services, that the mother was temporarily ill and needed homemaker services.

This could be that.

Senator BYRD. Mr. Shea, anything further?

Mr. SHEA. That is it.

Senator BYRD. The reason again is that there was a decreased need for "other requirements."

Four cases were closed here.

Mr. Meyers?

Mr. MEYERS. I see no question about this type of case closing, sir.

Senator BYRD. Sixteen were closed because of other reasons under this category, the category being "No material change in income or resources."

Mr. SHEA. Mr. Lajewski, on that second page, sir, may have answered that question under ADC only.

Again, it is the same reason I gave you before, continued absence not established.
Maybe I had better ask Mr. Lajewski if he has anything further on that.
Senator BYRD. All right. It is on page 1.
Mr. LAJEWSKI. Yes, I have page 1.
This I could not answer, sir. We would have to clarify this particular category also.

CASES CLOSED FOR OTHER REASONS

Senator BYRD. Sixteen other cases were closed for other reasons.
A moment ago, I think when we discussing the fiscal year 1961, you were able to explain this category because Mr. Meyers indicated no disapproval of the closing of five cases under "Other."
Mr. Meyers, can you answer this?
Mr. MEYERS. I believe that—at least as far as I can tell, sir, we still are in the position of having "Other" not really clarified sufficiently to base an answer on it.
Senator BYRD. All right.
Mr. LAJEWSKI. Mr. Chairman, may I add to this?
These are individuals who have been found to be no longer in need so that they would be ineligible because they are no longer in need.
Senator BYRD. Mr. Meyers.
Mr. MEYERS. The absence of need is always an appropriate basis for closing a case, Mr. Chairman.
Senator BYRD. All right.
Eighty-two were closed because of the recipients' refusal, after acceptance, to comply with eligibility requirements.
Mr. Meyers?
Mr. MEYERS. No question about a condition which requires a recipient to comply with eligibility conditions specified under the State plan.
Senator BYRD. 105 were closed because the recipient was no longer incapacitated.
I assume this is the parent, of course.
Mr. SHEA. Yes, sir.
Senator BYRD. No longer incapacitated.
Mr. MEYERS. There are no questions about closings on this basis.
Senator BYRD. Ninety-nine were closed because the ADC parent returned.
Mr. MEYERS. Again, if these are cases where we find the parent in the home, actually in the home so that there is no absence, no question is raised by this type of closing.
Senator BYRD. Nine cases were closed because the ADC parent remarried.
Mr. MEYERS. Again, I think we should qualify this, as we have the other cases, that we assume that both parents are living in the home so that absence is not established.
In such a case there would be no question.
Senator BYRD. Is this a correct assumption?
Mr. SHEA. Yes, sir. Employability or unemployability is the factor in the District of Columbia, but again this is the reason for closing.
Senator BYRD. Ninety-seven were closed because there were no eligible children in the home.
Mr. MEYERS. No question.

RESIDENCE REQUIREMENT

Senator BYRD. One was closed because of loss of residence.
Again, Mr. Shea, what is the explanation?
Mr. SHEA. No longer meeting the residence requirements of the District of Columbia and moved out of the District into this jurisdiction, moved to another jurisdiction.
Senator BYRD. And having established residence there.
Is that correct?
Mr. SHEA. Yes, sir.
Senator BYRD. Mr. Meyers, do you have any comment on this point?
Mr. MEYERS. This presents no question, sir.
Senator BYRD. Twenty-nine were closed because of—no, actually, one was closed because of admittance to an institution and 29 were closed because of a loss of residence.
We have already covered "loss of residence".
One was closed because of admittance to an institution.
Mr. MEYERS. No question.

ELIGIBILITY REQUIREMENTS OTHER THAN NEED

Senator BYRD. Three were closed because of a change in State law or agency policy, relating to eligibility requirements other than need.

What is meant here, Mr. Shea?

Mr. SHEA. I think this could refer or does refer to the change in policy under the unemployment compensation law, which would enable the person to realize from that source adequate income to render them ineligible for public assistance.

Mr. MEYERS. If these closings were on the basis of the existence of income, which reduced the need or eliminated the need, there would be no question.

Senator BYRD. Is that it?

Mr. SHEA. Yes, sir.

Senator BYRD. Does the closing in each instance here meet that qualification, Mr. Shea?

Mr. SHEA. Yes.

CASES CLOSED IN "OTHER REASONS"

Senator BYRD. And 489 were closed because of "other reasons" in this category, the category being that eligibility requirements, other than need, were no longer met.

Mr. SHEA. The reasons given here, as were given before, were the continued absence not established, the mother employable, voluntary withdrawal, loss of contact, or cannot be located.

This accounts for the vast majority of that number of 489.

Senator BYRD. Mr. Meyers, can you comment on this?

Mr. MEYERS. All of these reasons, when established, form an appropriate basis for closing a case.

Senator BYRD. However, there were 33 in this category which were closed for other reasons, Mr. Shea.

Now, we want to clarify this.

Mr. SHEA. Yes, sir.

Senator BYRD. And 301 cases overall were closed for other reasons.

What are the "other reasons"?

Mr. GALVIN. Sir, if I may interrupt, the 301 and the 489 are both included in the ones outlined by Mr. Shea.

They are both marked with an asterisk and these, for ADC only, come to a total of 790.

These have been explained and also agreed to by Mr. Meyers, and the only thing that is left over is that in the 790 there are 33 that are still to be explained.

Senator BYRD. I see. Then, for the record, of the 790 cases closed for "other reasons" these reasons are as set forth at the bottom of page 2; namely, they are continued absence not established, mother was employable, there was a voluntary withdrawal, there was loss of contact, and there was an inability to locate.

Mr. SHEA. Yes, sir.

Senator BYRD. That explains all——

Mr. SHEA. But the 33.

Senator BYRD (continuing). But the 33?

And we will have to have an explanation of those 33.

Mr. SHEA. Yes, sir.

Senator BYRD. As far as the 757 are concerned, I suppose, Mr. Meyers, you would have no objection?

Mr. MEYERS. No, sir. As I stated before, I think that when you establish these facts on these bases no question is presented.

Senator BYRD. All right. With the exception of this category or of the category that has been denominated "Other" we have covered all categories for closing of an aid-to-dependent-children case in fiscal year 1960, fiscal year 1961, and fiscal year 1962—the past 3 years.

POSSIBLE VIOLATIONS OF FEDERAL STATUTE

Thus far, Mr. Meyers, have we found any instance in which the District of Columbia has acted in violation of a Federal statute in removing cases from the aid-to-dependent-children category?

Mr. MEYERS. I do not think I am able to state that quite that categorically, Mr. Chairman.

If I may, I think I should make a little explanation or preliminary statement.

I personally, of course, am not in a position to know what the facts are in a particular case and whether the evidence is there to support the finding or anything of the sort.

Nor am I in a position to make an adjudication in a particular case as to whether it is or it is not eligible.

I can speak as an official of the Department who is familiar with our rules as to what type of situation as a basis for a closing would be appropriate or not. And on the basis of the explanations, as we have gone down these lists, and as qualified and based on the understandings that we have, I would say that nothing that we have talked about this morning, in terms of a requirement or a basis for closing, would raise a question under the Federal act.

Senator BYRD. You would have to make the same statement with the same reservations even though we were talking about any State, would you not?

Mr. MEYERS. That is correct, sir.

Senator BYRD. Unless you were personally in on the case, in other words, and knew all the facts, you naturally could not make a categorical reply to that question?

Mr. MEYERS. That is correct.

Senator BYRD. But on the basis of the reasons enumerated whether it be the District of Columbia or any other State, the regulations of that State being what the regulations are in the District of Columbia, you find no instance, as explained here, in which the District of Columbia has acted in contravention of Federal statute?

Mr. MEYERS. None of the reasons that we have discussed this morning would be in conflict with any Federal requirement.

Senator BYRD. Speaking of the Federal statute as amended.

Mr. MEYERS. That is right, sir.

Senator BYRD. All right.

Mr. Shea, in the afternoon then, let's try to have an explanation of these "other" cases.

Mr. SHEA. Yes, sir.

NEED FOR CLARIFYING REGULATIONS

Senator BYRD. And I suppose the only question that need be asked at this point would be this: Do you feel, Mr. Shea—and I asked the question earlier—do you feel that the regulations are entirely clear so as to assure the Department, in the application of the regulations, that they are not in conflict with the governing Federal statute, as amended?

Mr. SHEA. The regulations today, sir, I do not believe are in conflict with the Federal statute but, as I indicated before, I feel that all of the regulations, as exemplified in our Public Assistance Manual need to be clarified to some extent.

To a greater extent, I cannot say, but this is my opinion.

Senator BYRD. Mr. Meyers, do you feel that the District of Columbia regulations, governing the eligibility of recipients and governing the removal of recipients from public assistance need further clarification?

CLARIFICATION NEEDED

Mr. MEYERS. On the basis of my quick look at those regulations and those handbook provisions, Mr. Chairman, I would say that they do need clarification so that we can be certain that they state, as the witnesses have testified, what their intention is, because some of them are sufficiently ambiguous as to lead you to another conclusion.

Now, I would say that just from my quick look that they do need clarification.

Senator BYRD. You are saying that, if the regulations are eminently clear, so as to provide assurance that removals from public assistance will fall into the categories that have been explained, the District will not be acting in contravention of the Federal statute, as amended?

Mr. MEYERS. I would say that if they were clarified, so that we both were satisfied, that none of the bases for eligibility or removal would be the conditions of the home, and the fact of the conduct of the parents, and in applications it was carried out this way, there would be no problem.

Senator BYRD. You saw no instance thus far, in our recapitulation of the reasons for closing, in which the conduct of the parents or the unsuitability of the home were the reasons for closing?

Mr. MEYERS. None of the reasons that we have gone over this morning, as explained and clarified, in my opinion, fell within that category.

Senator BYRD. All right.

"OTHER" CATEGORY

Mr. Shea, this afternoon let's have an explanation of the category "other" and, following that, I would suggest that your Department working with the Department of Health, Education, and Welfare, go over the regulations which are ambiguous, the regulations in question at this point, and that you effect a clarification of those regulations so as to assure Congress, and so as to assure the Department of Health, Education, and Welfare, that you will not be acting in conflict with the governing Federal statute.

Understand that the subcommittee is appropriating, or preparing to appropriate, the money on the basis of the regulations, as they are understood to be and as they have been explained.

We are not expecting to appropriate money on the basis of changed regulations unless the current regulations are found to be in violation of the Federal statute.

If the regulations are in violation of the Federal statute, and if you have been enforcing them in violation of the Federal statute, thus we have had no indication that you have been enforcing them in violation of the Federal statute—but if, in your categorization of cases in these groups, we find that you have violated the Federal statute this would naturally mean that there would have to be some revision in your estimates of needs for the forthcoming year.

Consequently, that regulation would have to be changed because it is obvious that we cannot fly in the face of the Federal statutes.

But if we find no conflict with the governing Federal statute, as amended, we are going to make our appropriations on the basis of the budget estimate that you presented here.

CLARIFICATION OF REGULATIONS EXPECTED

In summation, I am saying this, that we expect the regulations to be clarified. If they are not in violation of the Federal statute at this point we are not expecting you to change the regulations so as to liberalize or so as to make more conservative the program.

We are only expecting that the regulations be rewritten so as to make them eminently clear to those people who have to enforce them.

Now, do we have any misunderstanding at this point?

Mr. SHEA. No, sir.

Senator BYRD. Mr. Meyers, have I, in your judgment and to your satisfaction, appropriately stated the situation where we find ourselves at this moment?

Mr. MEYERS. I think so, sir.

We, in the Department, look forward to working with the District people in trying to help them in a revision of the controlling policies which will satisfy both of us that we are meeting our legal responsibilities.

Senator BYRD. Yes. It is not the desire or objective of the Department of Health, Education, and Welfare to dictate to the District of Columbia or to any other jurisdiction in this country as to whether or not its program should be liberalized or made more conservative——

Mr. MEYERS. That is correct, sir.

Senator BYRD (continuing). As long as the regulations, governing the eligibility of the recipients, are not in conflict with the governing Federal statute as amended?

Mr. MEYERS. That is correct, sir.

ANTICIPATED CLARIFICATION DATE

Senator BYRD. Mr. Meyers, there is a further question:

What would be a reasonable time in which we could expect to have this clarification effectuated, keeping in mind that it is not my intention to mark up this bill until the regulations are clarified?

Mr. MEYERS. Is this question addressed to me, Senator?

Senator BYRD. Yes. Can it be done over the weekend or within 3 or 4 days or——

Mr. MEYERS. We will, from our part—well, I do not know how much of a job is involved but my own impression is that it is something that can be done rather quickly if we have a meeting of the minds, as we seem to have.

And our people stand ready to work as needed over the weekend, to work with the District in trying to help them with this revision.

Senator BYRD. Very well.

Mr. MEYERS. Whether we will be able to work it out, I do not know, but we are certainly willing to get at it right away.

Senator BYRD. Very well.

Mr. Shea, what can you say in response to this question?

Mr. SHEA. Well——

Senator BYRD. You know that we were to have our subcommittee mark this up soon. I think we can go forward with this markup rather quickly once we have the clarification of the regulations to your satisfaction and the satisfaction of the Department and to our satisfaction.

Can you expedite the handling of this matter?

Mr. SHEA. We will do everything we possibly can, sir. I do not believe that Mr. Meyers has said that he would have it done by a definite date.

Is there an outside date by which it must be done?

Senator BYRD. If you could possibly get this done by next Tuesday I think you should try to meet that goal.

Mr. SHEA. Yes, sir.

Well, we will work in the same fashion that the HEW staff has offered their services to meet this deadline.

Senator BYRD. All right. Now, let me say further that I shall be delighted to attempt to be instrumental in getting Congressman Wilbur Mills and possibly Senator Kerr, and Representative Natcher, to go over this with you at any point if we can be helpful to you in this regard.

I do not presume to say that they have the time to do this, but I would be glad to try to be helpful if need be.

At this point in the record there will be inserted section 404(b) of the "Public Welfare Amendments of 1961, as amended in 1962."

(The document referred to appears on p. 2472.)

ASSISTANCE IN CLARIFICATION

Mr. SHEA. Senator, I know we in the District appreciate the offer of your help because public assistance is not an easy program to devise. We may have to be calling on you for your assistance.

Senator BYRD. All right. Well, I am sure that Mr. Meyers will have capable experts and the only assistance I could give, of course, would be that of trying to get Senator Kerr and Representative Mills, who are the authors of much of this legislation, to sit down with us, if need be.

If no question arises, of course, we would not have to impose upon them.

I would like to be informed of the developments, and I think we all have an understanding as to what your goal is.

We merely want to make the regulations clear with an understanding that it is the intent to provide for the families in need who meet the requirements, but at the same time not to permit persons who do not qualify to receive assistance.

Mr. SHEA. Yes, sir.

Senator BYRD. The subcommittee will stand in recess until 2:30 this afternoon.

(Whereupon, at 12:26 p.m., the subcommittee was recessed, to reconvene at 2:30 p.m. on the same day.)

(AFTERNOON SESSION, 2:30 P.M., FRIDAY, SEPTEMBER 7, 1962)

"OTHER" CATEGORY

Senator BYRD. The subcommittee will resume its hearing.

Mr. Shea, do you have now the information that we were wanting earlier, with reference to the category enumerated as "Other"?

Mr. SHEA. Yes, sir. Since the recess of the session, Mr. Lajewski has additional information.

Senator BYRD. All right, Mr. Lajewski.

Mr. LAJEWSKI. Mr. Chairman, in 19 of these 33 instances the case was closed because the children were committed to the Department of Public Welfare for care. A referral had been made to child welfare, and it was found that conditions were such that a commitment by the juvenile court was requested, and the children were committed to the Department of Welfare. These were the cases which were originally ineligible.

Senator BYRD. Pardon me, now. Let's talk about those you have just named.

Mr. LAJEWSKI. All right.

Senator BYRD. Mr. Meyers, would there by any objection that could be made to the closing of these cases?

Mr. MEYERS. No, sir.

Mr. LAJEWSKI. In seven instances it was found that the families were originally ineligible, and continue to be ineligible for ADC.

Senator BYRD. So they never were eligible, at any time?

Mr. LAJEWSKI. That is right, sir.

Senator BYRD. There obviously would be no objection here.

Mr. MEYERS. No. I don't know what the grounds for the ineligibility would be, but assuming the appropriate grounds, no question would be raised about that either, Mr. Chairman.

Senator BYRD. All right.

Mr. LAJEWSKI. In two cases the mother died. We don't know just what happened to the children in this particular instance, with the mother deceased.

Senator BYRD. Mr. Meyers, do you have any response to that?

Mr. MEYERS. We assume that in that case there was no remaining relative with whom the chiild could live and qualify. This would raise no question under the Federal requirements.

Senator BYRD. Is that in accord with your position, Mr. Shea?

Mr. SHEA. Yes, sir.

Senator BYRD. Mr. Lajewski.

ADMINISTRATIVE CLOSING

Mr. LAJEWSKI. In two instances, the closing of the case was related to an administrative procedure. That is, there were four cases which could have been consolidated into two. So this was sort of an administrative closing. This was to make more efficient the administrative closing. This was to make more efficient the administration of the public assistance program.

Senator BYRD. Is this clear to you, Mr. Meyers?

Mr. MEYERS. Not too clear.

Mr. LAJEWSKI. Well, take, for instance, we find a situation in which a mother receives a grant for her children, and a grandmother in the same home also receives assistance for minor children of her own. Thus, instead of having this as two ADC cases, we combine these into one case.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. I understand. In other words, you consider this as a single group, and meet the needs of the whole group as one case.

Mr. LAJEWSKI. That is right.

Mr. MEYERS. There seems to be no difficulty with that one, Mr. Chairman.

Senator BYRD. Thank you.

Mr. Lajewski.

Mr. LAJEWSKI. In one case, there was the incarceration of the mother, and the children were committed to the Department of Welfare. Now, this case could have been included in that first group, but I learned the specifics of this particular case. The mother was incarcerated. Her sentence was for 2 years. And in this instance, the children had been referred to the Child Welfare Division for care.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. Perfectly appropriate.

Mr. LAJEWSKI. In another instance, the case was closed because of temporary hospitalization of the mother at District of Columbia General Hospital for mental observation.

The case was closed.

In this particular instance, the two children were taken by a grandmother, another child was taken by a father.

The father subsequently died, and the grandmother took responsibility for all three children, and this grandmother has an active application for ADC at the present time.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. It seems to be all right under those circumstances.

Mr. LAJEWSKI. In the last instance, the case was found ineligible because the recipient had not declared resources which were available to her.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. On the question of resources which are available and which have not been disclosed, we have no question that that is grounds for ineligibility.

CASES NOT IN VIOLATION OF FEDERAL REQUIREMENT

Senator BYRD. Mr. Lajewski, do you think this fairly well covers the reasons for which the cases were closed under this grouping?

Mr. LAJEWSKI. I do, sir.

Senator BYRD. Do you think there might still be two or three, or a half dozen which you have not elaborated upon at this time?

Mr. LAJEWSKI. There might be one, two or three, sir. I could not say at this time. But they would not be significant.

Senator BYRD. Mr. Meyers, this narrows it down to a remainder of cases amounting to almost nil. I believe that your statement of this morning is probably still a valid one, with reference to these additional reasons that have been expressed here today. However, I would like for you to have the opportunity to comment as to whether or not this is true.

Mr. MEYERS. It would be my view that closing of cases for any of the reasons just discussed, in the "other" group would not in any way violate any Federal requirement.

Going one step further, as to the remaining, I don't know how many there are, but as you say, a handful—certainly even if we would assume, for discussion purposes, that those other cases, three or four out of these thousands, were cases that may have been improperly closed, this, in and of itself, would not be a sufficient ground for withholding Federal funds, because it would not have been significant enough or substantial enough to have raised a problem of conformity with Federal requirements.

Senator BYRD. I suppose that in any State—there might be a case occasionally which might fall into such a category.

Mr. MEYERS. That is right.

ADDITIONAL FISCAL YEAR 1963 HEARINGS

Senator BYRD. I shall insert in the record at this point, page 2239 of the fiscal year 1963 hearings conducted by this subcommittee:

(The hearings referred to follow:)

MAN-IN-THE-HOUSE RULE

Senator BYRD. Mr. Shea, will you clearly explain the so-called man-in-the-house rule, or the rule governing absence of the parent?

Mr. SHEA. Could I have Mr. Brewer explain that?

Senator BYRD. Surely.

Mr. BREWER. Briefly, Senator, our policy is based on our definition of "parent," under the State plan. And we define as parent of course the natural parent. We define a parent as stepparents, as adopted parents. And we also define parent as any man who is part of the household, and is acting in lieu of a parent.

If such a parent is found to be present, the case is ineligible on the basis of the fact that the child is not deprived of parental support and care, because the parent is a part of the household.

Briefly, that is what our policy constituted.

So that in these closings, as indicated in the various reasons for closing, the presence of a man who is defined under our regulations as "parent" makes the family ineligible, unless that man is incapacitated.

Senator BYRD. Can this be a casual presence in the home?

Mr. BREWER. No. We must establish the fact that he is acting for the family in terms of support, of being in the home frequently, or evidencing other criteria that we would normally expect of a parent.

Senator BYRD. Mr. Galvin, would you like to comment further on this?

Mr. GALVIN. I think Mr. Brewer has stated it exactly as it is. We even have a clause that says if the relationship is really a sexual relationship, that the case will not be closed—that this is not considered in this. And that the only consideration that you would come into at this point is a matter of resources.

So we have both sides of it.

DEFINITION OF PARENT

Senator BYRD. So what has to be definitely established before this type of case is rendered ineligible?

Mr. GALVIN. That the man is a parent in terms of the definition of the District of Columbia Welfare Department's policy of a parent, which makes the family eligible orginally by absence, death, or incapacitation of such a parent, and conversely, the presence or the employability of such a parent would make them no longer eligible.

Senator BYRD. In the Comptroller General's report, on the ADC investigation, addressed to Representative Natcher and myself, on page 15 I find this statement:

"It is important to point out that in the 37 cases where the sole finding related to the man-in-the-house rule, there is the possibility that other ineligibility factors also may have existed, since the cases were not investigated beyond the point where it was definitely established that they were ineligible because of that rule."

Does this mean that these cases, although other ineligibility factors may have existed, were removed from the caseload on the basis of the conduct of the parents alone?

Mr. GALVIN. No case has been removed on the basis of the conduct of the parents.

TREND IN OPERATING COSTS AND AUTHORIZED POSITIONS

Senator BYRD. At this point, I shall insert a table which reveals District of Columbia Government trends in operating costs and authorized positions for the fiscal years 1955 to 1965. This table shows that, insofar as those departments which receive over $1 million annually in appropriations are concerned, the Department of Welfare showed the greatest percentage of change, over the period. For example, in total appropriations, the Department of Welfare showed a percentage of change amounting to 198 percent; in salary costs of authorized positions, the Department of Welfare's percentage of change over the 10-year period was 309 percent; and in authorized positions, that Department showed a percentage of change of 170 percent. In all three categories, the Department's percentage of change exceeded all other major departments. For the District of Columbia as a whole, the percentage of change in operating costs, over the 10-year period, was 122 percent in total appropriations, 133 percent in salary costs of authorized positions, and 41 percent in authorized positions.

(The information referred to follows:)

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
GENERAL OPERATING EXPENSES				
Executive offices:				
1955	$307.5	$209.4	37	
1956	308.0	233.6	43	+6
1957	323.0	252.2	43	
1958	370.9	272.6	46	+3
1959	399.5	310.4	49	+3
1960	590.0	379.2	60	+11
1961	599.2	471.5	68	+8
1962	716.6	458.3	64	−4
1963	791.8	470.2	68	+4
1964	1,092.5	524.4	67	−1
1965	[1] 548.9	374.5	41	−26
Actual change, 1965–55	(+241.4)	(+165.1)	(+4)	
Percentage change, 1965–55	(+78.5)	(+78.8)	(+10.8)	
Compensation and retirement fund expenses: Total appropriation: [2]				
1955	10,207.0			
1956	10,036.0			
1957	11,100.0			
1958				
1959				
1960				
1961				
1962				
1963				
1964				
1965				
Actual change, 1965–55	(−10,207.0)			
Percentage change, 1965–55				

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
GENERAL OPERATING EXPENSES—continued				
Department of General Administration:				
1955	$2,945.5	$2,396.3	582	
1956	3,081.8	2,802.5	594	+12
1957	3,475.0	3,076.9	597	+3
1958	4,542.5	3,191.1	619	+22
1959	4,720.0	3,580.5	640	+21
1960	5,121.0	3,599.4	662	+22
1961	5,719.5	4,073.7	684	+22
1962	6,403.4	4,175.0	700	+16
1963	6,761.3	4,440.6	712	+12
1964	7,558.4	4,866.5	711	−1
1965	[1] 8,350.4	5,389.5	716	+5
Actual change, 1965–55	(+5,404.9)	(+2,993.2)	(+134)	
Percentage change, 1965–55	(+183.5)	(+124.9)	(+23)	
Regulatory agencies:				
1955	918.2	847.8	188	
1956	967.0	913.3	192	+4
1957	1,058.4	953.8	198	+6
1958	1,207.5	1,059.4	207	+9
1959	1,400.0	1,214.1	231	+24
1960	1,570.5	1,333.0	232	+1
1961	1,629.0	1,458.0	236	+4
1962	1,839.0	1,482.3	239	+3
1963	1,862.0	1,548.3	240	+1
1964	2,063.1	1,724.4	239	−1
1965	[1] 2,656.0	2,138.0	276	+37
Actual change, 1965–55	(+1,737.8)	(+1,290.2)	(+88)	
Percentage change, 1965–55	(+189.3)	(+152.2)	(+46.8)	
Occupations and Professions:				
1955	264.0	187.0	43	
1956	248.5	194.2	42	−1
1957	262.0	195.4	42	
1958	294.8	210.1	46	+4
1959	299.0	230.7	45	−1
1960	327.0	232.5	45	
1961	342.0	243.6	55	+10
1962	480.0	293.2	58	+3
1963	441.0	334.2	56	−2
1964	471.8	344.3	56	
1965	[1] 503.1	374.0	56	
Actual change, 1965–55	(+239.1)	(+187.0)	(+13)	
Percentage change, 1965–55	(+90.6)	(+100)	(+30.2)	
Public Library:				
1955	1,611.0	1,202.4	352	
1956	1,639.3	1,337.2	361	+9
1957	1,783.0	1,370.0	368	+7
1958	1,962.0	1,402.8	370	+2
1959	2,140.0	1,701.3	372	+2
1960	2,493.0	1,806.1	397	+25
1961	2,688.0	2,044.5	413	+16
1962	3,043.0	2,138.1	431	+18
1963	3,140.2	2,258.6	436	+5
1964	3,478.4	2,471.8	465	+29
1965	[1] 3,902.5	2,817.0	488	+23
Actual change, 1965–55	(+2,291.5)	(+1,614.6)	(+136)	
Percentage change, 1965–55	(+142.2)	(+134.3)	(+38.6)	
Veterans' Affairs:				
1955	93.0	82.1	18	
1956	92.2	74.5	18	
1957	98.5	75.3	18	
1958	104.0	77.0	18	
1959	97.0	88.6	16	−2
1960	107.0	92.6	16	
1961	109.5	101.4	16	
1962	118.0	102.1	16	
1963	119.6	104.9	16	
1964	111.8	94.6	12	−4
1965	[1] 116.2	102.0	12	
Actual change, 1965–55	(+23.2)	(+19.9)	(−6)	
Percentage change, 1965–55	(+24.9)	(+24.2)	(−33.3)	

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
GENERAL OPERATING EXPENSES—continued				
Department of Buildings and Grounds:				
1955	$1,675.6	$946.5	297	
1956	1,687.0	1,010.2	300	+3
1957	1,780.0	1,057.5	301	+1
1958	2,044.0	1,100.5	307	+6
1959	2,135.0	1,194.4	314	+7
1960	2,507.0	1,288.3	299	−15
1961	2,538.0	1,372.4	303	+4
1962	2,656.7	1,370.2	303	
1963	2,654.3	1,431.5	297	−6
1964	2,895.1	1,591.8	319	+22
1965	[1] 3,112.4	1,643.6	318	−1
Actual change, 1965–55	(+1,436.8)	(+697.1)	(+21)	
Percentage change, 1965–55	(+85.7)	(+73.7)	(+7.1)	
Surveyor's Office:				
1955	149.2	141.0	37	
1956	153.9	149.5	38	+1
1957	170.0	151.9	40	+2
1958	180.0	153.7	40	
1959	180.0	170.8	39	−1
1960	200.0	164.4	39	
1961	205.0	173.3	39	
1962	212.0	195.5	36	−3
1963	204.0	184.2	36	
1964	211.8	192.1	36	
1965	[1] 254.1	234.0	38	+2
Actual change, 1965–55	(+104.9)	(+93.0)	(+1)	
Percentage change, 1965–55	(+70.3)	(+66.0)	(+2.7)	
Total, general operating expenses: [2]				
1955	7,964.0	6,012.5	1,554	
1956	8,177.7	6,715.0	1,588	+34
1957	8,949.9	7,133.0	1,607	+19
1958	10,705.7	7,467.2	1,653	+46
1959	11,370.5	8,490.8	1,706	+53
1960	12,915.5	8,895.5	1,750	+44
1961	13,830.2	9,938.4	1,814	+64
1962	15,468.7	10,214.7	1,847	+33
1963	15,974.2	10,772.5	1,861	+14
1964	17,882.9	11,809.9	1,905	+44
1965	[1] 19,443.6	13,072.6	1,945	+40
Actual change, 1965–55	(+11,479.6)	(+7,060.1)	(+391)	
Percentage change, 1965–55	(+144.1)	(+117.4)	(+25.2)	
PUBLIC SAFETY				
Office of Corporation Counsel:				
1955	428.6	397.0	65	
1956	442.9	430.4	66	+1
1957	480.0	438.1	69	+3
1958	544.0	519.5	82	+13
1959	660.0	616.3	92	+10
1960	755.0	652.4	95	+3
1961	798.5	741.9	99	+4
1962	902.0	765.2	103	+4
1963	965.4	852.2	111	+8
1964	1,065.5	945.5	113	+2
1965	[1] 1,218.8	1,085.0	118	+5
Actual change, 1965–55	(+790.2)	(+688.0)	(+53)	
Percentage change, 1965–55	(+184.4)	(+173.3)	(+81.5)	
Metropolitan Police:				
1955	12,837.5	11,635.1	2,473	
1956	12,808.0	12,443.1	2,472	−1
1957	13,773.0	12,538.8	2,698	+226
1958	18,160.0	13,715.4	2,709	+11
1959	18,460.0	15,153.0	2,697	−12
1960	21,761.0	15,786.6	2,798	+101
1961	23,517.0	17,624.3	2,933	+135
1962	26,261.5	18,748.1	3,067	+134
1963	26,901.9	19,509.6	3,132	+65
1964	31,028.0	21,891.6	3,240	+108
1965	[1] 34,662.9	24,426.0	3,275	+35
Actual change, 1965–55	(+21,825.4)	(+12,790.9)	(+802)	
Percentage change 1965–55	(+170)	(+109.9)	(+32.4)	

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
PUBLIC SAFETY—continued				
Fire Department:				
1955	$6,266.6	$5,578.4	1,128	
1956	6,257.9	6,036.5	1,128	
1957	6,755.0	6,034.3	1,128	
1958	9,007.0	6,296.4	1,184	+56
1959	9,187.0	7,057.0	1,185	+1
1960	10,557.0	7,259.1	1,185	
1961	10,940.0	7,899.8	1,189	+4
1962	11,789.0	8,001.5	1,194	+5
1963	12,595.0	8,642.4	1,278	+84
1964	15,362.5	10,783.5	1,458	+180
1965	[1] 17,089.1	12,032.0	1,476	+18
Actual change, 1965–55	(+10,822.5)	(+6,453.6)	(+348)	
Percentage change, 1965–55	(+172.7)	(+115.7)	(+30.9)	
Office of Civil Defense:				
1955	150.0	83.0	19	
1956	75.0	60.6	13	−6
1957	78.0	60.9	13	
1958	86.0	61.2	13	
1959	80.0	38.7	13	
1960	60.0	29.9	6	−7
1961	90.0	59.2	10	+4
1962	93.5	66.1	10	
1963	95.0	68.2	10	
1964	122.9	79.1	12	+2
1965	[1] 129.1	100.5	13	+1
Actual change, 1965–55	(−20.9)	(+17.5)	(−6)	
Percentage change 1965–55	(−13.9)	(+21.1)	(−31.6)	
Courts:				
1955	3,163.4	1,123.2	234	
1956	3,369.7	1,266.8	241	+7
1957	3,972.0	1,446.3	282	+41
1958	4,534.6	1,633.9	303	+21
1959	4,953.0	1,888.4	326	+23
1960	5,396.0	1,990.6	326	
1961	5,633.6	2,162.4	332	+6
1962	6,065.0	2,183.2	335	+3
1963	6,209.4	2,344.9	352	+17
1964	6,771.5	2,580.6	361	+9
1965	[1] 7,783.5	3,026.5	379	+18
Actual change, 1965–55	(+4,620.1)	(+1,903.3)	(+145)	
Percentage change, 1965–55	(+146)	(+169.5)	(+62)	
Department of Corrections:				
1955	4,374.6	2,429.2	603	
1956	4,526.8	2,566.5	610	+7
1957	4,710.0	2,748.7	633	+23
1958	5,275.0	3,099.3	657	+24
1959	5,437.0	3,457.5	670	+13
1960	6,017.0	3,717.6	693	+23
1961	7,000.0	3,752.2	851	+158
1962	7,607.0	4,197.1	872	+21
1963	7,849.5	5,270.9	887	+15
1964	8,403.9	5,593.3	898	+11
1965	[1] 9,327.6	6,107.0	936	+38
Actual change, 1965–55	(+4,953.0)	(+3,677.8)	(+333)	
Percentage change, 1965–55	(+113.2)	(+151.4)	(+55.2)	
Department of Licenses and Inspections:				
1955	1,378.0	1,249.8	296	
1956	1,546.3	1,410.6	311	+15
1957	1,658.0	1,432.0	313	+2
1958	1,862.0	1,621.8	332	+19
1959	2,017.0	1,777.1	350	+18
1960	2,294.0	1,885.3	358	+8
1961	2,465.0	2,127.3	375	+17
1962	2,787.6	2,201.0	400	+25
1963	2,784.0	2,408.6	398	−2
1964	3,019.1	2,604.6	398	
1965	[1] 3,304.3	2,832.0	406	+8
Actual change, 1965–55	(+1,926.3)	(+1,582.2)	(+110)	
Percentage change, 1965–55	(+139.8)	(+126.6)	(+37.2)	

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
PUBLIC SAFETY—continued				
National Guard:				
1955	$114.8	$73.7	21	
1956	119.8	77.5	22	+1
1957	136.5	100.1	24	+2
1958	155.3	103.8	25	+1
1959	155.0	114.0	25	
1960	168.0	115.8	25	
1961	172.7	126.8	25	
1962	185.0	126.3	25	
1963	187.6	133.5	25	
1964	198.2	142.5	25	
1965	[2] 209.3	153.0	25	
Actual change, 1965–1955	(+94.5)	(+79.3)	(+4)	
Percentage change, 1965–55	(+82.3)	(+107.6)	(+19)	
Total, public safety:				
1955	28,713.5	22,569.4	4,839	
1956	29,146.4	24,292.0	4,863	+24
1957	31,562.5	24,799.2	5,160	+297
1958	39,623.9	27,051.3	5,305	+145
1959	40,949.0	30,102.0	5,358	+53
1960	47,008.0	31,437.3	5,486	+128
1961	50,616.8	34,493.9	5,814	+328
1962	55,690.6	36,288.5	6,006	+192
1963	57,587.8	39,230.3	6,193	+187
1964	65,971.6	44,620.7	6,505	+312
1965	[1] 73,726.6	49,762.0	6,628	+123
Actual change, 1965–55	(+45,011.1)	(+27,192.6)	(+1,789)	
Percentage change, 1965–55	(+157.7)	(+120.5)	(+37)	
EDUCATION				
Public schools:				
1955	27,626.6	23,174.4	5,311	
1956	28,130.0	26,929.2	5,392	+81
1957	32,515.8	28,119.0	5,619	+227
1958	37,450.0	31,166.5	5,803	+184
1959	39,948.0	34,073.5	5,988	+185
1960	47,113.0	34,929.0	6,159	+171
1961	49,232.7	38,923.2	6,436	+277
1962	54,206.1	40,163.3	6,632	+196
1963	57,248.4	42,000.1	6,936	+304
1964	63,860.6	47,552.6	7,315	+379
1965	72,038.3	55,454.9	7,728	+413
Actual change, 1965–55	(+44,411.7)	(+32,280.5)	(+2,417)	
Percentage change 1965–55	(+160.8)	(+139.3)	(+45.5)	
PARKS AND RECREATION				
Recreation Department:				
1955	1,641.0	808.8	222	
1956	1,688.5	853.3	228	+6
1957	1,903.0	908.1	248	+20
1958	2,165.1	1,013.0	258	+10
1959	2,250.0	1,154.7	253	−5
1960	2,657.1	1,221.5	261	+8
1961	2,855.6	1,373.1	271	+10
1962	3,245.1	1,603.4	279	+8
1963	3,348.4	1,632.6	283	+4
1964	3,656.0	1,821.2	285	+2
1965	4,287.7	2,066.0	302	+17
Actual change, 1965–55	(+2,646.7)	(+1,257.2)	(+80)	
Percentage change, 1965–55	(+161.3)	(+155.4)	(+36)	
National Capital Parks:				
1955	2,344.0	1,773.7	522	
1956	2,389.0	2,023.7	545	+23
1957	2,535.0	2,058.1	545	
1958	2,844.9	2,245.0	584	+39
1959	2,850.0	2,780.7	596	+12
1960	3,194.0	2,924.9	602	+6
1961	3,260.0	3,106.0	602	
1962	3,479.7	3,201.0	602	
1963	3,541.2	3,262.0	602	
1964	3,813.5	3,412.0	602	
1965	4,123.4	3,858.0	626	+24
Actual change, 1965–55	(+1,779.4)	(+2,084.3)	(+104)	
Percentage change, 1965–55	(+75.9)	(+117.5)	(+19.9)	

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
PARKS AND RECREATION—continued				
National Zoological Park:				
1955	$645.0	$466.9	137	
1956	669.3	512.3	137	
1957	720.0	516.1	137	
1958	784.0	580.1	144	+7
1959	898.0	695.4	158	+14
1960	1,160.0	839.4	186	+28
1961	1,250.0	975.1	197	+11
1962	1,379.8	1,041.8	205	+8
1963	1,470.2	1,120.8	210	+5
1964	1,597.4	1,219.9	211	+1
1965	1,739.2	1,308.0	212	+1
Actual change, 1965–55	(+1,094.2)	(+841.1)	(+75)	
Percentage change, 1965–55	(+169.6)	(+180.1)	(+54.7)	
Total, parks and recreation:				
1955	4,630.0	3,049.4	881	
1956	4,746.8	3,389.3	910	+29
1957	5,158.0	3,482.3	930	+20
1958	5,794.0	3,838.1	986	+56
1959	5,998.0	4,630.8	1,007	+21
1960	7,011.1	4,985.8	1,049	+42
1961	7,365.6	5,454.2	1,070	+21
1962	8,104.6	5,846.2	1,086	+16
1963	8,359.8	6,015.4	1,095	+9
1964	9,066.9	6,453.1	1,098	+3
1965	10,150.3	7,232.0	1,140	+42
Actual change, 1965–55	(+5,520.3)	(+4,182.6)	(+259)	
Percentage change, 1965–55	(+119.2)	(+137.2)	(+29.4)	
HEALTH AND WELFARE				
Vocational Rehabilitation:				
1955	120.0	22.5	32	
1956	140.0	42.4	34	+2
1957	147.0	45.7	34	
1958	208.5	73.6	40	+6
1959	224.8	78.8	42	+2
1960	247.0	101.1	42	
1961	300.0	54.7	47	+5
1962	376.0	68.4	50	+3
1963	401.8	95.8	51	+1
1964	498.2	120.1	66	+15
1965	[1] 710.3	464.1	95	+29
Actual change, 1965–55	(+590.3)	(+441.6)	(+63)	
Percentage change, 1965–55	(+491.9)	(+1,962.7)	(+196.9)	
Department of Public Health:				
1955	22,636.0	8,997.7	2,759	
1956	23,592.0	9,787.9	2,757	−2
1957	25,503.4	10,202.8	2,852	+95
1958	28,285.3	10,552.2	2,993	+141
1959	30,730.0	12,759.3	3,205	+212
1960	35,063.0	13,839.3	3,344	+139
1961	36,910.5	15,123.8	3,382	+38
1962	40,518.0	15,520.0	3,556	+174
1963	43,727.8	17,864.6	3,689	+133
1964	46,909.5	19,238.4	3,746	+57
1965	[1] 49,283.6	21,489.0	3,769	+23
Actual change, 1965–55	(+26,647.6)	(+12,491.3)	(+1,010)	
Percentage change, 1965–55	(+117.7)	(+138.8)	(+36.6)	
Department of Public Welfare:				
1955	8,765.1	3,468.3	1,035	
1956	9,600.0	4,317.5	1,212	+177
1957	10,642.5	4,854.6	1,345	+133
1958	13,168.0	5,665.8	1,598	+253
1959	15,140.0	6,889.2	1,713	+115
1960	17,450.0	7,315.6	1,861	+148
1961	19,145.0	8,679.5	1,988	+127
1962	21,401.1	9,628.8	2,061	+73
1963	21,256.7	9,860.1	2,366	+305
1964	23,118.4	11,648.7	2,705	+339
1965	[1] 26,160.6	14,198.0	2,802	+97
Actual change, 1965–55	(+17,395.5)	(+10,729.7)	(+1,767)	
Percentage change, 1965–55	(+198.5)	(+309.4)	(+170.7)	

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
HEALTH AND WELFARE—continued				
Total, health and welfare:				
1955	$31,521.1	$12,488.5	3,826	
1956	33,332.0	14,147.8	4,003	+177
1957	36,292.9	15,103.1	4,231	+228
1958	41,661.8	16,291.6	4,631	+400
1959	46,094.8	19,727.3	4,960	+329
1960	52,760.0	21,256.0	5,247	+287
1961	56,355.5	23,858.0	5,417	+170
1962	62,295.1	25,217.2	5,667	+250
1963	65,386.3	27,820.5	6,106	+439
1964	70,526.1	31,007.2	6,517	+411
1965	[1] 76,154.5	36,151.5	6,666	+149
Actual change, 1965–55	(+44,633.4)	(+23,663.0)	(+2,840)	
Percentage change, 1965–55	(+141.6)	(+191)	(+74.2)	
HIGHWAYS AND TRAFFIC				
Department of Highways and Traffic:				
1955	5,768.6	3,413.7	939	
1956	5,967.0	3,809.0	1,053	+114
1957	6,535.0	4,043.5	1,059	+6
1958	7,207.0	4,568.2	1,209	+150
1959	7,907.0	5,392.5	1,277	+68
1960	8,178.0	5,714.4	1,293	+16
1961	8,441.0	6,419.1	1,314	+21
1962	9,204.6	7,684.7	1,418	+104
1963	9,624.5	7,981.3	1,449	+31
1964	10,430.5	8,673.3	1,469	+20
1965	[1] 11,576.9	9,249.0	1,502	+33
Actual change, 1965–55	(+5,808.3)	(+5,835.3)	(+563)	
Percentage change, 1965–55	(+100.7)	(+170.9)	(+60)	
Department of Motor Vehicles:				
1955	1,003.0	704.9	191	
1956	1,107.0	819.7	200	+9
1957	1,303.0	844.7	203	+3
1958	1,438.0	873.2	209	+6
1959	1,042.0	854.2	190	−19
1960	1,202.0	885.4	194	+4
1961	1,291.6	987.8	199	+5
1962	1,502.0	1,029.4	211	+12
1963	1,588.4	1,101.7	219	+8
1964	1,759.2	1,200.8	220	+1
1965	[1] 1,914.0	1,307.1	223	+3
Actual change, 1965–55	(+911.0)	(+602.2)	(+32)	
Percentage change, 1965–55	(+90.8)	(+85.4)	(16+.8)	
Motor Vehicle Parking Agency:				
1955	235.4	39.6	13	
1956	350.0	57.8	18	+5
1957	295.0	51.7	18	
1958	519.0	53.6	18	
1959	310.0	60.3	17	−1
1960	230.0	65.0	14	−3
1961	187.0	67.1	14	
1962	197.5	74.9	14	
1963	205.1	76.9	13	−1
1964	218.3	84.4	13	
1965	[1] 223.1	90.2	13	
Actual change, 1965–55	(−12.3)	(+50.6)		
Percentage change, 1965–55	(−5.2)	(+127.8)		
Total, highways and traffic:				
1955	7,007.0	4,158.2	1,143	
1956	7,424.0	4,686.5	1,271	+128
1957	8,133.0	4,939.9	1,280	+9
1958	9,164.0	5,495.0	1,436	+156
1959	9,259.0	6,307.0	1,484	+48
1960	9,610.0	6,664.8	1,501	+17
1961	9,919.6	7,474.0	1,527	+26
1962	10,904.1	8,789.0	1,643	+116
1963	11,418.0	9,159.9	1,681	+38
1964	12,408.0	9,958.5	1,702	+21
1965	[1] 13,714.0	10,646.3	1,738	+36
Actual change, 1965–55	(+6,707.0)	(+6,488.1)	(+595)	
Percentage change, 1965–55	(+95.7)	(+156)	(+52.1)	

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
SANITARY ENGINEERING				
Department of Sanitary Engineering:				
1955	$9,732.7	$8,789.8	2,781	
1956	10,285.0	9,503.5	2,785	+4
1957	10,896.2	10,255.8	2,799	+14
1958	12,759.0	11,002.9	2,943	+144
1959	13,590.0	12,217.5	2,959	+16
1960	15,707.0	13,176.4	2,962	+3
1961	15,860.0	13,625.8	2,960	−2
1962	17,337.6	14,517.5	3,023	+63
1963	17,897.4	14,704.2	3,045	+22
1964	18,838.6	15,553.5	3,054	+9
1965	[1] 19,239.6	16,166.0	3,061	+7
Actual change, 1965–55	(+9,506.9)	(+7,376.2)	(+280)	
Percentage change, 1965–55	(+97.7)	(+83.9)	(+10.1)	
Washington Aqueduct:				
1955	2,127.0	1,526.3	369	
1956	2,120.0	1,605.5	369	
1957	2,137.0	1,623.3	369	
1958	2,322.0	1,606.8	369	
1959	2,322.0	1,633.8	332	−37
1960	2,480.0	1,608.5	325	−7
1961	2,616.0	1,699.0	325	
1962	2,742.0	1,792.4	325	
1963	2,863.4	1,920.5	336	+11
1964	3,012.5	2,110.2	336	
1965	[1] 3,144.9	2,139.0	336	
Actual change, 1965–55	(+1,017.9)	(+612.7)	(−33)	
Percentage change, 1965–55	(+47.9)	(+40.1)	(−8.9)	
Total sanitary engineering:				
1955	11,859.7	10,316.1	3,150	
1956	12,405.0	11,109.0	3,154	+4
1957	13,033.2	11,879.1	3,168	+14
1958	15,081.0	12,609.7	3,312	+144
1959	15,912.0	13,851.3	3,291	−21
1960	18,187.0	14,784.9	3,287	−4
1961	18,476.0	15,324.8	3,285	−2
1962	20,079.6	16,309.9	3,348	+63
1963	20,760.8	16,624.7	3,381	+33
1964	21,851.1	17,663.7	3,390	+9
1965	[1] 22,384.5	18,305.0	3,397	+7
Actual change, 1965–55	(+10,524.8)	(+7,988.9)	(+247)	
Percentage change, 1965–55	(+88.7)	(+77.4)	(+7.8)	
JUDGMENTS AND CLAIMS				
1955				
1956				
1957				
1958				
1959				
1960				
1961				
1962	17.2			
1963				
1964	22.2			
1965	14.0			
Actual change, 1965–55	(+14.0)			
Percentage change, 1965–55				
ADDITIONAL MUNICIPAL SERVICES, INAUGURAL CEREMONIES				
1955				
1956				
1957	155.0			
1958				
1959				
1960				
1961	200.0			
1962				
1963				
1964				
1965	283.0			
Actual change, 1965–55	(+283.0)			
Percentage change, 1965–55				

See footnotes at end of table, p. 1172.

District of Columbia government trends in operating costs and authorized positions, fiscal years 1955–65—Continued

[Dollar amounts in thousands]

	Total appropriation	Salary cost of authorized positions	Authorized positions	Net change in positions
Total, District of Columbia:				
1955	$129,529.0	$81,768.5	20,704	
1956	133,397.9	91,268.8	21,181	+477
1957	146,900.3	95,455.6	21,995	+814
1958	159,480.4	103,919.4	23,126	+1,131
1959	169,531.3	117,182.7	23,794	+668
1960	194,604.6	122,953.3	24,479	+685
1961	205,996.4	135,466.5	25,363	+884
1962	226,766.0	142,828.8	26,229	+866
1963	236,735.4	151,654.0	27,253	+1,024
1964	261,589.4	169,112.0	28,432	+1,179
1965	287,906.8	190,623.9	29,242	+810
Actual change, 1965–55	(+158,377.8)	(+108,855.4)	(+8,538)	
Percentage change, 1965–55	(+122.3)	(+133.1)	(+41.2)	

[1] Total includes $10,459,500 for supplementals in 1965, distributed to each agency.
[2] Beginning in fiscal year 1958, compensation and retirement fund expenses have been reflected in the operating budgets of the respective departments.
[3] Excludes "Compensation and retirement fund expenses" appropriation account.

LEGISLATIVE REPORT ON NEW JERSEY AID TO DEPENDENT CHILDREN PROGRAM

Senator BYRD. I shall include at this point in the record a 1963 legislative report on the aid to dependent children program in New Jersey.

(The information referred to follows:)

THE AID TO DEPENDENT CHILDREN PROGRAM IN NEW JERSEY

A report on the administration of the Aid to Dependent Children program in New Jersey by the Welfare Investigating Committee of the New Jersey Legislature constituted pursuant to Senate Concurrent Resolution No. 25, laws of 1959; reconstituted under Senate Concurrent Resolution No. 5, laws of 1960, and Senate Concurrent Resolution No. 1, laws of 1962.

SENATOR ANTHONY J. GROSSI, *Chairman*
SENATOR CHARLES W. SANDMAN, JR.
SENATOR RICHARD R. STOUT
ASSEMBLYMAN MAURICE V. BRADY

Counsel—GROVER C. RICHMAN
Secretary—LEONARD A. COYLE

Publishing Date
January, 1963

ACKNOWLEDGMENTS

The committee wishes to express, however inadequate this form may be, its deep appreciation to the various governmental agencies throughout the State, including Judges, prosecutors, probation departments, county and municipal welfare directors and their respective staffs, for their unstinted cooperation and deep sympathetic understanding of the problems of the unfortunate and the objectives of the committee.

The cooperation of the staff of investigators assigned by and under the direction of Maj. Francis W. Halley, Division of C.I.S. of the State Police deserves especial commendation.

His staff, under the supervision of Lt. L. J. Wert proved to be dedicated, highly skilled, and courteous often under trying conditions.

The committee is aware that without the teamwork displayed by our office staff, the state house stenographers, and the private investigators, its task would have been almost hopeless.

We wish to express our gratitude also to the citizens and the newspapers of New Jersey. It was their collective wrath, following committee disclosures that forced changes in administration at the New Lisbon Colony for the Mentally retarded.

Subsequently it was the support of the public and the press that assured the passage of the Institutions and Agencies bond referendum, which is making it possible to rebuild and revamp the New Lisbon Colony, already under way.

The committee also considers itself fortunate in having as counsel the distinguished former Attorney General of New Jersey, the Honorable Grover C. Richman who developed most of the testimony adduced before the committee.

As to Leonard Coyle, the secretary to the committee, we will let this report stand as a testimonial to his painstaking research and assistance in putting this document together.

To our fellow members of the New Jersey Legislature, we feel a deep and profound gratitude for their confidence in our prior work which they expressed by their unanimous vote in the passage of the twelve bills introduced by the committee as a result of its hearings and recommendations.

Our sentiments are probably best expressed by an excerpt from an editorial in the Bergen Evening Record in May, 1962 that the Legislature, "was responsible for as fine a set of reform bills as the State has seen in years."

Finally, we would be remiss if we didn't recognize the contribution to society by Governor Richard J. Hughes who readily approved appropriations for the committee, and who displayed a deep sense of social awareness by his prompt signature to the bills.

The Committee

"The lessons of history . . . show conclusively that continued dependency upon relief induces a spiritual and moral disintegration fundamentally destructive to the national fibre. To dole out relief . . . is to administer a narcotic, a subtle destroyer of the human spirit . . . The Federal Government must and shall quit this business of relief."

Franklin D. Roosevelt, 1935

FOREWORD

As sympathetic as the President was to the needs of the poor and needy, he was also keenly aware that we must not ignore the lessons of history and the facts of the present day.

With this thought in mind the committee submits its last and final report on welfare in New Jersey. Two interim reports have already been submitted to the Legislature; the first on Child Welfare in New Jersey; the second on the State Colony at New Lisbon for Feeble Minded Males.

This report deals with New Jersey's Aid to Dependent Children program, formerly known as Home Life Assistance. More familiarly known as ADC, its purpose is to assist needy children who have been deprived of parental support through cash assistance and services designed to maintain and strengthen the family life and unity of the children involved.

This committee was created because of the ever-increasing burden upon the taxpayers who are called upon to support this program. By far ADC is the largest and most expensive public assistance program in New Jersey, accounting for almost half of all relief expenditures annually.

We have always accepted as a public responsibility the ever-increasing costs of providing for the needs of families who for reasons, often beyond their control, must look to the public for help and assistance. But in the light of almost daily reports of flagrant and wanton abuses in our ADC program, public acceptance of it has been replaced by public indignation. Editors and journalists, clergymen and police officials, responsible people from all walks of life, our courts, judges and grand juries have presented indictments of our ADC program, often pinpointing revolting abuses shocking the public con-

science. These abuses have subverted the legitimate objectives of ADC. They cannot be ignored. The problem goes deeper than dollars. It affects the lives of innocent children often blighting their entire future by depriving them of their heritage and right to live in surroundings free from great moral harm and risks.

Many ADC families are living in hovels where mothers maintain illicit relationships with men of shadowy existence. They beget illegitimate child after child without remorse or apparent guilt.

The purpose of ADC is the humanitarian goal of helping needy children and their mothers maintain a safe and protected home environment. This committee does not question the humanitarian purposes of ADC. But we must question the continued amoral existence of many ADC recipients. The committee has approached the task of appraising our ADC program objectively, but keenly aware of its complexities. We have sought to discover the cause of the ever-increasing burden of relief expenditures with a view towards strengthening existing services while eliminating those found unnecessary.

Nearly seventy per cent of all cases receiving aid through ADC were occasioned by deserting fathers, and mothers with illegitimate children. Much of the committee's investigations focused on these two causes, and it is apparent that if we are ever to reduce child dependency in New Jersey, more emphasis must be given to the prevention and elimination of the basic causes of family breakdown which give rise to desertions and illegitimacy.

The fact that many cases enumerated in this report highlight circumstances of immorality, and sometimes flagrant fraud, should not be construed as a condemnation of the ADC program. We propose this report serve as a guide in isolating such practices with a view towards their prevention in the future.

SENATOR ANTHONY J. GROSSI,
for the Committee

A HISTORY

The care of the poor and the impoverished was recognized by New Jersey as a public obligation during its early days of settlement while under the colonial rule of England. Shortly after the initial settlement of New Jersey the influence of the English became predominant, with a preponderately English population carrying with it the customs, institutions and laws of the English people. Thus, the foundations of relief as known in New Jersey today derived from the early Elizabethan poor laws which developed in the year 1601.(1)

Though primitive in concept the first Elizabethan poor law represented a radical departure from the previous concepts of individual relief, in that it recognized as a public responsibility, the care of the poor by government, paid out of public funds.

The administration of these early programs was left to the local governments with relief given only to those in dire need after all other sources of personal and private aid were exhausted. This meant that all such persons were required to meet a means test as a prerequisite to the receipt of public aid.

Much of the prevailing attitude and philosophy of today's public relief programs are carry-overs from this original concept of public relief by government first initiated in England under the Elizabethan poor laws and later adopted in the colonial period of New Jersey. Even today, a means test is required for most public aid.

From the earliest times, assistance programs were dominated by a desire to discourage any disposition to look to the government for support. Public relief was made less attractive by providing a standard of subsistence lower than the lowest standard of living in the community. Every effort was made to confine public relief to the smallest area possible, its primary objective being the repression of poverty.

The earliest legislation relating to public poor relief was passed in New Jersey in 1681 providing for the care of orphans at public expense.(2) In 1704, the Legislature allocated certain fines for the care of the poor, but the

(1) 43 Elizabeth I L .3
(2) A. Leaming and J. Spicer "The Grants, Concessions and Original Constitutions of the Province of New Jersey, 1758."

most important relief legislation did not pass until 1709 when the Legislature provided that every township select overseers of the poor and poor assessors. The overseers had direct responsibility for the care of the town poor while the assessors levied the necessary poor rate leaving its responsibility of collection to the overseer of the poor. This early legislation required the overseer "to take care that all poor were supplied with necessary maintenance and not suffered to wander abroad."(3)

As far back as 1666 there was fear expressed concerning the influx of strangers from outside the community who would eventually require public relief, and measures were taken to guard against this eventuality.(4)

During the 18th century aid to the poor was supplied in their own homes or foster homes. This type of assistance gradually became the principal form of relief in New Jersey.

The belief that able-bodied pauperism resulted from individual laziness and indolence attributed to an intermingling of penology with poor relief. While the aged and the needy young or the victims of disease or sickness received assistance in their own homes, the vagrant or beggar was often confined in a jail or workhouse for short periods of time, after which they were ordered out of town. While institutional confinement was restricted to this one class of people, as the population increased, the number of indigents increased proportionally giving rise to the construction and maintenance of public institutions for the care of the poor.

In lieu of institutional care, dependent children were often indentured out extending until the child was 18 years old. The person to whom the child was indentured had responsibility for the child's care and elementary educational training. If the child could work the person caring for him would profit from his labor.

Toward the middle of the 18th century the increased number of poor in the various towns created the need for more comprehensive legislative regulation. In particular, the problem of legal settlement had become especially troublesome. Whenever a needy person failed to meet settlement requirements in a local municipality he was often banished or ejected from the community.

(3) Ibid, page 8
(4) "Records of the Town of Newark, 1666 to 1836."

On returning to the town of his previous residence, the banished pauper often found he had lost his settlement there. Soon, there became a growing number of unsettled poor roaming the state. Thus the present day statutory requirements concerning legal settlement of the poor was initially created by the Legislature in 1740 and provided for a series of conditions which constituted legal settlement in any town or municipality.(5) Generally, settlement included natives of a town or people who had lived for at least one year's residence in the town on land owned or leased, or had worked or served an apprenticeship for at least one year. Other conditions included family residence in the town for a year, the holding of a public office for a year, or the payment of the tax for poor relief for one year. This legislation was the first in a series of similar legislation designed to provide a uniform settlement requirement of one year's residence for all individuals except native born citizens.

The original act of 1740 also required that any destitute person failing to meet the requirements of legal settlement when in need of public assistance, or upon application for public assistance was required to return to the town of his legal settlement either on a voluntary basis or by action of the town constable. However, legislation could not possibly cover all types of administrative questions affecting settlement in individual cases. In 1758, after noting the many failures of the 1740 statute, the Legislature reenacted its provisions, adding the requirement that all persons coming to reside in any municipality must give notice to the overseers of the poor within ten days.(6) This applied to any persons bringing in apprentices or indentured servants. If any persons were likely to become public charges before obtaining legal settlement, they were to be returned to the place of their last legal settlement.

More extensive regulation of local relief practices was included in the comprehensive poor relief act of 1774.(7) This provided for a broad statutory framework for a slowly expanding system of poor relief. Overseers, not exceeding four in number, were to be chosen at town meetings to be placed in charge of town relief activities. Parents, grandparents, children and grandchildren severally and individually of all poor persons were held responsible for their care, and the overseer was required to exhaust these resources be-

(5) Samuel Allinson, "Acts of the General Assembly of the Province of New Jersey, 1702-1776."
(6) Ibid.
(7) Ibid.

fore granting an individual public relief. In addition to other sections affecting legal settlement, the act incorporated the first permissive legislation for the building of almshouses by municipalities to care for their poor.

Despite these early attempts to provide for the poor, their numbers continued to grow. At the end of the 18th century, the foundations of public assistance in New Jersey were firmly established by local usage and general law. Care of the destitute was fully recognized as a public obligation. As a function of government, it was financed and administered by the localities.(8) This period evidenced the first tendency to separate the operation of jails and workhouses from the poor relief administration and in the Workhouse Act of 1799 legislative ground work was laid for the administration of penal institutions separate and apart from the poor laws.(9) Outdoor relief — the boarding of the poor in private homes by individual contract, or the indenture of neglected or orphaned children — had become the prevailing method of public assistance. The building of institutional almshouses to care for the poor in each municipality failed to achieve any measurable effect principally because the costs of construction and maintenance of such institutions was beyond the financial ability of most municipalities.

In 1798, the Legislature granted authority to the counties individually or jointly to build county poor houses. Here, a county which established a poor house was required to commit the poor in the various towns to that institution to maintain them there at county expense.(10) The costs for the maintenance of the institution were to be financed out of general county taxes. Thus the way was open for the transfer of public responsibility of the poor from the town and municipality to the county. Almshouse care became the prevailing method of poor relief in the more populous areas of the state where a large volume of relief services were required. However, in rural areas, the towns either sent their destitute to a county almshouse, a nearby municipal almshouse or cared for them by the traditional method of outdoor relief. Though the almshouse became the principal medium of relief, it was still necessary to provide some outdoor relief to persons temporarily in need, leading to the practice of distinguishing between the permanent and temporary poor. Gradually the counties became direct participants in relief administration, both financially and administratively, resulting in a diffusion of ad-

(8) Stafford, Gov't and The Needy at 43 (1941).
(9) Revised statutes of New Jersey, 1821.
(10) Ibid.

ministrative responsibilities and a complexity of organization which has continued unchecked to the present day.

The development of public assistance in New Jersey was essentially a reaction to the changing needs and conditions of social pressure. The almshouse care of the 19th century arose primarily because the original forms of outdoor relief proved inadequate to meet the needs of expanding relief demands. The administration of public almshouses soon deteriorated. Shocking discoveries of abuse eventually turned the tide of public opinion against indoor relief methods. It was inevitable that the process of herding all classes of the poor together in an almshouse, in unsanitary living conditions, and in a morally degrading atmosphere, would eventually be condemned and eliminated.(11)

In 1898 a special legislative commission, after investigating the provisions for child welfare in New Jersey, severely criticized existing practices and recommended that the state government assume some administrative responsibility for child dependency relief. Almshouse care for children, said the commission, "has absolutely no advocates or apologists, and is universally regarded as being thoroughly disgraceful. The men and women in an almshouse are society's wrecks and failures. To rear children under their influence is a sure method of making paupers."(12)

In 1899, following a second report by the same legislative commission the Legislature created the State Board of Childrens' Guardians, vesting in it supervisory powers over certain classes of dependent children.(13) Under the terms of the statute, children in the public almshouses were to be placed under state guardianship, and later transferred by the Board to private foster homes. Thereafter all children commited by local relief authorities to public almshouses became wards of the Board, and were placed by this agency in foster homes. Supervision of the program was conducted solely by the administrative agents of the Board, with administrative expenses paid by the state. However, the actual cost of maintaining children in foster homes was paid for by the counties and municipalities.

(11) Stafford, op. cit Supra 71-72 (note 8).
(12) First report of the N. J. Commission on Defective, Delinquent and Dependent Children. (1898)
(13) Second report of the N. J. Commission on Defective, Delinquent and Dependent Children. (1899)

CHILD WELFARE AND CHILD DEPENDENCY: The major steps of the subsequent growth of the state child welfare program may be summarized. In a few years, the Board had succeeded in removing the children from the almshouses, and for a time their work was limited solely to children whom the local overseers would ordinarily have sent to the almshouse.(14) In 1913, however, state participation was greatly expanded with the passage of "mothers' pension" legislation authorizing the care of dependent children in their own homes under specified conditions and subject to regulation by the Board.(15) This act provided cash relief to widows with dependent children under sixteen years of age upon order to the county court. The Board was required to present information to the court regarding the legal residence and conditions of need of the applicant. If these findings indicated aid was necessary to insure the proper care of the mother's children, the court authorized a grant at monthly rates specified by the statute. All such court orders were paid from county and municipal funds.

Further expansion of state participation in child dependency relief occurred in 1915 when the Legislature authorized county courts and the juvenile courts to commit children to the custody of the State Board of Children's Guardians upon a finding of parental neglect, abuse or desertion.(16) This legislation made it possible for the State to assume control over many child dependency cases which hitherto had been maintained on outdoor relief under the exclusive jurisdiction of the local overseers of the poor.

EXPANDING STATE RELIEF SERVICES: In 1932 following a series of reports by the Pension Survey Commission, the Legislature extended mothers' aid to include cases where the husband was alive but had either deserted his family or was unable because of illness or imprisonment to provide for his family, and to cases where the mother was dead or missing but someone was standing in loco parentis.(17) This legislation also provided for court determination in all cases of child dependency relief. All applications for categorical relief for a dependent child were presented to a county court where, after investigation and report by the State Board of Childrens' Guardians, decision was made as to eligibility for relief, and if allowed, the terms and conditions of such assistance. The financing of child dependency relief, however, still remained a local responsibility. The state continued to pay only the admini-

(14) Stafford op. cit Supra 83-85 (note 8).
(15) Public Laws of New Jersey, 1913, Chapter 281.
(16) Public Laws of New Jersey, 1915, Chapter 246.
(17) Public Laws of New Jersey, 1932, Chapter 263-267.

strative expenses incurred by the State Board of Childrens' Guardians. The success of the child welfare program stimulated further development of categorical relief services set apart from the poor laws and operated under state supervision and control.

Unprecedented demands for public relief during the depression of the early 1930's fell with tremendous force upon the existing structure of public assistance in New Jersey. Prior to the depression, relief as it was known in New Jersey made no adequate provision for the adult, able-bodied poor. As a result New Jersey was unprepared and ill equipped to meet the problem of large-scale unemployment arising out of the depression. Unprecedented relief demands totally collapsed the poor law system of relief then in existence. This eventually led to the combined efforts of the state and federal governments to bring some order out of the chaos which followed. The most significant development during this turbulent period of readjustment of relief was the expansion of direct state responsibility for the local administration of relief and recognition by the federal government that relief and public welfare were a national responsibility requiring federal regulation, control and uniformity.

THE SOCIAL SECURITY ACT OF 1935: With the recognition by Congress of a national responsibility to provide for the health and welfare of the people during periods of economic distress, Congress enacted the Social Security Act on August 14, 1935, providing services covering public assistance, pensions, social insurance, health services, and child welfare services. Perhaps the most significant piece of legislation ever passed by Congress in the field of child welfare, the Social Security Act is today the most controlling legislation affecting the administration of child welfare and child dependency assistance in the states and their political sub-divisions. While the Act is not mandatory on any state government, in order to qualify for federal grants-in-aid under the Act, New Jersey made the necessary changes in its categorical relief laws, thereby bringing the entire program of relief in New Jersey under Federal supervision.(18) At this time, the mandatory process of a court hearing for all cases involving mothers' assistance was abandoned, and the responsibility for the determination of relief grants for mothers with children was transferred to the county welfare boards.

(18) Public Laws of New Jersey, 1936, Chapter 29-33.

As originally enacted the preamble to the Social Security Act is as follows:

> "An act to provide for the general welfare by establishing a system of federal old age benefits, and by enabling the several states to make more adequate provision for aged persons, blind persons, dependent and crippled children, maternal and child welfare, public health, and the administration of their unemployment compensation laws; to establish a social security board; to raise revenue; and for other purposes."

The most recent amendments were made by Congress and enacted into law on July 25, 1962.

Title 4 of the Act provides for grants to states for aid to dependent children, and services to needy families with children. It provides appropriations for the purpose of encouraging the care of dependent children in their own homes, or in the homes of relatives by enabling the state to give financial assistance, rehabilitation and other services to dependent children and their parents or relatives with whom they are living, and to help the parents or relatives to attain or retain capability for the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection. To achieve these aims Congress appropriates each year a sum sufficient to carry out the purposes of this Act, and such sums are made available to the states which have submitted and had approved by the Secretary of Health, Education and Welfare a state plan capable of rendering these services.

In order for a state plan to qualify for federal aid under this program, the plan must contain the following provisions:

(1) Plan must be in effect in all political sub-divisions of the state and if administered by them, must be mandatory upon them.

(2) It must provide for financial participation by the state.

(3) There must be a single state agency designated by the state to administer the plan.

(4) It must provide an opportunity for a fair hearing before the state agency to any individual whose claim is denied or not acted upon within a reasonable time.

(5) In determining need the plan must take into consideration all income and resources of any child or relative claiming aid to families with dependent children as well as any expenses reasonably attributable to the earning of such income; except that in making such determination, the state may, subject to limitations prescribed by the Secretary of Health, Education & Welfare, permit all or any portion of the earned income or other income to be set aside for future identifiable needs of a dependent child.

(6) An opportunity must be given to all individuals wishing to make application for aid under the program, and suitable safeguards must be set up to restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of the ADC program.

(7) Upon the furnishing of aid to families with dependent children who have been deserted or abandoned by a parent, prompt notice must be given to appropriate law enforcement officials.

Other provisions are required relating to the establishment of a merit system for personnel employed to administer the program, the making of appropriate reports by the state agency and a description of services made available by the state to maintain and strengthen family life for children.

RESIDENCY REQUIREMENTS: Presently there is no statutory residency requirement limiting eligibility for assistance under the ADC program in New Jersey.(19)

The Commissioner of the Department of Institutions and Agencies is empowered by statute to promulgate all rules and regulations necessary for the proper administration of the ADC program in order to comply with and receive maximum federal grants-in-aid under the Social Security Act.(20) However, in order to comply with the federal residency requirement, no limitation may be placed upon any dependent child applying for aid who has resided in the state for at least one year prior to the application for aid, or who was born within one year immediately preceding the application if the parent or relative with whom the child is living has resided in New Jersey for at least one year preceding the child's birth. While it is not mandatory upon the state, the federal government has suggested and recommends that all residency requirement restrictions affecting applicants for ADC be eliminated.

(19) N. J. S. A. 30:5-5 Repealed 1959.
(20) N. J. S. A. 44:10-3.

TERMINATION OF FEDERAL AID:[21] After reasonable notice and an opportunity for a hearing to the state agency federal funds can be withheld if:

(1) The provisions of the plan have been so changed that they no longer comply with the requirements of the Act, or in the administration of the plan there is a substantial failure to comply with its provisions or,

(2) Where the plan has been changed so as to impose a residency requirement prohibited by the Act, and such prohibited residency requirement is imposed with knowledge of the state agency administering the plan.

However, where a state statute prohibits or denies aid to a dependent child, federal aid will not be withheld if an analogous statute makes adequate provision for the necessary care and assistance with respect to such dependent child.

PAYMENTS TO BE USED FOR THE BENEFIT OF THE CHILD: Whenever there is reason to believe that payments of aid to families with dependent children are not being used in the best interest of the child, counseling and guidance may be provided, if advisable, to assure use of the payments in the best interest of the child. Where counseling and guidance is refused, or is unsuccessful, a guardian or legal representative may be appointed for such child and the state may impose by statute criminal or civil penalties. However, money payments not used for the benefit of the child by any relative receiving such payment must be determined by a court of competent jurisdiction.

Definitions[22]

Aid to Dependent Children means money payments in behalf of medical care or any type of remedial care to a dependent child or dependent children.

A dependent child is a needy child under the age of 18 deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of the parent, who is living with a parent or some other legally recognized relative. Aid to dependent children also includes foster care in behalf of a child eligible for care in the foster home of any individual or to a public or non-profit child placement or child care agency, or in a child care institution.

(21) "Handbook of U. S. Public Assistance Administration, (1962)."
(22) Ibid.

A child care institution is a non-profit, private child care institution which is licensed by the state or which has been approved by the state agency responsible for licensing or approval as meeting the standards necessary for such licensing or approval.

FEDERAL RESPONSIBILITY:[23] The responsibilities of administering grants for the ADC program under the Social Security Act is discharged through the Bureau of Public Assistance in the Department of Health, Education and Welfare. Its responsibilities are carried out by the following devices:

(1) Developing program policies and standards interpreting the language and intent of the federal law.

(2) Taking action on state plans and amendments.

(3) Certifying federal grants to states.

(4) Reviewing and evaluating state operations.

(5) Providing technical assistance to states.

(6) Collecting and interpreting statistical and other data.

(7) Furnishing information about the public assistance programs.

(8) Participating in the formulation of recommendations to the Congress for desirable changes in federal legislation.

STATE RESPONSIBILITY:[24] Under the Social Security Act, the state has the primary responsibility for the initiation and development of the public assistance programs. The public assistance titles of the federal act are enabling legislation; the decision to operate a program with federal participation in accordance with the Social Security Act rests with the state. The relationship between the federal government and the state government is established voluntarily by a state and on its own initiative. Once established, this relationship is a continuing one; as long as a state has an approved State Plan and is operating in compliance with it, the state is eligible to receive federal funds.

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(23) Ibid., (Part I, 4000-4300)—Federal Responsibility.
(24) Ibid., (Part I, 5000-5999)—The State Responsibility 11-29-55.

STATE ADMINISTRATION OF ADC

When Congress passed the Social Security Act in 1935, New Jersey had already provided, through state legislation, programs to provide assistance to needy and dependent children through what has been previously referred to as "Mothers' Pensions" and the "Home Life Program," as administered by the State Board of Children's Guardians. However, to insure uniformity of administration, Congress required as a condition precedent to state eligibility for grants in air under the program, that each state enact laws that are statewide, and if administered by its political sub-divisions, are made mandatory upon them.

In January of 1960 the administration of the ADC program was transferred to the counties and in accord with this provision each county administers the program identically with all others.(25) No one county may elect to reject or discontinue ADC without risking loss of federal aid to the entire state. This applies to the eligibility factors of needs as adopted by Congress and the Bureau of Assistance in New Jersey's Department of Welfare, which by statute is the supervisory agency on the state level.

As assurance of state compliance with the Act, the Attorney General must certify that all counties are administering the plan in accordance with the rules and regulations of the Department of Institutions and Agencies, Bureau of Assistance, and that such rules and regulations are mandatory on all counties. This certification includes a statement setting forth all administrative and legal measures available to the Department of Institutions and Agencies whenever it would be necessary to enforce compliance by the counties with the rules and regulations as promulgated by the Department.

STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES: By statute the governor has authority to designate the state administrative agency to carry out the purposes of the federal law including its administration or the suspension of administration.(26) The Department of Institutions and Agencies or such other state agency as designated by the Governor must be the sole agency for carrying out such purposes, and the Department of Institutions and Agencies is designated and empowered to act as the sole agency in New Jersey to carry out the administration of this plan.

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(25) N. J. S. A. 44:10-1 et seq.
(26) N. J. S. A. 30:1-20 et seq.

Acting pursuant to such designation, the Department is authorized to submit to the Surgeon General of the United States Public Health Service (H.E.W.) applications for funds to carry out the purpose of any such federal law, and to accept and receive as custodian any and all grants and money awarded for assistance in New Jersey. All monies so received are deposited by the Department in a special fund used exclusively for the purposes of the federal law, and such funds are expended in the same manner as other funds of the state — upon vouchers certified or approved by the Department as provided by federal law.

STATUTORY PROCEDURE FOR ADC ADMINISTRATION:(27) Those entitled to assistance under ADC are needy dependent children living in New Jersey and the parent or parents or relative or relatives with whom they are living. Financial assistance and other services must be given by the county welfare boards and administered in accordance with all rules, regulations, conditions and limitations as imposed by law.

RULES AND REGULATIONS: The Commissioner of the State Department of Institutions and Agencies under the general policies of the State Board of Control is authorized by statute to issue all appropriate department orders and cause to be done all other acts necessary to obtain for New Jersey the maximum federal participation available in respect to the program.

While this statutory provision provides administrative discretion in the promulgation of such rules and regulations as to accomplish the necessary and desired end of the ADC program, to comply with the Federal Social Security Act, the state statute enumerates the following provisions mandatory upon the State Board and the Commissioner in the promulgation of its rules and regulations:

1. The program must be in effect in all counties.
2. All individuals making applications for aid must be given an opportunity to do so and that assistance will be furnished in a reasonable and prompt manner.
3. In determining need, all resources and other income of the applicant must be taken into consideration, including resources of the dependent child and its parents or relatives with whom the child is living.

(27) N. J. S. A. 44:10-1 et seq.

4. To provide for adequate safeguards regarding the disclosure of information concerning applicants and recipients.

5. Prompt notice must be given to law enforcement officials of the furnishing of assistance to a child who has been deserted or abandoned by a parent.

6. Where assistance is given, an assurance that no other income is received by the recipient by any other agency of the state or from any of its political sub-divisions.

7. To prescribe the services which will be available by or utilized by the county welfare boards for the purpose of maintaining and strengthening family life for children.

8. That all such grants made under the program will be terminated promptly and other arrangements made for the care of such child or children in any case where it is determined that the payments made to a parent or relative are failing to secure for the child or children a standard of maintenance, care and family life consistent with the adequate protection and care of such child or children. (28)

REIMBURSEMENT PROVISIONS: County welfare boards are empowered to secure from parents or relatives with whom a child is living and receiving aid under the ADC program a written promise to repay all assistance granted. Where such parents, relatives, or the estate of any child refuses to make repayment in accordance with their written promise the county welfare board may take all necessary steps and proper action under the laws of the state to enforce such promise, and the granting of assistance is deemed due consideration for the promise to repay.

Where a child dies prior to his 21st birthday and has received assistance under the ADC program, and leaves an estate, the total amount of assistance paid with respect to such child is a valid and enforceable claim against such estate, with priority over all other unsecured claims except reasonable funeral expenses and terminal medical and hospital expenses. The county welfare board is empowered to take all necessary and proper action under the laws of the state to enforce such claim, however the county welfare

(28) N. J. S. A. 44:10-2

board may, with the consent and approval of the Bureau of Assistance, compromise and settle any claim for repayment of assistance granted.(29)

PAYMENTS TO COUNTY WELFARE BOARDS: Each county welfare board receives from the state the full amount of any funds received by the state from the federal government with respect to expenditures made by the county welfare boards for assistance to dependent children, plus an additional amount equal to fifty percent of the balance of such expenditures after deducting the amount of the federal participation. In addition, the state pays to the county welfare boards any funds received from the federal government with respect to the cost of administration of the program by such county welfare boards.(30)

COUNTY WELFARE BOARDS: The Board of Chosen Freeholders in each county is responsible for establishing the county welfare board which, when created is a separate corporate entity with power to sue and be sued and to make by-laws. Five members are appointed to the Board, at least two of whom must be women. A county adjustor, if not acting as director of welfare, and two members of the Board of Chosen Freeholders, act as ex-officio members of the Board. The five citizen members hold their offices for five years, and vacancies are filled for the unexpired term only. Such boards must meet regularly once a month and at such other times as may be necessary. Members serve without compensation, but are reimbursed for necessary expenses.

County welfare boards receive and act upon all applications for assistance, and are charged with carrying out the administration of assistance programs in accordance with the rules and regulations promulgated by the State Bureau of Assistance.

Each board appoints a director of welfare or a county adjustor who when qualified may be appointed to the office of the Director of Welfare. Directors of welfare, when appointed serve a probationary period of six to twelve months, and thereafter usually serve for a term of five years. The welfare director is the chief executive officer and approval officer of the county welfare board. In addition, he acts as clerk to the county welfare board without additional compensation. To become eligible for appointment to such po-

(29) N. J. S. A. 44:10-4
(30) N. J. S. A. 44:10-5

sition, he must have an adequate knowledge of the law pertaining to assistance, be a trained and qualified expert in the field of welfare with administrative experience, a citizen of New Jersey, and of the United States.(31)

APPLICATIONS FOR ASSISTANCE: When the county welfare board receives an application for assistance an investigation and record is made to ascertain the facts supporting the application, and assistance must be furnished within a reasonable time, usually construed to be not more than 30 days, to all eligible individuals. All applications for assistance together with the subsequent investigations, reports and decisions pertaining to such application must be reported to the State Bureau of Assistance. Where an application has been denied, not acted upon, or where the grant made is deemed inadequate by either the state agency or the applicant, such decision may be reviewed either by the state agency at its discretion or by the individual applicant through appeal to the state agency, at which time such applicant is provided with a fair hearing and a complete review of his circumstances.

LEGALLY RESPONSIBLE RELATIVES: According to law the director of welfare of the county welfare board is empowered to compel reimbursement by legally responsible relatives of a recipient receiving assistance, and in the event that such relatives fail or refuse to enter into an agreement for the support of the applicant, he may compel their appearance before the County Court or the Court of Juvenile and Domestic Relations. The court, upon hearing may order and adjudge the legally responsible relatives to pay such sums as determined by the court and to deliver to the Director of Welfare such other pledges or guarantees as the court may require in its discretion. Upon failure of a legally responsible relative to comply with such order the legally responsible relative may be held in contempt. Any applicant or other person who knowingly gives false information to the director of welfare as relating to the application for assistance for the purpose of securing assistance payments shall be guilty of a misdemeanor. By statute, grandparents, their children and grandchildren are all legally responsible relatives.(32)

(31) N. J. S. A. 44:7-7
(32) N. J. S. A. 44:7-19

CHARACTERISTICS OF FAMILIES RECEIVING ADC

To satisfy the requirements of the Federal Bureau of Public Assistance a study is made biennially of the characteristics of families receiving aid under the Aid to Dependent Children Program. The latest study was made in December of 1961 and is referred to as the "Biennial Statistical Report on Characteristics of Families Receiving Aid to Dependent Children." This study shows the number of families and children and their peculiar characteristics for the month in which the study is made. All statistics contained in the biennial survey are tabulated on a monthly basis and are applicable for the month of December, 1961.(33)

FAMILIES ON ADC: In December, 1961 there were 19,844 families in New Jersey receiving aid to dependent children. These families included 52,532 children, all under 18 years of age. In 17,185 of the families there was a responsible adult — usually the mother — who was also included in the grant.(34)

The Census Bureau estimates that there are about 2,010,150 children in New Jersey under 18 years of age. In New Jersey, children on ADC represent about 2.61 per cent of all these children. Over the nation as a whole, 3.3 per cent of all children receive aid.(35)

Total grants to ADC families in December, 1961 amounted to $3,277,591. This amounted to an average of $165.16 per family, or $62.38 per child each month (includes adult grant, average per child grant, approximately $47.00 per month).(36)

Of the total grants to recipients in December, 1961, the federal government paid 44 per cent, the state paid 28 per cent, and the counties collectively paid 28 per cent.(37)

RACIAL CHARACTERISTICS: In December of 1961, 6,924 (approximately 35 per cent) of the ADC families were white; 12,870 (approximately 65 per cent) were non-white, while according to the population cen-

(33) Biennial Statistical Report on Characteristics of Families Receiving Aid to Dependent Children (December, 1961) hereafter referred to as 1961 Biennial Report.
(34) Ibid.
(35) 1960 Census of Population, Advance Reports, Bureau of the Census, U. S. Department of Commerce.
(36) 1961 Biennial Report.
(37) Summary of Selected Statistics Covering the Aid to Dependent Children Assistance Program, (December 12, 1962) N. J. Department of Institutions and Agencies, Bureau of Assistance.

sus, 91.3 per cent of the population of the state was white; and 8.7 per cent was non-white.(38)

PLACE OF RESIDENCE: The ADC families of December, 1961 were distributed as follows according to area and type of place lived in:

NUMBER OF FAMILIES AND CHILDREN — PLACE OF RESIDENCE BY RACE(39)

	Total		White		Non-White	
	Family	Child.	Family	Child.	Family	Child.
Total	19,844	52,532	6,924	17,536	12,920	34,996
Urban:						
City of 250,000 to 499,999	7,953	20,847	1,681	4,641	6,272	16,106
City less than 250,000	7,752	19,944	2,584	5,971	5,168	13,973
Urban fringe	778	2,183	602	1,656	176	527
Other urban	677	1,982	426	1,129	251	853
Rural:						
Non-farm	226	878	151	401	75	477
Farm	25	50	25	50		
Not in standard metropolitan statistical area:						
Urban:	2,207	5,845	1,304	3,211	903	2,634
Rural:						
Non-farm	226	803	151	477	75	326

There appears to be no significant difference in size of families receiving assistance in rural and urban areas.

THE FATHER OF THE CHILDREN: To be eligible for ADC a child must be in financial need and deprived of the care and support of a parent because of the parent's death, disability, or continued absence from the home. In actual fact it is the lack of support from the father which, in the great majority of cases, gives rise to the need for financial help for the children. Therefore, the status of the fathers with respect to the children's eligibility for ADC gives some indication of the immediate cause of the child dependency in New Jersey.

(38) 1961 Biennial Report.
(39) Ibid.

STATUS OF FATHER—December, 1961[40]

	Families	Children	Amount
Total	19,844	52,532	$3,277,591.
Dead	1,204	3,487	178,243.
Incapacitated	1,280	4,164	269,108.
Divorced or separated	928	2,308	117,859.
Separated without court decree	1,681	4,867	236,972.
Desertions	7,075	21,249	1,327,905.
Not married to mother	6,573	13,773	960,982.
Imprisoned	1,003	2,408	166,703.
Absent for other reasons	75	226	14,149.
Other status	25	50	5,670.

Deserting fathers make up more than one-third or 35.6% of all cases; the next largest group was 33.2% of the total families with children in need because they never had a legal father; 8.5% were separated without legal decree; 6.4% were fathers who were incapacitated; 6.1% were fathers who were imprisoned; 4.7% families were divorced or legally separated; others for miscellaneous reasons amounted to .5%.

NUMBER OF FAMILIES AND CHILDREN BY RACE AND STATUS OF FATHER[41]

	Total		White		Non-White	
	Family	Child.	Family	Child.	Family	Child.
Total	19,844	52,532	6,924	17,536	12,920	34,996
Dead	1,204	3,484	602	1,405	602	2,082
Incapacitated	1,280	4,164	703	2,106	577	2,058
Divorced or legally separated	928	2,308	702	1,706	226	602
Separated without court decree	1,681	4,867	552	1,405	1,129	3,462
Desertions	7,075	21,249	2,835	7,802	4,240	13,447
Not married to mother	6,573	13,773	1,054	1,957	5,519	11,816
Imprisoned	1,003	2,408	426	1,054	577	1,354
Other	100	276	50	101	50	175

(40) Ibid.
(41) Ibid.

Of the total number of families receiving assistance (19,844) under ADC 6,924 are white families responsible for 17,536 white children; non-white families receiving ADC assistance totaled 12,920 and are responsible for 34,996 children dependent upon this assistance. By far the largest groups creating need for assistance to needy children result from desertions and the birth of illegitimate children which amount to approximately 68.8% of all cases receiving aid under this program. Since these groups constitute the greatest problem to efficient relief administration they are treated separately in the following chapter of this report.

THE GROWTH OF ADC: In order to comprehend the magnitude and complexity of ADC in New Jersey, it is necessary that some mention be made of the relative growth of this program during the past years. It cannot be denied that while the greatest increase for assistance results from desertions and illegitimacy, the most startling explosion has taken place among the growth in the non-white illegitimate child. There is every reason to believe that this trend will continue unless present methods dealing with this problem are greatly re-vamped.

STATUS FATHER BY RACE — 1948 to 1961[42]
(number of cases per month shown)

	March, 1948		Nov., 1953		March, 1956		Nov., 1958		Dec., 1961	
Status of Father	White	Non-White	White	Non-White	White	Non-White	White	Non-White	White	Non-White
Total Families	340	179	2,601	2,264	2,840	3,590	4,039	5,568	6,924	12,920
Dead	144	55	628	369	415	360	628	425	602	602
Incapacitated	79	22	571	171	550	270	739	435	703	577
Divorced or legally separated	15	1	88	21	70	30	192	61	702	226
Separated without court decree	(included with desertions)		42	31	60	70		31	552	1,129
Desertions	54	56	763	722	1,060	1,030	1,488	1,964	2,835	4,240
Not married to mother	15	29	234	685	270	1,420	617	2,187	1,054	5,519
Imprisoned	(unknown)		182	218	220	280	365	445	426	577
Other	33	16	93	47	160	130	10	20	50	50

(42) Biennial Statistical Report on Characteristics of Families Receiving ADC March 1948 through December 1961 — Department of Institutions & Agencies.

Equally impressive in reviewing the over-all pattern of family units receiving ADC assistance is the voluminous mushrooming not only of families on ADC but the number of children involved which has grown proportionally with case loads. While the total number of families receiving assistance in November of 1953 amounted to 4,865, by December of 1961 this figure increased to 19,844.(43)

In November, 1953 the number of children receiving aid was 12,393, but in December of 1961 this figure increased to 52,532. In a short period of eight years, New Jersey was required to meet the increasing demands of an additional 14,979 families, with a corresponding increase of 40,139 additional children.(44) These increases in both cases and number of children are reflected in the costs of annual net assistance which in 1953 was $6,495,780 and in 1961 reached a total of $39,357,141, an increase of $32,861,361.(45) The following schedule is indicative of this growth for the period March, 1948 to December, 1961.

DIVISION BY FAMILIES AND CHILDREN ON ADC BY RACE —1948 to 1961(46)....
TOTAL ANNUAL ADC EXPENDITURES

Number and Division of Families	Mar., 1948	Nov., 1953	Mar., 1956	Nov., 1958	Dec., 1961
Total number of families	519	4,865	6,430	9,607	19,844
Total number of children	1,292	12,393	16,610	23,384	52,532
White families	340	2,601	2,840	4,039	6,924
White children	858	6,360	7,170	9,566	17,536
Non-white families	179	2,264	3,590	5,568	12,920
Non-white children	434	6,033	9,140	13,818	34,996
Annual net assistance	$4,414,404	6,495,780	8,955,718	17,617,360	39,357,141

For review purposes the committee referred to annual expenditures for this program made by the federal government, and the matching contributions by the state and county governments, for a period of twenty years. The chart on the following page indicates such expenditures in both dollars and per cent of contribution. It will be noted that expenditures for the fiscal period 1960-1961 were $31,925,466, while expenditures for the fiscal year 1961-1962 increased to $39,357,141 representing last year's annual increase

(43) Ibid.
(44) Ibid.
(45) Summary of Selected Statistics, op cit, Supra note 37.
(46) Biennial Statistical Reports 1948-1961, op cit, Supra note 42.

State of New Jersey
Dept. of Inst. and Agencies
Div. of Welfare-Bur. of Assistance

December 12, 1962

SUMMARY OF SELECTED STATISTICS
COVERING THE AID TO DEPENDENT CHILDREN ASSISTANCE PROGRAM
FOR THE FISCAL YEARS 1942-43 THRU 1961-62

Fiscal Year	Net Assistance	Federal Share Amount	Federal Share Percent	State Share Amount	State Share Percent	County Share Amount	County Share Percent
1942-43	$ 2,582,347.	$ 1,182,525,	45.8	$ 503,008.	19.5	$ 896,814.	34.7
1943-44	2,066,573.	732,241.	35.4	667,225.	32.3	667,107.	32.3
1944-45	2,274,813.	677,953.	29.8	798,693.	35.1	798,167.	35.1
1945-46	2,574,011.	678,611.	26.4	948,210.	36.8	947,190.	36.8
1946-47	3,337,882.	1,077,984.	32.3	1,064,543.	31.9	1,195,355.	35.8
1947-48	4,414,404.	1,405,354.	31.8	1,402,835.	31.8	1,606,215.	36.4
1948-49	4,992,094.	1,876,260.	37.6	1,358,496.	27.2	1,757,338.	35.2
1949-50	5,632,684.	2,126,307.	37.7	1,514,019.	26.9	1,992,358.	35.4
1950-51	6,040,271.	2,649,333.	43.9	1,398,380.	23.1	1,992,558.	33.0
1951-52	6,178,940.	2,756,338.	44.6	1,407,031.	22.8	2,015,571.	32.6
1952-53	6,495,780.	3,119,157.	48.0	1,281,005.	19.7	2,095,618.	32.3
1953-54	6,580,846.	3,265,717.	49.6	1,210,158.	18.4	2,104,971.	32.0
1954-55	7,768,113.	3,678,187.	47.4	1,548,001.	19.9	2,541,925.	32.7
1955-56	8,955,718.	4,126,164.	46.1	1,859,870.	20.8	2,969,684.	33.1
1956-57	10,809,591.	4,992,892.	46.2	2,190,421.	20.3	3,626,278.	33.5
1957-58	13,640,749.	6,222,418.	45.6	2,828,305.	20.7	4,590,026.	33.7
1958-59	17,617,360.	7,906,279.	44.9	3,791,763.	21.5	5,919,318.	33.6
7/1/59-12/31/59	11,018,441.	4,799,964.	43.5	2,478,200.	22.5	3,740,277.	34.0
1/1/60- 6/30/60	12,778,832.	5,750,517.	45.0	3,514,163.	27.5	3,514,152.	27.5
1960-61	31,925,466.	14,106,972.	44.2	8,909,247.	27.9	8,909,247.	27.9
1961-62	39,357,141.	17,304,117.	44.0	11,026,512.	28.0	11,026,512.	28.0

of almost eight million dollars. Costs mushroomed since the fiscal period 1956-1957 increasing by two million dollars; 1957-1958 by three million dollars; 1958-1959 four million dollars; 1959-1960 six million dollars; 1960-1961 eight million dollars and 1961-1962 eight million dollars.

Total costs for all welfare programs in New Jersey are expected to reach a new high in 1962-1963 of approximately 88 million dollars with about half of this expenditure budgeted for the ADC program. This means an approximate increase from 1961-1962 expenditures of another 8 million dollars bringing the total expenditures for ADC for 1962-1963 to approximately 45 million dollars.

At the present time, no end to these increases is in sight. The upward spiral of welfare costs will continue to rise unless an effective program is adopted by the state to combat the social and economic evils which give rise to dependency and relief. In 1960-1961 total welfare expenditures were 72 million; in 1961-1962, 79 million; in 1962-1963, 88 million and increases in the aid to dependent children program account for practically all such increases.

A direct relationship to the average amount of grants made under the program to the families receiving aid reveals another dynamic factor responsible for over-all increases of Federal, State and County expenditures.

AVERAGE ADC MONTHLY GRANT[47]

	Average Per Family or Case Aided	Average Per Person Aided
1952	$100.74	$30.16
1953	109.17	32.45
1954	110.23	32.69
1955	116.06	34.76
1956	119.87	35.87
1957	130.66	39.34
1958	141.04	42.22
1959	149.03	45.01
1960	157.08	45.93
1961	160.02	45.18

(47) Division of Welfare, State Department of Institutions and Agencies (July 26, 1961)

A comparison of grants paid during the month of November of 1958 and December of 1961 according to size of family and grant reveals areas of greatest increase.

AVERAGE APPROXIMATE AMOUNT OF GRANT FOR MONTHS SHOWN[48]

	Nov. 1958	Dec. 1961
Number in family — 1	$ 47.	$ 56.
2	114.	133.
3	158.	182.
4	192.	217.
5	233.	259.
6	260.	292.
7	303.	355.
8	311.	371.
9	370.	388.
10	358.	505.

It must be emphasized that the above schedule reflects only *average* size grants for all families having one to ten or more children. Actual cases, as corroborated by the committee's investigations show that in many cases grants to individual families far exceed the above indicated average monthly grant of $505.00. Such cases, of course, present varied problems which go to the very heart of relief assistance in New Jersey. The question arises whether such large grants are inimical to family self-help and rehabilitation and whether the size of the grant itself militates against the presence of personal motivation, vital to any program whose legitimate aims and objectives are primarily designed to aid family unity and reconciliation to relieve the dependent person from an atmosphere of dependency to independence.

(48) Biennial Statistical Reports (1958 and 1961)

DESERTIONS

Desertion, when spoken in reference to the ADC program necessarily implies the abandonment of children by a parent, usually the father. Of the 52,532 children on ADC in December, 1961, 21,249 had been abandoned by a parent. These children came from 7,075 families residing in New Jersey, and they account for more than one-third of all children receiving aid.

By law, desertion is a criminal act punishable by both fines and imprisonment.(49) Yet, in spite of criminal penalties prescribed by statute, desertion ranks highest as the primary cause of child dependency in New Jersey.

Abandonment of a child consists in any of the following acts by one having lawful custody or control of a child:

(a) willfully forsaking a child

(b) failure to protect such child, thereby exposing the child to physical or moral risks

(c) failure to maintain a child so that such child becomes liable for maintenance and support at public expense, or by child caring societies or private persons not legally responsible for the child's care.(50)

Any parent, guardian, or person having the care, custody or control of any child who abuses, abandons or neglects such child is deemed guilty of a misdemeanor, and upon conviction may be fined not more than $500, or be imprisoned with or without hard labor as the court may direct for a term not exceeding three years or both.(51)

Where fines are imposed, the court may direct that the fines be paid in whole or in part to the wife, guardian, custodian or trustee of the minor child. The court may also in the best interest of the child place it in temporary care or custody of a child-caring society. Under such circumstances where a child is placed in the care of an agency or society, the court may postpone sentence on the father or person standing in loco parentis and require such person to pay the stipulated sum for the maintenance of such child. Failure

(49) N. J. S. A. 9:6-3
(50) N. J. S. A. 9:6-1
(51) N. J. S. A. 9:6-3

to make payments as directed by the court can result in the arrest and arraignment and imposition of the fine and penalties as prescribed by statute.(52)

Desertion is usually an impulsive and unplanned action in which the father disappears, in most cases leaving the mother alone to plan for herself and the children on a day-to-day basis. Quite often these mothers continue to bear children for their husbands while receiving ADC benefits, and their eligibility for the continuance of such payments based on the alleged desertion and abandonment by the father is rarely ever questioned. Payments are merely increased with the addition of each new child in the family.

Many such mothers while on ADC consort with paramours — the illicit relationship often resulting in the birth of an illegitimate child who becomes part of the family on public assistance.

The effects of desertion upon a mother and her children are devastating and often of long duration. Yet each year the number of children deserted by a parent who requires public assistance climbs in a dizzying spiral. In May of 1948 there were 112 such families on ADC; in December of 1961, this figure jumped to 7,075.(53)

The Committee believes from evidence uncovered by its investigations that the incidence of ADC encouraging fathers to desert is probably very small. But this suppository problem loses most of its probative value, and is inconsequential, when we consider the direct effect ADC has on family reconciliation especially when the deserting father returns from his wanderings. Evidence indicates that quite often he does return. Here the committee has found all too frequently that if ADC does not encourage the abandonment of children by their fathers, once the desertion has occurred, it does not encourage reunion. The plain fact is that money payments made through ADC often far exceed the earning power of the allegedly deserting father. Without exception, witnesses testified that if the husband desired to return and resume his role as breadwinner for the family, his return would be discouraged, if not resisted by outright rejection.

Competent witnesses in public welfare and others closely allied to it have testified to the deleterious effects of excessive ADC payments upon

(52) N. J. S. A. 9:6-3
(53) Schedule on Status of Father by Race, Biennial Reports (1948 - 1961)

family reconciliations; of continued family dependency upon ADC; of its fatal effect upon illegitimacy by deterring marriages which might have otherwise taken place between putative fathers of illegitimate children and their unmarried mothers had there been no ADC benefits forthcoming or assured.

The following testimony of John Kabala, Deputy Director of Welfare of Atlantic County points out this deficiency and describes its impact on both those on relief and the caseworker employed to service these families.

BY SENATOR GROSSI

Q. Well, again I would like to ask you if there are any suggestions you have in addition to those you have already made.

A. Well, . . . another thing that bothers me and bothers the caseworkers —you have a husband, wife and three children living together. That man would go out to work every day and bring home $45 a week. They were living off that money for one, two, three years. They become incompatible, let's say, or he deserts, or he separates for some reason, and the grant is jumped over and above what that man could normally make at his job. The mother, the recipient, knows that she gets more money by having this man out of the house and therefore, she does not want him back in the house and there is no chance of a reconciliation. If the grant were cut down or compatible with the going rate in the community of a man or average family, making that money so much that they can live off of it — because we provide them with all medical care . . . and, to the average family man today, that is worth at least $25 a month . . .

Q. You find that the amount of money given under the ADC program is far greater in many instances than the amount of money a man —

A. Yes, than what the man can bring into the family. In fact . . . I find that if I separated from my wife and go down to the Probation office and sign a consent order of so much money she'd be taking home $75 a month more than I'm working and making for the family now . . . it's a serious problem with our caseworkers who have to sit down and write out a budget for a (ADC) family comparable to their (own) family, and that (ADC) family is taking home more money than they are making actually in salaries.

Q. You may be interested in knowing that Atlantic County is not alone in that situation. We have found that to be more or less a pattern throughout the state, and not in one instance have we gotten a "yes" answer when we asked the relief recipient whether they would like to have their husband back — not one case. And most of those cases have fallen in the category we have just discussed. (54)

One case investigated by the Committee involved a hubsand and wife who applied for ADC, but were turned down because they were both living together as man and wife in the same household. Under the provisions of the Social Security Act, ADC benefits are paid only for the care of children who are deprived of parental support, and benefits are not paid where children live with both parents and neither are incapacitated. Shortly thereafter this couple went to the Probation Officer and signed a voluntary separation affadavit charging mutual incompatibility, although there appeared to be no marital differences between them at the time of their first application for ADC. This made the family eligible for benefits under the program and they now receive $249 per month from the welfare board and $134 a month from the father under a voluntary support agreement, which includes rights of visitation.

While this case may be easily distinguished from other cases of desertion, it is almost impossible to ascertain whether or not any collusion exists, or whether any fraud has been perpetrated by allegedly deserting fathers for the sole purpose of becoming eligible for ADC benefits.

Two typical family cases investigated by the committee involved families receiving ADC benefits due to the alleged desertion of the fathers:

The father of the family was ordered by the Passaic County Juvenile and Domestic Relations Court to pay weekly support for his family in the amount of $40. Since that time he has made one payment in the amount of $24, and at the time of this investigation was $2,101 in arrears.

His wife and five children receive $231 per month. When questioned about the whereabouts of her husband, she said that she had not seen her husband for approximately one year, and that he did not contribute to the support of the family.

(54) 5th Public Hearing, Vol. 1, (June 21, 1962) Atlantic City, N. J.

An automobile registration check revealed the husband to be the owner of a late-model car which was later found parked in front of this client's house. The information was turned over to the proper authorities for further investigation.

IN ANOTHER CASE:

When interviewed by this committee, the mother stated she had no idea of her husband's whereabouts. The committee found he was attending college in Washington, D. C. When investigated again during the summer, the father was found living next door to his family and was employed by a local concern. Faced with this evidence, the client admitted she knew the whereabouts of her husband, and voluntarily signed a statement to this effect. Though legal action was recommended, it was never taken, and as of December 13, 1962, neither this person, nor her husband have been prosecuted.

To add to the committee's disillusionment in this case it was learned that upon graduation from college, this husband secured a divorce.

Perhaps part of the difficulty here lies in the fact that New Jersey, unlike many states, has no statutory limit to the amount of grants made under ADC. In practice the amount paid is determined by a budget based on individual needs as promulgated by the State Department of Institutions and Agencies. Since there is no limit to the size of the grant, grants naturally are higher when there are more children. As each child reaches an older age bracket, these grants are increased. Thus, a large number of families surveyed by the committee with eight, nine and ten children receive grants in excess of four and five hundred dollars monthly. It does not require a lively imagination to believe that such grants are far in excess of attainable family income through regular employment.

However, grants under the ADC program may be reduced by the county welfare board whenever the circumstances of the recipient change. The county welfare board may also discontinue a grant entirely whenever the father of a child returns to the home and resumes its support.

In its endeavor to get to the root of the problem that exists in New Jer-

sey on welfare, and always looking for expert assistance, the committee turned to the Supreme Court of the State of New Jersey, and asked the Chief Justice to assign members of the judiciary who have had experience in handling welfare cases to testify before the committee. On the matter of deserting fathers, and the practicability of reconciliations, the following testimony by Judge Harry W. Lindeman of the Essex County Juvenile and Domestic Relations Court is pertinent:

> *"Then again I have taken the position under ADC that it is not exactly proper for ADC simply to work out how much a defaulting father needs to live on and then and only then if there is any excess, that goes toward support of the out-of-wedlock children or the normal children. Many a father has supported families that live together on far less than ADC would grant. I do not think then that we should make the separate families in a better economic position than they have had before when they were living together in perfect harmony. Otherwise we are getting certainly into the welfare state. So in those instances where, say a father is making $75 and the children are on relief under the ADC setup and the family needs $45, I make an order for $45. And the man says, 'But I can't live on $25 or $30 a week.' I say, 'Well, do you work Saturdays,' and invariably they say 'No.' 'How about Sundays?' Invariably, 'No.' I say, 'What do you do on Saturdays?' Then comes the blank expression, 'Why nothing, Judge.' This is routine, but I am sincere about it, that thousands upon thousands of honest people who don't want their families on relief, who want some of the better things in life, a car, a television, or a summer's trip, they work on Saturdays, some of them I know, on Sundays. Some of them have second jobs. And if there is no law that prevents honest citizens from keeping their children off relief by working at second jobs, I have no fear in telling these men that if they can't live on the balance of $25 or $30 they must find a second job. The hard core, those who are repeaters and who drink and who come back again, and eventually, if the Probation Department thinks they are not making the effort and the welfare is supporting them — then I get a figure and I commit them to an institution until they partially pay the money. It is most interesting that we do not keep many in jail for long . . . Thousands upon thousands of dollars in Essex County, which is a big county, have come in by virtue of using the power which the court exercises for the benefit of the taxpayers."*

BY SENATOR GROSSI

Q. You make reference to the words 'welfare state' and I know those words are very much abused and used sometimes to indicate anything that has to do with welfare. I thought that I would make reference to the remark that you made because it seems to me that that would be a good definition of what would constitute the welfare state. You pointed out that in a case where a family is living together with the husband, after the husband leaves, that family is now better off on welfare than they were when they were together. That seemed to me to be a perfect definition of what we would have to fear with respect to a welfare state.

A. Not only that, but I very recently, when hearing a case, turned to the welfare representative, and I outlined something like this to him, and I said, 'Is this what you mean, that as soon as a man leaves his family for good reason or for no good reason and you compute that the family gets a certain amount of money, and never in their entire life while they lived together did they get that much money — do you mean to say that this is the position you are taking?' He said, 'The law makes us do this.' That was his answer to me. He said, 'Yes.' So in the United States of America if this were a general law, every person with five, six, seven or eight children — all they would have to do to get additional moneys would be to leave the family and the family would be much better off. As a matter of fact, when a welfare worker found a man back with his wife and family, he said to them, 'We will now have to stop your relief. But if the man will leave and board somewhere else and pay you $10 a week, we will supply the difference.' So the man left. I said, 'Oh, that cannot be.' But the man and his wife were there. I examined them in open court and each confirmed that the welfare worker had said 'If you leave and pay $10 - -' So he paid $10. I asked them if there was any difference between them. They said, 'No.' I said, 'Today you return to your home and under the law you are entitled if you are not working to go to the local relief and get some help until you find a job.' Well, they didn't know that . . . but under the county schedule they can get more money than they can at the municipal level. I checked back through the social worker and I was informed that that is what the social worker did. But it was a little bit misinterpreted. The worker

did say 'While you are living together, we can't do it.' But he did not admit he said to get out and then we can pay you your money."(55)

The committee believes that a paucity of effort has been expended under the ADC program in locating missing fathers who have abandoned their family responsibilities. More than sufficient evidence has been adduced to indicate that in the absence of such effort, the ADC program has, if anything, discouraged reconciliations, and, at best, allowed to "drift" in a negligent and sometimes wanton manner a family disruption which compels long-term chronic dependency. We believe that a diligent pursuit of such delinquent and absconding fathers, followed if necessary by prosecution and jail confinement would go a long way in curtailing this major cause of child dependency in New Jersey.

Locating fathers who allegedly "deserted" their families eventually to end up on ADC rolls proved, in a majority of cases to be comparatively easy. Evidently, little effort need be expended to attain this worthwhile goal. In many cases missing fathers were located by the simple process of checking motor vehicle registrations. The same information is attainable and accessible through the Bureau of Social Security, and quite often, the Division of Employment Security. Yet no exchange of information exists between these agencies and ADC officials. Consider the case of this father, who although under court order to support his children, disappeared and discontinued payments. A bench warrant was issued for his arrest, but he still remains at large, unapprehended, shirking both court order and family responsibilities.

On November 25, 1959, this father was ordered to pay $20 per week for the support of his family by order of the Passaic County Juvenile and Domestic Relations Court. His last payment of $20 was made on September 25, 1961. At present he is $2,810 in arrears, and is classified as an absconder. His wife and two children currently receive $203. per month from ADC.

Investigation revealed he was employed by a delivery service in Bloomfield, New Jersey, and has worked there for over a year. His present salary is between $85 and $95 a week. Circumstances indicate this father still retains some devotion towards his wife and children, as

(55) Ibid.

he continues to claim them as dependents for income tax purposes even though they are being supported at public expense.

Greater resources than those presently existing must be made available on both the State and County levels to assist probation departments, caseworkers and the courts in locating fathers of abandoned children. The testimony of Joseph Greene, Director of Welfare in Passaic County provides sound reasons why delay in this area might have disastrous results:

"An indictment is brought in for desertion; it is referred to the Prosecutor's Office or in some counties to the Sheriff's office for serving a subpoena and bringing in the deserter if possible. Have you ever checked, and I think it would be well for the Committee to do that, on your Prosecutors' Offices in the State of New Jersey to find out how many indictments, how many times they have assigned men and detectives to try to find these deserters.

"I also might make another recommendation, and it will go far in savings of thousands of dollars: Right now, in cases of desertion and neglected children, complaints are made, they are heard in court, and the Judge will say, 'All right, you are put on probation and have to pay $30 a week' . . . Unfortunately, the general public does not recognize the value of good organization so far as probation is concerned . . . One does not sit down and analyze that if we were to appoint, or the courts rather, would appoint one or two probation officers, whose sole responsibility would be to follow through all persons put on probation and ordered to pay — I think it would be of interest to you folks if you would go into a Probation Office and ask them how much is outstanding — hundreds of thousands of dollars. It is not only the dollars and cents that are involved. The persons who have been brought into court and ordered to pay are in contempt of court, and what is the net result? He misses one, two, or three payments and nothing is done. You are not only losing that money, you are losing the respect that the court should command."(56)

The causes of desertions are both varied and complex. The committee recognizes that many social ills contribute to this major source of family breakdown. On its face, it is evident that preventive casework can offer no solution for these families that come to the attention of public agencies and

(56) Second Public Hearing, (January 5, 1961) Paterson, N. J.

county welfare departments some times long after the desertion has occurred. But we believe much can be accomplished by way of locating these errant fathers, providing in the process a means by which future family reconciliations can be made possible.

We do not feel that unrealistic monthly benefits exceeding past maximum income earned through employment promotes conditions favorable to the attainment of this goal. Undoubtedly, benefits must be construed on a more practical basis to meet the basic needs of the family unit, but not to a point where ADC becomes a way of life wholly unknown to the family prior to the father's desertion.

Fathers who elect to leave their children to public support while maintaining a residence separate and apart from their family should be required to turn over all but a small portion of earned income to their family for their support. There is no logic to a system which allows fathers to leave their families while they earn a net income of $100 a week or more and pay only $20 a week toward their children's support while the public pays the difference. No one will deny that such bizarre circumstances rewards the wayward father with a penchant for desertion or separation, and tends to encourage, rather than discourage, a free and easy life devoid of all familial responsibility.

COLLECTIONS AND PROBATION DEPARTMENTS

It is not surprising that considerable confusion and conflict exists affecting the apprehension of fathers who desert or abandon their children. Much of the public laws controlling child abandonment were enacted in the early 1900's and date back as far as the 1930's without alteration or amendment.

Most are obsolete when applied to today's problems of child dependency. When the present laws governing child abandonment were enacted, public assistance as administered under ADC had not yet come into existence. Prior to 1935, and the enactment of the Social Security Act by Congress creating the ADC program, cases of desertions and child abandonment coming before the courts were relatively few resulting in early and quick disposition of complaints.

Today, under ADC alone, as previously pointed out, 21,249 children receive public assistance because of desertion and abandonment. Yet our courts, probation departments and welfare administrators still rely on an antiquated system, largely created prior to the depression of the 1930's to counteract and control a burgeoning cause of child dependency vitally affect-

ing the public welfare. Millions of dollars are spent each year not for the prevention or arrest of family breakdowns caused by deserting fathers, but for the support of mothers and children victimized by the alleged desertions of footloose and irresponsible fathers.

As late as June of 1962, there existed considerable confusion as to who had the responsibility of making complaints against deserting fathers when their families applied for ADC assistance. This resulted in many families being eligible for ADC support without any complaints ever filed against the offending fathers. Consequently many fathers had been permitted by mere acts of omission by responsible officials, to leave their families without any means of support free from legal deterrents of apprehension through warrants for their arrest. Even now there exists no compulsory public law whereby complaints must be made against deserting fathers or putative fathers as a condition precedent to receipt of ADC benefits. Filing of such complaints usually rest within the discretion of county welfare directors who rely principally on written reports submitted by field social workers who investigate applications and family conditions of the applicant.

When complaints are made to the Juvenile and Domestic Relations Court, an investigation may be made through its probation department into the financial condition of the parents or legally responsible relatives of the child, the conditions surrounding the home of the parents or relatives as well as any other facts which will assist the court in determining the case, and a full report in writing must be filed with the court.(57)

In practice, however, the courts usually rely on investigations and written reports of caseworkers charged with supervision of such families under authority of local county welfare boards. Where it is evident that children are abused or neglected they may be removed from the home and placed in care, custody or guardianship as the court may direct.(58) Usually care, custody and guardianship is vested in the State Board of Child Welfare which, by law, is charged with providing foster home placement or other permanent or temporary shelter according to the needs of the child.

However where prior conviction of a parent, guardian or person having custody and control of a minor child has occurred on grounds of abandonment, neglect, abuse or cruelty, most municipal officials, a probation officer, or guardian ad litem, may file a record of the case when such conviction was before the court with the Juvenile and Domestic Relations Court and apply to the court for relief.(59)

Although demands upon the courts and probation departments have pyramided, most probation departments still retain a skeleton staff ungeared and incapable of handling the increased burdens of locating and bringing be-

(57) N. J. S. A. 9:6-10
(58) N. J. S. A. 9:6-11
(59) N. J. S. A. 9:6-9

fore the court for re-examination defaulting fathers of abandoned children. Bench warrants for the arrests of deserting fathers are not pursued. Absconding parents under court order to pay just nominal amounts for the support of their children often fail to pay. Investigations to locate contumacious parents seldom occur with the result that working and easily located family deserters go unapprehended, undermining both respect for the courts, our judicial process, the public laws, not to mention their own moral and social obligation of providing for their children.

Clearly the need for a more comprehensive effective system is needed to confine abuses of deserting parents, usually the father, and to force compliance with court orders for the support of their families, especially when such desertions mean dependence by the family on public assistance and public relief.

Some idea of the costs involved in our failure to enforce mandatory court orders for the support of dependent children on ADC are reflected in the following schedule of arrearages reported by county probation offices:

TOTAL ARREARS OF DELINQUENT ACCOUNTS OF RELIEF RECIPIENT CASES INVOLVING PERSONS UNDER MANDATORY COURT ORDER

County	Number of Cases	Amount of Arrears
Atlantic	54	$ 110,665.00
Bergen	65	94,677.00
Burlington	45	41,438.00
Camden	129	99,543.00
Cape May	30	79,727.00
Cumberland	33	64,444.00
Essex	524	961,907.00
Gloucester	67	84,300.00
Hudson	43	85,663.00
Hunterdon	21	42,026.00
Mercer	62	87,078.00
Middlesex	90	194,026.00
Monmouth	46	64,675.00
Morris	71	149,954.00
Ocean	20	34,046.00
Passaic	258	574,405.00
Salem	15	60,317.00
Somerset	43	70,741.00
Sussex	31	41,342.00
Union	160	121,738.00
Warren	54	92,826.00
Totals	1,861	$3,155,538.00

The balance of $3,155,538.00 represents amounts due from currently active cases on ADC resulting from the breach of mandatory court orders of support. No arrearages are included resulting from consent orders or voluntary support agreements. For instance in Camden County, an additional $141,776 is outstanding on consent orders in addition to the above amount of $99,543 owing from mandatory court orders. This represents income due from another 161 cases on ADC in Camden County.

In Monmouth County voluntary support agreements for families receiving ADC have resulted in an additional delinquency of $144,327.

Since no updated figures are kept by county welfare departments on delinquent accounts due for support from deserting fathers or legally responsible relatives of children on ADC, no audit was made by the Committee to ascertain the exact amounts due, but a fairly safe estimate of an approximate $10 million delinquency or more probably exists from all outstanding agreements; court orders and consent agreements.

Juvenile and Domestic Relations Courts and our Probation Officers are overtaxed with the result that they are often unable to bring persons in default of payments before the court for examination. Presently, probation officers must be college graduates, but the committee sees no reason why the collection of arrearages must be the responsibility of a probation officer. The courts could just as easily appoint a referee with power to issue subpeonas, take testimony and administer oaths for the taking of testimony and the transcription of testimony with recommendations to the court as to the disposition of those cases brought before it for re-hearing. The probation department could appoint collection investigators who are graduates of high-school to investigate arrearages of payments resulting from court orders, consent orders, and voluntary agreements of deserting, legally separated or putative fathers with children on ADC, or of such children who might become charges on ADC.

Confusion also exists between courts and judges as to the amounts fathers should be charged for the support of their children upon divorce, legal separation, or from parents located and apprehended for the desertion and abandonment of their families. Here the committee concerned itself only to those cases which have come under its purvue due to the receipt of public assistance, or the possible future need of public assistance through ADC.

Where a child or children are, or are likely to become public charges due to the divorce or separation of their parents, this committee sees no reason why a goodly portion of all earned net income of such fathers should not be committed by mandatory statutory provisions for the support of such child or children until such time as they are no longer in need of public assistance. Minimum support orders create an easy license to establish a separate maintenance free from all familial responsibilities and family care, and contribute to the spiraling costs of ADC.

No estimate can safely be made as to the numbers of ADC families currently on assistance who might never have been in need had parents been compelled to support their children commensurately to their maximum earning capacity. As long as such conditions prevail we can expect an ever increasing burden to fall upon ADC for the support of neglected and abandoned children.

ILLEGITIMACY AND ADC

Next to desertions, illegitimacy ranks a close second as the next greatest cause of child dependency in New Jersey. Behind the veil of illegitimacy lies the more basic, but less spectacular problem of family breakdown affecting not only individuals, but whole groups of people. Entire families are blighted. Here we find the lowest level of parental responsibility — a social disease as lethal as any contagious disease, often passed on from one generation to the next.

The real problem of illegitimacy is not the offending parents of the illegitimate child. The insoluble problem is how to provide for the illegitimate child. Even more disturbing are the number of mothers who, in flagrant and ostentatious disregard of marriage and social custom continue to bear illegitimate child after child without social or moral remorse as to the consequences to the children or their impact on society. The cost of supporting these women and their illegitimate children is staggering. The cost to the children and the perpetuation of those social evils begetting illegitimacy cannot be calculated.

Statistics on illegitimacy and ADC in New Jersey need not be distinguished from other states. They tell their own dramatic story. In New Jersey there were 6,573 families receiving assistance in December 1961 due to the birth of illegitimate children, the aggregate number of such children amounted to 13,773.(60) Equal to desertions as a cause for dependency, illegitimacy in New Jersey shows every indication of soon becoming the primary cause of child dependency in the ADC program.

In some cases illegitimacy resulted from a continuing relationship with one man who had never performed the legal formalities of marriage, but a greater number of these mothers have had as many as four, five, and six children born out of wedlock with the same number of different putative fathers involved. Apparently, this increase in illegitimacy occurs among females for whom an illegitimate child does not create great social or emotional risks. In the majority of cases reviewed by the committee these mothers came from the lowest economic strata of our society; where housing is overcrowded, employment opportunities limited, and family relationships unstable.

(60) 1961 Biennial Report.

Many of these women disclosed a complete lack of moral values, having little regard for the illegitimate status of their children, or the fact that the children were aware of their mother's immoral behavior. Reviewing these cases, one would believe that New Jersey had failed to enact statutory laws prohibiting fornication and adultery. Even more surprising is the fact that few of these women and their paramours have ever been brought before a court for filiation proceedings or prosecution.

The fact that a woman has an illegitimate child which is likely to become a public charge and where filiation proceedings have been instituted, such proceedings cannot, under present law, be considered a condition precedent nor a deterrent to the granting of assistance or relief.(61) According to Federal interpretation of the Social Security Act, a state may not deny assistance to any child because of some condition incidental to its birth. However, where filiation proceedings are instituted, upon trial or appeal to a county court, the mother of an illegitimate child can be compelled to disclose the name of the father, and upon refusal to do so may be adjudged in contempt of court.(62) When a court finds that a person is the father of an illegitimate child, it may specify a sum to be paid weekly by the father or other wise for the child's support, as well as the manner of payment.(63) When adjudged to be the father he is compelled to give bond to the State of New Jersey in an amount determined by the court with sufficient surety or cash security conditioned that he will obey and comply with the order of filiation. Compliance means the indemnification of the state and every county and municipality which may have incurred or may thereafter incur any expense for the support of the illegitimate child.(64) Such bond when recorded has the force and effect of a recognizance, and becomes a lien on all property of the reputed father until cancelled. Failure to pay the sum ordered is a breach of the conditions of the bond, and the money collected on the bond must be paid to the state, county or municipality which may have incurred expenses in supporting the illegitimate child or the mother during her confinement.(65)

As regards filiation proceedings and support agreements, the experience of our judges of the Juvenile and Domestic Relations Courts concisely describe typical situations uncovered by the committee. The following testimony of Judge Martin Kole of the Bergen County Juvenile and Domestic Relations Court on illegitimacy cases is illustrative:

(61) N. J. S. A. 9:17-2
(62) N. J. S. A. 9:17-11
(63) N. J. S. A. 9:17-12
(64) N. J. S. A. 9-17-14
(65) N. J. S. A. 9:17-17-18

"I can recall cases in my court of mothers of illegitimate children who are doing a fairly decent job in raising them. On the other hand, I can recall situations where the mother was obviously a bad influence for the children and should have been separated from them. I am aware of cases in my court where even in the case of legitimate children, the mother wanted the father breadwinner out of the house because she obtained more by ADC. And I also have had paternity cases before me where it seemed fairly clear that the pattern of illegitimate births established by the woman had at least not been discouraged by the prospect of receiving ADC. I had one case involving 1 mother, 3 illegitimate children, and three separate putative fathers.

"Illegitimate children are, of course, a social and moral problem much broader than the ADC program. However, there is no doubt that illegitimate children do create a substantial financial burden on the problem in our county — Bergen County. In Bergen County, illegitimacy ranks second as a cause of dependency under the program, second only to desertion of a parent. Of the 483 families on the rolls in 1961, 193 were dependent because of the desertion of a parent, 162 because of illegitimacy. This compares with 76 illegitimate children and 35 unwed mothers in 1960. The approximate cost of supporting the 162 illegitimate children and 52 unwed mothers in 1961 was $12,500.00 per month."(66)

More disturbing to the committee than any other facet of its investigation into relief was the impact of illegitimacy on ADC. Benefits paid through ADC grants in excess of four and five hundred dollars per month to women who have had eight, nine and ten illegitimate children with as many different putative fathers arouses public indignation, and validates public criticisms of ADC. Illegitimacy permeates the whole fabric of the ADC program and tends to corrupt, subvert, and defeat its very purpose.

It is not reasonable to expect the average person of normal sensibilities to sit idly by while public monies are used to subsidize the immorality of a relatively small minority of our population.

A brief review of some typical family groups in this category indicates the seriousness of the problem as well as the unwholesome environment in which these unfortunate illegitimate children must live.

(66) Fifth Public Hearing, Vol. 2 (June 22, 1962) Atlantic City, N. J.

Miss A. is an illegitimate child. She has had eight illegitimate children by seven different men. Her oldest daughter has an illegitimate child. Their home is dirty and infested. She and her children and grandchild all receive ADC payments. Her income amounts to $218 from ADC, and $87 from private domestic work. She also receives income from the putative father of two of her children. She currently has a new boyfriend who also supplies her with money which is not known to the social case worker.

Mrs. B.'s husband deserted about seven years ago, and she has been on relief since then. She has had seven children, three of which are illegitimate by three different putative fathers. Her mother was also on relief, and her brother is the father of an illegitimate child. Both mother and child are also collecting ADC. Mrs. B.'s monthly grant is $294.

Miss C. has four illegitimate children fathered by two different putative fathers. She is an admitted prostitute and habitual shop-lifter, and desite the fact that her record indicates that the case-worker recommends the children be removed, she still retains their custody and receives a monthly grant of $149.

Miss D. has three illegitimate children fathered by two different putative fathers, one of whom is also the father of three more illegitimate children by another woman also on ADC in the same city. Miss D.'s father has two wives, one with eight children receiving ADC in one county, and the other with two children also on ADC in another county. Her sister is also receiving ADC as a result of the birth of an illegitimate child.

Mrs. E. was deserted by her husband who left her with three children. She subsequently had seven illegitimate children. Now, four of her daughters have a total of eight illegitimate children. This family received over $14,000 in ADC benefits over a period of 17 months.

Miss F. has four illegitimate children fathered by four different putative fathers. She has a police record for shop-lifting and neglect of her children.

Many women on ADC have accepted illegitimacy as a way of life with no thought or intention of ever establishing a family home influenced by the guidance and support of a husband. And such conditions prevail without any

apparent fear of social or legal retribution. Some, when threatened with the loss of custody of their legitimate or illegitimate off-spring couldn't care less, but their concern was soon evident when realization took place that loss of the children also meant loss of all ADC income.

Typical of such cases was Miss G. whose background and testimony follows:

Miss G. has fourteen illegitimate children by eight different putative fathers. Five children are in foster homes. One is deceased, and three are supported by their fathers. She has a police record, and four of the eight putative fathers of her children also have police records. She lives in a four room apartment and pays $60 a month rent.

Her parents came to New Jersey from Virginia in 1927, and went on relief in 1933. Her first child was born when she was twelve years old, and she has been on welfare most of her life. Her minor child, now living with her had an illegitimate child also at the age of twelve, and is now pregnant with another illegitimate child. The putative father of this illegitimate grandchild is in the state prison. Miss G's budget will be increased shortly to provide for the new illegitimate grandchild after it is born. From February 1, 1943 to February 1, 1961 Miss G. has received total relief payments of $62,650.70. Miss G, her illegitimate children and grandchildren are still on relief, and there appears no possibility that this family can ever be rehabilitated.

Miss G. was questioned by the committee as to her reasons for having one illegitimate child after another. As often happened before the committee when mothers of illegitimate children were asked this question, the committee received no response, or when answers were given they were consistently irresponsible. Almost in every case, and with few exceptions, the witnesses showed no remorse for the results of their immorality, and seemed to care little about the impact of illegitimate children on society, and upon the child itself.

BY MR. RICHMAN

Q. Tell me . . . you've had 14 children, starting in 1935, and your last child was born in July of 1959. At no time during this period have you had any money or any prospect of getting any money to support these children, have you?

A. Well, every time — I could always get a job, I mean, days work or something like that, but I just don't have no one I can depend on to leave the children with.

Q. That is exactly what I mean. I mean at all times you knew that you were unable to work; you knew that you had no money, but you went right on having these illegitimate children, is that right?

A. Yes.

Q. How do you account for that?

A. (No response.)

Q. Do you think there is anything wrong about it or do you think it was fair to the taxpayer to support all of these illegitimate children here?

A. No. I don't think it was fair.

Q. But you have been doing it for 24 years; right?

A. (No response.)

Q. You went to jail for neglect of some of your children, is that so?

A. Yes.

Q. How long did you stay in jail?

A. 18 months, I believe.

Q. You had a child while you were in jail?

A. That's right.

Q. Do you think that there is anything wrong morally for you to have child after child without being married?

A. (No response.)

Q. How do you feel about that, or doesn't it bother you?

A. Sure it worries me.

Q. Why is it that nowhere along the line did you marry any of these men who fathered your children?

A. Well, I could have been married one time, but I figured it wouldn't be

any getting along because it wasn't the father of the kids, the father of my children. So I didn't get married.

Q. Did you have these children deliberately? Did you try to get yourself pregnant because that would mean more money to you by way of relief?

A. No, because I worked up until I — you know, I just wasn't making enough money to support the kids, but I had worked. I have done days work. I was doing them even when they put me on the State . . . and I was on relief, I was working.(67)

All circumstances involved with this family would indicate that the chain of dependency cannot be broken except by the removal of the children, and especially the removal of new-born infants at the earliest possible time.

It is obvious that the circumstances surrounding these children are such as to provide an immoral environment which directly contributes to the continued delinquency, demoralization and dependency of this group as a family unit. For the best interests of the children involved, plans should be made for their immediate removal so that they, although illegitimate, will at least have an opportunity to rise above the stigma of illegitimacy, and become responsible independent and contributing members of society.

Another case investigated by the committee is illustrative of this chain of illegitimacy and continued dependency from one generation to the next:

Mrs. H. lives with four of her nine children in a large urban community. She and two of her children are receiving ADC. Also living with her are seven grandchildren, also receiving ADC. Two other daughters and their children who are not living with Mrs. H also receive ADC relief. Five of Mrs. H.'s children are illegitimate. All fourteen of her grandchildren are illegitimate. One daughter has eight illegitimate children, another has two, and another, four. Today there is a total of 22 living children. Fifteen of these children have been born outside the State of New Jersey. Case files reveal a list of at least ten putative fathers, six of whom were never in New Jersey, three of whom are dead, with the fathers of two children listed as unknown, and the whereabouts of two are unknown.

(67) Third Private Hearing, August 8, 1961, Newark, N. J.

At the time of the committee's investigation, this family was receiving a total of $949 per month; $876 from the county welfare department, and an additional $93 as social security benefits. Mrs. H. states she can't do with the money she gets, and that the Welfare Board is going to put two additional younger children on the welfare rolls. She pays $120 a month for a six room apartment and supplies her own heat and utilities.

Born in St. Augustine, Florida in 1905, at the time of this investigation she was 55 years old. Formerly a resident of Georgia, she moved to New Jersey in 1951.

Total expenditures from all agencies for this family for the period commencing 1954 through 1960 totals $42,525.40, including county welfare grants for the first three months of 1961, but not including Social Security benefits of $93 a month.

This family of three generations gives every indication that unless the children are removed, we will be called upon to provide ADC for a fourth generation of illegitimate children.

These families represent more than mere cases of immorality and incorrigibility. They concern the welfare and future character of children raised in homes where normal standards of morality and family responsibility are absent. The concern of the committee is not only the waste of public funds, but the protection of these children from their irresponsible parents and the unwholesome environment in which they are living at public expense.

To protect both innocent children born out of wedlock from the flagrancy and iniquity of their home environs, and the interests of the general public is a duty of paramount concern to all responsible people. Regardless of increased costs of institutional care or foster home care, these children cry aloud for help to escape their wicked environment. Their immediate removal must be expedited if we are ever to break the chain effect of illegitimacy and future child-family dependency on ADC.

Striking in its denunciation of such relief practices was the recent report of the Juvenile and Domestic Relations Court of Essex County addressed to the Freeholders of that county:

"It is costing Essex County taxpayers millions of dollars for welfare re-

lief. Most of the recipients come within the category of deserving recipients. However, hundreds of thousands of dollars are being handed out each year to mothers who, in no sense of the word, are deserving. The out-of-wedlock children of those mothers, to be sure, must be fed, clothed and housed, but day after day, in the Domestic Relations Court, unblushing, unmarried mothers admit they are getting welfare relief for anywhere up to 8, 9, and even 10 out-of-wedlock children. One such mother is getting $464 a month — this totals $5,568 a year. This is more than many married men, working for the County, are being paid.

"The situation mentioned is brought into sharp focus when the County Welfare Board tracks down the fathers of these out-of-wedlock children and files complaints against them for support, seeking court order in sufficient amount to take the children off the relief rolls.

Many outrageous facts are disclosed at the court hearings. Welfare recipients with children by 4 or 5 different men. Fathers who have several broods on welfare relief. Fathers married and not supporting their legitimate wife and children. Fathers who shrug their shoulders in disdain of the whole proceedings and in effect say — 'I am not making enough money to support them — let the taxpayers do it'."(68)

The cases under discussion represent illegitimacy in ADC at its worst. For the most part these are hard core, chronic cases which will continue to beget more illegitimate children at public expense unless some new methods are developed to combat and contain this group, with emphasis on legal punitive measures in addition to psychiatric and psychological counselling. In seeking some answers to this complex problem, the committee heard testimony from Judge Harry W. Lindeman, co-author of the above cited report and Judge of the Essex County Juvenile and Domestic Relations Court.

BY MR. RICHMAN

Q. Judge, we just wanted to hear your views on what, if anything, can be done about this situation. We have run into cases of women with seven, eight, nine, and as high as ten illegitimate children by six, seven, or eight different fathers, some known and some unknown. From your

(68) Lindeman and Bellfatto, J. "Problems Presented in the Juvenile and Domestic Relations Court" (1961)

experience, what is wrong with this program, if anything? What can we do with it?

A. I have a definite opinion that the mother of every out-of-wedlock child should register with an agency, either a private agency or a public agency, for the purpose of getting some social help on the basic proposition that out-of-wedlock children generally are bad for any community and particularly bad for the child. So in the first instance, I think they should register and social services should be made available to them.

Then, I think, if there should be a second out-of-wedlock child, that there should be some provision that that mother and father — let me say that rather definitely too — that the mother and father be brought into court. Then the court with an investigation by the Probation Department or some other agency that may have had the case determines whether or not that mother should be in such an institution as Clinton Reformatory where they have a splendid program for out-of-wedlock mothers or should be maybe in the county penitentiary where they also have a program, or, if it is a younger person, perhaps the State Home for Girls if it is a younger teenager so that they can get some social help because I presume Judge Kole told you of cases where there are 4, 5, 6, 7, 8 — I have had them as many as 9 — receiving up to $500 a month, receiving in support more than some of the county employees get. No child, illegitimate or otherwise should be denied food, clothing, or shelter. But many mothers of these children actually in my opinion are not deserving of the help they get because through inadequacy or otherwise they don't comprehend what is going on. They sit in court with one, two or three different fathers for their several children and they say they are getting public support and that is as far as it goes, with no conscious desire, at least expressed not to have a 5th, 6th, 7th or 8th.

I have definitely warned everyone with multiple out-of-wedlock children and I put it in the record, that if they have an additional one, I am going to direct the Probation Department or some other agency to file a complaint for neglect against that mother on the grounds that every additional child is neglecting the children they already have and under R.S.9:6-1 and so forth, which is the welfare statute, it says that one

of the basis for neglect is where a child is or is likely to become a public charge by reason of the conduct of the parent. While that might seem to be technical, it is not technical when you consider the total social impact of three, four, five out-of-wedlock children and nothing done to acquaint that mother with her social responsibilities and with the tremendous impact of illegitimacy on the child itself who among its peers as it grows up in school has a terrifically hard time to live down that there is no father in the picture.

I have worked out a form[69] *whereby . . . many fathers are brought into court sign this form where they admit paternity . . . which is filed with the central bureau of statistics at Trenton, available only to . . . welfare department people, or those who have an interest in it. This is in the nature of prima facie evidence of paternity . . .*

I would say that in Essex County the vast majority of the people who come there for relief are entitled to it. But those are not the kind who come before me . . . We don't want to deny in Essex County a person relief and proper and adequate relief. But there is a certain core where taxpayers' money is used where I think that there is a special obligation, not only to see that it is spent wisely, but I am advocating that there is an obligation to go into that home to see that the money that goes there, which is taxpayers' money, is also spent for the benefit of the family. I get too many cases where numbers of mothers of illegitimate children spend the first few days after the money comes in spending it. I advocate that no relief be given to those where the check is endorsed at a tavern . . . Somebody has to suffer because it is a relief budget so somebody is bound to suffer. It is my opinion that there is one of the loopholes that ought to be looked into.[70]

Of all the recommendations and suggestions made to this committee regarding illegitimate children of mothers on relief, none have been more uniform and cogent than those advocated by every county welfare director who had opportunity to testify before the committee. Typical of this testimony is that of Raymond Dougherty, Director of the Mercer County Welfare Board.

(69) See Appendix - this report
(70) Fifth Public Hearing (June 22, 1962) Vol. 2, Atlantic City, N. J.

BY SENATOR GROSSI

Q. . . . One of the things the Committee has under consideration as a possible recommendation — and we'd like to have your expert opinion as to whether you think that this would act as a deterrent — is that a separate organization be set up within the prosecutor's office whose staff would have nothing else to do except to follow through on deserting fathers and pressing complaints against putative fathers in order to force them to support the children or bring them back to justice, that if that were done, that might be a curb on the men, at least.

A. I would like to see that.

Q. Of course, the other is that shelters be set up. And I think you made mention of the fact that in some instances you recommend that the children be taken away and put out in foster homes.

A. That's right.

Q. So those two things together — would that in your opinion act as an effective curb on this condition?

A. I think that's a very good plan and I think that we would work wholeheartedly with the prosecutor's office, which we do now. But as I pointed out, there are so many of these desertions and absentee fathers, that they just can't handle them all and it's quite a job. They don't have the staff . . ."(71)

Again, similar means were advocated by Welfare Director, Joseph Greene of Passaic County:

"Some steps should be taken and instead of penalizing the children, there should be legislation . . . permitting welfare boards to allocate shelters on a private basis whereby if we have a family or a woman having one, two, three, four, and five . . . well, whereby welfare boards, in cases of that kind where there is misconduct and the morale of the house is very low, be permitted to take these children out of the home temporarily and place them in private shelters and pay them a fee worth while for them to go into the business themselves.

"Unfortunately, I might add this also, at present that type of case

(71) Fourth Public Hearing (February 2, 1962) Trenton, New Jersey.

under your present regulations and law you should refer to the State Board of Child Welfare which has charge of care and foster care. Well, you know the situation, and I am not blaming them. They have their hands full. We get 4 or 5 kids or 10 families for placement in foster homes. They can't do it. It is humanly impossible, but if the law were amended and regulations made whereby county welfare boards might open these places —

". . . But with this type of shelter, they can go to school and they are associating with other children. The important factor is that in this home, instead of four walls for an institutional program they have somewhat of a home life and there is a possibility that the kindness of the person running this place might be instilled in that kid, so that by the time he gets home he will at least know what it is to be in surroundings that a child is entitled to.

"We cannot do that now, for, if we were to establish that on a county level, we would have to bear the freight; I again say 'we' meaning the county. I think that that will answer the problem a great deal, and, if the State would share on that cost, we could turn around when we appear in court in a case of that kind and point out or recommend to the court that the mother be sent away for 30 or 60 days and we will provide for the children. I mean temporarily only. I don't want to take any child away from a parent, no matter how bad the conditions are at home — a child is still a child and the love of the parent always exists."(72)

That the public has become acutely aware and concerned by the danger of continued illegitimacy and the wanton abandonment of moral values by mothers on relief is illustrated by the following editorial appearing in the Newark Evening News on August 11, 1961 immediately following disclosures made by this committee after one of its hearings on illegitimacy in Essex County:

"Deeper Than Dollars —

The legislature's investigation of New Jersey welfare policies is turning up disquieting facts about the Aid to Dependent Children program.

(72) Second Public Hearing (January 5, 1961) Paterson, New Jersey

Senator Grossi of Passaic, chairman of the investigating committee, reports that one Essex County woman and her 14 illegitimate children, sired by 10 different fathers have cost public welfare agencies nearly $62,000 in the last 18 years.

Another case involves three generations with 23 children, 15 of them illegitimate, which has received more than $42,000 in seven years. The family currently receives $876 in welfare grants, plus $93 in Social Security benefits.

Presented here is the perennial dilemma that incorrigibility presents to compassion. The question goes deeper than dollars. It concerns the welfare and the future character of children being reared in homes where normal standards of morality and family responsibility are absent.

Society has always asserted the right to remove children from the custody of unfit parents. But the ADC program as it must be administered under existing law reverses this policy and perpetuates unwholesome environments for the young.

As the chairman of the Essex County Welfare Board says, the legislative investigation is in the public interest because it is 'bringing to light problems the public generally doesn't realize have existed . . . the way you get things corrected is with public interest.'

Clearly here is an area where correction is needed, not primarily to prevent waste of public money, but to protect children from irresponsible parents."

There are good reasons for such alarm. This committee has been deluged by similar editorials and other news articles published throughout the entire state demanding reforms in the present administration of the ADC program in New Jersey.

Those who advocate the virtues of the ADC program, must also admonish it for the large number of illegitimate children bred in unwholesome environments sustained solely on income from ADC benefits. These children, thrust into sinful environments from birth through their most formative and impressive years, soon learn to adapt to the amoral environ-

ment of their home, adopting the ways and attitudes of their mother. Sooner or later, these children themselves, will present the same and other problems to society.

Caseworkers and those involved in the administration of ADC sincerely believe that the best and most satisfactory place for a child is with its mother, where at least some token of natural parental love and affection may be provided. The committee does not desire to refute this laudable objective, but many times in their desire to maintain these often unstable and unsatisfying mother-child relationships, they lose sight of the child's inherent rights as a human being to grow in a world free from great moral risks and harm. We believe that continued and repeated cases of illegitimate births is prima facie and conclusive evidence of a mother's unfitness to provide proper care for her family, and such children should be removed for their own protection and for the protection of society.

New Jersey has long recognized the rights of the child as the dominant factor in determining the custody and care of children, and the rights of parents to their children's custody cannot prevail if it imperils the personal safety, morals, health or happiness of the children. The welfare of the children is the paramount consideration, and to this principle even parental rights must yield.

These family situations demand remedial care far beyond the framework of continued ADC casework within the home. These mothers must be remanded to a public institution for as much time as may be required for their rehabilitation and further evaluation as to their fitness to resume a future home environment for their children. We must be willing to assume the added costs of caring for these children, at least temporarily, with foster care or institutional care as compared to home life assistance under ADC. We must also recognize that complete removal of children from their mothers will not be enough. To merely remove the children will give a greater freedom to the mother than she had perhaps ever known since the birth of her first illegitimate child and subsequent dependency on ADC. In short, termination of parental relationships must not act as a reward, or incentive to carry on further illicit relationships with foreknowledge that the results of such relationships will be borne as a public responsibility.

One alternative may be the establishment of child care centers where

children may be given care for temporary periods of 60 to 90 days during which time the mother can be commited to jail as a repressive measure and as an opportunity of isolating both mother and children for a temporary period to permit psychological and psychiatric counselling. Release of the mother should be conditioned on terms determined by the court to provide for adequate care of the children when the mother returns to maintain her home. Refusal to carry out conditions imposed by the court should result in a permanent removal of the children, and a sentence of commitment sufficient to deter repeated future violations.

We feel these steps are necessary because the immorality which surrounds the conception of additional illegitimate children cannot be ignored; not as to its effect upon the children, their future welfare, their concept of family life, their evaluation of what is normal and abnormal, nor the damaging impression that ADC is a way of life which provides freedom from all care while the public endlessly provides for their every need.

RESIDENCY

In May of 1959, the ADC program as we know it today was transferred from state administration to the county welfare boards through appropriate legislation.

On January 1, 1960 this legislation became effective. The one year residency requirement formerly in effect for eligibility for ADC was abolished. This legislation was motivated by a humanitarian desire to provide immediate aid to children and their mothers when found in need, regardless of their circumstances or how long they had resided or had settlement in the State of New Jersey. The removal of all residency requirements for ADC, though laudable, has proven economically unsound and impractical.

Its impracticality arises from the fact that there is no uniformity in the amount of grants paid under ADC throughout the various states. Another important factor is that the majority of all other states maintain strict residency requirements before eligibility for ADC can be established. Many states, even after eligibility for ADC has been established, limit the amount of grants to statutory maximums far below grants received by families of comparable size on ADC in New Jersey. For instance, Florida has a maximum statutory limitation of only $81 per month per family; Delaware has a maximum statutory limitation of $150 per month regardless of the size of families or relative need. Other states have set maximum grants by regulation rather than statute. Tennessee pays a monthly maximum of $96; South Carolina, $99; Arkansas, $105; Alabama, $124; Georgia, $124; Louisiana, $141; West Virginia, $165; New Mexico, $170; Arizona, $173; Wyoming, $180; Oklahoma, $197; Maine, $225; Washington, $275.(73)

New Jersey has no maximum on monthly grants paid through ADC, but the September 1962 average family monthly grant was $175.16. The individual grant averaged $47.56 per person. But those states which have placed maximum grants such as Maine with $225 per month, and Washington with $275 per month had average monthly grants per family of $104.93 and $154.01 per month respectively. New Jersey is a leading state according to average size of family grants, exceeded only by New York at $183.92

(73) U. S. Dept. H.E.W., Payments to Recipients by States (Nov. 8, 1962)

and Illinois at $198.12. However in average grant per recipient, New Jersey leads all other states.(74)

When the factors of easy eligibility, generous benefits and complete absence of residency requirements are considered together with the fact that mass ecological changes have occurred from migrations of people from the southern states to the more populous and industrial urban centers of the northeast, the effects on our ADC and other assistance programs have not been minimized.

Today, transportation from one state to another is both inexpensive and easy to accomplish contributing to the influx of new families and individuals into New Jersey looking for better employment opportunities and living conditions not always available in less industrialized states. Most of these people are laborers and itinerant migratory farm and domestic workers. They consist of the unskilled labor force which always feels the immediate effects of any economic recession, large or small, often becoming dependent on public welfare for assistance, usually for entire families. These groups represent families with the most difficult problems of adjustment which may result in long-term chronic dependency involving casework far beyond the capabilities of our present existing resources.

Of further significance is the fact that federal participation in aid under ADC in New Jersey is far less percentage wise than similar participation made under ADC programs to other states. For instance of the total grants made to recipients in Alabama, the federal government paid 82.3 per cent, the state paid 17.6 per cent, and local funds paid 0.1 per cent.(75)

Comparatively, New Jersey receives approximately 44.1 per cent from the Federal government, with the state and counties equally contributing 56 per cent.

This relatively smaller amount of Federal participation received by New Jersey under the ADC program is more reason why New Jersey should not be placed in a position of caring for needy families that should be the responsibility of the state from which they have migrated.

But it is virtually impossible to ascertain with any degree of certainty or accuracy the impact on ADC of these disparities which exist between

(74) U. S. Dept. H.E.W. Soc. Sec. Adm. Payments to Recipients By States (Nov. 8, 1962)
(75) U. S. Dept. H.E.W. Soc. Sec. Adm. Expenditures by Source of Funds (May 18, 1962)
Note: Includes medical vendor payments
See also complete table by States

AID TO DEPENDENT CHILDREN: EXPENDITURES FOR ASSISTANCE TO RECIPIENTS, BY SOURCE OF FUNDS, CALENDAR YEAR ENDED DECEMBER 31, 1961 (AMOUNTS IN THOUSANDS)

State	Total Assistance including vendor payments for medical care	Total including vendor payments for medical care					
		Federal funds		State funds		Local funds	
		Amount	Percent	Amount	Percent	Amount	Percent
Total	$1,228,222	$713,375	58.1	$390,932	31.8	$123,915	10.1
Alabama	10,464	8,608	82.3	1,846	17.6	9	.1
Alaska	1,657	1,011	61.0	646	39.0	---	-----
Arizona	12,531	9,438	75.3	3,093	24.7	---	-----
Arkansas	5,058	4,145	82.0	913	18.0	---	-----
California	173,872	75,023	43.1	68,936	39.6	29,913	17.2
Colorado	12,529	7,842	62.6	2,208	17.6	2,479	19.8
Connecticut	18,222	7,825	42.9	10,397	57.1	---	-----
Delaware	2,113	1,583	74.9	265	12.5	265	12.5
Dist. of Col.	9,897	6,032	60.9	3,865	39.1	---	-----
Florida	17,714	14,588	82.4	3,126	17.6	---	-----
Georgia	16,824	13,055	77.6	3,096	18.4	673	4.0
Guam	131	66	50.0	66	50.0	---	-----
Hawaii	4,279	2,538	59.3	1,740	40.7	---	-----
Idaho	4,297	2,357	54.9	1,940	45.1	---	-----
Illinois	94,976	46,394	48.8	48,582	51.2	---	-----
Indiana	15,251	10,629	69.7	2,773	18.2	---	-----
Iowa	15,392	9,514	61.8	2,939	19.1	2,939	19.1
Kansas	11,072	6,514	58.8	2,193	19.8	2,365	21.4
Kentucky	22,269	17,211	77.3	5,058	22.7	---	-----
Louisiana	25,565	19,798	77.4	5,767	22.6	---	-----
Maine	6,823	5,170	75.8	800	11.7	853	12.5
Maryland	15,509	10,599	68.3	4,122	26.6	788	5.1
Massachusetts	31,397	13,762	43.8	10,466	33.3	7,169	22.8
Michigan	47,416	25,893	54.6	19,703	41.6	1,819	3.8
Minnesota	20,322	9,684	47.7	5,421	26.7	5,217	25.7
Mississippi	8,893	7,321	82.3	1,572	17.7	---	-----
Missouri	29,434	21,730	73.8	7,703	26.2	---	-----
Montana	2,953	1,843	62.4	839	28.4	272	9.2
Nebraska	4,423	3,165	71.6	1,236	27.9	22	5
Nevada	1,568	1,081	68.9	488	31.1	---	-----
New Hampshire	2,100	1,100	52.4	1,000	47.6	---	-----
New Jersey	36,015	15,871	44.1	10,072	28.0	10,072	28.0
New Mexico	11,737	8,198	69.8	3,539	30.2	---	-----
New York	164,831	77,857	47.2	43,933	26.7	43,042	26.1
North Carolina	27,356	21,712	79.4	3,113	11.4	2,531	9.3
North Dakota	3,415	1,895	55.5	1,212	35.5	308	9.0
Ohio	44,956	30,144	67.1	11,346	25.2	3,466	7.7
Oklahoma	27,490	18,639	67.8	8,851	32.2	---	-----
Oregon	12,637	6,199	49.1	4,507	35.7	1,931	15.3
Pennsylvania	94,883	62,604	66.0	32,279	34.0	---	-----
Puerto Rico	10,334	3/ 4,783	46.3	5,551	53.7	---	-----
Rhode Island	8,882	4,716	53.1	4,166	46.9	---	-----
South Carolina	6,393	5,265	82.4	1,128	17.6	---	-----
South Dakota	3,970	2,888	72.7	1,082	27.3	---	-----
Tennessee	18,860	15,229	80.7	2,904	15.4	726	3.9
Texas	17,530	14,138	80.7	3,392	19.3	---	-----
Utah	6,638	3,986	60.1	2,651	39.9	---	-----
Vermont	1,693	1,238	73.1	305	18.0	150	8.9
Virgin Islands	190	94	49.6	96	50.4	---	-----
Virginia	12,185	9,320	76.5	1,703	14.0	1,162	9.5
Washington	25,025	11,914	47.6	13,112	52.4	---	-----
West Virginia	28,398	21,682	76.4	6,713	23.6	3	(2/)
Wisconsin	18,533	8,771	47.3	6,183	33.4	3,579	19.3
Wyoming	1,322	713	53.9	297	22.5	313	23.6

1/ Less than $500.
2/ Less than 0.05 percent
3/ Amount less than 50 percent because for the fiscal year 1961 half of the total expenditures exceeded the statutory limitation on the aggregate amount of Federal funds for all programs that can be made available for a fiscal year under present legislation; accordingly expenditures from Federal funds comprised less than half the total for the period January-June 1961.

AID TO FAMILIES WITH DEPENDENT CHILDREN: RECIPIENTS AND PAYMENTS TO RECIPIENTS, BY STATE, SEPTEMBER 1962[1]
(INCLUDES VENDOR PAYMENTS FOR MEDICAL CARE AND CASES RECEIVING ONLY SUCH PAYMENTS)

State	Number of families	Number of recipients		Payments to recipients		
		Total[2]	Children	Total amount	Average per --	
					Family	Recipient
Total [3] [4]	925,179	3,633,155	2,810,053	$114,373,330	$123.62	$31.48
Ala. [4]	21,832	88,597	69,588	987,032	45.21	11.14
Alaska	1,226	4,257	3,214	133,888	109.21	31.45
Ariz.	9,169	37,923	29,339	1,128,151	123.04	29.75
Ark.	6,092	23,322	17,954	378,697	62.16	16.24
Calif. [4]	86,183	325,391	250,278	14,263,843	165.51	43.84
Colo.	8,908	34,655	27,329	1,220,104	136.97	35.21
Conn. [3]	11,142	40,795	30,916	1,898,060	170.35	46.53
Del. [3]	1,907	8,048	6,309	173,761	91.12	21.59
D. C.	4,615	21,264	17,025	700,040	151.69	32.92
Fla.	26,871	100,419	80,327	1,675,603	62.36	16.69
Ga.	16,282	60,988	47,398	1,411,573	86.70	23.15
Guam.	175	922	765	11,259	64.34	12.21
Hawaii [3]	3,074	12,645	10,100	459,440	149.46	36.33
Idaho	2,448	9,353	6,948	387,822	158.42	41.46
Ill. [3] [4]	58,597	254,815	199,635	11,608,974	198.12	45.56
Ind. [4]	12,306	46,827	35,678	1,326,436	107.79	28.33
Iowa	10,232	38,473	29,170	1,484,993	145.13	38.60
Kan.	6,636	25,781	20,542	971,552	146.41	37.68
Ky.	21,535	77,410	58,192	1,952,370	90.66	25.22
La. [4]	21,844	89,705	69,966	2,166,554	99.18	24.15
Maine	5,956	21,336	15,859	624,964	104.93	29.29
Md. [3] [4]	12,180	51,723	40,934	1,633,116	134.08	31.57
Mass. [3]	19,230	67,242	50,648	3,124,404	162.48	46.47
Mich.	33,104	119,619	88,288	4,586,083	138.54	38.34
Minn.	11,327	39,861	31,310	1,878,170	165.81	47.12
Miss.	20,299	79,890	62,829	726,863	35.81	9.10
Mo.	26,552	104,024	79,572	2,533,746	95.43	24.36
Mont.	1,846	7,170	5,599	244,287	132.33	34.07
Nebr.	3,211	12,771	9,904	376,677	117.31	29.49
Nev.	1,215	4,440	3,563	131,381	108.13	29.59
N. H.	983	3,930	3,020	162,120	164.92	41.25
N. J.	21,527	79,277	60,489	3,770,759	175.16	47.56
N. Mex. [4]	7,358	29,031	22,459	913,045	124.09	31.45
N. Y. [3]	86,380	358,294	275,816	15,887,353	183.92	44.34
N. C. [3] [4]	26,857	106,152	82,313	2,352,877	87.61	22.17
N. Dak.	1,743	6,610	5,189	270,558	155.23	40.93
Ohio	35,578	141,843	108,705	4,145,592	116.52	29.23
Okla. [3] [4]	18,752	68,871	52,707	2,326,429	124.06	33.78
Oreg. [3] [5]	7,203	26,940	20,553	1,024,011	140.22	38.01
Pa. [3]	69,027	280,367	214,488	9,008,266	130.50	32.13
P. R.	57,044	228,604	184,021	837,707	14.69	3.66
R. I. [3]	5,027	19,090	14,567	774,948	154.16	40.59
S. C.	8,328	33,406	26,696	480,396	57.68	14.38
S. Dak.	2,828	10,045	7,662	314,066	111.06	31.27
Tenn.	21,921	82,843	63,280	1,534,681	70.01	18.53
Tex.	19,328	80,336	61,312	1,529,533	79.14	19.04
Utah [3] [5]	3,963	15,264	11,677	523,975	132.22	34.33
Vt.	1,327	4,776	3,580	144,529	108.91	30.26
V. I.	314	1,079	907	17,583	56.00	16.30
Va. [4]	10,396	42,599	33,501	1,031,074	99.18	24.20
Wash.	11,150	39,682	30,518	1,717,182	154.01	43.27
W. Va. [3]	30,442	120,949	93,920	3,441,888	113.06	28.46
Wis. [4]	10,827	40,490	31,146	1,853,423	171.19	45.77
Wyo.	782	3,011	2,348	111,492	142.57	37.03

[1] For definition of terms see the Bulletin, October 1957, p. 18. All data subject to revision.
[2] Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.
[3] Includes data on aid to families with dependent children, unemployed-parent segment; see table 6.
[4] Includes data on foser-family care; see table 7.
[5] Increase of less than 0.05 percent.
[6] Decrease of less than 0.05 percent.

the several states. However the majority of witnesses testifying before the committee indicated a preference for the reestablishment of residency requirements as well as some period of permanent employment in New Jersey prior to eligibility being granted for any form of public assistance. The following testimony by Mr. Sidney Adlman, Director of Public Welfare for the City of Paterson, N. J. is illustrative:

BY MR. RICHMAN

Q. Now, when does the field investigation start?

A. After the eligibility of the applicant is established, it is turned over to the investigator for a home visit.

Q. When do the payments start?

A. Under the statute, it is supposed to start immediately. Our department is supposed to give, and investigate after. We are the only program that must give immediately without investigation.

Q. Do you think that's a good policy?

A. Definitely not.

Q. What would you suggest in place of it?

A. I would suggest that in order not to be in conflict with the Bureau's plan with the government, we have a plan filed which has been accepted by the Social Security Administration. It is a matchable program. There should be a 30-day work record to indicate that the man has worked at least 30 days before he is eligible for relief, before his application is accepted, because there has been a tremendous amount of criticism by the public about the people who come here and get off a bus or a plane and walk into the relief department and demand relief immediately and you have to give it to them because the statute says that any person who is found to be in need must receive immediate aid. That statute should be revised, studied, or simplified . . . As a member of the Mayor's Review

Committee established in 1959, we went through all this and in 1960 the Welfare Directors of the six largest cities in the State seemed to be in accord with that opinion.

. . . Under the statute as it is now the eligibility for relief is very simple, but it gives the Commissioner of the Department of Institutions the authority under the statute to interpret how that statute shall be best applied, with the methods of procedures that are laid down by the Commissioner who has the authority to lay down policy, and he may do it by policy.

Q. What are the present standards of eligibility?

A. Well, a person must be in need and he must be examined as to whether or not he has any resources — any future resources or present resources. We also interview or contact relatives who under the statute are responsible relatives who could help the family.

Q. That's all done after he's declared eligible?

A. He is eligible the minute he declares he's in need. He comes in the office and he says, 'I have no food, my children have no milk, you've got to take care of it.' Immediately you've got to put the fire out.

Q. Have you during your tenure come across any cases that have come into Paterson from other states in the Union where it has developed that they came here specifically for the purpose of getting on relief?

A. Oh, yes. I had a woman here about four or five months ago. She went down south to one state down there and she brought up her daughter with four or five children, and I sent for this woman and I said, 'You brought your daughter up here for the purpose of getting relief.' She took her in her home — she was on relief herself, the mother. I said, 'You're going to go back, and if you don't go back I'm going to make a complaint against you.' Well, they haggled for about a week or ten days, and she finally said, 'All right, we'll go back,' and we gave her $25 for gas and oil and food and they went back.

Q. Did it develop that they came to Paterson because Paterson was a so-called easy city to get relief out of?

A. That's right. Our relief program is considered one of the most gener-

ous programs in New Jersey. Down south they get $7.00 a child and up here they get $30 a child. It makes quite a difference. I have had them tell me that. They don't get enough down there. That's why I suggested the work program, and you'll find you will cut down the applications for relief from other states and they won't be bouncing in here so frequently.

Q. Have you ever developed in questioning or interviewing a relief applicant that they came here to Paterson or New Jersey, as the case may be, because they were told down south, or wherever they came from that they could get more money on relief up here than they could down there?

A. Only from the person who made the application. I asked him, "Why did you come here? They have a relief department down there too. They have to take care of you.' 'Well, down there, they only give you $7.00.' The applicant told me that.(76)

Until such time as some degree of uniformity has been achieved between the various states in size of grants and eligibility standards for relief assistance this committee believes that residency requirements must be reenacted by the Legislature, not to deprive legitimate families found in need of assistance, but for the simple reason of self-protection against discriminating practices of other states which too often tend to encourage migration to states where welfare services and grants are more attractive. In the first nine months following abolition of our residency requirements for ADC, 177 new cases were added who had less than one year residence in New Jersey. These cases become permanent relief cases and their number will grow each year.

(76) Second Public Hearing (January 5, 1961) Paterson, N. J.

HOUSING AND RENTS

Living conditions under which the average ADC recipient family lives were found inadequate and often lacking even elementary sanitation and health protection. Rents paid by ADC grants are unlimited and excessive. Evidence gathered by the committee substantially corroborates the fact that no control in rental payments exists, and that supervision and inspection of facilities rented by ADC recipients is almost non-existent.

Many such facilities can best be described as hovels where rents are charged on a weekly basis, often exceeding $100 per month.(77) Landlords consistently refuse to maintain minimum standards of decency and health. Unquestionably some specialize in buying slum properties at cheap prices and rent them exclusively to welfare clients at exhorbitant rates. Local health inspectors try to enforce minimum housing standards, but are often overwhelmed by the sheer inertia of both landlord and tenants. Only the most flagrant violations are corrected, and then after periodic warnings and repeated threats of prosecution. Typical of these conditions is the testimony of a Passaic County Detective who investigated some apartments rented by ADC clients and photographed the premises at the committee's request.(78)

BY MR. RICHMAN

Q. Detective DiSimone, what is your position?

A. County Detective, County of Passaic.

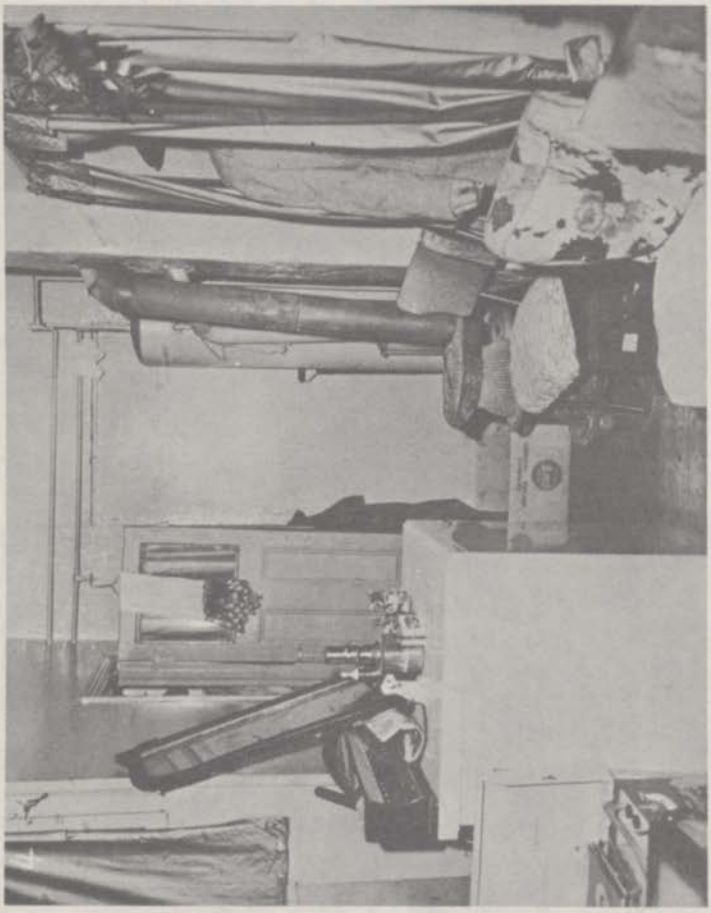
Q. Now in your capacity as a Detective did you investigate the premises (under discussion with the last witness)?

A. Yes, sir.

Q. Will you tell us the results of your investigations and . . . the condition of the inside of the apartment?

A. It was in an extremely over-crowded, filthy condition. The kitchen — completely over-crowded. There was a gas burner that supplied the heat. The walls were in a state of disrepair. There was no covering on the

(77) See plate #I
(78) See plate #II



floor. It appeared it hadn't been painted in many, many years. The one bedroom was cluttered up with furniture so that there was only about a three foot space running down the center of the room.

Q. In your opinion, Detective, is this apartment fit for human habitation?

A. Definitely not.(79)

Another landlord who claimed to be the owner of a realty corporation in Mercer County admitted to the ownership of eighteen or more different properties which with few exceptions were rented exclusively to ADC clients. One frame duplex building located in a slum area contained seven families who paid the following rents:

2 rooms and bath — $80 month

2 rooms and bath — $70 month (kitchen shared with another tenant)

4 rooms and bath — $110 month (kitchen shared with another tenant)

2 rooms and bath — $110 month

2 rooms and bath — $60 month

2 rooms — $60 month (bath and kitchen shared with another tenant)

1 room — $15 week (bath and kitchen shared with another tenant)

All of these apartments are occupied by ADC families. The cost of this building was approximately $20,000. The landlord pays annual taxes of almost $300. His gross income here is $6,600 annually, and after all expenses, he admits to a net return of approximately $4,560; a net return of approximately twenty per cent on his investment. In four and one-half years, this landlord received enough net income to completely amortize the entire cost of his original investment of $20,000. When questioned about these rentals, he gave the following testimony:

BY MR. RICHMAN

Q. Hasn't anybody from the Welfare Department ever suggested to you that these rentals are too high and that they should be reduced?

A. Upon trying to rent the apartments, yes, they have.

(79) Second Public Hearing (January 5, 1961) Paterson, New Jersey

Q. But you have not made any reductions?

A. No, I don't think I have.

Q. Of course, the tenants are not interested because they are not paying the rent anyway, isn't that so?

A. Right.

Q. You haven't had too much controversy with the Welfare Department about how much these rentals should be, have you?

A. No.

Q. Now, in fixing these rentals, did you take into account the fact that due to this grade condition (below ground) some of these properties are flooded during rainy periods, and also did you take into account the fact that the heating equipment was antiquated and the baths and kitchens were shared . . . Was that all taken into account in fixing these rentals.

A. In one instance, yes.

Q. And even in view of all these facts, it is your opinion that these are fair rental prices for these properties?

A. According to my investment, yes, I feel that way."(80)

In order to ascertain the condition of these properties, a staff investigator inspected the premises, and his testimony is sufficiently descriptive in this regard:

BY MR. RICHMAN

Q. Can you describe to me the nature and condition of these properties and tell me when you were there?

A. I was there last year during the summer and the condition of the properties was very dirty. They were stinking. In one of the downstairs apartments especially it was so bad that every time you tried to talk the flies would fly all around your mouth, very bad.

Q. What was the condition of the paint and the upkeep of the properties?

(80) Fourth Public Hearing (February 2, 1962) Trenton, N. J.

A. Dirty.

Q. Did it look to you like these properties have been painted once a year?

A. No, sir.

Q. What was the condition of the screens, if any?

A. There were none.

Q. There were none?

Q. What was the condition of the bathrooms?

A. Very dirty.

Q. What kind of fixtures, modern, old?

A. No, they were old fixtures.

Q. How about the kitchens?

A. The kitchens were running true to form with the rest of the apartments.

Q. How about the equipment in the kitchens, was it old or new?

A. Well, the people more or less had to share what was in the apartments with each other and what they had wasn't much for what they were paying.

Q. Did you have any occasion to observe any flooding or any water in any of these apartments?

A. There was no flooding when we were there. I talked to the clients who were living at the places and they complained of it and in one downstairs apartment I was advised that about a week before I got there, somebody from the Board of Health had come there and advised them to take the wiring from along the floor board and put it up along the ceiling on account of shocks going across the floor.(81)

Although rents for these properties are often exhorbitant, and the property is run down and deteriorated, the entire blame cannot be placed on the

(81) Ibid.

landlords alone. Frequently ADC tenants fail to adhere to even minimal housekeeping standards of sanitation and cleanliness. They take little interest in their surroundings.(82) The fact that rents are paid by ADC does not provide sufficient incentive to conserve and maintain the property with even minimal housekeeping standards. Families become destructive. They abuse the property necessitating constant repairs and costly maintenance. Yet no supervision or control is exercised by welfare officials to minimize these conditions, nor to negotiate for more reasonable and equitable rent payments. The testimony of Mr. Sidney Adlman, Director of Municipal Welfare in Paterson, New Jersey, reflects these conditions:

BY SENATOR GROSSI

Q. So the only variable thing is the rent?

A. Yes. The rent is variable because in New Jersey—to me, it's an awful hard thing to understand, how a tenant can go out and obligate a welfare department, without the consent of the welfare department, without them even knowing about it, to pay any rental that they see fit.

Q. In other words, a prospective relief client — if they come in and tell you that their rent is $125 a month, even if that were a hovel, you would pay it?

A. You have to pay it under the present rules and regulations, but in Pennsylvania they have a schedule and they budget rent the same as they do food. They put it down. I have interrogated the Pennsylvania Department, and I have here their printed Manual. Here it is. In Pennsylvania they have a maximum rent of about $57 a month for five or more people, and I maintain that if we budget our rent in New Jersey, the same as they do in Pennsylvania and many other states, these landlords that rent these rat holes will take the $57 if they know they can't get any more.

Q. In your opinion, much of the rent you are paying on the basis of $25, $30, or $35 a week is exorbitant and unwarranted?

A. It is way out of line. When I was State Chairman of the Board of Control in this city in 1955 and 1956 these places were getting $18 and $20 a month.

(82) See plate III & IV

Q. For the same places today you are paying as much as $25 a week or $100 a month.

A. It's more than $100. It's four weeks and a third. That's $108 a month, without utilities. These are cold water flats and they are in the most dilapidated condition and they'd be glad to take $57 a month.

Q. Some of these families that are on relief, do any of them receive household aid? By that I mean, does the relief department send somebody there to take care of the house, clean the house, etc.

A. No, the relief department doesn't do that. There is a monthly visit. The statute provides that there shall be one visit a month in the home and the investigators have been instructed, if they see the place is filthy and unkept, to talk to them and persuade them in a kindly way to see that the place is kept clean for the benefit of their children and themselves, and in some instances there is some improvement.(83)

Presently there is no statutory limit on rents applicable to people on relief, nor are there any regulations pertaining to, or controlling rental payments in New Jersey. Also a review of current law in our state does not indicate that any implied power exists on the part of the Commissioner to promulgate rules or regulations in this respect, and county welfare directors are completely devoid of any powers sufficient to exert control and regulation over landlords and their ADC tenants. The need for a clearly expressed public policy in this area is apparent. Statutory limits similar to those in effect in other states for rental of housing facilities should be enacted. This committee can see no reason why recipients of public assistance should be given carte blanc freedom to spend public funds without restraint.

In many cases it may be more feasible to purchase facilities for ADC clients. Where an equitable ownership already exists in property when a client becomes eligible, mortgage payments are usually continued, and the Committee feels this practice should be continued. However, statutory lien provisions must be provided to safeguard the repayment of ADC grants whenever the client is able to do so in the future, or in the event the property is sold.

(83) Second Public Hearing (January 5, 1961) Paterson, N. J.

Each county welfare director should be empowered by law to utilize liens on both real and personal property on all cases where grants are made under any program of relief in New Jersey. Also, the usual means of enforcing and collecting any monies due, from agreements or otherwise, should be made available including wage attachments and garnishments.

In addition to poor housing conditions and high rents, many ADC families are victimized by unscrupulous purveyors who offer goods and merchandise, not without awareness that these people are on relief, but in spite of it, offering an almost endless and unlimited credit on "easy" weekly or monthly terms. Without exception, every case investigated by this committee owned relatively new, and often expensive television sets, and other appliances. Many had private telephone lines, often the latest model Princess telephone in colors, while others, in addition to their private telephones, had extension phones, all totally unnecessary to their maintenance and the care of their children.

The incongruity of such apparent luxury in the midst of living conditions which can at best be described as bordering on poverty is difficult to explain and leads the committee to believe that more can be demanded by way of money management and prudence than has been evidenced by the facts uncovered by this committee.

FRAUDS

Fraud is defined as trickery and deceit characterized by the cheat and imposter. Legally, it is an intentional perversion of the truth achieved by deception, guile, subtlety, craftiness and shams obtaining from another that which rightfully belongs to another. The incidence of fraud in ADC, while not easily ascertainable, is of sufficient proportion that it cannot go unnoticed.

Of greatest frequency are mothers cohabiting with men, sometimes their legal husbands, more often itinerant paramours. If cash income is received from these male members of the household, and not reported to the welfare authorities, it is a clear case of fraud. However, unless ADC benefits are received because a husband is unable to work or other special reason, under the conditions of ADC, a man should not be part of the household. This is another form of fraud, and it must be questioned that if the man is not contributing to the support of the family, is ADC contributing to the support of the man?

Other cases of frauds involve mothers working while the children are cared for by babysitters or other women in the neighborhood; mothers collecting income while on ADC from unemployment compensation or other insurance benefits not known to the caseworker; and still others receiving income from their allegedly "deserting husbands" whose whereabouts are supposedly unknown. Some mothers have been found to be known prostitutes with police records dating back several years, yet they manage to retain custody of their illegitimate children and remain eligible for ADC payments. But, by far, the two greatest abuses center on unlawful cohabitation of mothers on ADC with boyfriends or paramours, and intentional failure to report earned income from working while supposedly at home caring for their children.

Large urban areas account for a greater frequency of fraud cases than usually found in more rural areas, but this is easily understood when we consider that most ADC recipients are clustered in the larger industrial towns and municipalities.

Many cases of fraud were practiced openly and flagrantly. This committee believes that the high incidence of fraud among ADC cases can be effectively curtailed, and in most cases eliminated; but this responsibility

cannot be left to the caseworker alone and combined with his or her many other basic responsibilities. The practice of fraud is a criminal act, necessitating police intervention, investigation and eventual prosecution. In this regard, the ADC program has been completely devoid of police investigatory procedures. Decisions as to whether such clients should be prosecuted are often left to the discretion of the county welfare director, who may or may not report the clients to the county prosecutor for investigation and court litigation. It is clear that some system must be developed whereby separate investigations can be conducted independent and apart from the usual routine work of the social caseworker and where suspected cases of fraud can be uncovered and properly reported for legal disposition. Statutory provisions must be enacted to provide a clear legislative mandate to all state agencies servicing ADC and other relief clients for an exchange of information and review of all files pertaining to clients under investigation. This will facilitate discovery and evaluation of all known facts regarding all ADC and other families and individuals receiving relief, whether such relief is from the state or county.

Consider the following case uncovered by this committee which is typical of the many conditions under which fraud is practiced, sometimes openly, and other times with cunning and deceit.

> This man was arrested by police for causing a disturbance in the home of a relief client who later turned out to be his wife. When arrested he gave a sworn statement to the police as follows:
>
> > *"I am willing to take care of my wife. I come over and visit her every Friday, and I give her $25 to $35 every week. Sometimes Friday's she comes to see me (at my home) for the money. In fact she is supposed to come see me tonight, but instead I saw her last night February 1, 1962 and at her house I found a man with some wine bottles and a fight started and the man . . . got cut. I heard that this man is my wife's boyfriend. I am willing to take my children and wife to Ocean City to support them. I make $1.75 an hour and my job is year round. I told my wife this and she stated that she would think about it. She told me the reason she didn't want to come was because she was getting more from State Aid. We have been in Atlantic City for 4 years. Five children were born in Florence, South Carolina, and three children were born here."*

This man's wife and eight children have been receiving $350 a month in addition to $35 a week allegedly contributed by the husband. The county welfare board had no knowledge of the $35 per week contribution, and when confronted with this information, the client denied ever receiving it. The husband had two eye witnesses to confirm his statement, and the fact that she had been seen in his company in Ocean City. When this client was asked by the committee if she had ever seen her husband, she denied it, saying that she would not be allowed to collect her welfare check if she had seen him. At that time she also denied being pregnant with another child. However, in December of 1962, another investigation of this client revealed she had given birth to another child fathered by her boyfriend from Philadelphia. Her grant had been increased to $371 per month.

Mothers on ADC have a duty and obligation to care for their children as the sole purpose of ADC grants is to enable the mother to provide exclusively for the care and custody of her children. In fact, payment made to these mothers for the care of their children creates a fiduciary relationship in which the mother acts not only as custodian of the children, but also as a custodian of public funds. Where a pregnancy occurs, it must be assumed that only one of two things could have happened — the mother either abandoned the home and children to cohabit with a man outside the home, or she invited the man to cohabit with her in her home and the home of the children.

Every witness interviewed by this committee had clear and certain knowledge that resumption of family life with her husband or spouse would result in termination of their monthly checks. Without exception witnesses testified that they would report their husbands to the welfare board if they tried to return to their family, and it was clear that their sole reason for so testifying was their fear of losing their ADC grant.

However they seemed to believe that cohabitation with others even though resulting in the birth of a child was within the rules of the game. Again and again witnesses testified openly and freely of their affairs and their paramours without apparent fear that their illicit relationships would jeopardize their ADC benefits. Apparently these women believe that as long as a man does not remain in the house on a permanent basis as a member of the household, his transitory presence is permitted. The results of this

fraud are reflected in the following illegitimacy schedule which indicates the status of the mother when the child was born and whether such child was legitimate or illegitimate.

NUMBER OF CHILDREN BY LEGITIMACY STATUS(84) AND BY ADC STATUS OF MOTHER WHEN CHILD WAS BORN

	Total Children	A.D.C. STATUS OF MOTHER WHEN CHILD WAS BORN		
		Mothers Receiving ADC	Mothers not receiving ADC	Unknown
Total	52,507	5,544	46,461	502
Legitimate	33,216	2,258	30,556	402
Illegitimate	19,116	3,261	15,755	100
Unknown	175	25	150	

Even the above figures may be misleading as many children, though classified as "legitimate" were probably conceived illegitimately, their conception having taken place after the legal husband had deserted the family, but these children are given a presumption of legitimacy.

Construing these figures in the most favorable light, more mothers while receiving ADC gave birth to illegitimate children than mothers who gave birth to legitimate children.

There is sufficient indicia here alone to indicate 3,261 incidents of illegal cohabitation with intent to deceive and defraud.

In the case files of another client there appeared a letter written by the mother to the children's grandmother describing her trip to Georgia in September, 1961. Her testimony is a sordid tale of gambling, floating card games, drinking, and prostitution. The letter tells of her travels through the south, and particularly through Georgia, and how much money she has made. She also states that she will return home prior to the time her ADC check is mailed, but that she wants to return to the south as soon as possible to make more money. This client had been arrested for shop-lifting on several occasions and convicted, paying fines of $25 to $100. There is some evidence that this client is also a user of narcotics. Although this woman has been consistently on relief on ADC since the birth of her four illegitimate children,

(84) 1961 Biennial Statistical Report, Revised June, 1962

she has never reported any earned income to the welfare board. Nor has she ever reported that she constantly consorts with various other men who assist her in the support of her children.

Typical of the more flagrant cases of fraud, but by no means an isolated case was that of the woman with four illegitimate children by four different putative fathers who received a grant of $221. a month while supposedly at home caring for her illegitimate children. Her testimony admits not only the receipt of ADC relief, but the fact that she was working concurrently while receiving these relief payments, and when not working also collected unemployment compensation. She has a past police record for shoplifting, and had been confined in the New Jersey State Home for Girls.

The cases of fraud enumerated in this report are typical of many cases found throughout the state during the committee's investigations. The incidence of fraud has been found to be fairly substantial, but varies in both kind and degree. It cannot be expected that some degree of fraud will not always exist in a public program involving the expenditures of many millions of dollars each year, but there has been a breakdown in investigative procedures, as well as follow-ups on prosecutions to the extent that in many cases fraud has been practiced openly and flagrantly. Often times when fraud is uncovered or suspected, welfare officials show a tendency to prefer working with the mothers in the hope that they will change their habits rather than refer such matters to the prosecutor's office for action. As a result fraudulent practices have persisted, where more coercive action may have curtailed them. The committee recommends a greater use of law enforcement procedures by social workers and welfare officials when fraud is suspected or uncovered.

Another factor bearing heavily on fraud is the nearly complete absence of any requirement for field surveillance of recipients to ascertain their continued eligibility for ADC. Since 1941, the Federal agency (H.E.W.) which supervises the program has only required states and localities to carry out its own approved administrative review procedure amounting to no more than an office paper check on eligibility.

This was dramatically pointed out by recent investigations conducted by Senator Robert C. Byrd of West Virginia in the District of Columbia which uncovered an incidence of fraud making ineligible for ADC payments approximately 60 per cent of all recipients of ADC in the District. In later hearings, Bernard W. Scholz, Chief of the District Public Assistance Division

admitted that the system of checking on eligibility needs to be revised drastically, and that the findings "have amply demonstrated that the various review procedures both on our level and on the federal level which rely on the 'case record' are inadequate, . . . You cannot determine from the desk what the actual situation is . . . we will need a field investigation to back up what we find in the record."(85)

Of particular significance to New Jersey is the fact that between December of 1956 and December of 1961, the total number of ADC recipients on a national basis increased by approximately 47 per cent, while in New Jersey this increase amounted to 214 per cent; the highest increase in ADC recorded for any state in the Union, followed by the District of Columbia with 170 per cent increase. The following chart indicates percentage increase or decrease during this period.

PERCENTAGE INCREASE (OR DECREASE) IN THE NUMBER GETTING AID TO DEPENDENT CHILDREN—DECEMBER 1956 AND DECEMBER 1961[a]

State	Percent Change	State	Percent Change
Alabama	10	Montana	1
Alaska	—8	Nebraska	22
Arizona	89	Nevada	145
Arkansas	—11	New Hampshire	26
California	81	New Jersey	214
Colorado	43	New Mexico	26
Connecticut	47	New York	43
Delaware	47	North Carolina	47
Dist. of Columbia	170	North Dakota	16
Florida	19	Ohio	97
Georgia	17	Oklahoma	31
Hawaii	—16	Oregon	126
Idaho	47	Pennsylvania	93
Illinois	95	Rhode Island	42
Indiana	44	South Carolina	17
Iowa	43	South Dakota	14
Kansas	47	Tennessee	23
Kentucky	15	Texas	—13
Louisiana	16	Utah	36
Maine	37	Vermont	32
Maryland	70	Virginia	27
Massachusetts	43	Washington	8
Michigan	64	West Virginia	16
Minnesota	40	Wisconsin	40
Mississippi	75	Wyoming	30
Missouri	43	United States	47

[a]Computations based on data in *Social Security Bulletin*, Annual Statistical Supplement, 1956, Table 38, p. 68, and *The same*, April 1962, Table 24, p. 42.

Note: Calculations *excluded* data on the temporary program of A.D.C. for unemployed parents.

(85) U. S. Senate Budget Hearings, August 8, 1962

CASEWORKERS

More than any other individual involved in the administration of our ADC program, the caseworker represents the pivotal point whereby success and failure may be accurately measured.

The federal government recommends that caseworkers be assigned to no more than 60 family cases. This estimate is based on maximum efficiency of the caseworkers' ability to deal effectively with the personal problems of families with children deprived of parental support.

To assist such families and promote their daily routines into constructive and socially acceptable patterns, the caseworker must deal with a host of varied problems which may include housing, education, health needs, sanitation, child delinquency, abnormal child behavorial patterns, and illiteracy. They must simultaneously contend with the immoral attitude of mothers; their illicit relations with putative fathers who exist at best as shadowy figures hovering somewhere near the family circle; and the birth of illegitimate children giving rise to a whole set of new and often antagonistic emotional problems causing upset to an already unstable family relationship in groups where the word "family" retains only vestigial residuary meaning.

In addition, she is called upon to ferret out the frauds and the cheats whose cunning and craftiness have qualified them for ADC benefits rather than a measure of need for the protection of abandoned children.

She is expected to do all this between the hours of 8 to 4:30 from Monday through Friday, week in and week out.

Successes are seldom acclaimed. Failures receive publicity. In spite of all this we manage to retain a group of dedicated and loyal people who often receive less in pay than some of their clients receive from their monthly ADC relief grants.

The story of good casework needs to be told for the elementary facts are that we in New Jersey have accorded the caseworker neither the respect they rightfully earn, nor the monetary incentives for which they are qualified. It is not surprising therefore to find that public welfare has become the training ground for young college graduates who soon disappear into the ranks of private welfare agencies where pay is much higher and the rewards of working with more promising families both fruitful and satisfying.

There need be established state-wide a minimum beginning salary with regular increments and promotions for all social caseworkers employed in public welfare.

Caseloads per worker must be decreased more in line with the Federal recommendation of 60 per worker.

Leadership must be exerted to effect an affirmative and positive program which has reasonable means of reaching and retaining qualified caseworkers by providing attractive salaries with workable caseloads and such leadership can best be exemplified by our Legislature itself, providing the means and wherewithal to achieve these desired objectives.

The most regrettable experience with which this committee was confronted was a petition signed by every caseworker in one of our major counties outlining a whole list of complaints from low salaries to other inadequacies of major import. Investigation of these complaints corroborated their truth. An example of such conditions is illustrated by salaries and caseloads of workers employed in Atlantic County.

ATLANTIC COUNTY

	Services to April 1, 1962	Salary
Temporary caseworkers	2 years, 2 months	$3,120
	2 years	3,120
	11 years, 4 months	3,420
	2 years, 3 months	3,120
	2 years, 3 months	3,120
	2 years	3,120
	2 years, 3 months	3,120
	2 years, 3 months	3,120
Permanent Caseworkers	11 months	3,120
	4 years,11 months	3,240
	5 months	3,120
	4 years, 9 months	3,240
	1 month	3,120
	3 years, 3 months	3,240
	28 years, 9 months	4,080
	21 years	3,540
	17 years, 3 months	3,420
	7 years, 7 months	3,420
	5 years	3,120
Special worker on Property and Resources	2 years, 3 months	3,840
Supervisors	19 years, 3 months	4,200
	15 years, 9 months	4,080
	3 years, 7 months	4,080

Just as surprising is the fact that rural counties having less relief caseloads than usually found in the urban industrial counties usually pay more than the urban county where need is greatest.

What must be realized by the public, our news media, and our Legislators at both state and county levels and all other responsible citizens who are concerned with rising relief costs is that good casework, at manageable levels is not a cost expenditure, but an investment, which properly applied will result in the savings of thousands of dollars, not to mention the savings which accrue from the re-construction and salvaging of whole families often comprising the lives of many individuals.

A recent survey of county facilities and social casework programs reveals no positive efforts are in effect to accomplish family stability and familial rehabilitation. To date we have merely supplied money grants to families afflicted by breakdowns substituting for assistance a form of paternalism which in the absence of adequate supervision, has often aided and encouraged the very evils we hope to obviate through ADC.

Much is needed by way of rehabilitation, more intensive casework, education, training, and the development of individual and family traits leading toward self-dependency and self-pride, which is altogether lacking in today's administration of ADC in New Jersey.

The Committee believes that a balanced program, operating with sufficient legal and social deterrents comingled with policies of planned rehabilitation and guidance, utilizing all community resources can achieve that end which we all seek through the administration of public relief in New Jersey, namely; that no person truly in need must suffer from want.

RECOMMENDATIONS

A reading of the foregoing report will indicate that suggestions for change and improvement are self-evident, and it is not the intention of the committee to reiterate at this point those suggestions.

A careful consideration of the evidence produced before it, both verbal and documentary, and consideration of the existing law, leads the committee to recommend the following legislative enactments:

1. That the residency requirements abolished by the Act transferring the ADC program to the counties in 1959 be reenacted so as to provide a minimum period of one year residency for ADC and all other programs of relief in New Jersey. Temporary relief should be available immediately through the general assistance programs, which should be limited to 30-day periods which may be renewed at the discretion of county and municipal welfare directors.

   Current settlement and residency requirements are outmoded and consist of a patchwork of public laws which are conflicting and ambiguous. The committee recommends that Title 44 covering poor relief laws and other statutes affecting residency and settlement requirements be completely revised by the Law Revision Committee so that some uniformity and clarity can be accomplished in this area.

2. Statutory maximums should be enacted for all recipients of ADC and those maximums should apply regardless of the size of the family involved. The committee is of the opinion that the sum of Three Hundred Dollars ($300.00) per month is an adequate and proper maximum.

3. County welfare directors should be required and empowered to attach all real property of each recipient and his or her legally responsible relatives, whenever the total amount paid to any recipient exceeds Five Hundred Dollars ($500.00).

4. County welfare directors should be required and empowered to attach all personal property of each recipient and his or her legally responsible relatives, whenever the total amount paid to any recipient exceeds Five Hundred Dollars ($500.00), except where such attach-

ment would affect and diminish the ability of the person affected to earn his or her livelihood, or would otherwise result in undue hardship.

5. Voluntary agreements for support should be given the effect of law or be eliminated altogether in favor of consent orders signed by a judge of a court of competent jurisdiction.

6. A referee should be appointed by the Assignment Judge in each county to examine and re-examine all cases of support orders and support agreements. An investigator should be assigned to assist the referee for purposes of making investigations and preparing necessary reports on the basis of such investigations as directed by the referee.

7. A separate staff should be established in each prosecutor's office whose principal purpose would be locating deserting fathers and putative fathers; the pressing of complaints whenever appropriate and the collection of all delinquent accounts resulting from breach of support orders and agreements.

8. Each recipient should be required to furnish, at the commencement of payment, and at each six-month interval thereafter, a statement setting forth all income, earned or received, and the source thereof. The failure to furnish such a statement, or the falsification of any material fact contained therein, either by commission or omission, should be declared to be a misdemeanor.

9. Whenever, in the judgment of county welfare directors, a recipient of relief has:

   (a) So conducted herself as to demonstrate an inability to budget and manage her affairs so as to regularly feed and properly care for her child or children, or,

   (b) On one or more occasions absented herself from her child or children for periods of twelve hours or more without providing for their adequate care or supervision, or,

   (c) Give birth to an illegitimate child; or,

   (d) Unreasonably obligated herself by pledging her credit, or,

(e) Habitually frequenting establishments where alcoholic beverages are sold, or,

(f) Habitually indulge in the use of alcoholic beverages or narcotics, or,

(g) Conducted herself in a dissolute and immoral manner,

no sums in excess of $25.00 per month shall be paid to such recipient.

In lieu of such suspended payments, the county welfare director shall issue to such recipient vouchers of an equal or lesser dollar value as he may determine in such denominations as he may deem advisable, which may be used for the purpose of food, medicine, clothing and fuel for home heating, lighting and cooking, and shall be redeemed in cash by the county welfare director upon presentation to him by any bona fide merchant who regularly supplies food, medicine, clothing or such fuel. Such vouchers shall not be valid for purchase of alcoholic beverages, electrical appliances, radio or television sets, automobiles or automotive parts or equipment, or any other item which cannot be clearly classified as food, medicine, clothing, or fuel for home heating, lighting and cooking.

The committee recognizes that such individuals would be disqualified for participation in the Federal categorical assistance program of Aid to Dependent Children with subsequent loss of funds through Federal participation. However, we believe that some reasonable degree of control must be maintained on the state and county level for the supervision of those individuals who flagrantly violate their legal and moral responsibilities in the care of their children. Such re-classification should not be construed to mean that these individuals may not qualify for future benefits under the ADC program when there is shown a reasonable capability and willingness to comply with the minimum requirements of the ADC program.

10. Whenever the atmosphere of a recipient's home or place of residence has deteriorated morally as evidenced by the birth of illegitimate children to either the recipient or any member of her household, then the child or children of such recipient should, in the discretion of the county welfare director, be forthwith removed from her care and all payments terminated.

Permissive legislation should be enacted vesting authority to the county welfare directors to locate, supervise, and maintain concurrently and in conjunction with the State Board of Child Welfare foster home facilities for the placement of such child or children who may be removed from the care of ADC recipients as provided herein.

11. Whenever a landlord enters into any leasing arrangement with a recipient of aid, knowing such person to be in receipt of such aid, he shall by entering into such arrangement, be deemed to have consented to and, therefore, agreed to abide by the following determinations to be made by the county welfare director:

    (a) The determination of a fair rental value;

    (b) The necessity for and the accomplishment of such repairs as the director may require so as to render the premises sanitary, safe and habitable.

    Any landlord who, under the circumstances described above, charges a recipient or attempts to obtain from any recipient of aid, rental in excess of that determined by the county welfare director, will be guilty of a misdemeanor.

    If the landlord is aggrieved by any determination of the director, he shall be entitled to appeal such determination to a court of competent jurisdiction.

12. When the father of an illegitimate child has been determined by the order or judgment of a court of competent jurisdiction, such child shall be treated the same as though he were the legitimate child of such father so that such child and his issue may inherit and take from such father, and such father from the child and his issue. This will satisfy requirements of federal law and qualify such children for Social Security benefits based on the father's earnings providing a new resource available for the child's support.

13. In the administration of public assistance numerous persons are encountered who, although in need and otherwise eligible, are subject to a mental, physical or emotional handicap which makes them incapable of receiving and utilizing public assistance payments for

their best interests. The only way these people can be helped is to designate a competent person to receive and expend the assistance payments on their behalf. In such cases no federal matching funds can be received unless the assistance payments on behalf of the needy individual are made to a person who has been appointed by judicial order under existing statutes.

At the present time the only available procedures for such judicial appointment are provided by the general guardianship statutes. When the function of the designee is to handle public assistance payments, the appointment of a general guardian involves an unduly complex and costly process. It is recommended that where upon complaint properly made to a court of competent jurisdiction a recipient of aid is found to be functionally incompetent to receive such aid, such court should be permitted to designate a "representative payee" who should be personally liable for the proper expenditure of all payments of aid on behalf of such recipient. The purpose of this recommendation is to provide summary and simplified judicial proceedings under which a representative payee could be appointed solely for the purpose of receiving and administering public assistance payments on behalf of an individual requiring this protection.

The foregoing constitutes the legislative recommendations of the committee.

In order that the administration of the ADC program may be properly conducted, it is essential that the heavy caseload borne by the caseworkers should be substantially reduced to a maximum average of approximately 60. The salaries of case workers are low and if maximum efficiency is to be obtained and the program properly administered and policed, those salaries must be substantially increased.

APPENDIX

STATEMENT OF MARTIN J. KOLE, JUDGE BERGEN COUNTY JUVENILE AND DOMESTIC RELATIONS COURT

I wish to thank the Committee for the opportunity to speak on this most important and vexing social problem.

At the outset, I should like to point out the need for perspective in this field, as in any area of social endeavor. True, there are abuses of the ADC welfare program—some of them very serious. But, unfortunately, there always appears to be people who are chiselers, who take unfair advantage of any government or social program, and who thereby in effect subvert the purpose of the program.

Assistance to the needy, as a public measure, has a very long history. I read recently that the progenitors of our public assistance programs may be found in the Poor Laws enacted in the Elizabethan era of over 3½ centuries ago, and that within 100 years after their inception in England, they were already the subject of sweeping condemnation. Thus, one writer quotes from a source published in 1686 which stated as to their Poor Laws:

> "Not occasioned by any dearth or scarcity of necessity, there being never a greater plenty; nor for want of employment, there being never more, nor thru smallness of wages, that being never so great. But by Idleness, Profuse Expenses, *the ill bringing up of children and the younger sort*".

And here we are with complaints and evidence of abuses similar in nature to those which were condemned 300 years ago.

As I understand ADC, one of its primary functions is to benefit young children by affording financial aid so that their mothers may remain at home to care for and supervise them. Basically, I believe that this is a sound objective: my experience in the juvenile court has indicated that, often there appears to be a direct relationship between the mother who works while her children are at home and the delinquency of one or more of the children in the family. Lack of maternal care and supervision, lack of a mother figure to talk over school and other problems that are bursting to be told as soon as a child gets home from school,—can be tantamount in some cases to the neglect of children that can spell trouble. To the extent, therefore that ADC

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serves the function of keeping a mother at home properly to supervise and take care of her children, to that extent it would appear to be a worthwhile program which should be continued—if only as a means of preserving the cohesiveness and unity of the mother and children and as a juvenile delinquency preventative.

But what about the mother of an illegitimate child or illegitimate children who is obtaining ADC. Should she be encouraged by financial aid to stay at home to take care of and supervise her illegitimate child or children? Does the financial assistance she gets actually encourage the begetting of further illegitimate children by her either deliberately or wantonly, knowing the economic wants of the child will be taken care of by Governmental relief?

These are very complex questions not subject to an easy answer. It would seem to me that no flat rule can be established which would cover all illegitimate children and their mothers. The problem, it seems to me, must be handled on an individual case-to-case basis under certain guiding general principles.

I can recall cases in my court of mothers of illegitimate children who are doing a fairly decent job in raising them. On the other hand, I can recall situations where the mother was obviously a bad influence for the children and should have been separated from them. I am aware of cases in my court where even in the case of legitimate children, the mother wanted the father breadwinner out of the house because she obtained more by ADC. And I also have had paternity cases before me where it seemed fairly clear that the pattern of illegitimate births established by the woman had at least not been discouraged by the prospect of receiving ADC. I had one case about a year ago where we spent 2 afternoons in a paternity case involving 1 mother, 3 illegitimate children and 3 separate putative fathers.

Illegitimate children are, of course, a social and moral problem much broader than the ADC program. However, there is no doubt that illegitimate children do create a substantial financial burden on the program in our county — Bergen County. In Bergen County, illegitimacy ranks second as a cause of dependency under the program, second only to desertion of a parent. Of the 483 families on the rolls in 1961, 193 were dependent because of the desertion of a parent; 162 illegitimate children of 52 unwed mothers received

ADC from our County Welfare Board. This compares with 76 illegitimate children and 35 unwed mothers in 1960. The approximate cost of supporting the 162 illegitimate children and 52 unwed mothers in 1961 was $12,500.00 per month.

What can be done to lighten the cost to the program of illegitimacy and to prevent the program from being misused by mothers who continue to have illegitimate births? I wish, as I am sure you all do, I knew *the* answer. But the best I can do is offer some suggestions that have occurred to me:

1. More extensive and vigorous prosecution of paternity proceedings in both the municipal and county juvenile and domestic relations courts is one way to reduce the public relief rolls. Placing the father under an order of support and compelling him to comply therewith would, of course, remove some illegitimate children from ADC. But paternity is a difficult thing to prove, particularly where the mother is sexually promiscuous. The answer here, it seems to me, is to equip the County Welfare Boards with an attorney whose function it will be to investigate, properly prepare and vigorously present these cases to the municipal and county courts. We cannot rely solely on the woman's presentation of the case and, of course, the court, in all fairness to the defendant, cannot assume the role of attorney for the woman. Another difficulty in the paternity suit arises from the lack of means or desire to support on the part of the putative fathers. Some are married and endeavoring to support existing families — an adequate order for the illegitimate child might be enough to throw his family on relief; and many are of the shiftless, irresponsible variety, whose earning capacity is low. The courts can endeavor to compel them by order to assume their responsibility by working 2 jobs. If they do not, the alternative is a jail term, during which time they obviously cannot support and, in turn, they, as well as the illegitimate child, are being supported by the county.

Despite the difficulties of determining paternity, entering an adequate support order and enforcing the order, I do feel that this is where the courts can assist in reducing the burden of the cost of illegitimacy on the ADC program, provided the appropriate prosecuting tools are made available to the Welfare Boards. In our county, vigorous enforcement along these lines is attempted by our Welfare Board, but more legal and investigative assistance is needed.

In our county at present, the situation regarding paternity suits as reflected in the records of our Probation Office is as follows:

MUNICIPAL DIVISION:	60 fathers paying for support of 74 illegitimate children.
JUVENILE DIVISION:	3 girls with illegitimate children.
DOMESTIC RELATIONS DIVISION:	42 fathers paying for support of 54 illegitimate children.
CRIMINAL DIVISION:	1 father paying for support of two illegitimate children.

2. Consideration should be given to placing the mother of an illegitimate child who seeks ADC under active supervision of a social case worker — either a probation officer of the Probation Office or a similar person employed by the County Welfare Board. To make this suggestion meaningful would require small caseloads and active case supervision by skilled personnel. Many of the women are inadequate and will need almost day to day guidance in being good, moral and responsible parents; many need instruction and education in the danger of promiscuity and the moral and legal implications of illicit intercourse and having illegitimate children, including knowledge that they may be subject to criminal prosecution and their children may be taken away from them if they continue their immoral course of conduct. Our Probation Office informs me that in certain instances where they have had a juvenile or other young woman on probation by reason of such illegitimate child being born, she has been actively assisted by such supervision and no additional illegitimate children have been born to her.

3. In our county we have a Family Counsellor attached to the juvenile and domestic relations court. His primary function to date has been to endeavor to keep legitimate families together. His staff is being increased with a view towards assisting families receiving ADC in re-establishing themselves as a family unit with the husband and father working and supporting. He may also be asked — on an experimental basis — to work with unwed mothers on ADC to determine whether such a service can help reduce illegitimacy. The results of this experiment, if undertaken, may prove of some value to the Committee.

4. Where there is more than 1 illegitimate child, the mother who gets ADC relief might well be brought to the juvenile and domestic relations or municipal court, either in a proceeding for that purpose instituted by the Welfare Board, or in connection with a paternity proceeding, and placed on probation with the Probation Office. In either event, it would appear that legislation would have to be adopted authorizing placing the woman on probation and authorizing her commitment for the sole purpose of rehabilitation to an appropriate institution in the event of violation of probation. The statute, it is suggested, should not be punitive in nature, should only cover the woman who has more than 1 child out of wedlock who requires ADC assistance for support, and who has clearly demonstrated that counselling and supervision in the community have failed as to her.

Custody proceedings might also be instituted in serious cases in the juvenile and domestic relations court under R.S. 9:2-9 to take custody away from such a mother on the ground that her immoral behavior is harmful to the children's welfare.

Of course, either of the foregoing suggestions would create the problem of where to place the children, and they will undoubtedly have to be supported — at least for a while — at public expense. However, from the standpoint of their future welfare, it would seem that they would be better off away from the mother who has been found to be a serious violator.

5. Consideration might also be given to legislation permitting the counties to establish day care centers so that able-bodied mothers of illegitimate children getting ADC relief could work during the day and have their children properly cared for while they work. This would permit the mother to assume part of the financial responsibility of raising the child and help to keep her out of further trouble. Part of the cost of day care might be paid by the mother from her earnings. A warning is in order here, however. There may be cases where it is better for the children — particularly where the mother is basically a good mother — for the mother not to work. So that requiring *all* such mothers to work may not be desirable. A case to case approach in this connection I believe would be the wisest course.

The problem I have been discussing is, as I have indicated, not an easy one of solution. I have tried to point to some possible approaches to minimize the harmful impact of illegitimacy on the ADC program and the possible

adverse effect of the ADC program in promoting an increase in illegitimacy. The answer is not to cut off aid to illegitimate children. They need assistance and protection certainly to the same extent as legitimate children. In many respects they need greater and more active protection from society for a condition not of their own making. The latter consideration — their welfare — should be the prime consideration in adopting any plan designed to modify the existing ADC program.

STATE OF NEW JERSEY
BOARD OF CHILD WELFARE
163 WEST HANOVER STREET
TRENTON 25

CONDENSED SCHEDULES OF ALLOWANCES*
Combined Schedules XI A & B
Total Weekly Allowances for Personal and Household Needs**

Family Size (age)		1	2	3	4	5-6	7+
Birth—	3 yrs.		8.01	7.29	6.55	6.37	6.18
Child	4-9 "		9.81	8.98	8.12	7.94	7.75
"	10-12 "		12.07	11.08	10.04	9.85	9.67
Girl	13-18 "		13.11	12.07	11.01	10.82	10.64
Boy	13-18 "		14.45	13.27	12.07	11.88	11.70
Adult	18 or over	15.55	12.99	12.05	11.10	10.92	10.73

(Add for employed adult $7.15 weekly for personal expenses of employment)

Schedule IX
Total Weekly Allowances for Household Needs Items

Family Size	1	2	3	4	5	6***
Cooking	.52	.53	.69	.69	.69	.83
Water heating	.50	.51	.83	.83	.83	1.11
Lght. & elec. appl.	.69	.69	.90	.90	.90	1.04
Refrigeration	.35	.35	.35	.35	.35	.35
Fuel for heat	1.38	1.85	2.33	2.77	3.23	3.74
Totals for family	3.44	3.93	5.10	5.54	6.00	7.07

Note: 1. Family Size refers to the number of people for whom marketing and food preparation is done in common.
2. For purposes of budgeting, the age of the child means the age at his nearest birthday.
3. The above schedules are to be used in computing the capacity of *parents* to support their children.

JUVENILE AND DOMESTIC RELATIONS COURT
OF ESSEX COUNTY
NEWARK, N. J.

.....
(Date)

Re: Admission of Paternity.

Being duly sworn, I .....
(Putative Father)

acknowledge in open court I am the father of .....
(O/W Child or Children)

.....

born to .....
(Mother)

..... born in .....
(Date of birth) (O/W Child) (Municipality & State)

..... born in .....

..... born in .....

..... born in .....

.....xx
(Defendants present address) (Signature)

.....

COURTS DISPOSITION

.....
(Date)

Appeared before me this date .....
(Putative Father)

who admitted in open court he is the father of the above named child.....and I ordered as follows:

$..... wk direct for support of child.....

$..... wk pay thru probation for support of child.....

$..... wk for support of child.....and placed him on probation for a period of .....yr.....

REMARKS: .....

.....

.....
(Judge)

ARTICLE FROM READER'S DIGEST

Senator BYRD. At this point in the record I insert an article from the April 1965 issue of the Reader's Digest, the title of which is "Why Must the Taxpayer Subsidize Immorality?" The article was written by Juvenile Court Judge Juanita Kidd Stout, Philadelphia, the first elected Negro woman judge in the United States.

(The article referred to follows:)

WHY MUST THE TAXPAYER SUBSIDIZE IMMORALITY?—PUBLIC WELFARE SHOULD BE A VEHICLE FOR RAISING THE STANDARDS OF THE RECIPIENT, NOT A REWARD FOR INDOLENCE AND DEPRAVITY

(Condensed from Philadelphia Sunday Bulletin Magazine)
(By Juanita Kidd Stout)[1]

During the years I have been a judge in the Philadelphia County Court, I have learned a great deal about people on relief and about the people who hand out their checks. Frequently I have been outraged by both.

Last year there appeared before our court a child of 13 years who shortly was to be delivered of a baby fathered by her uncle. For at least 10 years her family had been on relief—with a succession of men fathering a succession of children. The girl's 14-year-old sister had produced an illegitimate baby at 13; another older sister had borne an illegitimate child at 14.

But nothing had been done by welfare workers to take these girls, their brothers, and sisters from their depraved home. In fact, one caseworker had filed a written report with the court stating that the mother was providing a "fairly adequate home" for her seven children.

On another occasion, a young man was brought before me on a charge of not supporting the child he had sired out of wedlock—nor was he contributing anything to the support of his own wife's five children. He had not held a steady job in 10 years and had been on and off the relief rolls. I asked his caseworker if anyone had insisted that this healthy man find work. The answer was, "It is not our job to insist."

I said, "This man has completed 11th grade. He is neither stupid nor incapacitated. In the last 10 years a great deal of grass has grown, a good many snows have fallen. Has no one directed him to a lawn mower, a snowshovel?"

The caseworker said no.

I then told the young man that if he failed to get a job in 2 weeks, or to prove that he had tried to get work by visiting 25 places of potential employment, he was going to jail. Four days later he reported back. He had a job.

In another case, a man brought before my court on the charge of failing to support three illegitimate children told me he had been "permitted" by a relief worker to set up a household with another woman. I didn't believe him, but investigation proved he was telling the truth.

The man was a part-time chauffeur and a partial relief recipient. Both women involved were receiving grants. When I called on the caseworkers of the man's two paramours for testimony, I learned that they indeed had knowledge of the situation. Not only that, but a supplementary grant had been approved for paramour No. 2, reimbursing her for $45 in "household money" she had used as bail to retrieve her lover from behind bars.

This shocks my conscience—moral as well as financial.

The tragedy of relief is that it takes away from people the drive to work. When a person is capable of earning only $45 a week, he may be all too willing to accept $45 from public assistance for doing nothing. I have the deepest sympathy for the good mother struggling to bring up her children on a welfare grant, and for the father who wants but cannot find work. But I deplore a system that regards the handing out of checks as its prime function, that subsidizes the lazy and immoral home with the taxpayer's dollar.

Teen-age boys have appeared before me on charges of delinquency, and I have asked them what their fathers did for a living. Their answer: "We get a check from the State."

[1] Juanita Kidd Stout, the first Negro woman to be elected judge in Pennsylvania, was born in Wewoka, Okla. She is a graduate of the University of Iowa and took her master of laws degree and her doctorate in jurisprudence at Indiana University. She taught school, practiced law and, in 1959, was elected to the Philadelphia County Court for a 10 year term. Judge Stout is active in various civic organizations and writes and lectures extensively on the problems of dependent and delinquent children in the United States.

I get a check from the Government, too. But there is one big difference; I work for mine. Too many youngsters in welfare-supported families never learn the value, the joy, the necessity of work—seeing, as they do, their fathers lying in bed until 10 in the morning, and hearing the family finances discussed only in terms of "waiting until the check comes in."

Many social workers contend that the purpose of welfare is to keep families together. In my opinion, a good institutional home would be far better for the growth and development of children than an unfit private home where a child sees promiscuity, crime, and vice, where the welfare check is used for everything but the child's support.

It is my suggestion that we provide dormitory facilities for these pitiful children, especially in the urban areas where the need is most acute, and that the public-assistance law be amended to provide grants for the children's support during the period of dormitory living. There our deprived youngsters would get the benefit of the taxpayer's dollar. They could be supervised in their studies and recreation. From there they could attend local schools. Each would have a clean bed, a warm meal, and a light to read by—things many of them have never known. In the end, such a plan probably would be less expensive than our present system—or lack of system.

Social workers object to institutional care "because youngsters need mother love." They should sit in court with me and hear, day after day, the stories of some of that love: no genuine affection, no supervision, no conversation—nothing but a succession of "boarder" men.

There might be less need for special facilities if more of those involved in administering relief programs were concerned with seeing that a child has a decent upbringing. Certainly, welfare workers have heavy caseloads. But no achievement of substance comes easily, and the result of the extra effort can be inspiring, especially when you are dealing with human lives.

A few years ago five young girls involved in the slashing of another youngster in school were brought before me on a charge of delinquency. Some were from homes supported by welfare grants. None had had any previous contacts with the court. I decided on an experiment: I made each write an essay on the meaning of being a lady; each was told that she must volunteer 100 hours of work in a hospital, a library, or a home for the aged. And each must make a proper skirt, not tight and short like those they had worn in court.

These girls did not only everything the court assigned—but more. They learned the joy of work and of doing for others. They kept coming back even after I had released them from probation, and continually asked me: "What can we do next, Judge Stout?" None has been in trouble since. Two are now married, two are still in school, and one is working.

What these girls needed was helpful direction. Why didn't they receive such aid from a welfare worker before they came before our court?

No child, no adult, can remain on probation in my court unless he learns to read and write. (In Philadelphia we have third- and fourth-generation illiterates on relief.) Moreover, I will not hear the case of any boy, any man, who appears before me with his shirttail out, his hair unkempt. Neatness makes an astounding difference, not only in appearance but in outlook.

Certainly, I have the great prod of a jail sentence to get men to look for work, women to care for their children, and youngsters to keep out of trouble. But those who administer the welfare programs have as great a prod—the check.

It seems to me that attendance at free adult schools, to learn to read and write, should be a prerequisite of getting welfare money. If I can demand that a man bring me a list of 25 places where he has applied for work—or proof that he has enrolled in a training program—before I pass sentence in nonsupport cases, I believe welfare departments also can and should insist that he actively seek employment. If I can make it a part of juvenile probation that every youngster in my court bring me a study record signed by his parents or guardians, and his school report cards, why cannot a caseworker check such things?

Much can be done by welfare workers to lift people from the welfare environment. For example, there is great need for women in service jobs today, not just in homes but also in hospitals, office buildings, and plants. A program could be developed whereby the best mother in a block—or perhaps the two best—would take on the day care of the small children while the other mothers took training and got jobs. The babysitting mothers would be paid by the working mothers, and all would be functioning as a part of our society.

I know as well as any social worker that the deplorable homes in our urban centers are breeding and multiplying indolence, illegitimacy, disrespect for law.

I know, too, that the collection of relief checks is becoming one of the big occupations is this country. I believe strongly that a moral atmosphere in the home should be a factor in determining eligibility for welfare. An immoral home should not be subsidized.

I grew up in Oklahoma and earned my first money from prizes for my 4–H vegetable garden. Earning this money was enormously important to me. My mother and father always worked harder than they had to, and they taught me the value of work. To this day, my mother, who is 81, works in her garden. And when I go home to visit, she still repeats to me—although I am now 46—the same maxim she spoke over and over to me as a child.

"Juanita," she says, "make yourself useful."

I want no more and no less for every American than the fulfillment of my mother's advice to "make yourself useful." If we have lost certain parents in this generation because of the dependency bred of our welfare programs, let us not also rob so many of our youngsters of this heritage, this privilege—this right to usefulness.

MARY AND JOSEPH ETHEREDGE CASE

Senator BYRD. I include certain memoranda pertaining to the public assistance case of Mary and Joseph Etheredge.

(The information referred to follows:)

DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA,
OFFICE OF THE DIRECTOR,
April 22, 1965.

SUMMARY REPORT—PUBLIC ASSISTANCE CASE OF MARY AND JOSEPH ETHEREDGE

Name	Birthdate	Birthplace
Etheredge, Joseph	Jan. 6, 1938	Saluda, S.C.
Etheredge, Mary	June 9, 1938	High Point, N.C.
Etheredge, Andre	Jan. 28, 1957	High Point, N.C.
Etheredge, Joseph, Jr.	July 20, 1960	High Point, N.C.
Etheredge, Theresa	Dec. 21, 1961	Washington, D.C.
Etheredge, Reginald	Aug. 10, 1963	Washington, D.C.
Etheredge, Kevin	Dec. 27, 1964	Washington, D.C.

According to public assistance records, Mr. Etheredge came to the District of Columbia from High Point, N.C., in November 1960. Mrs. Etheredge and family, apparently, came to Washington a month later. Although this family was not known to the Department of Public Welfare until March 1962, there are indications that from the beginning this family had difficulty finding appropriate housing and maintaining their family.

On March 27, 1962, Mrs. Etheredge made application, but this was not accepted because of insufficient information to establish eligibility. She was referred to surplus food and the Salvation Army Emergency Home.

Mrs. Etheredge again contacted the agency on March 30, 1962. At this time, her husband had returned from jail, was with the family, and was employable. The application was rejected.

We did not hear from this family again until November 29, 1962. At this time, she stated that her husband had deserted, she did not know his whereabouts, and she was behind in her rent. On December 13, 1962, the agency issued an emergency assistance check to the amount of $148 since she was homeless and had no resources except some help from her church and Salvation Army. She was certified for regular assistance in January since she had secured living quarters. She still did not know the whereabouts of her husband and the matter was referred to the Location Section of the Office of Investigations and Collections.

RE ETHEREDGE, JOSEPH AND MARY

In April 1963, Mr. Etheredge was located in High Point, N.C., but, on a visit to the family by the social worker in June 1963, he was found to be in the home. This was acknowledged by both Mr. and Mrs. Etheredge. They were asked to come into the office to discuss their plans. Information indicated that Mr. Etheredge had been picked up by Baltimore police on May 7 for selling alcoholic

beverages off hours and was to be fined $25 or 20 days in jail. There were no further contacts, and the case was closed in June 1963.

Mrs. Etheredge again reapplied on August 29, 1963. Her last baby had been born on August 10 at the District of Columbia General Hospital and her husband had deserted on August 26. She stated she was homeless, her husband was last working with a construction firm in Virginia for $62 a week (a job which she stated the church had secured for him). The mother stated that he had held this job until August 23, but we were unable to verify this. We tried to arrange care for her at the Salvation Army Emergency Home, and later verified that she could stay in the home of a friend. Assistance was authorized and continued through July 1964. In December, assistance was authorized to the amount of $148, with the exception of 1 month, assistance was continued through June 1963; in September 1963, the grant was raised to $154; and in January 1964, to $175. During this period, further attempts were made to locate Mr. Etheredge, unsuccessfully. On July 15, 1964, a letter was received from Mrs. Etheredge from North Carolina requesting that her case be closed.

Mrs. Etheredge reapplied for assistance in February 1965 stating that her husband had deserted, and she was destitute and homeless. Attempts were made to locate Mr. Etheredge since she stated she thought he was employed at Hogates Restaurant, and later we verified the fact that he had been employed at the Market Inn up until March 10, 1965. He had been discharged as of that date since he did not report to work. Verification of the birth of the youngest child was made and emergency assistance authorized to the amount of $191.

After two home visits and attempts to locate Mr. Etheredge, she was seen on March 6, 1965. The purpose of this visit was to determine living arrangements prior to authorization of regular assistance check. The worker found her living with a friend, concurred with her that she could not remain permanently at this address, and advised her to attempt to locate living quarters. He gave her the names of several real estate companies that might be able to help her. He told her at this time that she would receive her second check on April 12, but this would not include rent until she had found a place to live at which time it would be restored to the grant. The worker states that he talked with Mrs. Etheredge concerning the health of herself and her children and she stated she had no major health problems. There was, according to the workers, no evidence of mental disorder.

Apparently, she went to the Women's Bureau since a call from the Women's Bureau on April 7, 1965, indicated that she and her friend's husband had been to the Bureau and that they were disturbed because she had not found a place to live. The Women's Bureau stated that they were told she could remain with this family until she found a place. Worker explained the status of her public assistance grant, including the $191 which she had received for the month of March.

On the morning of April 8, Sister Mary Leo called the Public Assistance Division stating the mother and the children were at the convent, where they had spent the night, because they could not remain with the family. We requested that the children remain at the convent with the mother for a few hours until we could make arrangements for them. We advised that we would call her back after 12 o'clock.

At noon, a call was received from Family and Child Services stating that Sister Mary Leo had brought Mrs. Etheredge and her five children to their office. They stated the mother was very ill and the baby was ill also. There seemed to be no other alternative, because of the illnesses, but to suggest that the mother and her ill child be placed in the hospital and the other children placed at Junior Village. Child Welfare Division was advised of the situation in regard to the children and alerted to the fact that in all probability it would be necessary to make placement. Family and Child Services made arrangements to get the family to the District of Columbia General Hospital. Later, the four older children were placed in Junior Village and the infant at Children's Hospital.

DONALD D. BREWER,
Director of Public Welfare.

A CHRONOLOGICAL REPORT ON ETHEREDGE, MARY AND JOSEPH

Name	Birthdate	Birthplace
Etheredge:		
Joseph	Jan. 6, 1938	Saluda, S.C.
Mary	June 9, 1938	High Point, N.C.
Andre	Jan. 28, 1957	Do.
Joseph	July 20, 1960	Do.
Theresa	Dec. 21, 1961	Washington, D.C.
Reginald	Aug. 10, 1963	Do.
Kevin	Dec. 27, 1964	Do.

March 27, 1962: First application for aid to families with dependent children. Husband in jail. Mrs. E. referred for surplus food and temporary care at Salvation Army Emergency Home.

March 30, 1962: Application rejected. Man released from jail. Head of household employable; therefore, family ineligible.

November 29, 1962: Wife reapplied. Husband deserted. No money or food and threatened with eviction because 1 month's rent due. During previous 6 months, she had received periodic help form her church (Bible Way).

December 5, 1962: Social worker received call from Mrs. E. re status of application. She was advised that assistance could not be granted until agency had been provided with information to indicate that she had put forth effort to locate her husband. Applicant withdrew application.

December 11, 1962: Wife and children destitute and homeless; went to No. 2 precinct where she was referred to Salvation Army Emergency Home for temporary shelter.

December 12, 1962: Mrs. E. came to the attention of Legal Assistance Office of the District of Columbia Bar Association and Family and Child Services, both of whom referred her back to Public Assistance Division. Interviewed at Public Assistance Division intake and referred to Salvation Army Emergency Home for the night.

December 13, 1962: Mrs. E. seen by social worker. Husband had deserted. Family evicted. Had received periodic help from Bible Way Church (confirmed by Bishop Williams). Application for emergency assistance approved. Arranged for temporary care at Salvation Army Emergency Home for December 13, 1962, through December 17, 1962, when emergency assistance check would be received. Mrs. E. was asked to look for living arrangements. Emergency assistance authorized for December 14, 1962, through January 13, 1963, for $148.

December 20, 1962: Mrs. E. called to report she had secured living quarters at 415 Ridge Street NW.

January 7, 1963: Social Welfare made home visit. House had only one bed and one chair (given by Bible Way Church). Mrs. E. advised another worker would be seeing her on a continued basis.

January 8, 1963: Assistance authorized from January 1, 1963, to November 30, 1963. Budget total $148 per month. Referral to Office of Investigations and Collections to locate husband.

January 11, 1963: Home visit re husband's employment. No contact. Mrs. E. called to say husband might be employed at Harrison's Restaurant.

January 12, 1963: Mrs E. brought in a letter from Harrison Cafe saying Mr. E. never employed there and not known to them.

February 18, 1963: Mrs. E. was interviewed and stated she was pregnant by Mr. E. and baby was due August 1963.

March 14, 1963: Mrs E. referred for medical care and pregnancy diagnosis confirmed.

April 25, 1963: Office of Investigations and Collections report Mr. E. in High Point, N.C.

June 5, 1963: Social Welfare made home visit re Office of Investigations and Collections report that Mr. E. in North Caorlina. Social Welfare found a man in home who gave name of Joseph Edwards and said he was a friend. Mrs. E. was at the clinic at time of Social Welfare visit.

June 6, 1963: Mrs. E. called to say man Social Welfare saw was her husband. He was arrested in Baltimore and had to return there. Office of Investigations and Collections verified Mr. E. had been picked up by Baltimore police for selling alcohol off hours on May 7, 1963, and would be fined $25 or 20 days in jail.

June 10, 1963: Mr. E. in office. Apologized for giving false name. Social Welfare asked him to return following day with his wife to discuss marital situation.

June 11, 1963: Mrs. E. called to say her husband did not return from Baltimore.

June 17, 1963: No further contacts with family. Case closed. Last check, month of June 1963.

August 29, 1963: Mrs. E. reapplied. No money, evicted, husband deserted August 26, 1963. Last baby born on August 10, 1963, at the District of Columbia General Hospital. Mrs. E. stated spent last three nights with members of Bible Way Church. Church had secured job for Mr. E. with construction firm in Springfield, Va., in July 1963 at $62 per week, which he held until August 23, 1963. Social Welfare unable to verify this. Since eviction, furniture was left on street and was mostly destroyed and all personal possessions and clothing were stolen. Social Welfare tried, unsuccessfully, to arrange care at Salvation Army Emergency Home. Assume friends at Bible Way provided lodging.

September 6, 1963: Tried again, unsuccessfully, to arrange care at Salvation Army Emergency Home and later verified could stay in home of friend until September 9, 1963, if friend was paid for this.

September 6, 1963: Gave emergency assistance for total of $154 for 1 month, September 1–30, 1963. Approved application.

September 27, 1963: Mrs. E. called and gave address of new shelter, 73 New York Ave. NW.

October 7, 1963: Social worker made home visit. Verified living arrangements and saw rent receipt.

October 23, 1963: Authorized assistance for October 1–November 30, 1963.

January 3, 1964: Home visit made for review. Three of the four children seen. Living arrangements verified by talking with landlady.

January 3, 1964: Continued assistance authorized at $175 for period January 1–October 31, 1964.

January 16, 1964: Mr. E. not located. OIC report as follows:

Metropolitan Police Department: No record of Mrs. E. Mr. E. arrested three times for being drunk and two times for disorderly conduct. Last arrest, September 15, 1963, address listed 917 T Street NW.

Employment: Verified from employment records that Mr. E. was employed as a general helper from September 20, 1961 to November 8, 1962, at an hourly salary of $1.18.

May 8, 1964: Home visit made. There had been no changes. Assistance continued as per annual review.

July 10, 1964: During home visit to another client in the same building, it was learned that Mrs. E. had moved.

July 15, 1964: Letter received from Mrs. E. from North Carolina requesting that her case be closed.

July 27, 1964: Form submitted to cancel and terminate August 1, 1964, grant. Case closed for reason of voluntary withdrawal.

October 29, 1964: OIC report. Located Mr. E. at NW Washington address and talked to downstairs tenant who said Mr. E. lived on second floor and could be reached by phone. Found address from former employer—Ascot Restaurant where Mr. E. worked in July 1964.

February 23, 1965: Mrs. E. reapplied. Mr. E. deserted; whereabouts unknown since February 19, 1965; rent in arrears and no food.

March 11, 1965: Received telephone call from Community Services (Howard University P Street project) that Mrs. E. was destitute and homeless. Worker attempted to verify employment at Hogates' Restaurant. No longer employed there. Attempted to verify employment with Market Inn who advised that he had been released 2 days before March 10, 1965 when he did not report for work. Application approved for emergency assistance for period March 13–April 11, 1965, total amount $191.

April 6, 1965: Social worker made home visit to verify living arrangements at 1120 Park St., NE. Referred her to Salvation Army for clothing for oldest child. Verified that landlady not charging rent for facilities. Social worker discussed health problems and she stated that she had no major health problems and had been hospitalized only for pregnancies. She stated the children had no major medical problems. Authorized assistance, rent not included, for the period April 12–August 31, 1965. When she could find suitable living quarters, the rent would be included.

April 7, 1965: Social worker received telephone call from Women's Bureau with the landlord requesting advice about what she could do with her children

since she could not find a place to live. Receptionist at Women's Bureau informed social worker that Mr. Michlewayne stated Mrs. E. could stay at his home until she found a place to live. However, Mrs. E. appeared rather disturbed about the whole situation and Mrs. Michlewayne is also upset because Mrs. E. has not found a place to live. Social worker informed Women's Bureau that Mrs. E. had received emergency assistance check for $191 which included rent for the period of March 13–April 12, 1965.

April 8, 1965: Sister Mary Leo phoned PAD to state they had taken Mrs. E. and her five children into the convent because they were wandering the streets.

At noon a call was received from Family and Child Services stating that Sister Mary Leo had brought Mrs. E. and five children to their office. The mother was very ill and the baby was ill. We suggested that the mother with children should be sent immediately to District of Columbia General Hospital. If she were not admitted, we would plan for the family.

April 8, 1965: Women's Bureau placed four children in Junior Village and the baby as a boarder at Children's Hospital due to mother being admitted to Psychiatric Ward No. 5, DCGH. Case was discussed with Child Welfare Division so that plans could be made to work together in planning for the family.

DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,

April 20, 1965.

Memorandum to: Mr. Donald D. Brewer, Director.
From: Mr. William R. Galvin, investigations and collections officer.
Subject: Etheredge, (Joseph) Mary E., C–75–999.0

A check of OIC records discloses the following information on subject case:

A. IBM card was received on the case as part of the AFDC audit review caseload of January 1963. No investigation was made by the time the case was closed on July 23, 1963, by P–3.

B. A request to locate Joseph Etheredge was received January 8, 1963. He was located May 14, 1963, under OIC Number LR–5.

C. The case was requested for Intake Review investigation on September 10, 1963, and assigned OIC Number IR–1383KC. The investigation report dated January 16, 1964, disclosed no irregularities on the case. A memorandum dated April 15, 1964, subject AFDC, intake review, was sent to your office showing Etheredge case continued on assistance, no irregularities. We received a P–3 showing the case closed, code 90, dated July 27, 1964.

D. We received a request dated January 4, 1964, to locate Joseph Etheredge. He was located and our report dated October 29, 1964, under OIC Number LR–763KC was sent to the social worker. It is to be noted that he was located after the case had been closed by the social worker.

E. A check with the Beneficial Payment Unit FAB–FCS disclosed that emergency assistance was granted to Mary Etheredge for the period March 13–April 11, 1965, in the amount of $191. A partial payment was issued to her for the period April 12–30, 1965, in the amount of $80.

F. We did not receive a P–3 showing an approved application for the EA assistance grant, therefore, it would not show under the intake review investigation in March or April.

I am attaching copies of our reports on the Etheredge case as follows:

Location report on absent person located dated October 29, 1964.
RC–300 dated March 19, 1964.
PA–317 dated March 5, 1964.
PA–315 dated February 29, 1964
RC–301 dated January 24, 1964.
Investigation report dated January 16, 1964.
RC–105 typed November 7, 1964.
Four RC–120's dated January 16, 1964.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

ADDITIONAL FISCAL YEAR 1963 APPROPRIATION HEARINGS

Senator BYRD. I include at this point in the record excerpts from pages 1252, 1253, 1547–1582 of the printed hearings by this subcommittee in connection with the fiscal year 1963 appropriation bill.

(The information referred to follows:)

NUMBER OF CHILDREN REMOVED FROM CASELOAD AS RESULT OF INVESTIGATION

How many children were involved in the cases removed from the caseload as a result of the findings of ineligibility in the course of the special investigation?

Mr. GALVIN. 500——

Mr. SHEA. 538, as I recall, sir.

Senator BYRD. 538 children?

Mr. SHEA. Yes, sir.

NUMBER OF CHILDREN SENT TO JUNIOR VILLAGE

Senator BYRD. Now, of this 538 children, how many went to Junior Village and/or to foster homes?

Mr. SHEA. I can remember a report offhand of July 15, when, I believe, there were 27 children in Junior Village as of that date.

Mr. BREWER. That is correct, sir. As of July 15 there were 27 children in Junior Village, representing 7 families.

In that group were cases—in addition, there was one family of three children which was included in the sample, but it was closed before it was investigated so that that is not correct.

There were two additional families, representing six children in these cases, in which the children had been in Junior Village but had been placed out at the time this check was made on July 15.

That is to say, they had been placed. In addition to that, as of July 18 there was one additional family of five children placed.

So that as of July 18 there were 32 children in Junior Village at that time from families of which their cases were closed, or, from families in the random sample whose cases had been closed.

Senator BYRD. Thirty-two children out of a total of how many children?

Mr. BREWER. 500——

Mr. SHEA. 585 on the 15th of July.

Senator BYRD. Out of a total of 585?

Mr. BREWER. In Junior Village; yes, sir.

Senator BYRD. No, no. We are talking about the number of children involved in the families——

Mr. SHEA. Out of 538 there were 32 children placed in the Junior Village.

CHILDREN PLACED IN JUNIOR VILLAGE

Senator BYRD. We are talking about, first of all, the number of children involved in families removed from the caseload as a result of information which was developed during the process of the investigation.

Mr. SHEA. That was 538 children.

Senator BYRD. All right. Now, of this number how many went to Junior Village and/or foster homes?

Mr. SHEA. There were 32, as of July 18.

Senator BYRD. What percent of the 538 does 32 constitute?

Mr. LAJEWSKI. That is 6 percent, sir.

Mr. SHEA. Six percent.

DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
July 27, 1962.

Memorandum to: Mr. Donald D. Brewer, chairman, investigative committee.
Subject: Report by special investigation project on ADC random sample cases investigated.

A random sample comprising 280 cases was selected from the ADC caseload for an investigation by the special investigation project to determine the validity and purity of the ADC caseload. Forty-four cases, or 15.7 percent, were not investigated, 42 of them because they were closed prior to investigation by the PAD staff, one because the recipient was in the Public Welfare Training Center, and one because the case record erroneously indicated that the case had been closed. The special investigation project therefore investigated 236 cases, or 84.3 percent. Four investigations, or 1.4 percent, were completed by desk review and 232 cases, or 82.9 percent, required full field investigation.

FIELD INVESTIGATIONS CONDUCTED, 232

In the 232 cases requiring field investigation, the investigators spent a total of 7,688 man-hours of work to complete the investigation. This includes all office time as well as all fieldwork. The average number of hours required per case was 33 hours. The field investigation of these 232 cases included surveillance at odd hours of the homes of the recipients to determine what activities were transpiring in and about the home. It also included visits to the homes of the recipients. On all such home visits the investigators identified themselves both by name and by their identification cards. They requested permission to enter the homes and explained the purpose of their visit to the homes. In all cases they requested permission of the recipient to inspect the premises to determine what the actual living arrangements were. This inspection included going with the recipient to each room. This inspection of the living arrangements of the recipient enabled the investigator to establish the existence of, in some cases, two or more telephones, expensive television sets and other items which were not in accordance with the resources of the client or with the living arrangements as outlined in the PAD case record.

. In a number of these home visits, a man was found in the home living there in a relationship similar to that of husband and wife. This was established not only by what transpired on the home visit, but also from checks with merchants, real estate agencies, and utility companies which disclosed buying of items together from the furniture stores, utilities in the name of the man, the rental contract by the man and the woman as man and wife, etc. Often, the man found was the father of the children. In some cases he was the allegedly absent parent of the children; that is, the parent with whom the recipient had been living prior to coming on assistance and who, she alleged when she applied, was absent and his whereabouts were unknown. In these cases the recipient had not notified the agency that the absent man had returned to the home.

In all cases, all factors of eligibility were checked, unless the case was found ineligible before completion of the full investigation.

Verifications of the children's births were either from the Bureau of Vital Statistics of the District of Columbia or from hospital records. In some cases, in checking hospital records it was ascertained that the father of the children named to the agency was different from that of the father of the child or the children given to the hospital. These instances provided leads for the investigators to correctly identify or to locate the allegedly missing man, who, when located, was usually found in the home of the client. In all cases each child was physically seen to establish without a doubt that the child was actually present and living in the home. In some cases the children were not present and not living with the client. This was determined quickly when the child was not present and could not be produced.

A credit check was made on each of the clients, which produced information or leads that helped to prove employment, other resources, or a continuing relationship.

Normal investigative techniques were used including checks of Police Department records, criminal records, driver's permits records, automobile registration records, and records of the Hacker's License Bureau of the District of Columbia.

In the 232 field investigations conducted in this survey the final results indicate there were 159 situations in which surveillances were made. In 88 situations information was gained which in turn facilitated the investigations. In the 232 field investigations 111 men were found in the home of the recipients. Eleven of these men were husbands of the recipients, 21 maintained a common law relationship with the recipients. Eleven landlords lived in the same home as the clients under questionable living arrangements, and 68 men were in the home as friends, paramours, roomers, relatives, etc.

Sixty-five men found in the home were employed. Employment was not recorded for 38 men, and 8 were unemployed.

Forty-eight men gave addresses the same as the recipients'; 49 gave addresses other than the recipients', and 14 did not give addresses. A check of 45 of the addresses other than the recipients' revealed that 25 were true addresses, 11 were false, and 9 could not be verified. Twenty-four of these 45 men gave addresses of their relatives when giving an address other than that of the recipient.

The investigators located 28 missing fathers. Twenty-three of the fathers live in the District of Columbia (three were located in the recipients' home) and five outside of the District of Columbia.

The investigators found 167 television sets in 155 homes—1 set each in 143 homes, and 2 sets in 12 homes.

Five homes had console radios, and four homes had new and expensive furniture.

Telephone service was found in 102 homes. This service involved 136 different phones. Seventy homes had 1 telephone each, 30 homes had 2 telephones each, and 2 homes had 3 telephones. Of these 136 telephones, 125 were the regular telephones, and 11 were the new princess type. Thirty-eight telephones were colored, and 98 black. Some of the telephones were unlisted; however, the exact number of these was not determined.

CASES CONTINUED ON ASSISTANCE—95

Ninety-five cases (40.3 percent of the cases) investigated were continued on assistance. Of this group, 23 cases, or 9.7 percent, required no agency action. Fifty-two cases, or 22 percent, required administrative action by the agency to clarify eligibility factors and resources. Twenty cases, or 8.5 percent, required an adjustment in the grant.

CASES REPORTED CLOSED BY PAD SUBSEQUENT TO INVESTIGATION—141

One hundred and forty-one cases, or 59.7 percent of the cases investigated, were reported closed by PAD subsequent to the receipt of the investigation reports furnished to the Public Assistance Division by the special investigation project.

In the 141 cases, 102 situations warranted surveillances of the people or premises involved. In 66 situations leads were gained that clarified and helped the investigation.

In the 141 cases, investigators found 87 men in the homes of the recipients: 9 were husbands, 20 maintained a common-law relationship, 9 were landlords living in the same house as client under questionable living arrangements, and 49 were friends, paramours, relatives, roomers, etc.

Fifty-eight instances were shown where the man found in the home maintained a relationship with the recipient as similar to a husband-and-wife relationship. Thirteen instances were shown where the relationship existed but it was not as strong and the contribution indeterminate.

Employment figures in this group show 51 men employed, 9 unemployed, and the balance of the employment is not recorded.

Thirty-nine men gave as their home address the same address as the recipient, 38 gave other addresses, 10 did not or would not give home addresses.

Among the 38 addresses furnished by these men found in the home that were other than that of the recipient, 19 were verified as true addresses, 9 were false, and 10 were not verified. The 19 addresses verified as true were addresses given by the man in the home indicating he lived with one of his relatives; 8 of the addresses found to be false were also with the man's relatives.

The investigation located 13 men in the 141 case situations; 12 were located in the District of Columbia (3 of them in the home of the recipient) and 1 was located outside the District of Columbia.

Of the 141 cases reported closed subsequent to investigation, PAD closed 8 of the cases in which no ineligibility factors had been mentioned in the investigation reports (schedule A). Twelve cases were found eligible by PAD which, in our opinion based on the investigative reports, were ineligible or contained serious questions as to their continued eligibility. The PAD decision was accepted since it was based on the changed circumstances in the case situations between the time of the report and the time PAD made its decision.

(NOTE.—The numbers used to identify data are in the order in which the closed cases were sent to the investigative committee unless otherwise specified.)

As of July 27, 72 cases have been referred to the Office of the U.S. Attorney for determination of their prosecutive merit. Fourteen were returned as not prosecutive and 31 as prosecutive. A warrant was issued in one case.

CASES CLOSED AS OF JULY 17—132

In July 1962, 2 months after the close of the field investigation, a check was made at registration and files of the Public Assistance Division on the 141 cases reported as closed. It was ascertained that 9 of the 141 cases were still open, according to registration and files.

Of the nine cases (3.8 percent of the cases investigated) not yet closed, one case was kept open because the child care plan did not materialize. In the other eight cases, the recipients appealed the decision of the agency with the following results:

Schedule No.	Appeal	Disposition
47, 114, 126, 131	4	Pending.
51	1	Agency action sustained; however, due to a change in circumstances, PAD decided the client was still eligible and she was reinstated. She was sent to the Public Welfare Training Center.
69	1	Agency not sustained. Case remains open.
56	1	Withdrew request for appeal and continued on assistance when PAD decided that original agency action was incorrect.
77	1	Withdrew request for appeal and continued on assistance.

Of the 132 cases (55.9 percent of the cases investigated) in which the special investigation project furnished facts on which the cases were closed, the primary factors are contained in schedule B and reasons for closing in schedule C. Clarification of the code numbers by reasons is contained in schedule D. The date of

the last check and the date case was officially closed are contained in schedule E. Sixty-seven of the former recipients are currently receiving surplus foods, while 65 are not.

In the 132 cases closed, the investigators found 88 television sets in 81 homes—1 set each in 74 homes, and 2 sets in 7 homes.

Two homes had console radios, and one home had new and expensive furniture.

Telephone service was found in 54 homes. This service involved 74 different telephones. Thirty-five homes had 1 telephone each, 18 homes had 2 telephones each, and 1 had 3 telephones. Of these 74 telephones, 67 were regular telephones and 7 were the new princess type. Twenty-four telephones were colored and 50 black. Some of the telephones were unlisted; however, the exact number of these was not determined.

PAD grants in these cases amounted to $20,649. After closing, the following resources are known to be available to the former recipients:

Known resources not included in grant	$2,995
55 court orders not included in grant	2,520
Concealed resources that have been identified	986
Total	[1] 6,501

[1] These do not include income from the man living in the home.

REAPPLICATIONS—12

Only 12, or 9.1 percent of the 132 closed cases had reapplied for assistance by July 9, 1962, and a 13th was a subject of an out-of-town inquiry. (See schedule F.) This out-of-town inquiry was received on April 30, 1962, and completed on May 10, 1962.

The disposition of the 12 applications is as follows: approved, 3; rejected, 5; pending, 4.

All three of the recipients whose cases were reapproved on July 2, 1962, had appealed the agency decision to close their cases. In one case the decision of the agency was sustained. In the other two cases the recipients withdrew their requests before the appeals could be heard.

In two of the rejected applications the children are at Junior Village. In another one of the rejections the recipient had applied for and received an appeal hearing. The agency was sustained in its decision in May 1962. The reapplication followed shortly thereafter.

In two of the pending cases, the recipients have both applied for appeal hearings. The agency had closed these cases prior to the receipt of the appeal requests, therefore, these cases have both applications pending and appeal hearings pending.

(NOTE.—Of the 42 cases closed prior to investigation, 4 have reapplied for assistance. Two of these four were approved and are currently receiving assistance while the other two were rejected.)

APPEAL HEARING REQUESTS, 33

The special investigation project began its investigation on November 13, 1961. The first recipient that requested an appeal did so in February 1962. As of July 3, 1962, there were 33 requests (11.8 percent) for appeals (schedule G). During this same period there were 49 other requests for appeals on the regular PAD closings.

Data on the 33 appeals is as follows:

Withdrew	8
5 are now receiving assistance, of which 2 were never closed, 2 were reported as closed but the final closing action did not materialize, and 1 reapplied and was approved.	
Failed to appear	2
Hearings are still pending	12
Hearings held, decision pending	4
Agency action sustained	6
2 of these cases are now on assistance; 1 by reapplying and being approved, and the other by being reinstated and going to the Training Center.	
Agency action not sustained, still on assistance	1

CHILDREN IN JUNIOR VILLAGE AS OF JUNE 5–17

As of June 5, 1962, 17 children of 5 recipients whose cases were investigated were in Junior Village. This amounts to less than 2 percent of the total number of children in the random sample cases and only 3 percent of the 538 children in the closed cases.

It appears that in only one of these cases with eight children were the children placed in Junior Village because the case was closed as a result of the special investigation report (schedule H).

REINVESTIGATION OF CURRENT STATUS OF CLOSED CASES, 23

During the months of February through April 1962, Public Welfare Department headquarters had a social worker program analyst from the Child Welfare Division recontact the families in 23 closed cases, or 9.7 percent.

A check on these 23 cases was made by the special investigations project in July 1962.

The code reasons for closing these cases are contained in schedule I. The date of last check and date of closing are listed in schedule J.

Only 1 of the 23 cases has reapplied for assistance. No assistance grant had been issued on this case since January 1962. The date of the appeal hearing was on May 31, 1962. The appeals officer upheld the agency's decision in closing the case. The recipient reapplied for assistance on June 22, 1962, and the case was approved on July 2, 1962 (schedule K).

Of the 23 cases, 5 had applied for appeal hearings; of these 5, 1 withdrew prior to the hearing and a second failed to appear. Hearings were held on the other three cases. In all three cases the action of the agency in closing the case was sustained.

In 1 of the 23 cases, 8 children had been placed in Junior Village. In this case the last assistance grant had been received by the recipient on February 1, 1962. On March 16, six of the children were placed in Junior Village and on March 19 two additional children were placed at Junior Village. As of June 5, 1962, the eight children were still at Junior Village.

A check was made at Surplus Food Division on July 17, 1962. Of the 23 families, 19 were not certified for surplus foods. Of the four families receiving surplus food, three had been reopened as non-PAD cases and the fourth was the client who had reapplied and had been approved in July 1962. Of the four families receiving surplus food, one had not picked up surplus food for June 1962. The one family with children at Junior Village had not reapplied for surplus food as a non-PAD case, although recipient had received her last assistance grant in February 1962, and her PAD case had been officially closed in April 1962.

The last assistance grants were issued in the 23 cases for the following months:

	Cases
October 1961	1
November 1961	5
December 1961	3
January 1962 (1 reapproved in July 1962)	7
February 1962	7

Checks were made on July 17, 1962, to determine the rent situation of the 23 cases. It was ascertained that 18 of the families still live at the address at which they had resided at the time their cases had been investigated.

The current rent situation is as follows:

Rent not charged. Lives with relatives of her paramour	1
Rent paid for July 1962, includes 2 cases in which rent had been in arrears at the prior address, 1 for 1 month and the other for 2 months	13
Rent paid for June but not yet for July at time of real estate check	4
Rent in arrears for June and July	1
Rent in arrears 4 months. This client had been in arrears $271 at time of prior investigation in December 1961 and is currently in arrears $285 including July rent—an increase of $14. She received no assistance checks for February, March, April, May, and June	1
Rent in arrears 4 months (does not receive surplus foods)	1
Rent in arrears 6 months (does not receive surplus foods)	1
Rent could not be verified at present address. Moved in June 1962. No arrears at prior address	1

Summaries of 24 of the cases mentioned in the report are contained in schedule L. These are 2, 3, 4, 5, 6, 7, 8, 9, 11, 12, 14, 16, 17, 18, 22, 23, 24, 25, 26, 28, 29, 30, 31, and 32.

COMMENTS

Some operational difficulties were encountered during the investigation. There is a limitation of $25 at 8 cents a mile which the investigators may drive in any one month. With the large number of cases being investigated, the investigators quickly ran out of this mileage limitation. It is recommended that this limitation be increased to 600 miles per month.

The investigation was handicapped by laws or regulations of certain agencies. Regulations of the Unemployment Compensation Board and the U.S. Employment Service do not permit an examination of their records. Addresses of veterans who are currently receiving benefits from the Veterans' Administration cannot be obtained since this is against the regulations of the Veterans' Administration. Changes in these three areas would help future investigations.

The investigators are grades GS–7; this factor has created a considerable problem in recruiting other investigators to replace the group that was transferred to the special investigation project. Although permission was received in December 1961, and the recruitment started in January 1962, by July 12, 1962, seven positions still had not been filled. Of these seven, four have been selected and should be appointed by the 1st of September. It is believed that an increase to grade 9 is warranted because of the increased responsibilities of the investigation staff. This increase should be based, if permissible, not only on the qualifications of the investigator per se but also on his ability to produce and on his productivity.

The effectiveness of the special investigation project was enhanced by the opportunity for the investigators to examine the whole PAD case records and to work on all factors of eligibility rather than under one or two specific questions asked by the social workers. It is recommended that in the future, other than for location cases, the worker specify her reason for investigation and that this investigation then be acted on not only to investigate the particular item requested but that the whole case record and all of the factors of eligibility be examined. This will require a revision of the investigation service into three sections: (1) locations, (2) judgmental sample cases to include all other investigations requests by the social workers and all complaint cases concerning eligibility received by the agency, (3) a continuous random sampling of the entire caseload at an established percentage per year.

The special investigation project, unlike normal investigations, did not operate out of the Public Welfare Building at Taylor Street. The operation was removed to another building at a site which is located a considerable distance away from the Taylor Street building. All reports from the project were channeled through the investigations and collections officer to the Assistant Chief of the Public Assistance Division.

It is believed that both the independent operation and the manner of handling the reports were important factors in that few problem cases, that is, problems in terms of the aftermath of a closed case, cropped up. By June 5, 1962, more than 1 month after the last field investigation had been completed only 17 children of 5 families had been placed in Junior Village on cases investigated by the special investigation project. The schedules on surplus foods, rent situation, and the reapplications show that economic resources must be available to most of these families and that the decision of the agency was prudent.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

SCHEDULE A.—*8 cases closed subsequent to investigation but in which no ineligibility factors had been mentioned in investigation reports*

Number	*Findings*
9	No ineligibility factor disclosed. Subsequently the grantee relative stated she could not take care of children so they were committed to CWD and placed in Junior Village.
35	Investigation disclosed evidence of a continuing relationship but did not establish it conclusively. PAD closed the case on basis that recipient was employable. This was not evident in the report.
114	Investigation disclosed need for adjustment of grant. Presence of child in home not included in grant and inability to verify resources. PAD decided subsequently to close on the basis of inability to establish relationship with a man in the case which involvement was not disclosed by investigation.
118	Investigation disclosed need for administrative action concerning potential resources which would affect grant. Subsequently recipient failed to fulfill requirements necessary to establish need.
128	Investigation disclosed need for referral to DVR. Case subsequently closed because mother became employed.
129	Investigation disclosed need of administrative action in obtaining juvenile court order. Case closed when recipient failed to appear.
132	Investigation disclosed mother earning $10 per week for 40 hours baby sitting—needed grant adjustment. Case closed on basis of fully employed.
135	Investigation disclosed need for administrative action with respect to exploring potential child care plan. Subsequently case closed on basis of inability to resolve the true situation regarding possible child care plan.

SCHEDULE B.—*132 cases closed, by primary factors*

	Number of cases
Resources could not be determined	11
Continuing relationship with a husband and/or the father	32
A man in the home in a relationship similar to husband and wife	20
Man in the home constituting a resource that could not be determined	10
Recipient or returned parent employable	31
Unable to clarify living arrangements	11
Refusal to cooperate	8
No eligible children in home	4
Parent employed	3
Refusal of bona fide offer of home	1
Illegal activities and operation of business	1
Total	132

SCHEDULE C.—*132 cases closed by code reasons for closing*

Closing code:		Closing code—Con.		Closing code—Con.	
01	1	53	1	79	59
03	2	54	4	90	7
04	6	71	1	92	1
11	2	72	6	93	1
12	1	73	12	94	16
21	1	74	5		
22	1	76	5	Total	132

SCHEDULE D.—*Code reason for closing*

Code	*Reason*
01	Employment or increased earnings of person in home: Recipient.
03	Employment or increased earnings of person in home: ADC father.
04	Employment or increased earnings of person in home: ADC mother.
11	Receipt of or increase in support as a result of: Absent parent's return.
12	Receipt of or increase in support as a result of: Remarriage of parent.
21	Receipt of or increase in support from person outside home: Absent ADC father.
22	Receipt of or increase in support from person outside home: Other person.
53	Decreased need for: Other requirement(s).
71	Change in District of Columbia law or agency policy relating to eligibility requirement other than need (specify).
72	Refusal after acceptance to comply with eligibility requirement.
73	No longer incapacitated.
74	ADC parent returned.
76	No eligible child in home.
79	Other (specify).
90	Voluntary withdrawal (when reason for withdrawal is not known).
91	Temporary hospitalization.
92	Loss of contact or whereabouts unknown.
93	Child committed to Department of Public Welfare; transferred to CWD.
94	Other (specify).

SCHEDULE E.—*132 cases closed, by date of last check and date case closed*

Month	Date of last check	Date case closed	Month	Date of last check	Date case closed
October 1961	1	0	April 1962	30	31
November 1961	5	1	May 1962	30	36
December 1961	10	9	June 1962	9	22
January 1962	11	5	July 1962	0	4
February 1962	13	12			
March 1962	22	12	Total	132	132

SCHEDULE F.—*12 closed cases reapplied*

Number	Date of last check	Date reapplied	Disposition
1	November 1962.	Feb. 19, 1962	Rejected.
19	January 1962.	May 25, 1962	Do.
52	March 1962	May 3, 1962	Do.
		June 26, 1962	Do.
		July 2, 1962	Pending.
46	do	May 23, 1962	Rejected.
38	January 1962.	May 8, 1962	Do.
63	March 1962	do	Do.
10	December 1961.	Jan. 12, 1962	Pending.
50	March 1962	Apr. 16, 1962	Do.
118	May 1962	June 26, 1962	Do.
18	January 1962.	June 22, 1962	Approved July 2, 1962, caseload 032.
123	May 1962	June 18, 1962	Approved July 2, 1962, caseload 067.
91	do	July 2, 1962	Approved July 2, 1962, caseload 074.
Out of town inquiry: 34	February 1962.		OTI received Apr. 30, 1962, and completed May 10, 1962.

SCHEDULE G.—*33 appeals requested*

Number	*Disposition*
A. Requests withdrawn:	
27	Case remains closed.
17	Do.
Special investigation project No. 30.	PAD decided case should remain open.
Special investigation project No. 97.	Do.
56	Do.
77	Do.
123	Case closed. Reapplied and is now receiving assistance.
91	Do.
B. Failed to appear:	
16	Case remains closed. Arrested for defrauding District of Columbia government.
124	Case remains closed.
C. Hearing still pending:	
43	Do.
66	Do.
81	Do.
82	Do.
114	Case not yet closed but no check issued.
115	Case remains closed.
117	Do.
118	Case remains closed. Has reapplied.
129	Case remains closed.
131	Case not yet closed but no check issued.
133	Case remains closed
137	Do.
D. Hearings held, decision pending:	
47	Case not yet closed but no check issued.
90	Case remains closed.
110	Do.
126	Case not yet closed but no check issued.
E. Agency action sustained:	
18	No check issued since January 1962. Agency action in decision to close was sustained in decision of May 31, 1962. Case closed, code 79, in June 1962. Recipient reapplied and was approved on July 2, 1962.
19	Decision of appeals officer on May 14, 1962, was assistance be reinstated, if eligibility otherwise exists. Case closed Feb. 15, 1962. Reapplied May 25, 1962. Application rejected.
29	Decision of appeals officer on June 15, 1962, upheld agency's decision. Case closed June 25, 1962. Last check issued February 1962.
31	Decision of appeals officer on May 31, 1962, sustained agency's decision. Case closed May 17, 1962. Last check issued February 1962.
35	Decision of appeals officer on June 15, 1962, sustained agency's decision. Case closed Apr. 2, 1962. Last check issued March 1962.

SCHEDULE G.—*33 appeals requested*—Continued

Number	*Disposition*
E. Agency action sustained—Continued	
51	Decision of appeals officer on Apr. 23, 1962, sustained agency but stated that if rent was clarified client be reinstated at that time if otherwise eligible. Case remained open and client was sent to Welfare Training Center.
F. Agency action not sustained: 1	Case continues eligible.

SCHEDULE H.—*17 children at Junior Village as of June 5, 1962*

Survey No.	Children at Junior Village	Summary
9	1	Case closed, but not as a result of SIP report. Grantee relative no longer wanted to care for children and turned them over to Department. One child is still at Junior Village (not SIP).
30	8	Mother pregnant when she placed the children with CWD. The father of the unborn child is also the father of several other of the former client's children. Mother still has 3 children with her.
38	2	Last check January 1962. Closed April 1962. Children placed May 10, 1962, as mother was homeless. Client reapplied May 8, 1962, and was rejected May 25, 1962 (not SIP).
46	3	Last check and case closed March 1962. Mother had been employed for several years without notifying agency. Children placed May 15, 1962, as family was destitute (appears questionable with employment history). Client reapplied and was rejected on May 23, 1962 (not SIP).
109	3	Before PAD social worker could act on SIP report, she was notified that the woman was arrested and the children were homeless. Children placed on May 1, 1962 (not Sip).

SCHEDULE I.—*23 cases closed by code reasons*

Code reason:	*Number closed*	Code reason—Continued	*Number closed*
03	1	74	2
04	1	79	10
11	1	90	1
21	1	94	3
71	1		
73	2	Total	23

SCHEDULE J.—*23 cases closed by date of last check and date of closing*

Month	Date of last check	Date of closing	Month	Date of last check	Date of closing
October 1961	1		April 1962		1
November 1961	5	1	May 1962		1
December 1961	3	6	June 1962		2
January 1962	7	3			
February 1962	7	8	Total	23	23
March 1962		1			

SCHEDULE K.—*23 closed cases rechecked*

Survey No.	Date of last check	Date of closing	Appeals hearing	Present status of case	Currently certified surplus food	Children at Junior Village	Still lives at same address	Rent paid for July	Remarks
2	November 1961	December 1961		Closed	Yes		Yes	No	Owes for July only.
3	October 1961	do		do	No		Yes	Yes	
4	November 1961	do		do	No		No	Yes	Moved in June. Rent $59 not paid for June at prior address. Rent paid for July at new address.
5	do	November 1961		do	No		Yes	Yes	
6	do	December 1961		do	Yes		Yes	Yes	
7	do	February 1962		do	No		Yes	Yes	
8	January 1962	do		do	No		Yes	No	Owes for July only.
11	December 1961	January 1962		do	No		Yes	No	4 months in arrears.
12	do	December 1961		do	No		Yes	Yes	
14	do	do		do	No		Yes	No	In arrears for June and July.
16	January 1962	February 1962	March 1962; failed to appear.	do	No		No	Unknown.	Moved in June 1962. Not in arrears at that time. Was arrested in July 1962.
17	do	January 1962	March 1962; withdrew request.	do	No		Yes	No	Owes for July only.
18	do	June 1962	May 1962; agency upheld.	Reapplied; approved July 1962.	Yes		Yes	No	Rent was $271 in arrears in December 1961 at time of investigation; now $285 in arrears.
22	do	February 1962		Closed	No		Yes	No	Owes for July only.
23	do	January 1962		do	No		Yes	Yes	
24	February 1962	February 1962		do	No		No	Yes	Moved. Owed 2 months' rent at prior address.
25	do	do		do	Yes		Yes	Yes	
26	January 1962	do		do	No		Yes	Yes	
28	February 1962	do		do	No		Yes	Yes	She still lives at same address. Real es agency said she had moved.
29	do	June 1962	Agency upheld, June 15, 1962.	do	No		Yes	No	6 months in arrears.
30	do	April 1962		do	No	8	No	None	Moved in March. No record of any arrears. Now lives with sister of her paramour and pays no rent.
31	do	May 1962	Agency upheld, May 31, 1962.	do	No		No	Yes	Moved. No arrears at prior address.
32	do	March 1962		do	No		Yes	Yes	Owes $8 for July balance (rent $75).

SCHEDULE L

CASE SURVEY NO. 2

Summary of the desk review of the evaluator assigned to the special investigation project

The review questioned the eligibility of the family since Mr. B, the husband and father of the children, had returned to the home in August 1961, and PAD checks were issued through November 1961. The record did not indicate that Mr. B had complied with the PAD manual section involving registering with USES and was actively seeking employment.

Summary of case by PAD

This is a family of parents—father (41) and mother (31)—and seven children, ages 1 to 9. The application was made in April 1961, when the father was in jail. He was released and returned to the home on August 31, 1961. He was employable, given an adjustment period to include a maximum of 3 months, September, October, and November 1961. He was seen each month about his efforts to locate employment, including registration at USES. The case was closed in December 1961.

In this instance, the special investigation unit's representative made a review of the case material. However, the last contacts made by the agency had not been recorded at the time of the evaluator's review. The agency was in control of this situation and there is no overpayment.

Summary by OIC of PAD case openings and closings

Original application October 1956. Approved February 6, 1957. Husband incarcerated. Five children in grant. Case closed July 18, 1957. Employment of husband.

Reapplication April 10, 1961. Approved May 9, 1961. Husband incarcerated. Six children in grant.

Case closed. ADC parent returned.

Summary of contact by special headquarters consultant

The family of Mrs. B was visited on March 8, 1962. Mrs. B informed that the family was getting along very well. Mr. B was working for a contractor, paying the rent and all bills.

There appears to be no hardship in this family at present.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in November 1961, still resides at the same address where she lived during the prior investigation. She has not reapplied for assistance but is certified for and receiving surplus foods. Her rent is paid up through June 1962.

CASE SURVEY NO. 3

Summary of the desk review of the evaluator assigned to the special investigations project

Mr. B, husband and father of the children, is in the home. The agency record does not offer any information to substantiate his unemployability or his alleged incarceration at Occoquan Workhouse.

Summary of case by PAD

Mr. B, a 38-year-old man with a pregnant common-law wife of 27 and one child applied on June 12, 1961, because he could not work due to a back condition. Assistance was given on November 19, 1961, because family was threatened with eviction, although final report on medical study at D.C. General Hospital had not yet been received. Through error, assistance was continued without medical confirmation of Mr. B's unemployability; it was found that Mr. B, who has a long record of incarcerations for alcoholic escapades, was in jail for 30 days from September 6 to October 6, 1961.

This case was reviewed by the case reviewer of the special investigation unit who, by memorandum of November 21, 1961, called attention to the outstanding medical report. A home visit on November 27, 1961, disclosed that Mr. B had been released from jail as scheduled, had found employment the next day, and had received his first paycheck on October 18, 1961. The fact that the family had not cashed the November 1, 1961 assistance check, but turned it over to the worker, would seem to support their claim that they had intended to notify the agency of Mr. B's employment, and had merely been tardy about it.

Summary by OIC of PAD case openings and closings

Initial application December 9, 1959. Approved December 17, 1959. Husband incarcerated. No child-care plan for 2-month-old child. Case closed May 1, 1960, loss of contact.

Reapplied for assistance June 12, 1961. Approved June 21, 1961. Mr. B unemployable. One child in grant born October 31, 1959. Mrs. B pregnant, EDC January 14, 1962.

Summary of contact by special headquarters consultant

On March 2, 1962, Mrs. B was visited at her home. The house was clean. Mr. B pays the rent of $55 per month and buys the food. He does not give Mrs. B any money to handle. Mrs. B, a very confused and unhappy woman, is afraid that her common-law husband, Mr. B, will place their child in Junior Village if she leaves him. He is a heavy drinker, is loud and profane when drinking, has served many jail terms, and has been warned that they will have to vacate their apartment if this continues. Mrs. B's relatives do not know that they are not married; a wedding date was set but Mr. B was too drunk for the ceremony to take place.

Mrs. B responded favorably to an opportunity to go to a family agency for counseling and an appointment was made. Mrs. B expressed gratitude for my interest.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in October 1961, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for, nor receiving, surplus foods. Her rent is paid through July 1962.

CASE SURVEY NO. 4

Summary of the investigator's findings

Mr. G, the employed father of Miss B's youngest child, was found in the home of Miss B 3 of 4 consecutive nights. Mr. G keeps clothes in the apartment of Miss B; he takes the baby to visit his relatives; he contributes $15 every 2 weeks; and Mr. G and Miss B go out together on a social basis at night. There is a continuing relationship between Miss B and Mr. G.

Summary of case by PAD

This 23-year-old mother, who first applied to the agency on December 18, 1957, had two children and was expecting her third child in February 1958. The father of the expected child had deserted her and the father of the other two children was not paying the $7 court order regularly. This application was terminated because she did not follow through on having the fathers of her children contact the agency.

Her next application was made November 20, 1959, when she was saying that the fathers' whereabouts were unknown and she was without support; she now had four children—born 1954, 1955, 1957, and 1958. She failed again to follow through and this application was terminated.

Her last application was made January 11, 1961, because she had no support for her family and she was pregnant with her fifth child. She wanted assistance with three of the children because the fathers were not supporting. Four men had fathered her children. Two of the children have been placed by her with relatives. Assistance was continued to her from March 1, 1961 through November 30, 1961, when the special investigation unit established that the father of the last child was continuing his relationship with the mother. The agency referred this case to the regular Investigation Service on March 8, 1961. After 10 visits between May 26, 1961 and August 6, 1961, the final IS report was received on August 8, 1961 "no evidence to indicate that any man frequents the apartment of the recipient."

Assistance was discontinued effective December 1, 1961, because it was not possible to establish the extent to which the man involved with mother was a resource.

Summary of contact by special headquarters consultant

The family of Miss B and four children was visited on March 1, 1962, at their one room, kitchenette and bath apartment.

Miss B was surly. She stated that Mr. G, father of her year-old baby, was living with her and they planned to be married in the summer. She saw nothing

wrong with her living arrangement as many people were doing the same thing. She could give no reason why they have not married before.

The environment is bad for the children and Miss B has absolutely no moral standards.

This is a typical case where eligibility was determined and no effort made by caseworkers to help Miss B to realize her responsibilities to her children.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in November 1961, moved in June 1961 from the address where she lived during the prior investigation. At the time she moved, she was in arrears in her rent for the month of June. Her rent is paid for July at her new address. She has not reapplied for assistance. She is neither certified for, nor receiving surplus foods.

CASE SURVEY NO. 5

Summary of the investigator's findings

The investigation revealed Mrs. A has lived with Mr. T since August 1957 at several addresses. Mr. T's wife has been separated from him for over 8 years. Mrs. A, however, has represented to the agency that she rents from Mr. and Mrs. T.

The investigation found a commingling of Mr. T's clothes with those of Mrs. A's in her bedroom. She did not have rent receipts for the two rooms she alleged she rents, yet, when Mr. T was queried about the total rent for the entire house and his receipts he called for Mrs. A to get them. Observation of the conduct of Mr. T, Mrs. A, and her children in the home revealed that a family situation existed.

Summary of case by PAD

The family was first known to the agency in December 1952 when the mother applied because her husband had deserted her and his children. He returned in July 1953 and the case was closed.

In December 1953 she reapplied because she was pregnant, the rent was 2 months in arrears, and her husband had gone again. This application was rejected because the mother had not made sufficient effort to locate her husband.

She reapplied January 4, 1954; her husband was in trouble with the Arlington probation officer who was looking for him. The application was accepted; the husband was picked up and sentenced on January 25, 1954, for 1 year in jail. Assistance was approved effective January 1, 1954.

The case was closed effective November 1, 1954, because the husband was back in the home. Mother was pregnant again; father had deserted when she reapplied October 11, 1955. This application was approved March 1, 1956, after an exhaustive investigation had been made into the man's plans for his family. He was brought before the juvenile court and sentenced to 1 year for nonsupport. Assistance was suspended effective September 1, 1956, because the agency learned through the mother that she had secured a job. Because the child-care plan broke down, the mother reapplied in November 1956. Father was in jail for nonsupport. Assistance has continued since November 1956.

The agency referred the case to the Investigation Service in 1956 and again in April 1961 to determine if any man had access to her home. The social worker visited on April 5, 1961; was advised that the landlord, with his wife, occupied a room in the home. She questioned the relationship and asked Investigation Service to clarify it. The landlord had rented her quarters at another address. The regular Investigation Service made four night visits to the home and reported on July 12, 1961, that there was no evidence of the presence of any man in the home. The landlord had told them that he and his wife no longer lived in the home.

Summary of contact by special headquarters consultant

Family of Mrs. A was visited February 27, 1962; her three sisters and friends have provided food since ADC discontinued. She has not paid rent and Mr. T (with whom she denies a man-wife relationship) is asking her daily to leave. Mrs. A is without heat and cash. She continues to receive surplus food although there are times when there is no food. She was anticipating that surplus foods would be discontinued. Mrs. A cannot look for work until a plan can be made for care of the children. Her sisters are employed and unavailable for child care. She owns only two single beds and a double bed.

As Mrs. A has given her children good care and all are by her husband, there has been no evidence of promiscuity (with the exception of the present suspicious living arrangements), it was felt that with some sound case work for a period of time Mrs. A has the potential of being a self-supporting, good mother.

It was recommended that Mrs. A be referred to an agency for the purpose of reestablishing her in a suitable home; intensive casework service with temporary financial assistance, helping her find a job and suitable day care for the children; location of the husband and a court order for the support of the children, strengthen school contacts through Urban Service Corps, exploration of recreation facilities for the family and church affiliation resumed.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in November 1961, still resides at the same address where she lived during the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid up through July 1962.

CASE SURVEY NO. 6

Summary of the investigator's findings

Mrs. B is actively employed as a babysitter; she admits receiving $10 per week which she has not reported to the agency. Also found in the home was another child; the money she receives for its care could not be ascertained.

Mrs. B is fully employable but has not applied to USES because of her daytime babysitting employment. The father of the oldest child makes his contributions regularly and takes the child to his home to spend the day occasionally.

Mrs. B, a 23-year-old mother of four pre-school-age children, applied for assistance on May 4, 1955 because her husband had been arrested on a narcotics charge. The case was approved for ADC 3 weeks later and with one brief interruption in 1957 while her husband was out of jail, she has been receiving assistance since then. Having completed the 11th grade in Vocational High School, it was felt that she would be able to become self-supporting once her children had reached school age; until then, she had no child-care plan, since all female relatives are employed. In 1959, her worker succeeded in locating the father of her oldest child, which was the result of a premarital relationship; he signed a voluntary support agreement and has been contributing $40 to the support of his child consistently since then.

The father was in and out of the Federal facility in Lexington, the District jail and the District of Columbia Reformatory in Lorton. During his short periods of freedom, he kept away from his family, failed even to get in touch with them by telephone, and never was at large long enough to bring his case to juvenile court for nonsupport. He is again serving a sentence with an expected release date on October 14, 1963.

The last worker explained to the mother that her case would be closed on December 31, 1961, regardless of whether or not she had found employment by then, as she was a skilled dressmaker; all the children are in school, and she is physically employable. Before this plan could become effective, this case was reviewed by the special investigation project, which found during a home visit on November 22, 1961 that Mrs. B had as yet taken no steps to find a job, but was deriving an income from babysitting for other families in the apartment building where she lives, without having reported this to the agency.

Assistance was therefore discontinued on December 1, 1961, a month earlier than originally planned, and the case was closed.

Summary by OIC of PAD case openings and closings

Initial application May 17, 1955. Husband incarcerated. Four children in the home. Application approved June 9, 1955. Case closed April 10, 1957; absent father returned to the home.

Second application August 6, 1957. Husband hospitalized as drug addict. Four children in home. Application approved September 1, 1957. Case closed on December 14, 1961.

Summary of contact by special headquarters consultant

On March 9, 1962, Mrs. B was contacted. She was busy cleaning her comfortably furnished apartment and it was difficult to extract information as she was noncommunicative. Since assistance was discontinued her NCHA rent has been reduced from $63 to $30 per month. Her only income is $10 per week from the father of her oldest child and $10 per week from caring for the children of her neighbor.

Surplus food has been discontinued. The children do not receive free school lunches.

Mrs. B said she registered at USES in December and has not heard from them. Everyone wants a person with experience and she has none.

She is very sullen and indifferent and her appearance would be a liability in getting work.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in November 1961, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is certified for surplus foods but did not pick up any for June 1962. Her rent is paid through July 1962.

CASE SURVEY NO. 7

Summary of the investigator's findings

Mrs. A was found living with Mr. W, the employed father of her youngest child. Mrs. A and Mr. W share a two-room and bath basement apartment. The landlord, auto registration, Central Violation Bureau, Mr. W's employer, and the investigator's observations confirm this family situation. The clothes of Mr. W and Mrs. A are commingled. Mr. W's car is parked in the rear yard of the premises, and the telephone for the apartment is listed in Mr. W's name.

Summary of case by PAD

On August 21, 1957, this 23-year-old mother first applied for assistance for herself and three children because her husband was in an Army prison and the family was without resources. Assistance was approved for the mother and three children—born 1953, 1955, and 1956 and continued through December 1957, when the case was closed, because the father returned to the home and was employed.

In July 1960, she reapplied because her husband had deserted. Assistance was approved in August 1960, and continued through May 1961, when assistance was held because of the question the social worker had about her relationship with the father of her last child born in 1961. On May 31, 1961, the Agency asked the Investigation Service to determine whether the husband or the father of her last child had access to the home. No report was received from the Investigation Service.

On July 10, 1961, mother and the father of the last child were in Agency office denying that relationship continued, and this father verified his contribution of $9 per week to mother. Assistance was reinstated on the basis that the couple denied that there was a continuing relationship at this time and Agency's careful explanation to both of these parents of the factor of eligibility of continued absence.

The Special Investigation Service, however, revealed that the father of the last child was in fact living with the mother.

Summary of contact by special headquarters consultant

Family of Mrs. A was visited on March 1, 1962. She and three of the children were at home; one child had been out of school a week because of no shoes; another had measles. Mrs. A occupies a furnished room in the basement of a tenement; Mr. W, father of her 11-month-old infant occupies another furnished room at the rear of the basement. Each pays $15 a week rent and has free access to each other's room. The house was clean and orderly.

Mr. W was giving $9 for support of the baby, but since assistance was discontinued he has given more each week. Mrs. A had been receiving surplus foods, but yesterday received a letter advising that she was no longer entitled to it. Mrs. A uses only powdered milk, no fresh milk. She seems devoted to her children.

Mrs. A works as a domestic 2 days per week and earns $9 per day. She also babysits for neighbors on her offday.

Mrs. A speaks indistinctly, is apathetic, and seems quite limited mentally. She says she is trying to move away. Mrs. A has a brother and three aunts in the District of Columbia. There seem to be enough relatives to help her move out of this room; however, she should be referred to an agency to help her marshal all resources in establishing a suitable home.

In response to questioning, she stated that she would marry Mr. W if she were free. Mr. A was described as abusive and a poor provider. Mrs. A believes Mr. A is in jail again but said she would let him take the children when he is

released, at least until she can get a steady job. Mr. W's mother will take care of the 11-month-old baby during the week.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in November 1961, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through July 1962.

CASE SURVEY NO. 8

Summary of the investigator's findings

Miss B is a fully employable 19-year-old mother of two children who has applied for work. She has proceeded far enough with the idea of going to work that she has arranged for a babysitter for her two children.

Mr. W, the employed father of Miss B's youngest child, has two jobs, and expressed a firm desire to contribute to the family. He works two blocks from Miss B, and admits visiting at least once a week at lunchtime.

Summary of case by PAD

A 19-year-old mother with two children, born February 1960 and June 1961, applied for assistance in July 1961, because of an additional child in the family. The grandmother and stepgrandfather were no longer able to support. The grandmother was employed full time and no other person was available to give child care while mother worked.

In August 1961, the Agency requested the Investigation Service to locate the father of the oldest child. A referral was also made to the Investigation Service in August 1961, to establish whether H.W. or any other man and the mother were involved in a continuing relationship. On October 19, 1961, Investigation Service gave the Agency an address for the older child's father. He failed appointments and finally on December 8, 1962, the social worker suspended assistance because the father's contribution to the family could not be verified.

Summary by OIC of PAD case openings and closings

Initial application July 14, 1961. Her mother and father no longer able to to support her and two children. R. J. and L. B. named as father of Dwayne. H. W. named as father of Wanda. Application approved September 8, 1961.

Case closed February 5, 1962, employable.

Summary of contact by special headquarters consultant

Miss B and her two children were visited on March 2, 1962. She lives with her mother and stepfather in a nine-room house. One room is rented to a couple.

Miss B receives $10 per week regularly from Mr. W, father of youngest child. She would not marry H. W. now, although when she met him 5 years ago she was fond of him. Miss B receives surplus foods, but expects this will be discontinued.

The relationship between Miss B and her mother and stepfather is not close; however, they are in a position to help. Miss B states that if she can find a job she can get someone to care for her children.

Miss B attended church regularly until her second pregnancy. The minister talked with her at the time her first baby was born and she is embarrassed to see him now. She promised to go to see the minister and resume church activities.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in January 1962, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through June 1962.

CASE SURVEY NO. 9

Summary of the investigator's findings

The three children of Miss A live with their maternal great aunt, Mrs. G. The maternal great aunt has resources which she does not want looked into. Living in the home at the time of the investigator's visit was another PAD recipient, allegedly only temporary. Miss A, mother of the three children, lives with a paramour apart from the assistance unit. Miss A is not employed and is not active with USES. Miss A and the godfather of the children, a Mr. S, make irregular gifts of clothes, shoes, candy, and money to the children.

No ineligibility factor disclosed—subsequently the grantee relative stated she could not take care of children so they were committed to CWD and placed in Junior Village.

Summary of case by PAD

Three children, ages ranging from 10 to 2, have lived with their maternal great aunt since July 1960, when their mother deserted them. She has been the payee to receive the ADC payment for the care of the children since August 1960.

The agency knew this family first in 1954 when the mother was 18 years of age with two illegitimate children and pregnant with the third. She was living with her mother who had received assistance during her childhood. She received assistance for herself and her children from May 1954, through December 1956. She received a full-time job and her case was closed. During this time one of the fathers of her children was contributing $21.66 a month toward the support of this child.

In September 1958, she reapplied because she had a baby on July 23, 1958, and it died 3 weeks later. She wanted assistance until she could return to work. Assistance was approved for September 1958, and continued through December 1961. Mrs. G, the maternal great aunt, took the children finally in August 1960, when the mother deserted them. She had been in and out of the home since April 1960. During the periods when she was away, it was the maternal great aunt who cared for the children. She found it increasingly more difficult to manage on the assistance payment.

On December 4, 1961, she told the agency that she would no longer keep the children. They were removed by Child Welfare Division on December 6, 1961.

Summary by OIC of PAD case openings and closings

Initial application April 29, 1954. Approved May 10, 1954. Case opened for Miss A and her two children who had been included in her mother's grant. Miss A's mother unable to take responsibility for looking after her children. Mr. D. C. and Mr. B. K., fathers of her two children not contributing toward the support of the children. Child, Alfreda, born October 12, 1956; father R. H.

Case closed June 17, 1957, for failure to present verification to establish continued eligibility.

Reapplied September 12, 1958. Approved September 18, 1958. Three children in grant. Fourth child born September 7, 1959, her father reported as R. H. Miss A unable to work, father not supporting.

Case closed February 6, 1962.

Summary of CWD records

Case opened August 5, 1960, on referral from PAD. Alfreda and Jerome were placed at Junior Village on December 6, 1961, and Dielendia was placed at St. Vincent's Home the same date. On May 24, 1962, Jerome was committed to the District Training School. The placements remain the same as stated above for Alfreda and Dielendia.

Summary of SIP checks made in July 1962

None made. The placement of the children in Junior Village was not the result of the special investigation project.

CASE SURVEY NO. 11

Summary of the investigator's findings

Mr. S, employed father of Mrs. B's four youngest children, is living in the home. Mr. S admitted to the investigators he has been in the home and employed since October 1961. The investigator's visit in December of 1961 revealed his presence in the home and his failure to register at U.S. Employment Service for help in see ing employment. This was needless since he had found employment on his own.

Summary of case by PAD

Mrs. B, a 31-year-old mother of six children, applied for assistance on May 15, 1961, because her paramour, with whom she had been living for the past 12 years and who is the father of her last four children, has been sentenced to 6 months on a narcotics charge. Her husband, from whom she separated after 1 year, is the father of the oldest child for whom he contributes $10 weekly; he is a friend of her paramour. Her second child is from a man whom she saw between her husband's departure and her taking up her relationship with her paramour. She

has never seen him again, and he does not contribute to the support of his child. The case was opened for assistance 1 month after application, and the paramour was released from jail on October 9, 1961. He reported to the worker the next day and it was agreed that under agency policy he could be included in the payment until he found a job, at which the whole family would be considered ineligible for further assistance. The case would have to be closed by December 31, 1961 at the very outside, but he is to report what steps he has taken to find employment before even next month's check can be released.

On December 11, 1961, the special investigation project reported that the paramour had actually started working the day after his release, and had in addition had earnings from several short-term jobs. Consequently, the case was closed as planned, but the question needs to be settled whether Mr. B did not commit fraud by presenting himself as unemployed when he was working and by failing to report his earnings.

Summary of contact by special headquarters consultant

Family of Mrs. B contacted on March 9, 1962. Mr. S, the paramour and father of the four youngest children, and Mrs. B were seen. The house was dirty and in a state of confusion. They were to appear in court on March 23, 1962, as they have not paid rent since December. Anticipating eviction they were packing their belongings in boxes.

Mr. S has not found steady work, he worked 3 days last week and earned $35; he thinks he has a job as of March 20, 1962, with a contracting company. The last surplus food was received in January 1962, but family reapplied on March 8, 1962 and were told case would be reopened.

Mr. B, father of the oldest child, gives $10 weekly; Mr. S' brother helps with the children's clothes but cannot do more. The children get milk in school and have powdered milk at home.

If there was an agency in the community organized to counsel with this couple, it should be referred. This is a typical family that could be helped in a neighborhood or settlement house. Both man and woman would be susceptible to friendly, reassuring caseworkers.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in December 1961, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent, including July, is 4 months in arrears.

CASE SURVEY NO. 12

Summary of the investigator's findings

Mrs. B is living with Mr. D as man and wife. A credit check reveals they lived at her prior address as man and wife and purchased over $300 worth of furnishings as Mr. and Mrs. D. Mr. D, a government employee, moved with Mrs. B to her current address and mails his monthly payments from this address. Mrs. B cashes her PAD checks with this credit firm. Mr. D, an on call employee gives Mrs. B's telephone number at his employment to be called any hour of the day or night. Mr. D's clothes were found in the home of Mrs. B.

Mrs. B's 26-year-old absent husband was located. He receives public assistance of $96 per month. He does not live at the address he lists with the agency but he hangs out there to meet the social worker and pick up his mail. Further, he has represented he did one type of work (very strenuous) and was in need of retraining but actually that is not his work history—he has worked over a period of years at light work.

Summary of case by PAD

None made.

Summary of PAD case record by OIC

Initial application December 30, 1958, Mrs. B. and two children. Mr. B. deserted. Mrs. B's parents unable to continue their support. Application approved March 2, 1959, under code 7, loss of contribution from relatives.

Quincy born February 27, 1961.

Case closed December 19, 1961, code 79, continuing relationship with Mr. R. D.

Summary of contact by special headquarters consultant

Mrs. B was visited on March 13, 1962. She stated that she and Mr. D. (her paramour) lived with her parents but had rented the present home 3 weeks ago. It is an attached house, in good condition, the floors were freshly varnished and the living room walls recently painted.

Mr. D., the paramour, was at home at the time of the consultant's visit. He is a clerk at the post office and according to Mrs. B treated the children as his own.

Mrs. B's teeth are in horrible condition and she said she was going to the clinic for extractions and dentures.

There is evidence that the children are fed and clothed in a comfortably furnished home. Spiritually and morally they are deprived.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in December 1961 still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is not certified for nor receiving surplus foods. Her rent is paid through July 1962.

CASE SURVEY NO. 14

Summary of the investigator's findings

Mrs. P represented to the investigators on their home visit that she was the landlady of the house. Two of the children of Mrs. P's were not in the home but living with an aunt of Mrs. P. Mrs. P had an infant child in her apartment but denied at first the maternity of it. Freedmen's Hospital and the Bureau of Vital Statistics records show a male baby born to Mr. and Mrs. P in October 1961.

Mr. P's clothes are in the closets and drawers in the apartment. Mr. P's employer states he lives with Mrs. P. The neighbors and other tenants of the building state Mr. P lives with Mrs. P. After the investigator's visit, Mrs. P. withdrew from assistance.

Summary of case by PAD

Mother applied to the agency for assistance on June 20, 1960, because her husband had deserted in January 1960; she and their first child had lived from place to place since then and she was far advanced in her pregnancy with their second child. This mother was active with Child Welfare Division from February 1953. She was admitted to St. Elizabeths Hospital on February 15, 1957, following a lifetime of disorganization—life at Junior Village—unsuccessful foster home placement and the drinking of rubbing alcohol which was the reason for her admission for psychiatric treatment. She was discharged from St. Elizabeths Hospital on June 4, 1958. In March 1961, mother moved to the Girard Street NW., address and presented rent receipt signed by Mr. Tatum, the landlord, to verify her rent.

It is evident from the mother's contacts with the agency as well as with the special investigation unit, that she deliberately gives misinformation and failed to report changes in her situation—children out of the home—new baby—and father's return to the home. She also has resources from prostitution which she admitted to the agency on Dec. 15, 1961.

Both parents were seen by the agency on Sept. 21, 1961, and Dec. 7, 1961 about support and plans for the family. Neither admitted that the father was back in the home.

Effective November 1, 1961, as the result of contacts with the parents, the assistance payment was reduced from $134 to $39 a month to reflect $94.94 support from the father.

This case is submitted to OIC for possible fraud from March 1, 1961.

Summary by OIC of PAD case openings and closings

Initial application dated June 21, 1960, for Mrs. P and one child. Mrs. P pregnant, EDC July 1960. No means of support, husband deserted and giving insufficient support.

Application approved July 20, 1960.

Audrey born July 18, 1960.

Case closed December 26, 1961. Requested case be closed because she did not wish to be subjected to further investigations by the Department of Public Welfare.

Summary of contact by special headquarters consultant

A visit was made to Mrs. P on February 27, 1962. She and two men were watching television. She said one man was her father and the other her brother. In answer to consultant's comment that her husband had deserted, she said that because she did not receive financial assistance there was nothing else she could do but take him back. (According to case record Mrs. P's father was serving a 6-to-20-year term in the penitentiary.)

Mrs. P was very defensive and said she was getting along all right. She said the two oldest children were temporarily visiting their aunt and she had the baby with her. Mrs. P stated she only had the one room in which the men were sitting. There was no evidence of the baby.

Recommendation: The children should be removed from the present environment and referred for protective services. Perhaps children would have to be removed from care of the mother and an effort made to rehabilitate her with the hope that the home can be reestablished.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in December 1961 still resides at the address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent was paid through May 1962.

CASE SURVEY NO. 16

Summary of the investigator's findings

Mrs. P was pregnant, her EDC was March 1962. She denied knowing the father's name, address, or any descriptive information on him. Mr. J was found in the home; when the investigators arrived, he was cutting wood in the backyard. Mr. J alleged he was a Mr. M who signed the rent agreement for the premises and wrote the letter to PAD substantiating Mrs. P's residency in the District of Columbia. The father of all of Mrs. P's children is Mr. J, they refer to him as daddy. Mrs. P represented that Mr. J had left the District of Columbia and his whereabouts were unknown to her. Mr. J was in the home. Mrs. P has made incorrect statements and withheld information with the obvious intent to deceive the agency. Mr. J has also attempted to deceive the agency and the general public through use of Mr. M's name.

Summary of case by PAD

This is a 26-year old mother with four children born 1955, 1956, 1957, 1960 and now she is pregnant with her fifth child. She first applied for assistance in November 1960 because the father of the four older children had deserted in June 1960 and she was without funds. Relatives helped her from June 1960 until November 1960 when she made application. The situation was referred to the investigation service on December 7, 1960, to determine whether or not the father was absent from the home. The case material shows that an initial visit to the home by the investigation service "did not reveal his presence" in the home. A second referral was made to investigation service on November 29, 1961.

Mother has lived between North Carolina and the District of Columbia since her birth. She claimed to have lived in the District continuously from October 1959. The special investigation service established that the father had signed the rental contract, using the name H.M., a mutual friend of Mrs. P and Mr. J.

There seems to be strong evidence that these parents have deliberately set out to misrepresent their situation to the Agency.

The mother has resources in relatives in North Carolina to whom she had been going and to whom she had been sending her children 4 months out of the year.

Assistance was continued to mother from December 1960 through January 1962. The case has been referred to OIC for possible fraud.

Summary by OIC of PAD case openings and closings

Initial application November 28, 1960, for herself and four children. Paramour, B.J., had deserted. Application approved December 20, 1960.

Case closed January 9, 1962, Mrs. P originally ineligible for assistance because father of her children, Mr. B.A.J. was never absent from the home.

Summary of contact by special headquarters consultant

On March 9, 1962, Mrs. P was visited. Mrs. P claims that her brother and sister have been providing her with food since she was cut off assistance. She has also been receiving surplus food but received a letter yesterday informing her this

would no longer be available. When Mrs. P went to the hospital for delivery of her baby born January 30, 1962, the children stayed with her sister but the landlord objected, so in event of eviction she cannot go to her sister. Mrs. P has a summons to appear in court on March 19, 1962, because of nonpayment of rent in the amount of $86. Rent is $62.50 per month plus heat and electricity; the furnace is in need of repair; there are water leaks in the bathroom and there are rats in the house.

Mrs. P said she had not seen Mr. B.J., father of her four older children, for a long time prior to December 15, 1961, when the special investigators found him in her home. She insists she does not know his present whereabouts. She claims that Mr. P.H., a visitor from South Carolina, is the father of her new baby. She met him last summer at a party given by her sister and has not seen him since. She does not know where in South Carolina he lives.

The two oldest children attend school; the first grader receives free milk and lunch but the youngster in kindergarten receives only free milk. The baby's eyes were glossy; Mrs. P feeds him Carnation milk and powdered milk from her surplus food order. The District health nurse was contacted and subsequent contacts revealed that the baby's formula should be increased and some solid foods added. The nurse referred Mrs. P and the preschool children to a clinic.

Mrs. P cannot work as she does not have anyone to take care of the children. It was suggested that she talk over her plight with her brother and sister and perhaps they can work out a suitable plan. Mrs. P was also advised to reapply for surplus food.

Recommendations: Mrs. P should have casework help and there is not an agency to refer her to.

Summary of SIP checks made in July 1962

This former client received her last assistance grant in January 1962. She appealed the closing of her case in March 1962 but failed to appear at the appeals hearing. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent was paid up when she moved in June. She was arrested in July 1962 for defrauding the District of Columbia government.

CASE SURVEY NO. 17

Summary of the investigator's findings

Mrs. B maintains a continuing relationship with Mr. "P" an employed paramour. He has bought numerous furnishings for the home and contributes cash money when Mrs. B is without or low in funds. He also has cosigned in financial transactions for Mrs. B.

Mrs. B is out of the home at least three nights per week until late and the children all attend school full time therefore, the children have a minimum of supervision.

Summary of case by PAD

Mrs. B, a 35-year-old woman, was referred to PAD by CWD on January 30, 1961, because her oldest daughter, age 16, had been committed to Children's Center on account of unauthorized use of an automobile, and Mrs. B felt she had to give up her job as elevator operator, which she had held for 2 years, in order to be with her other three daughters, aged 10, 12, and 13, who were showing behavior difficulties. Her husband had deserted, was under court order to support but was not paying and her unemployment compensation was inadequate.

Mrs. B certified by her signature on February 6, and August 2, 1961, that she had no income or resources other than her assistance grant. Investigation Service reported on August 26, 1961, that there was no evidence of her husband or any other man having access to the home.

Special investigation project made seven home visits between December 7 and 22, 1961, and found that Mrs. B had had a continuing relationship throughout her receipt of assistance with Mr. P, whom she was visiting in the evening and who was contributing $40 monthly regularly to her support. Mrs. B then admitted to her worker that in addition she was receiving $40 monthly from her mother.

Summary by OIC of PAD case openings and closings

Initial application January 30, 1961, by Mrs. B for her three children. Mrs. B is separated from husband. She is unemployed and having disciplinary problems with her children. Application approved March 9, 1961.

Case closed January 9, 1962. Agency unable to determine what resources were available other than public assistance grant.

Summary of contact by special headquarters consultant

The family of Mrs. B was contacted on March 2, 1962. Since public assistance was stopped, her rent in NCHA has been reduced from $61 to $29 per month. Mrs. B's married daughter gives her $10 a week, her mother gives her $10 a week and her mother and maternal aunt pay the rent.

Mrs. B attends night school 3 nights per week learning to be a typist. She has been looking for a job but because she has no clerical experience has not been hired. She is an attractive woman and it would not be difficult for her to get a job. There is an unlisted phone in the home.

Relatives and Mrs. B are resourceful enough to make adequate plans for the future. Mr. B and their 12-year-old son are believed to be in New Jersey but his relatives will not give Mrs. B information regarding their whereabouts.

It was recommended that the juvenile court should make an effort to locate Mr. B who is reported to have a car and earns $150 a week.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in January 1962, still resides at the same address where she lived at the time of the prior investigation. In March, 1962, she requested an appeal hearing on the decision by the agency closing her case. She withdrew her request for a hearing before it could be held. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through June 1962.

CASE SURVEY NO. 18

Summary of the investigator's findings

Mr. J is the employed father of Mrs. C's nine youngest children. The house is rented in the name of Mr. J and the electric service is in his name. Mr. J has access to the home at all times. On the occasion the investigators found him in the home, he alleged he only stopped by to pick up his mail and discuss finances; however, he had been there for over 5 hours. Mr. J was in Mrs. C's bedroom when the investigators found him, yet she alleged she had not seen him for over 3 months. Mr. J's underwear were found in Mrs. C's bedroom dresser. Mr. J pays the rent and maintains the tenant relationship with the realty company. Mr. J's statement he let Mrs. C's sister stay there because they were homeless indicated he controls the household.

Summary of case by PAD

This 34-year-old single woman applied for aid for herself and nine children ranging in age from 4 months to 10 years, on February 14, 1961. She was accompanied by the father of eight of the nine children. The applicant had a ninth-grade education and had worked in the past as a housekeeper. She had not been employed in the past 7 months. She had given birth to her ninth child in October 1960. She had no child care plan.

She had been living with the father of these children in recent years and the home was leased in his name. In November 1960, this man had married another woman. Both he and the applicant claimed no continuing relationship since his marriage in November. The man, however, was interested in the welfare of the children and admitted paternity. He voluntarily signed an affidavit to contribute $100 per month which was the value placed on his offer to continue to pay the rent and all utilities at this home leased in his name. The case was approved March 1, 1961, at $172 per month.

In July 1961, a referral was made to the investigation service. They reported back in June 1961 that, on the basis of visits on June 2, June 12, and June 20, they found no evidence of any man in the home. In May 1961, the father came to the agency and presented evidence that he had lost his job, was financially in debt, and could not contribute at that time. The assistance grant was subsequently increased to $272 effective June 1, 1961 pending his finding a new job. In August 1961, the worker became aware that the woman was pregnant again and her 10th child, 9th by this man, was born in October 1961 (conception placed prior to application).

In December 1961, the special investigation unit made visits on December 6, December 8, December 11, December 13, and December 20. Qn this latter date, the father of the children was found in the home. He claimed to be visiting to pick up mail and discuss financial matters. He expressed regret that he had not been able to buy Christmas gifts for the children. Documents in his possession proved him to be heavily in debt. Assistance was discontinued as of February 1, 1962.

Summary by OIC of PAD case openings and closings

Initial application, February 14, 1961. Miss C and nine children. Miss C pregnant. R. J., father of Phyliss is deceased. W. J. is father of other children. Support from Mr. J inadequate.

Case approved on March 15, 1961.

Patricia born October 18, 1961.

Assistance terminated on February 1, 1962. Case appealed April 9, 1962.

Summary of contacts by special headquarters consultant

On April 4, 1962 Miss C was seen after two earlier visits the same morning. She said that Mr. J, father of her nine younger children, no longer visited the home. He was ordered by juvenile court to pay $22.50 a week beginning April 29, 1962 for support of the children. Miss C presented a summons from municipal court dated March 14, 1962. Rent of $155 was due for the period January 21, 1962 to March 21, 1962. A discontinuance notice from the gas company and a final notice from the electric company had been received. Eviction is scheduled for the early part of next week.

Miss C's 16-year-old niece and her two children were also visiting in the home. They had spent the night there. The niece seems mentally dull.

Miss C is a very dull person, obviously mentally retarded and immature. She does not know how to manage money or discipline children.

If she is reinstated she should be closely supervised by a good caseworker. She is not capable of handling money.

The children should all have mental tests and be closely supervised. Contact with the school indicated the children are dirty, have few clothes, they are very slow and two of them have behavior problems. The teacher of the 9-year-old girl is concerned because she always has money for class room projects. The children do not receive free lunches or participate in the free milk program because their mother has not applied for it, although the procedure has been explained to her. Miss C attended the last PTA meeting and the teachers all understand that she was employed.

Summary of SIP checks made in July 1962

This recipient received no assistance grants for the months of February, March, April, May, and June 1962, because the case was closed on the basis of the special investigation report. She appealed the agency's decision closing her case. The appeals officer rendered a decision on May 31, 1962, sustaining the action of the agency in terminating assistance. The case was officially closed on June 19, 1962, code 79.

Miss C reapplied on June 22, 1962, and her application for assistance was approved on July 2, 1962. Her case is in caseload 032.

Miss C is certified for and receiving surplus foods. She still resides at the same address where she lived at the time of the prior investigation. Her rent was in arrears $271 at the time of the prior investigation in December 1961. It is now $285 in arrears, an increase of $14 in 7 months.

CASE SURVEY NO. 22

Summary of the investigator's findings

Miss W had living in her apartment her three children, Miss H and her daughter, and Mr. McM. The gas and electric service are in the name of Mr. McM. Mr. McM's clothes in abundance were found in the home. Mr. McM was found in the home hiding in bedroom when the investigators visited, he admitted frequent visits to the home. Mr. McM leaves auto parts in the apartment of Miss W.

Summary of case by PAD

Miss W, a 21-year-old mother of three children, born in 1956, 1957, and 1959, first applied for assistance on May 12, 1958 and again in October 1958, but these applications were rejected because there was not sufficient information to establish eligibility.

Mother reapplied on March 20, 1959, as relatives could no longer assist and fathers of her children did not contribute enough to enable her to support them. Assistance was continued until August 1959, when Miss W obtained employment.

On May 23, 1960, Miss W reapplied for assistance because she no longer had a child-care plan so she had to stop working. The father of her two older children and the father of the younger child were both seen and signed voluntary agreements. Even though they said there was no continuing relationship with mother,

a referral was made to investigation service who visited the home on June 6 and found no evidence of any man in the home. Assistance was approved in June 1960. Subsequent investigation and visits made to the home during June, July, August, and September 1960, did not reveal evidences which would indicate man in the home.

Assistance was discontinued in January 1962, as a result of special investigator's report which disclosed that there was a continuing relationship between mother and father of youngest child.

Summary by OIC of PAD case openings and closings

Miss W originally applied for assistance in September 1958, for herself and two children. Application terminated October 31, 1958, failure to provide information necessary to establish eligibility.

Reapplied March 20, 1959, for herself and three children. Had given birth to child March 11, 1959. Mr. T. H., father of Sandra and Twana contributing $12 weekly. Mr. McM not contributing at this time. Application approved March 31, 1959. Case closed August 25, 1959, Miss W employed and continuing relationship with Mr. McM.

Reapplied May 23, 1960, for herself and three children. Only income comes from Mr. H, father of two oldest children. Application approved June 4, 1960.

Case closed February 1, 1962, continuing relationship with Mr. McM.

Summary of contact by special headquarters consultant

The family of Miss W was visited on April 12, 1962. The house was clean and orderly. There are three overstuffed pieces of furniture and a new TV in the living room. She turned in her old TV about a month ago and purchased a new one for $169. No down payment was made.

Miss W worked as a part-time bus girl at the Hot Shoppes earning $1 an hour after her ADC grant was discontinued. She was late twice and discharged. Her present income is irregular.

Mr. T. H., father of the two older children is supposed to pay $14 a week. She has not received this payment for 3 weeks. Mr. McM, father of the baby gave her $15 2 weeks ago. The gas is off ($27 owed); $26.20 is due on the electricity; the rent of $59.50 was due on April 9, 1962, and through the Negro Baptist Churches the rent was paid.

The 3-year-old child appears spastic and one eye is crossed. Miss W has had him at Gale Clinic and was told to bring him back in a year.

Miss W seems bewildered and has no plan for the future. She is intelligent and would respond to counseling.

Recommendation: This girl definitely should be given the benefit of casework service and should be referred to Protective Service Section of Child Welfare Division, Department of Public Welfare.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in January 1962, still resides at the address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through June 1962.

CASE SURVEY NO. 23

Summary of the investigator's findings

Mr. N, the husband of Mrs. N and the father of the only child was located. He showed the investigator stubs for money orders dating from May 1961 until October 1961. Mrs. N had not reported receiving this money to the agency. Mr. N stated he will continue to send money to Mrs. N when he is employed again. Mr. N was living out of the home.

Summary of case by PAD

On October 27, 1960, this 35-year-old mother applied for assistance for herself and blind son born May 19, 1956. She was requesting assistance because her husband had been absent from the home for 3 weeks; she was without income and unable to make an adequate child care plan for her blind son. Her first assistance payment was authorized November 1, 1960, in the amount of $111 per month.

Following a home visit by the social worker on October 25, 1961, an intensive effort was made by worker to locate the missing father to determine his absence and whether he was making financial contributions to this family. As worker was not satisfied with information obtained from the mother, a missing persons referral was made to the Investigation Service on November 1, 1961, in an effort

to locate the father of the child. A report dated December 22, 1961, received from the Investigation Service revealed that the father had been located and it was established that he (father) made several contributions toward the support of his son during 1961.

On January 10, 1962, mother and father visited the office. It was determined and agreed that mother deliberately withheld information pertaining to husband's whereabouts and financial contributions. On January 24, 1962, they were again interviewed in the office and a plan worked out whereby they would assume full responsibility for the support of the child, as father had secured a full-time job on January 12, 1962.

Continued assistance was received by this family from November 1, 1960, through January 31, 1962. Situation has been referred to Resources and Investigation for overpayment and fraud. Assistance terminated as of February 1, 1962, because there was increased support from the absent ADC father and mother felt confident that she could work out an adequate child care plan that would permit her to find employment.

Summary by OIC of PAD case openings and closings

Initial application October 27, 1960. Mrs. N and one child. Mr. N deserted. She had no child care plan for her blind son. Application approved November 16, 1960. Closed January 25, 1962, increased support from ADC father.

Summary of contact by headquarters special consultant

On April 19, 1962, after four attempts to contact Mrs. N at her home, a visit was made to the NCHA office where it was learned that Mrs. N was employed as a babysitter for $10 per week and takes her 6-year-old blind son with her. A contact with Mrs. N's employer revealed that Mrs. N had worked for her only 2 weeks and she does not know what Mrs. N is doing now. Mrs. N has an unlisted telephone but the ex-employer did not know the number. Subsequent phone calls elicited no response.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in January 1962, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through July 1962.

CASE SURVEY NO. 24

Summary of the investigator's findings

Miss W rented her apartment in the name of her aunt. Miss W used her middle name on her application for gas and electric service. Living in the home with Miss W but not known to the agency are her mother, Mrs. W, and Mr. T who is the mother's paramour (and employed), their son, and Mr. C, father of Miss W's children. Miss W's brother is often in the home, eating, spending the night, etc. Mr. C's picture was shown to the police in the area and to an area merchant, all of whom recognized him as a neighborhood individual. Mr. C's criminal record indicates he has continuously given Miss W's address as his home address.

Record back as far as 1958 indicates Miss W, her mother, her mother's paramour, and Mr. C have lived together.

Summary of case by PAD

Miss W, age 27 years, mother of two children born in December 1954, and November 1956, applied for ADC in August 1956. At that time she had one child and was pregnant. Father of the children had deserted in May 1956, saying he was going to North Carolina to visit his ill mother. An ADC payment was approved in October 1956, and family remained on assistance until February 1962, when the grant was discontinued as a result of the special investigation report.

In October 1956, a referral was made to Investigation Service to locate father. Reports from them revealed that father was in Washington but the social workers did not feel that there was sufficient evidence to indicate a continuing relationship. Again in April 1961, Investigation Service was requested to determine whether father was living in the home; and to ascertain the number of persons living in the household and their identity. The reply from Investigation Service was that visits made to the home on June 11, June 13, and June 18 revealed that recipient was living at the address with her two children. No other people were living with her and during these visits father was not seen in the home.

Summary by OIC of PAD case openings and closings

Initial application August 1956. Miss W and one child. Her paramour, Mr. M. C., left her May 1956. She was unable to work due to pregnancy and arthritis. Case approved October 1956. Karen born November 5, 1956, putative father M. C.

Case closed February 16, 1962. ADC parent (Mr. C) returned to the home.

Summary of contact by special headquarters consultant

On April 4, 1962, Miss W was visited in her home. She has two children by Mr. M. C. She claims she does not see Mr. M. C. but about a month ago she made a complaint against him for the support of the children. Mr. M. C. is married and his wife and five children are receiving public assistance.

Miss W's mother and 12-year-old brother live with her. The mother works every day; Miss W worked 2 days last week and is looking for more work. She will place the children in the day nursery at Friendship House when she is working.

Recommendation: Miss W is a strong, able-bodied woman and can work. Friendship House is only a few blocks from the home. No reason for public assistance.

Summary of SIP checks made in July 1962

This former client received her last assistance grant in February 1962. Her rent is paid through July but she was in arrears for 2 months when she moved from her prior address. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods.

CASE SURVEY NO. 25

Summary of the investigator's findings

Miss H and her children live in a public housing project with her mother, two sisters (adult), and one of the sister's two children. Mr. S, father of two of Miss H's children, was located by the investigators. Miss H is out of the home on weekends. Her most recent arrest was in 1961; she was charged with vagrancy and arrested in the company of a known prostitute. A man found in the home gave a false name and address to the investigators.

Summary of case by PAD

This 27-year-old mother who first applied to the agency on March 18, 1957, had three children born 1950, 1955, and 1956. The father of the oldest child was not supporting and the father of the other two was in the U.S. Air Force stationed at Fort Knox, Ky., and was only sending a class E allotment of $20 per month. She had been employed but had to quit work because her sister, who had cared for the children, was now employed and she had been unable to make another child care plan. Mother has a history of prostitution. Two additional children were born to her in 1958 and 1961.

Assistance was continued to her from April 15, 1957, through February 28, 1962. In January 1962, the special investigation unit established that she had a child care plan as two unemployed adult sisters lived in the home. The family lives in an NCHA unit, the lease for which includes mother and her children and maternal grandmother. The adult sisters are in the home without the knowledge of NCHA.

Child care plans and employment were discussed by the worker with the recipient and she was granted assistance during the month of February 1962, while she would be seeking employment. The agency accepted a support order from one father on December 1, 1961, at $5 per week.

Mother received $167 assistance payment and $21.67 monthly resource from the father of her last child.

Summary by OIC of PAD case openings and closings

Original application March 18, 1957, for Miss H and three children. Miss H had to give up her employment for lack of a child care plan. Putative father of oldest child, Mamie, born June 2, 1950, was W. D. Mr. D was not contributing. Private E. Z. S., father of two youngest children, had agreed to contribute by sending an allotment. Application approved April 15, 1957. Two additional children were born to recipient, one in 1958 and the other in 1961.

Case closed February 2, 1962, available child care plan.

Summary of contact by special headquarters consultant

The family of Miss H was visited on March 19, 1962. The living room was filled with adults and two infants were sleeping on the couch.

Miss H, who was obviously pregnant, is hard of hearing and appears to be mentally dull. The fathers of three of her children were not supporting, she said. Miss H's mother, a very obese and garrulous woman, is on public assistance. She complained that she was getting no money for the children and found it very hard to provide for them. She denied that her adult daughter, Mrs. G, lived in the home and insisted that she had returned to her husband.

Contact with the school revealed that the 6½-year-old son of Miss H is very slow, is repeating kindergarten and has been absent 12 days this semester. The 10-year-old girl's attendance is fair, her IQ 93, grades mostly D. She is always neatly dressed.

It is recommended that (1) Miss H be referred to the Child Welfare Division of the Department of Public Welfare; (2) she should be referred for a psychiatric examination to determine her mentality and whether or not she can properly rear her children. Miss H is 28 years old and in June she will give birth to her sixth child.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in February 1962, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is certified for and receiving surplus foods. The rent is paid through the month of July 1962.

CASE SURVEY NO. 26

Summary of the investigator's findings

Mr. E was found in the home of Mrs. B as early as August 1961. He was at that time alleged to be a half brother. The investigators found Mr. E hiding in the bathroom of Mrs. B on December 17, 1961. Other members of Mrs. B's family could not positively identify Mr. E as a member of the family.

On February 1, 1960, Mr. E had his duplicate driver's permit mailed to Mrs. B's home. When he posted collateral on a ticket he gave this address; he gave this address at the Hack Inspector's Office, and gave Mrs. B as the person to notify in case of emergency. Mrs. B has an unexplained TV. Mr. E is a possible resource.

Summary of case by PAD

This mother was 31 years of age and pregnant when she applied for financial assistance for herself and six children on February 24, 1959, because the family was without income or resources. Her husband (also father of all children) had been incarcerated for nonsupport and cruelty to the children. Prior to his incarceration, he had sporadically supported his family through various porter and janitorial jobs. Assistance was approved for applicant and her six children born November 1, 1947, May 8, 1951, March 6, 1953, July 14, 1954, and September 23, 1955 (one birthdate not given) because the father was absent from the home. Preliminary investigation revealed that the family was without resources or income. The alleged unborn child was born June 27, 1959 and placed in the assistance payment on July 1, 1959.

Assistance was continued for mother and her seven children through Januarv 1962. On July 25, 1961, a referral was submitted to the investigation service to help determine the address and location of the missing father.

An interim report date August 27, 1961 was received, advising that a brother was present in the home when visited by the investigators on August 17, 1961. The complete report dated December 13, 1961 revealed that this mother was having a continuing relationship with a man whom she described as her half-brother. Followup on this information by social worker resulted in recipient not obtaining a birth certificate or establishing relationship to her alleged half-brother.

Mother and her children received assistance from February 24, 1959 through January 1962. Assistance was terminated on February 1, 1962 in accordance with failure to meet eligibility requirements other than need. Last assistance payment was in the amount of $250.

Summary by OIC of PAD case openings and closings

Initial application February 24, 1959. Mrs. B and six children. Mrs. B pregnant. Mr. B incarcerated for cruelty and nonsupport.

Application approved on February 25, 1959.

Earl Gregory born on June 27, 1959.

Case closed on February 12, 1962, for Mrs. B's failure to establish relationship to Mr. E.

Summary of contact by special headquarters consultant

On March 19, 1962, a home visit was attempted but only Mrs. B's 12-year-old son was contacted. He stated his mother was employed and he had remained home to care for his 2-year-old brother. (The baby sitter had to go on an errand.) Later, a contact was made with the school where it was learned that the 9-year-old girl is polite, well mannered, wears dirty under clothing but clean top clothing. She has been absent very often, 10 days since January 29, 1962 (5 of them due to illness). The 7-year-old girl was also described as having a polite manner, currently in a class for slow learners but improving to the extent that she will be placed in the regular class. The 6-year-old girl is described as immature and babyish but doing well. She has been absent 8 days since January 29, 1962. All teachers mentioned that Mrs. B and a man, whom the children called their father, attended the last PTA meeting. The school counselor said she would observe the children and, if there were evidence of neglect, would notify the program analyst.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in January 1962, still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through July 1962.

CASE SURVEY NO. 28

Summary of the investigator's findings

Mr. J, husband and father of three of Mrs. J's children was found in the home feeding Mrs. J's youngest child and cradling him in his lap. Mr. J is drawing UCB benefits and did not talk of reconciliation. Mrs. J stated they were to resume and maintain a home as husband and wife. Mr. J was observed exercising parental control over the children's conduct. A T-shirt of Mr. J's that had been laundered was hanging up to dry. The grandmother allegedly lives in the home and is the titular head of the household, however, she has been out of the home for several months.

Summary of case by PAD

Mrs. J, a 24-year-old mother of three children, applied for assistance on July 21, 1960, stating that she had been separated from her husband for over 2 years and that he was living in New York City now; that she had been employed at the Ball Park Grill, but had lost her job, and since her aunt, who had taken care of the children, had now accepted employment of her own, she was without a child care plan and therefore unable to work. After appropriate investigation and check with the juvenile court, Mrs. J had a hearing in municipal court under the reciprocal enforcement of support procedure on August 18, 1960, and the case was approved for assistance on August 19, 1960.

On December 6, 1960, Mr. J was ordered to pay $11.40 weekly by the court in New York, and the worker was advised of this fact and that no payments had been received as yet. During a home visit on December 29, 1960, the worker noticed that Mrs. J was pregnant; she named R. M. as the father, from whom the worker secured a voluntary support agreement on January 20, 1961, for $10 weekly; the child was born on February 8, 1961.

Keeping in close touch with the New York court, the worker ascertained that no support was forthcoming from the father, but adjusted the budget in line with the voluntary contribution made by R. M., which was being paid regularly. On January 5, 1962, the worker again made a home visit for purposes of the regular review of eligibility, and found no change in the home situation.

On January 30, 1962, a visit was made at 9:15 p.m. by two staff members of the special investigation project, and Mr. J was found in the home with his family, explaining that he expected to be reunited with his wife. Another visit on February 1, 1962, did not find him at home, but Mrs. J agreed that they were planning to be reconciled. In an office visit on February 8, 1962, Mrs. J insisted that Mr. J

had just returned the day before the investigators found him in her home, and that he had not been back in Washington at the time of the worker's review visit on January 5, 1962.

Assistance was terminated on Feb. 9, 1962, and the case closed on February 21, 1962.

Summary by OIC of PAD case openings and closings

Initial application Nov. 20, 1958. Mrs. J and two children. Husband in jail. Application terminated Mar. 3, 1959, loss of contact.

Reapplied Jul. 21, 1960. Mrs. J and three children. No childcare plan. Separated from Mr. J. Application approved Aug. 24, 1960.

Eugene born Feb. 8, 1961, father R. M.

Case closed Feb. 2, 1962, return of absent father to the home (Mr. J).

Summary of contact by special headquarters consultant

Mrs. J was visited on Apr. 17, 1962, after three previous attempts to see her. She is employed at the Hot Shoppes 5 days per week at $1 per hour. Take-home pay is $38.30 weekly. Mrs. J's 23-year old sister, who looks mentally retarded, takes care of the children. Mrs. J does not feel comfortable with this plan as the sister sleeps most of the time. The sister has been in Cedar Knolls, also in District of Columbia Jail for drunkenness. This sister also has two children who receive ADC which is payable to the maternal grandmother.

The home was dirty, dark, unbearable hot and reeked with an offensive odor. There were no sheets on the beds, only rags, clothes were piled high on chairs and chests. Mrs. J said she had no time to do housework as her children had clinic appointments on her days off and her sister takes no responsibility. The home has two telephones, one blue and the other white. They are in the name of the aunt, who lives there part of the time.

Mrs. J has not seen Mr. J since Jan. 30, 1962, when investigators found him in her home. Last week she received 2 checks for $16 each from municipal court in New York. This is the first money she has received from him for a very long time. Mrs. J said she and her husband discussed living together when he visited on Jan. 30, 1962, but she does not know whether or not he was serious as she has not heard from him since and he did not respond to a telegram she sent him when their 7-year-year-old son, David, had an accident early in March 1962.

It is recommended that another day-care plan for the children be found. Mrs. J needs counseling in housekeeping and in the care of her children and should be referred to an agency in the community. The condition of the house certainly is a contributing factor to the poor health of the children. The 7-year-old was struck in the eye by a sharp stick and attends clinic every Wednesday; the 6-year-old boy attends clinic for a running ear; the 3-year-old girl has diseased tonsils and the 1-year-old baby has bronchitis. The older children attend Mott School when physically able.

Summary of SIP checks made in July 1962

This former client, who received her last assistance check in February 1962, still resides at the address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent is paid through July 1962.

CASE SURVEY NO. 29

Summary of the investigator's findings

Investigators found Mr. A in Mrs. B's home upstairs in a bedroom watching TV. He gave a home address in another section of town. A check at this address revealed Mr. A's neice lives there. She stated Mr. A had not lived there for 3 years—he lives somewhere on First Street NW. Mr. A's employer, D.C. auto registration, and his insurance company all have his home address the same as Mrs. B. The bedroom in which Mr. A was found contains a quantity of feminine apparel and men's apparel.

Summary of case by PAD

Mrs. B first applied for assistance on November 10, 1950 when she was 21 years of age, having recently arrived from Virginia where she had deserted her husband who was sick, unemployed, and unwilling to support her as she was pregnant by another man. She had at that time five children; two by two different men before her marriage, and three from her husband. The application was rejected, pending court action against the father of her expected child.

She reapplied on May 31, 1951, having six children, and her application was rejected for the same reason. She reapplied on November 17, 1953, having seven children, and again her application was rejected. When she reapplied on December 11, 1953, her application was accepted as she had instituted court action, and after exhaustive investigation, including court action against the father of one of the children on February 11, 1954, assistance was approved on February 17, 1954; however, after the birth of another child on November 12, 1955; assistance was again terminated on December 1, 1955. The agency did not know at the time that Mrs. B had had another child on June 3, 1954, which she hid in the home of a neighbor, so that at time of termination of aid she had nine children.

Mrs. B reapplied for assistance on March 23, 1956; in view of her previous history, there was an exhaustive investigation into which the newly established Investigation Service entered, and on the basis of men being found in the home, the application was rejected on November 5, 1956. Finally, on April 30, 1957, having by now 10 children, Mrs. B again applied for assistance, informing the agency that she had had a hysterectomy on April 2, 1957. During the extensive reinvestigation which again involved the Investigation Service which made 12 contacts, the family was aided under the emergency food order program. Finally, after the juvenile court had dismissed the cases against several of the putative fathers, assistance was granted on July 1, 1957.

Although there is frequent reference in the record to Mrs. B's poor appearance, and ample evidence of her low mentality, there is neither a medical examination report nor a report on intelligence or mental tests in the record. In 1959, when the youngest child was 3 years old, the worker urged Mrs. B to find employment, and she was successful in securing a job in a restaurant where she worked from September 29, 1959, until the agency received reports that the children were being neglected, left unattended and unfed, and it was found that the stepfather, who was expected to provide day care for the younger children, had walked out on the family. At the agency's urging, Mrs. B therefore quit her job on February 1, 1960, and was reinstated on full assistance.

On January 23, 1962, staff of the special investigation project visited the home at 7:05 p.m. and found a man watching TV in a bedroom where he was apparently living. Further investigation (employers, automobile registration, finance company) showed that the man was registered as living at Mrs. B's address, which is a single-family dwelling. It was also found that the two oldest boys, aged 18 and 19, are working at least part time.

On the basis of these findings: Presence in the home of a man who, although not related to any of the children, is earning between $80 and $90 weekly, and undisclosed earnings from older children, assistance was discontinued on February 12, 1962, and the case closed.

Summary by OIC of PAD case openings and closings

Initial application November 10, 1950. Mrs. B and one child. Mrs. B pregnant. Application terminated.

Reapplication May 31, 1951. Mrs. B and two children. Mrs. B left her husband and three older children in Virginia. Mrs. B supported by her aunt. Application terminated.

Reapplication November 17, 1953. Mrs. B and six children. Father of children not supporting. Separated from Mr. B since 1950. Father of 3-year-old twins, not supporting. Application terminated, Mrs. B making no effort to get support from fathers.

Reapplication December 11, 1953, Mrs. B and seven children. Mrs. B unable to work, receives no assistance from fathers of Curtis, Charles, and Robert. Mr. B father of other children. Application approved February 11, 1954.

Tony born June 3, 1954; Clarence born January 12, 1955; Gregory born November 5, 1956.

Assistant withheld from December 30, 1955, until case closed November 6, 1956, because continued absence of Mr. W could not be established.

Reapplication May 7, 1957. Mrs. B and nine children. Her mother was unable to support her family. Father of Robert contributing $6 weekly.

Mr. W named as father of Clarence. He denied paternity and juvenile court ruled he could not be named the father.

Case closed February 12, 1962.

Summary of contact by special headquarters consultant

On March 23, 1962, Mrs. B and several of her 10 children were seen at their home which was poorly furnished and untidy.

Mrs. B appears mentally retarded and without one bit of guilt she gave the names of all the fathers of the children. She said with some satisfaction that when the last child was born at District of Columbia General, the doctors "fixed her" so she will not have children.

Mrs. B denies that Mr. A, whom the investigators found in her home, lived there. Her 19-year-old son is employed, his take-home pay is about $35 per week but he has contributed only $15 since he began work. He pays for the telephone which he had installed. Mrs. B's 20-year-old son recently went to work on a truck, earns $15 per week and contributes about $8 per week.

The 17-year-old boy has been in trouble three times and is currently in the Receiving Home. The CWD worker was not aware of the financial situation in the home and plans to recommend commitment to National Training School for boy so he will learn some work skill.

Rent is in arrears $210, electricity $25 and gas $15. No future assistance is available through Mrs. B's mother as she is now receiving public assistance.

The family is managing on surplus food and whatever money she receives from the two boys. Three of the children have been out of school due to lack of shoes and proper clothing. Subsequent contact with the school indicated that the school was unaware that these children were without clothes. Free milk and lunches are provided at school and the school can supply clothing and shoes if the children are in need. The 13-year-old girl was described by the school principal as being a behavior problem, has a low IQ and in need of special class.

Mrs. B is of low mentality and has absolutely no sense of morality. She said her caseworker told her she could go out for a good time as long as she did not leave the children alone. Mrs. B's interpretation of "good time" is having sexual relations. Mrs. B attends a Baptist Church, sings in the choir and has told her children not to lead the kind of life she does.

It is recommended that this family be referred to the Protective Services Section of the Child Welfare Division. Intensive preventive casework is certainly indicated. There is no evidence that Mrs. B has ever had casework treatment and the 13-year-old girl is already showing signs of overt behavior.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in February 1962, still resides at the same address where she lived at the time of the prior investigation. She requested an appeal hearing on the agency's decision to close her case. The decision of the appeals officer on June 15, 1962, sustained the agency's decision. She had not reapplied for assistance. She is neither certified for nor receiving surplus foods. Her rent, including July, is 6 months in arrears.

CASE SURVEY NO. 30

Summary of the investigator's findings

Mr. McJ, father of Mrs. C's five younger children, was not seen in the home. The children alluded to his presence by pointing out a hot plate in the living room saying "my daddy heats his milk on that." Mr. McJ is a possible suspect in several robberies committed in the area of Mrs. C's home. Mrs. C was pregnant and named Mr. McJ as the father of the unborn. Mrs. C's 13-year-old daughter has returned to the home but her 15-year-old daughter has left to live with an uncle.

Summary of case by PAD

Mother's first application January 9, 1951, was because her husband had deserted her and their four children on December 20, 1950. However, she failed her appointments on January 17, 1951, and January 24, 1951, so that this application was terminated. When the agency heard from her again, October 5, 1954, her husband had again deserted her and their four children. He had worked for 12 years as a cement finisher for the same company; was drinking heavily; had not paid the rent, nor had he provided food for his family. Investigation revealed that father had left his job and was believed to have left the city. Eligibility established, assistance was approved for mother effective December 1, 1954.

In April 1955, mother began a relationship with a man by whom her last five children have been born. The couple was seen on September 5, 1955, explained they had discontinued their relationship. Assistance continued.

Mother became pregnant again in 1956 by the same man. Referral to Investigation Service in December 1956—man's clothing found in the home. Case recommended for closing January 18, 1957.

Man denied clothes were his, emphatic that the relationship had been discontinued. Case reopened. Reinstated; referral to IS who found him in the home. Case closed May 1957.

Reapplied December 18, 1959, for herself and nine children as the father of her last five children was in jail. She was given assistance in December 1959 through August 1960, when it was discontinued because the father of the last five children was back in the home.

In May 1960, mother reapplied because the father of the last five children was ill. In August 1961, when he was again able to work, she said he had deserted the family. Assistance was continued through February 1962 when it was confirmed that the father had continued his relationship with mother.

The mother is now 36 years of age and has nine children ranging in age from 16 years to 11 months. The four older children are by her husband whose whereabouts are unknown.

Summary by OIC of PAD case openings and closings

Original application made January 9, 1951. Husband deserted her and four children. Application terminated January 24, 1951, failed appointment.

Reapplied October 5, 1954. Husband deserted her and four children. Approved December 1954. Case closed January 10, 1957, continued absence not established. Reinstated February 1, 1957.

Emma Marie born December 28, 1955. Edward born April 19, 1957.

Case closed May 3, 1957, continued absence not established. Mr. E. McJ had access.

Reapplied December 18, 1959. Mr. McJ, paramour, incarcerated. Nine children in the home. Case approved December 24, 1959. Case closed January 25, 1961. Paramour returned to the home.

Reapplied May 5, 1961. Paramour, Mr. McJ, ill and unable to work. Nine children in the home. Case approved May 26, 1961.

Case closed April 18, 1962. Continued absence of Mr. McJ could not be established.

From CWD records

Opened March 15, 1962, on request of mother referred by PAD. Six children—Emma, Edward, Davis, Diane, Toni, and Reginald McJ—were placed at Junior Village on March 16, 1962. Avis and Charmaine were placed at Junior Village on March 19, 1962. All eight are still at Junior Village.

Summary of contact by special headquarters consultant

Before the analyst had an opportunity to visit Mrs. C the family was evicted and the eight youngest children placed in Junior Village on March 16, 1962. Mrs. C, who was expecting to deliver in June 1962, went to live with her paramour's sister. It is claimed that the paramour lives elsewhere. Since the case is now active with the Child Welfare Division, a visit was not made to Mrs. C.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in February 1962, moved in March 1962.

In March 1962, she placed eight of her children in Junior Village. She was pregnant at that time. She moved to the home of a sister of her paramour, the father of the unborn child and of five or six of her other children. She lives rent free.

She has not reapplied for assistance. She is neither certified for nor receiving surplus foods.

CASE SURVEY NO. 31

Summary of the investigator's findings

Mrs. C is employed as a domestic; she has several employment opportunities which could provide more than a full 40 hours per week work for salary and carfare. Mrs. C has a child care plan worked out. A Mr. B was found in the apartment of Mrs. C on two visits. He works one block away from Mrs. C's apartment. Several other men were found in Mrs. C's apartment, most of whom claimed to be friends of Mr. B, thereby giving rise to the notion he has a relationship with Mrs. C other than that of a casual friend.

Summary of case by PAD

This 36-year-old mother first applied to the agency on September 23, 1960 She had eight children between the ages of 16 and 5 years. Her husband drank, did not support, and she was unable to support the family on her wages from

part-time work as a charwoman and domestic. This application was terminated because she did not keep the return appointment which was arranged for her and her husband.

Her next application was made May 4, 1961, because her husband had deserted; the family was homeless and the only income she had was $95.08 per month from part-time employment as a charwoman and domestic. Assistance was approved effective May 12, 1961.

The agency and the mother began to concentrate on full-time employment in December 1961. She registered at the U.S. Employment Service and began to really take on the idea of supporting her family through her own efforts. The child care plan was agreed upon on January 9, 1962, at the time of a home visit; an appointment was made for her to come to the office on January 12, 1962, for a discussion of further efforts she had made to locate work. Because she was complaining of a severe cold, an appointment was made at the Northwest Central Clinic for her to have a thorough physical examination. She was found to be employable. When the social worker saw mother on January 30, 1962, she had located 3 regular days' work earning $21 to $28 a week. Assistance was terminated effective March 1, 1962, and the case is closed effective that date.

Summary by OIC of PAD case openings and closings

Initial application January 18, 1960. Mr. and Mrs. C and eight children. Mr. C needed assistance until he received his first pay. Application terminated, father employed full time.

Reapplication September 23, 1960. Mrs. C and eight children. Family evicted September 22, 1960, and Mr. C left them. Application terminated October 26, 1960, Mrs. C failed to return to continue application.

Reapplication May 4, 1961. Mrs. C and seven children. Mrs. C employed part time. Mr. C missing. Application approved May 12, 1961. Case closed February 13, 1962, employment of Mrs. C.

Summary of contact by special headquarters consultant

The family of Mrs. C was visited on March 26, 1962. They live on the fourth floor of a dilapidated five-story building. The halls are dirty, walls covered with writing, and the apartment is dark, dirty, and in very poor condition. The rooms were sparsely furnished and the general appearance was one of poverty.

Seventeen-year-old Bernette dropped out of school in October. She had overslept on date of this visit and kept several children at home as they would have been late, she explained.

Mrs. C works 5 days a week and the family receives surplus foods. Mrs. C has applied for a fair hearing.

Recommendations:

That the ADC grant be returned to Mrs. C as her daily earnings are so meager and her rent so exorbitant for this undesirable housing it is obvious that she cannot support the children alone.

That a genuine effort be made to locate Mr. C and a complaint of nonsupport be made against him.

That this family be helped to move in a housing project.

That the 17-year-old girl be encouraged to find a suitable job.

Summary of SIP checks made in July 1962

This former client received her last assistance check in February 1962. She has moved from the address where she lived at the time of the prior investigation.

She has not reapplied for assistance. She is neither certified for nor receives surplus food.

She appealed the agency's decision in closing her case. The appeals officer on May 31, 1962, sustained the action of the agency in terminating assistance.

Her rent is paid through July 1962. She was not in arrears in rent when she moved from her prior address.

CASE SURVEY NO. 32

Summary of the investigator's findings

Mrs. G has held three different employments since her last approval for PA. All of her children attend school and she receives $15 per week from her estranged husband. Mr. W is living in Mrs. G's home, he is employed and lists her address with his employer as his home address. Mr. W was found hiding in the darkened kitchen on one visit. His clothes were found in the dresser drawers of Mrs. G's bedroom. On top of the dresser were men's cologne, after-shave lotion and

deodorant mingled with Mrs. G's toilet articles. Men's ties were hanging in her room and shaving cream was in the medicine chest in the bathroom.

Mr. W when arrested on June 3, 1961, gave the police his home address the same as Mrs. G, his driver's permit was renewed June 28, 1961, he changed the home address on his permit to that of Mrs. G.

On another visit Mr. W was not seen but men's cap and gloves were seen on the coffee table in the living room. On this visit the investigators waited 25 minutes before Mrs. G admitted them.

Summary of case by PAD

Mrs. G is a 29-year-old mother with five legitimate children ranging in age from 8 to 13 years. She has been known to agency on two different occasions since December 1956 because of her husband's absence from the home due to imprisonment on narcotics charges.

Her first application in December 1956 was in process of termination in February 1957 because investigation service established the presence of a paramour in the home who had previously denied continuing relationship.

Mr. G came into the office to advise us of his return to the home and plan to support. The code for termination was changed to reflect the return of the husband to the home.

Mrs. G's second application in March 1958 due to Mr. G's incarceration was approved because of evident need and the fact that investigation services reported no man in the home. When Mr. G sought to return to the home in March 1959 upon his release from jail Mrs. G reportedly asked him to leave because of her interest and plans regarding another man. The second investigation services referral proved negative and assistance was continued to Mrs. G and the children until February 1962 when the special investigation unit found a man in the home and the case was closed.

Summary by OIC of PAD case openings and closings

Original application December 28, 1956. Husband incarcerated. Terminated March 15, 1957, for failure to meet unemployability requirements.

Reapplied March 14, 1958. Approved March 18, 1958, Mr. G incarcerated. Five children in family.

Case closed March 9, 1962. Continued absence of Mr. L. W. not established.

Summary of contact by special headquarters consultant

On March 30, 1962, Mrs. G was contacted in her home which was clean and orderly. Mrs. G was neatly dressed. She has registered at USES for day work but has not been referred for work.

Mrs. G denies that Mr. W whom investigators found in her home lives there. She could not explain why he would use her address. The whereabouts of Mr. G are unknown. The last payment he made toward support of the children was about 3 months ago. Mrs. G's mother is unable to assist.

The children attend school regularly, March rent of $75 is paid.

Mrs. G was advised to make an effort to locate her husband then notify juvenile court and have the court order enforced.

Summary of SIP checks made in July 1962

This former client, who received her last assistance grant in February 1962 still resides at the same address where she lived at the time of the prior investigation. She has not reapplied for assistance. She is neither certified for nor receives surplus foods. Her rent of $75 a month is paid through July 1962 except for an $8 balance due.

REPORT OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE ON AID TO FAMILIES WITH DEPENDENT CHILDREN

Senator BYRD. I insert at this point in the record a 1963 report by the Department of Health, Education, and Welfare concerning eligibility of families receiving aid to families with dependent children.

(The report referred to follows:)

ELIGIBILITY OF FAMILIES RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN—FINDINGS FROM A REVIEW OF A SAMPLE IN ALL STATES DURING THE PERIOD JANUARY–APRIL 1963

Requested by the Senate Committee on Appropriations, in Senate Report No. 1672, Eighty-seventh Congress, Second Session—Prepared by the Department of Health, Education, and Welfare

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE,
Washington, July 27, 1963.

Hon. LISTER HILL,
Chairman, Subcommittee on Departments of Labor, and Health, Education, and Welfare and Related Agencies, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I submit herewith the Department's report of the nationwide review of eligibility in the aid to families with dependent children program. This is the study requested by the Senate Appropriations Committee in its Report No. 1672 on appropriations for fiscal year 1963.

The review has served a valuable purpose in bringing to light certain deficiencies in the operation of some of the State programs. We have moved promptly to correct those deficiencies and have instituted a continuing program in every State to test the accuracy of local agency decisions through a reinvestigation of a sample of cases each month. The Department will continue to do everything possible at both the Federal and State level to insure that the money appropriated for public assistance is spent in accordance with the intent of the law and the funds so badly needed by those dependent on the program not be dissipated through erroneous determinations.

The report indicates wide variations in rates of ineligibility and correctness of payments among the States during the survey period. Eleven States, for example, had ineligibility rates below 2 percent and two States had rates above 15 percent. For all AFDC cases nationwide the rate was 5.4 percent. While the study reveals weaknesses in policies and procedures in some States, I believe that the committee will be pleased, as I am, with the fact that eligibility has been validly determined for the vast majority of families covered by the program.

During the course of planning and conducting the study requested by your committee several changes in the design and in the methods of the review were made as a result of discussions with members of the committee. I have been pleased with the wholehearted cooperation of the States. Their ability and willingness to meet the tight deadlines set for completion of fieldwork and reporting made possible the submission of this report on schedule. This was truly an all-out effort on the part of Federal, State, and local welfare personnel objectively to determine the facts about eligibility.

I am enclosing a memorandum from the Commissioner of Welfare which goes into greater detail concerning the findings of the study and the administrative actions already taken as well as additional measures which will be taken to correct deficiencies in the operation of the State programs. In addition to the points she brings out, I would like to remind the committee that shortly after taking office I made a careful review of the administrative organization and personnel of the welfare units of the Department. On the basis of this report I concluded that a more effective implementation of the Federal administrative responsibilities in the welfare field could be carried out if a separate Welfare Administration were created with the sole duty of administering, analyzing, and improving our welfare programs. I also instituted a search for the most capable administrator familiar with State and local problems in the welfare field. On January 28, 1963, I therefore established a Welfare Administration within the Department under the outstanding leadership of Dr. Ellen Winston who had been the Commissioner

of Public Welfare in North Carolina. During the past 6 months Dr. Winston has instituted a number of changes in policy and has made further recommendations for administrative improvements in the welfare program. Thus we are better prepared than ever before to provide Federal leadership in helping States improve and strengthen their public welfare programs.

Although the showing in many States was creditable, I am concerned about the States which did not measure up in the study and have directed the Commissioner of Welfare to proceed with dispatch in initiating the remedial actions covered in her memorandum, namely:

1. Redetermination of eligibility of each AFDC case in every State every 6 months, effective July 1.

2. Inauguration as of September 1 of a program in every State to test the quality and accuracy of agency decisions on eligibility and payments through a reinvestigation, including visits to the homes of recipients, of a sample of cases each month. Thus, we will be in a position to take any additional administrative action that changing conditions in a State might require.

3. Detailed review with the States of the results of the study with the objective of improving methods of administration within each State where such improvement is called for.

My thanks to you and Senator Byrd for the interest and assistance rendered. I will be pleased to furnish the committee whatever additional detail may be required.

Respectfully submitted.

ANTHONY J. CELEBREZZE, *Secretary.*

JULY 26, 1963.

Memorandum to: The Secretary.
From: Ellen Winston, Commissioner of Welfare.
Subject: Report to Senate Committee on Appropriations on the nationwide review of AFDC eligibility.

Attached is the report of the results of the nationwide review of eligibility in State programs of aid to families with dependent children. The review was undertaken in accordance with the request of the Senate Appropriations Committee contained in its report on the 1962–63 appropriations for public assistance grants. It was carried out in all States by State public welfare staff under the direct supervision of staff from the Department of Health, Education, and Welfare and in conformity with a uniform plan prescribed by the Department. The State welfare departments deserve special credit for their full cooperation in this large-scale and intensive review.

In general, there was wide variation among the States at the time of the survey as reflected by the range from 11 States with less than 2 percent of the families ineligible to a rate of over 15 percent in 2 States. Ineligibility rates tend to be lowest in States where caseloads per worker are lowest, where reinvestigations of the family's eligibility are more frequent, and where payments are most realistically related to minimum living costs. (See attached table and appendix table 1 in the report.) Each State has been reviewing the findings applicable to its own administration. A number of States have already taken remedial measures and others are planning to do so.

In addition, a number of Federal measures have been taken with your concurrence to improve administration in all States. Some of these, such as reduced caseloads and increased supervision of local workers and the provision of preventive and rehabilitative services, were made possible by the 1962 Public Welfare Amendments and are being implemented in the States.

The Federal law requires each State assistance plan to "provide such methods of administration * * * as are found by the Secretary to be necessary for the proper and efficient operation of the plan." In order to carry out this mandate more effectively we are taking the following steps:

1. *A Federal requirement, which became effective July 1, that the eligibility of every family receiving AFDC be redetermined every 6 months.*—Formerly, the minimum Federal requirement was 12 months, although some States had required more frequent redeterminations in recognition of the rapidity of changes in family circumstances affecting eligibility for AFDC payments.

2. *A significant new nationwide system to strengthen the administration and supervision of the eligibility determinations in the AFDC programs.*—Beginning September 1, all States will be required to put this system into effect. It calls for a continuing program to test the quality and accuracy of decisions on eligibility and payments and will include visits to the homes of recipients. The system is de-

signed not only to assure validity of caseloads but also to identify any problem areas so that corrective and preventive action can be taken promptly. This new procedure represents a major advance in program administration and controls at both State and local levels. By January 1, 1964, this system must be in effect for all other public assistance programs.

3. *In addition to these measures adopted for all States, we are immediately starting intensive reviews of administration of the programs in the individual States, beginning with the States in which the ineligibility and incorrect payment rates are highest.*—In order to assure proper and efficient administration, special staff will be working with the States to assure that their policies are clear, procedures are efficient, adequate numbers of qualified staff are employed, necessary improvements are made in methods for obtaining and recording case information, and the like.

4. *We have scheduled a meeting in the next few days with the Advisory Committee which assisted in planning the review so that we can benefit from any suggestions they may have based on their study of the findings.*

As we evaluate the results of this study it is important to keep in mind the fact that the welfare programs are administered by the States and, in accordance with the intent of Congress when the program was established, the States have wide latitude in establishing policies and procedures. Moreover, conditions which render a person eligible in one State would make him ineligible in another State and vice versa.

Another point which is important in interpreting the results of this study is that the circumstances of many AFDC families change rapidly. A recent survey showed that 50 percent of all families leave the program within 18 months after receiving their first assistance payment. The eligibility of and individual case can change from one day to the next. For instance, a day of work may mean that a family which was eligible yesterday is ineligible today and will be eligible soon again. Death of a child or his leaving home may mean that a family budget, which was correct on the last day of the month, represents an overpayment on the first day of the following month.

The results of the review highlight both the strengths and the weaknesses of these State-administered or State-supervised and locally administered programs. The Federal measures described, as well as remedial actions being initiated by the States themselves, should lead promptly to general strengthening of total program administration. To achieve this objective adequately, as I am sure you realize, requires increased staff for this purpose in the Welfare Administration and in the States.

Selected data for States on administration of State aid to families with dependent children programs in relation to percent of families found ineligible in the AFDC eligibility review, 1963

State	Percent of families ineligible in AFDC eligibility review	Average monthly number of cases per caseworker in AFDC, fiscal year 1962	Frequency of periodic investigation of eligibility required prior to July 1, 1963 (months)[1]	Average cost of administration per case-month, fiscal year 1962
Alabama	8.4	222	12	$4.17
Alaska	8.0	(2)	12	6.60
Arizona	6.8	(2)	6	3.82
Arkansas	6.6	142	12	4.96
California	1.2	54	12	26.72
Colorado	1.9	63	6	18.93
Connecticut	11.0	67	12	18.09
Delaware	10.2	(2)	12	10.37
Florida	9.1	131	12	6.21
Georgia	16.4	100	12	7.08
Hawaii	6.2	70	12	19.12
Idaho	1.1	91	11	11.05
Illinois	4.9	81	3	19.05
Indiana	2.6	68	12	12.49
Iowa	1.5	68	6	13.16
Kansas	.8	70	6	13.31
Kentucky	12.8	124	12	5.84
Louisiana	3.2	85	12	14.29
Maine	2.4	110	12	8.02
Maryland	2.6	61	6	13.99
Massachusetts	.8	70	3	18.19
Michigan	5.8	105	6	9.19
Minnesota	2.1	89	12	15.87
Mississippi	11.6	148	6	5.67
Missouri	4.5	98	6	8.00
Montana		71	3	14.61
Nebraska	.9	62	12	11.32
Nevada	12.4	(2)	12	15.35
New Hampshire	6.2	(2)	12	17.63
New Jersey	2.0	69	12	17.24
New Mexico	9.8	91	12	12.00
New York	3.7	52	6	27.25
North Carolina	3.5	104	6	7.11
North Dakota		(2)	12	16.32
Ohio	5.0	84	12	10.34
Oklahoma	1.7	131	6	6.15
Oregon	5.4	76	12	19.26
Pennsylvania	2.9	70	12	13.80
Rhode Island	3.3	72	12	15.20
South Carolina	13.4	126	12	5.47
South Dakota	3.1	78	6	12.07
Tennessee	14.3	112	12	6.34
Texas	9.6	111	12	6.78
Utah	.9	70	12	15.05
Vermont	3.1	(2)	12	12.05
Virginia	4.5	71	12	11.09
Washington	4.6	85	12	14.82
West Virginia	17.3	175	12	4.47
Wisconsin	2.9	67	12	15.33
Wyoming	5.3	(2)	6	21.33

[1] Excludes unemployed-parent cases for which the Federal Government required a maximum of 3 months' interval between investigations.
[2] Not computed; number of local-office workers carrying caseloads fewer than 25.

PLAN AND OBJECTIVES OF THE REVIEW

The nationwide review of eligibility in State programs of aid to families with dependent children was requested by the Senate Committee on Appropriations in a June 29, 1962, report on the 1962–63 appropriations for public assistance grants.

The directive of the Senate committee said in part:

"The committee will expect the Department to make an all-out effort to carefully review eligibility under the ADC program throughout the country. This review should include local, State, and Federal personnel organized into a concerted effort to eliminate any abuses of the program. A full report of the Department's findings will be expected when the Department appears before the committee next year. It is incumbent upon the committee to insist upon a thorough check in view of the seeming complacency exhibited by Federal, State, and local

community officials, particularly in the light of the results disclosed through the special investigation in the Nation's Capital."

The Secretary of the Department of Health, Education, and Welfare expressed his own views on this review in a memorandum to the Commissioner of Social Security on August 13, 1962, as follows:

"* * * Recent events have indicated the need to make sure that public assistance funds are being spent for the purposes intended by the law. I understand that you are developing plans for a nationwide study of the program of aid to families with dependent children and that you devoted part of your recent meeting with the State administrators to this subject. I want you to know my own deep concern and sense of urgency about this matter and give you my full backing in dealing with it * * *.

"The great values of the welfare programs to the thousands of people in genuine need must not be undermined and jeopardized by permitting people who are ineligible and not in need to drain public funds away from the truly needy, or from other important purposes * * *."

To assist in planning the scope and content of the review, an Advisory Committee to the Commissioner of Social Security was appointed in September 1962. Its members represented a variety of public and private agencies and organizations, including public and voluntary welfare agencies, local government, industry and labor, special interest groups, academic groups, and the research staff of the Bureau of the Census. (Refer to the appendix for the membership of the committee.)

The primary objective of the review was to determine whether families currently receiving AFDC were eligible for assistance under the eligibility requirements in effect in each State program. Other objectives were to find out whether assistance was received in the correct amount, and, for families which were ineligible, the reason for their ineligibility.

To accomplish these objectives, statistically valid samples of families currently receiving AFDC were drawn in each of the 50 States from caseloads for January, February, and March 1963 (a few States' samples extended into April) according to nationally uniform directions.[1] The review consisted of field investigations to determine current eligibility of each of these families. The number of families in the State samples totaled 21,085, representing more than 2 percent of the national AFDC caseload. State samples ranged in size from 1,615 in California to 82 in Alaska.

In accordance with the wishes of the Senate Appropriations Committee, the review was carried out by staff of the Federal, State, and local agencies responsible for adminstering the AFDC program. The review was actually made by the individual States under continuous observation and direction in the field by staff of the Department of Health, Education, and Welfare. In all, more than 2,403 State and local staff and 104 staff members of the Bureau of Family Services, carried out the review. In addition, staff of the General Accounting Office were in the field in 10 States,[2] and in the Federal headquarters observing the review process in detail at the request of the Senate Appropriations Committee.

Information was collected from each State on its current eligibility laws, policies, and practices. This was used as a uniform base against which to review eligibility in each State.

Because of the Senate committee's requirement that the review be made by the staff of the Federal, State, and local public assistance agencies, a number of special precautionary procedures and techniques were introduced to guard against the possibility of bias.

They included—

1. Case reviewers assigned in geographic areas and to caseloads for which they normally had no responsibility for eligibility determination;
2. Samples selected at random according to statistically valid sampling theory and, once selected, held inviolate against unauthorized deletions, substitutions, or advance disclosure to localities;
3. Uniform training materials and instructions issued to all staff involved in the review so that there was a common base of understanding and stress on the need for accuracy, objectivity, and comparability;

[1] Because of the recent investigation of the AFDC program in the District of Columbia, also carried out at the request of the Senate Appropriations Committee, this same review was not carried out in the District of Columbia.

[2] California, Florida, Georgia, Illinois, Michigan, New York, Oklahoma, Pennsylvania, Texas, and West Virginia.

4. Federal staff assigned to each State to participate in the review by directly observing all review processes, checking cases reviewed by State staff and conducting independent field investigations for sample cases.

Most States assigned to the review full time a substantial number of their State administrative staff as well as large numbers of local staff. A few of the larger States employed sizable numbers of additional staff in order to complete the review within the allotted time.

State sample sizes were intended to give relatively high statistical reliability for a two-way classification—yes or no—for any item studied.

Federal regulations under normal methods have required of States that for each case:

1. There be a valid initial determination;
2. That all indications of change be promptly investigated;
3. That not more than 12 months elapse between complete reinvestigations (this interval was changed as of July 1, 1963, to 6 months).

Under the rules followed in this review, any changed circumstances in sample cases even though unknown to local agencies through these normal methods of carrying out the program resulted in findings of ineligibility.

The review was planned so as to determine whether eligible caseloads were being maintained under normal administrative processes prevailing in local agencies by going beyond such practices. The review methods were, therefore, different in several important ways from normal operations:

1. Review staff had responsibility for field investigations of only a small number of cases and were relieved of all other duties during the period of the review;
2. Staff assigned to the review were of a higher level in training and experience than those with regular responsibility for determination of eligibility in local agencies;
3. Investigations were both more extensive and intensive than usual;
4. Adequate time was made available to complete each investigation;
5. Supervision provided the reviewers exceeded that given most local agency workers.

Public assistance programs are administered separately by the States and the results of the review are presented as State-by-State findings of the 50 States, not as a combined sample of cases for the Nation as a whole. Because of permissible differences in program specifications among States and the wide variation of ineligibility rates found in the different States, a single estimated percentage of ineligible AFDC families must be used with great caution. However, such a figure has been computed and is 5.4 percent.

RESULTS OF THE REVIEW

The results of the review of eligibility in AFDC are presented here under four major headings:

1. Eligibility of families receiving assistance according to State eligibility requirements;
2. State eligibility requirements which ineligible recipients failed to meet;
3. The reasons local agencies had not previously known or acted upon the ineligibility found in the review;
4. Extent to which payments of assistance were above or below the correct amount as determined under agency standards of assistance.

A statistical table has been included for each of these subjects showing the specific results of the review in each State in terms of percentages of families found under each heading. These percentages are based on case sample findings, and are to be applied as estimates to the entire caseload in each State, subject to sampling approximation that varies with the size of the sample.[3] The text accompanying the tables offers an explanation of the information they include and introduces additional information on the subject matter of the tables, where appropriate.

Eligibility of families receiving assistance according to State eligibility requirements

Table 1 shows the estimated proportions of families receiving AFDC in each of the 50 States which were eligible and ineligible for assistance.

[3] An explanation of sampling procedures will be found in the appendix, together with State sample sizes. More detailed information is available on request.

TABLE 1.—*Eligibility of families receiving assistance according to State requirements governing eligibility, by State: AFDC eligibility review, 1963*

State	Families receiving AFDC in March 1963	Percent of families			
		Eligible families			Ineligible families
		Total	All persons in family eligible	Family eligible but not all members eligible	
Alabama	22,550	91.6	89.5	2.1	8.4
Alaska	1,245	92.0	89.1	2.9	8.0
Arizona	9,535	93.2	88.2	5.0	6.8
Arkansas	7,045	93.4	92.3	1.1	6.6
California	91,422	98.9	97.8	1.1	1.2
Colorado	9,656	98.1	97.1	1.0	1.9
Connecticut	12,712	89.0	87.1	1.9	11.0
Delaware	2,465	89.8	88.3	1.5	10.2
Florida	27,801	91.0	89.5	1.5	9.0
Georgia	17,146	83.7	82.2	1.5	16.4
Hawaii	3,239	93.8	92.8	1.0	6.2
Idaho	2,563	98.8	97.6	1.2	1.1
Illinois	59,212	95.1	92.6	2.5	4.9
Indiana	12,181	97.4	96.4	1.0	2.6
Iowa	10,652	98.5	97.4	1.1	1.5
Kansas	6,940	99.1	97.9	1.2	.8
Kentucky	21,600	87.2	78.5	8.7	12.8
Louisiana	22,629	96.8	93.6	3.2	3.2
Maine	6,175	97.6	96.1	1.5	2.4
Maryland	14,183	97.4	96.5	.9	2.6
Massachusetts	20,366	99.1	98.6	.5	.8
Michigan	33,376	94.2	94.0	.2	5.8
Minnesota	11,725	97.9	96.5	1.4	2.1
Mississippi	20,463	88.5	84.0	4.5	11.6
Missouri	26,334	95.5	94.8	.7	4.5
Montana	1,811	100.0	97.9	2.1	----
Nebraska	3,337	99.1	99.1	----	.9
Nevada	1,310	87.6	84.8	2.8	12.4
New Hampshire	1,024	93.8	93.5	.3	6.2
New Jersey	22,914	98.1	97.8	.3	2.0
New Mexico	7,435	90.3	88.9	1.4	9.8
New York	100,473	96.5	94.4	2.1	3.7
North Carolina	28,660	96.6	94.6	2.0	3.5
North Dakota	1,726	100.0	100.0	----	----
Ohio	37,344	95.0	93.0	2.0	5.0
Oklahoma	18,275	98.3	97.1	1.2	1.7
Oregon	8,603	94.7	92.7	2.0	5.4
Pennsylvania	80,522	97.1	95.9	1.2	2.9
Rhode Island	5,464	96.8	95.1	1.7	3.3
South Carolina	8,540	86.7	83.3	3.4	13.4
South Dakota	2,818	96.9	94.4	2.5	3.1
Tennessee	21,485	85.7	83.8	1.9	14.3
Texas	18,317	90.5	89.4	1.1	9.6
Utah	4,597	99.1	97.2	1.9	.9
Vermont	1,358	96.9	96.9	----	3.1
Virginia	10,736	95.5	91.0	4.5	4.5
Washington	12,072	95.4	91.7	3.7	4.6
West Virginia	31,018	82.7	81.0	1.7	17.3
Wisconsin	11,131	97.1	96.0	1.1	2.9
Wyoming	851	94.7	91.0	3.7	5.3

The eligibility requirements each family must meet in order to receive assistance are specified in the public assistance policies in effect in each State. These requirements follow the Federal statutory requirements governing Federal financial participation in individual State payments. The Federal requirements are—

1. The family must be in need, as measured by State standards of assistance;
2. Children must be under the age of 18;
3. Children must be deprived of parental support or care because of the death, incapacity, absence or unemployment of a parent;
4. Children must be living in the home of a relative, or, under some circumstances, in a foster home.

States develop their own eligibility policies within this framework. They may limit the scope of eligibility under any of these factors (e.g., they need not include children of unemployed parents), or may introduce additional requirements

(e.g., they may require school attendance of children receiving assistance). The resulting differences in program coverage and similar differences in levels of assistance paid result in broad variations among the State programs and limit the degree of comparability among them.

Under Federal requirements the eligibility of each family applying for assistance must be determined initially and redetermined at least annually,[4] and any indications of change in circumstances must be followed up promptly.

Table 1 shows the proportions of AFDC families found eligible and ineligible in each State. In addition, under the heading of "Eligible families," is shown the proportion of families in which one or more but not all members are ineligible to be counted as recipients. In these cases, one child may be over the maximum age, or he may have moved from the home, or for some other reason he may not be eligible as a recipient. This frequently has no effect on the amount of assistance paid the family, usually because States have maximum payments which stop short of the level of established need. In some cases, however, the effect is that an overpayment has been made to the family; such cases are included in the figures on overpayment cases shown in table 4.

As pointed out in the previous section, the eligibility status of all families reviewed was determined as of the time the State field investigation in this study was completed. Whether or not the family was eligible when the local agency made its last scheduled investigation (which might have been as long as a year ago), or whether the family was due for a reinvestigation, was not considered in this review in deciding the family's eligibility status.

The circumstances of AFDC families tend to change rapidly. (A recent survey showed that 50 percent of all families leave the program within 18 months after receiving their first assistance payment.) As a result, a number of families in the sample underwent changes in circumstances affecting their eligibility while the State field investigation was in process and local agency operations on the sample cases had been suspended.[5]

The State eligibility policies are generally narrower than they are required to be under Federal statutory requirements, either through the addition of requirements such as residence, or through limiting the scope of the Federal eligibility provisions. The findings of the review show that under the criteria for Federal financial participation the percent of families ineligible is, on the average among the States, about one-third below the percent ineligible under State requirements.

State eligibility requirements that ineligible recipients failed to meet

To be eligible, a family must meet a number of eligibility conditions. Failure to meet any one of these renders the family ineligible for further assistance. Table 2 shows by eligibility factor the percent of AFDC families reported as failing to meet each requirement. If it was found that a family failed to meet more than one factor, that family was included under each factor not met: therefore, for most States the percentages for the various factors add to more than the percent of cases involved in ineligibility. These percentages, nevertheless, represent a small underestimate for some factors, because the State reviewer stopped after finding the family ineligible on any one factor. However, whenever it was known that two or more factors were not met, all were noted in the review.[6]

Families covered by this table include both the ineligible families and the families with one or more, but not all, members ineligible.

[4] Since July 1, 1963, at 6-month intervals.

[5] Policies in effect in almost all States provide that a family is eligible for a full month's assistance if eligible at the time payment is made, usually at the beginning of the month. If the family was eligible under these policies in the month in which the field investigation was completed, it was therefore found eligible although it would become ineligible in the subsequent month. There was also a smaller group of families which were found eligible in the review, but were to become ineligible in the month following the investigation as a direct result of State review activity. All cases referred to here represent about 2 percent of the total of State sample cases. They amounted to less than 1 percent of the sample in 23 States and from 1 to 9 percent in 26 States. Information was not available from one State.

[6] Between the start of fieldwork in January and the end of March, State reviewers were expected to complete investigations on all factors of eligibility in ineligible cases. This practice was discontinued because it was found that the resulting information did not justify the added staff effort.

TABLE 2.—*Percent of families in which all or some members failed to meet the specified State eligibility requirements, by State: AFDC eligibility review, 1963*

State	State eligibility requirement not met								
	Total [1]	Child above maximum age	Insufficient period of State residence	Child not in school	Child not living in home of relative	Income or resources exceeds State standard of need		Child not deprived of parental support or care	Other factors [2]
						Personal or real property exceeds standard	Current income exceeds standard		
Alabama	10.5			NA	2.1	0.5	6.2	4.4	0.5
Alaska	10.9	1.7		NA	4.4	1.9	1.9	1.7	
Arizona	11.8			3.3	1.8	.3	.7	4.9	3.7
Arkansas	7.7	.5		1.5	.6	1.7	3.4	1.4	
California	2.3			.5	.4	.1	1.1	.4	
Colorado	2.9			.9			.4	1.8	NA
Connecticut	12.9		0.1	.5	.7	1.7	4.0	4.7	3.4
Delaware	11.7	.2		NA	1.3	3.5	5.9	5.8	
Florida	10.5	.5		NA	1.8	.5	4.2	3.6	1.8
Georgia	17.9			NA	1.2	.6	4.0	7.9	8.1
Hawaii	7.2	.9		NA			2.1	3.7	1.0
Idaho	2.3				1.2			1.1	
Illinois	7.4	.2	.2	NA	1.4	.3	4.8	1.6	.1
Indiana	3.6		.4	.9	.1	.5	2.0	1.2	
Iowa	2.6				.2	1.0	.6	.8	NA
Kansas	2.0			NA	.5		.4	.5	.5
Kentucky	21.5	.6	.3	6.0	2.2	2.8	5.1	5.8	
Louisiana	6.4	.3		1.4	1.3		1.2	2.7	.7
Maine	3.9			NA	.9	.9	1.1	1.2	NA
Maryland	3.5			NA	.9	.1	2.6	1.1	
Massachusetts	1.3	.4		NA	.2	.4	.3		
Michigan	6.0			NA	.2		3.6	.2	2.0
Minnesota	3.5			NA	.4	.5	2.1	.8	NA
Mississippi	16.1	.8		3.2	1.7		4.7	6.7	2.2
Missouri	5.2			.3	.2	.4	.8	3.3	.1
Montana	2.1	2.1		NA					NA
Nebraska	.9							.9	
Nevada	15.2				4.4	1.7	9.3	2.8	1.5
New Hampshire	6.5			3.1				1.5	4.8
New Jersey	2.3	.3		NA	.5	.5	1.9	.9	.3
New Mexico	11.2			.6	.6	4.5	7.3	4.5	
New York	5.8	.2		NA	2.1	.5	3.2	1.5	
North Carolina	5.5	.3		NA	2.0	.6	3.1	.8	.1
North Dakota	0			NA					NA
Ohio	7.0	.3		NA	2.1	.3	4.6	1.4	
Oklahoma	2.9			1.2	.3	.5	1.7	.3	
Oregon	7.4	1.7		.4	2.0	2.6	2.7	1.9	
Pennsylvania	4.1	.1	.1	NA	.6	.7	3.5	.8	.4
Rhode Island	5.0	.8		NA	2.0	.1	.4	2.2	
South Carolina	16.8	.1	.1	NA	2.5	1.8	8.9	4.5	
South Dakota	5.6			NA	1.9	1.7	2.1		NA
Tennessee	16.2		.1	.5	2.0	.9	3.3	7.7	5.7
Texas	10.7	.5	.3	NA	1.2	.5	4.7	4.7	
Utah	2.8			NA	1.7		1.1		
Vermont	3.1				1.5	1.6			
Virginia	9.0	.3		.4	.5		5.8	2.5	.3
Washington	8.3		.1	NA	.9	2.3	3.1	1.8	4.1
West Virginia	19.0	.2	.2	NA	1.7	9.7	5.4	6.4	
Wisconsin	4.0			NA	1.0	1.5	.9	.5	.4
Wyoming	9.0			1.4	1.9	4.0	7.2		NA

[1] For most States the total of percentages in this table exceeds the percentage of families having one or more persons found ineligible. This is because some recipients or families were found ineligible on more than 1 factor, and where such was the case each factor of ineligibility was reported. Percentages for some factors are underestimated to a small degree, however, because of the necessity faced during the review to halt investigation of additional eligibility factors for some families after they were already found ineligible on 1 or more factors.

[2] The principal eligibility requirements included in this column are (1) acceptance of employment by parents or caretakers of children; (2) utilization of all legal resources to secure support from absent parents; and (3) absence of unrelated males from the home (included under "Deprivation of parental support" by most States with this requirement, but placed under "Other" in Connecticut and New Hampshire).

NOTE.—NA denotes "not applicable."

Some eligibility requirements differ from State to State; a recipient who is eligible in one State might not be in another. For example, the amount of real and personal property a recipient may own varies among the States.

Changes in a family's circumstances may occur at any time making the family ineligible for further assistance. A family's status may change from eligible to ineligible and back again, depending, for example, on the amount of wages being earned by family members in seasonal or occasional labor.

Reasons ineligibility was not previously known or acted on by local agencies

The families found ineligible in this review were not previously known to be ineligible by the local agencies responsible for the assistance program. State reviewers were asked to determine for each family with all or some members found ineligible the principal reason the local agency was not already aware of the ineligibility and had not taken action to discontinue assistance accordingly. The reasons fall into these groupings, as shown in table 3:

1. Agency errors, including (*a*) inadequate determinations of eligibility, (*b*) failure to follow up on known or indicated changes in circumstances, and (*c*) misinterpretations of policy and administrative errors of local staff;
2. Changes not reported by recipients, with or without evidence of intent to conceal or misrepresent facts;
3. Other reasons. Included under this heading are some cases classed as ineligible, but which were closed before an improper payment was made. Agency policies, adopted just before the review began and normally applied as families are reinvestigated over a period of time, also accounted for a finding of ineligibility in some cases.

As explained earlier, local agencies are not required, nor is there staff available, to redetermine the eligibility of each family for every month's assistance payment made. Federal and State policies require an initial determination, periodic redeterminations (at maximum intervals of 1 year until July 1, 1963, when the interval was reduced to 6 months), and prompt followup of all indicated family changes affecting eligibility. Otherwise, recipients themselves are expected to report changes in circumstances as they occur. Therefore, most cases of ineligibility unknown to the local agency are the result of local agency errors or of nonreporting by recipients. Table 3 shows the percentages of cases in which ineligibility occurred in each of these groupings.

In cases of nonreporting of circumstances by recipients, the reviewers decided in each instance whether or not there was evidence of intent to conceal or misrepresent facts. In its staff manual for local agencies, each State has instructions for identifying all cases of possible fraud. The cases so identified are further considered for referral to law enforcement officials for prosecution. These policies and criteria formed the basis for classification of cases in the review in this respect. Because State criteria differ somewhat according to variations in State laws, the basis for judgments between States is not precisely comparable, and this probably accounts to some extent for some of the differences in percentages among States. Because of the inherent difficulties in assuring uniformity of interpretation from reviewer to reviewer and State to State in this part of the review, caution is necessary in evaluating the results.

Payment of assistance which are above and below correct amounts, under State assistance standards

Even though a family is eligible, the payment received may be in an incorrect amount. The payment may be too large or too small. In addition to testing the eligibility of AFDC families, the review covered the correctness of the payment received by those who are eligible. The findings are included in table 4.

Whether an assistance payment is in the correct amount is determined by the standards of assistance established by each State public assistance agency, and the instructions for applying them to individual families.

Determining the assistance payment involves three steps: (1) computing monthly living expenses of the family as recognized under the agency's cost standards; (2) subtracting from the total amount of the family's current income from all sources; and (3) applying whatever limitations on the actual amount of assistance (in the form of maximums or percent reductions) are prescribed in the State plan.

TABLE 3.—*Percent of AFDC families in which all or some members found ineligible, by State and by principal reason ineligibility was not previously known or acted upon by the local agency: AFDC eligibility review, 1963*

State	Percent of families in which all or some members found ineligible						
	Total	Errors in agency practice			Change not reported recipient		Other reasons [1]
		Inadequate determination of initial or continuing eligibility	Agency failure to follow up on indicated or known changes in family circumstances	Staff misinterpretations of eligibility policy and administrative errors	No evidence of intent to conceal or misrepresent facts	Appears to have intentionally concealed or misrepresented facts	
Alabama	10.5	4.4	0.5	0.3	2.5	2.2	0.6
Alaska	10.9	1.4	2.9	1.8	3.1		1.6
Arizona	11.8	4.3	2.3	1.4	1.8	1.9	
Arkansas	7.7	5.1	.4		.4	1.6	
California	2.3	.2	.6	.2	.3	.7	.1
Colorado	2.9	1.6	.3	.9	.1		
Connecticut	12.9	3.4	1.1	1.2	2.0	4.5	.8
Delaware	11.7	1.6	1.4		1.4	7.4	
Florida	10.5	3.5	1.3	.2	2.0	3.3	.2
Georgia	17.9	9.3	.3	1.1	3.8	2.1	1.3
Hawaii	7.2	3.3		.9		2.0	1.0
Idaho	2.3	1.1				1.2	
Illinois	7.4	2.2	1.6	.4	1.0	1.6	.5
Indiana	3.6	1.0	.9	.4	.6	.6	.3
Iowa	2.6	1.8	.4	.1		.2	
Kansas	2.0	.5	.1	1.0	.4		
Kentucky	21.5	7.4	2.7	1.4	3.3	2.8	4.0
Louisiana	6.4	.7	.8	.7	2.3	1.8	
Maine	3.9	2.8	.1		.5	.5	
Maryland	3.5	.8		.5	.5	1.8	
Massachusetts	1.3	.7	.2	.3	.2		
Michigan	6.0	.4		.1	.5	3.6	1.4
Minnesota	3.5	.8	.4	.5	1.6	.3	
Mississippi	16.1	7.7	3.0	.2	2.8	1.1	1.2
Missouri	5.2	.4		.2	1.5	2.6	.6
Montana	2.1		2.2				
Nebraska	.9		.9				
Nevada	15.2	4.8		1.5	1.5	7.4	
New Hampshire	6.5					6.5	
New Jersey	2.3	.5			.3	1.2	.3
New Mexico	11.2	2.6	2.9	1.7	2.0	2.1	
New York	5.8	2.2	1.0	.4	.8	1.3	.1
North Carolina	5.5	2.4	.5		1.0	1.6	
North Dakota	0.0						
Ohio	7.0	2.2	2.4	.2	1.1	.9	.5
Oklahoma	2.9	.5			1.2	.6	.5
Oregon	7.4	.8	2.2	.8	.2	3.5	
Pennsylvania	4.1	.8		.4	.5	1.8	.5
Rhode Island	5.0	3.6	.4	.2		.8	
South Carolina	16.8	8.6	2.4	1.2	2.4	1.8	.4
South Dakota	5.6	1.5	1.2		2.8		
Tennessee	16.2	4.4	1.0	4.3	2.0	3.8	.6
Texas	10.7	4.4	.5	.3	3.7	1.8	
Utah	2.8	.2	.7			1.8	
Vermont	3.1	.1			1.6	1.6	
Virginia	9.0	2.4	1.3	3.2	.8	.8	.4
Washington	8.3	2.9	1.1	1.0	.9	2.6	
West Virginia	19.0	7.6	4.8	.5	4.5	1.5	
Wisconsin	4.0	1.6		.3	.5	1.7	
Wyoming	9.0	4.9	1.6			2.6	

[1] The most frequently reported reasons in this column are: (1) recent changes in agency policy which were to be first applied in each case as it came up for periodic reinvestigation in 1963 (Connecticut and Kentucky); and (2) cases closed before any improper payments of assistance were made (Illinois, Missouri, Ohio).

Budget guides for living expenses under the approved State plans vary among the States both in amounts allowed and in methods of computation. These guides are usually based on studies of cost of living at minimum levels but often are not current. Such factors as age, sex, and activity levels are often considered in determining specific amounts. Under special circumstances, detailed in the State's assistance plan, allowances may be made for such items as special diets, work expenses, transportation costs, etc.

TABLE 4.—*Percent of families receiving assistance who were eligible for assistance but receiving payments above or below the correct amount, by State: AFDC Eligibility Review, 1963*

State	Percent of total AFDC caseload		State	Percent of total AFDC caseload	
	Eligible families receiving assistance above the correct amount (overpayments)	Eligible families receiving assistance below the correct amount (underpayments)		Eligible families receiving assistance above the correct amount (overpayments)	Eligible families receiving assistance below the correct amount (underpayments)
Alabama	42.4	20.2	Montana	4.5	2.7
Alaska	12.3	8.6	Nebraska	8.0	5.6
Arizona	9.9	10.3	Nevada	35.7	13.5
Arkansas	11.5	10.5	New Hampshire	18.5	14.1
California	7.9	11.0	New Jersey	12.5	19.8
Colorado	11.1	21.7	New Mexico	11.1	14.8
Connecticut	26.3	20.0	New York	17.4	23.1
Delaware	3.6	5.8	North Carolina	20.0	60.6
Florida	7.0	4.2	North Dakota	9.6	15.7
Georgia	8.7	6.0	Ohio	28.1	42.8
Hawaii	12.0	12.3	Oklahoma	17.2	8.6
Idaho	8.8	5.1	Oregon	20.6	13.1
Illinois	27.7	30.2	Pennsylvania	7.5	6.2
Indiana	8.3	7.5	Rhode Island	19.5	15.5
Iowa	12.2	10.2	South Carolina	10.3	2.8
Kansas	11.0	59.3	South Dakota	17.8	11.1
Kentucky	21.9	25.5	Tennessee	5.7	2.5
Louisiana	15.9	15.0	Texas	12.0	7.3
Maine	8.9	3.4	Utah	6.7	10.5
Maryland	11.5	26.9	Vermont	16.4	19.3
Massachusetts	26.3	26.0	Virginia	21.4	41.4
Michigan	2.6	.8	Washington	11.2	15.7
Minnesota	18.1	12.8	West Virginia	14.5	6.3
Mississippi	26.4	17.8	Wisconsin	9.3	11.3
Missouri	6.1	6.5	Wyoming	14.1	13.9

If a family has special needs, such as for a special diet or medical expenses, these may be added to the family's budget, and they should be taken out when no longer applicable. The amount of family earnings often changes from week to week; whenever this occurs, the amount of monthly assistance payment must be reconsidered. Thus, the same payment may be too large one month and too small the next.

Errors in the amount of assistance may arise because: (1) living expenses of families are computed at too high or too low an amount; (2) the amount of income deducted from living expenses is assessed at an erroneous amount; (3) the maximum payment or the percentage reduction in payment is incorrectly determined; and (4) an arithmetical error is made. The source of such errors may be either a mistake made by the local agency staff in applying the State standards to individual case circumstances, or a change in family circumstances which has occurred since last contact and which is not known to the local agency.

Eligibility findings from local agency investigations

In the course of making field investigations to determine the eligibility of families in the case sample, State reviewers began with a critical review of the case record maintained by the local agency. This case record review provided an opportunity to determine whether eligibility was supported by the local agency's most recent investigation, as shown in the record. According to State findings, the case records for a large number of families did not fully document the finding of eligibility. However, few of these families were found ineligible in the field investigation.

APPENDIX A

SUMMARY STATISTICS ON THE AFDC PROGRAM

Table 1. Aid to families with dependent children: Recipients, payments, applications, case closings, April 1963.

Table 2. Aid to families with dependent children: Expenditures for administration, services and training, by source of funds, calendar year ended December 31, 1962.

APPENDIX A

TABLE 1.—*Aid to families with dependent children: Recipients, payments, applications, and case closings, April 1963* [1]

State	Number of families	Number of recipients		Payments to recipients			Applications disposed of during month			Cases discontinued during month
		Total [2]	Children	Total amount	Average per—		Total	Authorized	Denied or otherwise disposed of	
					Family	Recipient				
Total [3 4]	977,399	4,002,025	2,994,244	$125,506,751	$128.41	$31.36	66,866	37,422	29,444	40,101
Alabama [4]	22,558	91,535	71,948	1,068,956	47.39	11.68	1,102	653	449	644
Alaska	1,236	4,362	3,297	149,722	121.13	34.32	80	41	39	50
Arizona [3 4]	9,592	40,620	30,629	1,159,911	120.92	28.56	607	371	236	254
Arkansas	7,108	27,741	21,401	485,362	68.28	17.50	598	280	318	175
California [4]	91,929	352,663	266,673	15,778,299	171.64	44.74	8,416	4,256	4,160	3,074
Colorado	9,770	38,636	29,983	1,431,343	146.50	37.05	555	405	150	282
Connecticut [3]	12,320	48,448	35,082	2,173,894	176.45	44.87	880	643	237	1,022
Delaware [3]	2,369	11,021	8,289	245,926	103.81	22.31	183	123	60	213
District of Columbia	4,157	19,454	15,449	631,490	151.91	32.46	409	130	279	181
Florida	27,963	104,919	84,022	1,755,928	62.79	16.74	1,663	771	892	617
Georgia	17,238	65,004	50,506	1,507,801	87.47	23.20	1,623	707	916	615
Guam [3]	165	861	716	10,779	65.33	12.52	4	2	2	6
Hawaii [3]	3,268	14,151	10,570	437,903	134.00	30.95	299	240	59	195
Idaho	2,550	9,879	7,193	402,440	157.82	40.74	187	114	73	135
Illinois [3 4]	59,212	276,313	208,831	12,225,355	206.47	44.24	3,937	2,138	1,799	2,063
Indiana [4]	12,214	48,341	35,766	1,356,943	111.10	28.07	626	363	263	368
Iowa	10,744	42,575	30,731	1,563,507	145.52	36.72	463	296	167	308
Kansas	7,016	28,181	21,802	1,051,793	149.91	37.32	431	241	190	192
Kentucky	21,634	81,251	59,083	2,036,007	94.11	25.06	786	417	369	579
Louisiana [4]	22,662	98,296	74,167	2,258,342	99.65	22.97	2,516	747	1,769	809

Maine	6,175	22,309	16,596	662,975	107.36	29.72	247	169	78	162
Maryland [3 4]	14,042	60,910	46,666	1,944,137	138.45	31.92	1,518	800	718	856
Massachusetts [3]	20,769	77,104	58,235	3,590,004	172.85	46.56	1,227	991	236	847
Michigan	33,658	126,879	90,652	4,698,020	139.58	37.03	1,965	1,305	660	1,023
Minnesota	11,837	42,341	33,124	2,118,678	178.99	50.04	509	322	187	226
Mississippi	20,440	80,921	63,841	725,945	35.52	8.97	1,195	537	658	560
Missouri	26,279	103,876	79,643	2,499,516	95.11	24.06	1,724	823	901	839
Montana	1,810	7,165	5,518	243,847	134.72	34.03	113	69	44	59
Nebraska	3,349	13,636	10,461	403,021	120.34	29.56	184	135	49	88
Nevada	1,310	4,852	3,873	143,768	109.75	29.63	84	57	27	59
New Hampshire	1,020	4,200	3,111	172,033	168.66	40.96	46	35	11	36
New Jersey	23,235	88,253	66,914	4,216,394	181.47	47.78	1,353	854	499	534
New Mexico [4]	7,472	30,055	22,600	981,042	131.30	32.64	613	233	380	220
New York [3]	100,519	442,696	322,801	18,796,303	186.99	42.46	8,785	5,432	3,353	6,736
North Carolina [3 4]	28,857	120,157	89,414	2,772,476	96.08	23.07	1,864	1,094	770	964
North Dakota	1,746	6,831	5,206	286,413	164.04	41.93	78	59	19	65
Ohio	37,653	153,402	114,902	4,590,714	121.92	29.93	1,604	1,139	465	1,003
Oklahoma [3 4]	18,373	70,986	52,294	2,284,300	124.33	32.18	1,017	561	456	400
Oregon [3 4]	8,586	33,239	24,509	1,275,650	148.57	38.38	898	470	428	553
Pennsylvania [3]	80,434	360,874	251,729	10,271,404	127.70	28.46	6,269	3,763	2,506	6,375
Puerto Rico	55,601	222,120	177,344	814,718	14.65	3.67	867	650	217	1,023
Rhode Island [3]	5,445	22,033	15,997	863,736	158.63	39.20	317	238	79	273
South Carolina	8,486	34,330	27,509	563,597	66.41	16.42	618	233	385	289
South Dakota	2,834	10,105	7,719	344,218	121.46	34.06	140	95	45	71
Tennessee	21,436	81,190	62,104	1,516,044	70.72	18.67	1,406	520	886	550
Texas	18,566	77,564	59,266	1,469,446	79.15	18.94	2,098	777	1,321	657
Utah [3 4]	4,689	19,505	14,031	674,994	143.95	34.61	636	406	230	417
Vermont	1,358	4,941	3,717	149,783	110.30	30.31	64	33	31	33
Virgin Islands [6]	293	1,029	868	17,133	58.47	16.65	7	6	1	8
Virginia [4]	10,708	45,106	34,660	1,067,743	99.71	23.67	1,017	455	562	489
Washington	12,122	43,927	33,219	1,865,462	153.89	42.47	1,022	680	342	704
West Virginia [3]	30,367	138,681	94,668	3,566,166	117.44	25.71	1,399	1,115	284	1,766
Wisconsin [4]	11,378	43,247	32,367	2,059,720	181.03	47.63	576	395	181	399
Wyoming	847	3,310	2,548	125,650	148.35	37.96	41	33	8	35

[1] All data subject to revision.
[2] Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance.
[3] Includes data on unemployed-parent segment.
[4] Includes data on foster-family care.
[5] Estimated.
[6] Data for March; data for April not available.

APPENDIX A

TABLE 2.—*Aid to families with dependent children: Expenditures for administration, services, and training, by source of funds, calendar year ended Dec. 31, 1962*

[Dollar amounts in thousands]

State	Total	Federal funds		State funds		Local funds	
		Amount	Percent	Amount	Percent	Amount	Percent
Total	$162,576	$82,419	50.7	$49,230	30.3	$30,927	19.0
Alabama	1,143	592	51.8	538	47.0	14	1.2
Alaska	107	54	50.2	53	49.8		
Arizona	481	231	48.0	237	49.4	12	2.6
Arkansas	421	211	50.0	210	50.0		
California	29,578	14,746	49.9	907	3.1	13,924	47.1
Colorado	2,033	1,018	50.1	657	32.3	357	17.6
Connecticut	2,556	1,273	49.8	1,284	50.2		
Delaware	327	165	50.4	162	49.6		
District of Columbia	1,031	515	50.0	515	50.0		
Florida	1,920	973	50.7	948	49.3		
Georgia	1,469	735	50.0	582	39.6	153	10.4
Guam	11	6	50.0	6	50.0		
Hawaii	706	353	50.0	353	50.0		
Idaho	325	163	50.0	157	48.4	5	1.6
Illinois	15,384	8,552	55.6	6,832	44.4		
Indiana	1,972	986	50.0	421	21.4	565	28.6
Iowa	1,614	807	50.0	746	46.2	61	3.8
Kansas	1,158	579	50.0	330	28.5	248	21.5
Kentucky	1,655	827	50.0	827	50.0		
Louisiana	3,749	1,874	50.0	1,874	50.0		
Maine	607	305	50.2	303	49.8		
Maryland	2,163	1,082	50.0	753	34.8	329	15.2
Massachusetts	4,490	2,522	56.2	1,067	23.8	901	20.1
Michigan	3,697	1,848	50.0	1,766	47.8	83	2.2
Minnesota	2,281	1,236	54.2			1,044	45.8
Mississippi	1,516	766	50.5	685	45.2	65	4.3
Missouri	2,704	1,352	50.0	1,309	48.4	43	1.6
Montana	358	187	52.3	35	9.9	135	37.8
Nebraska	471	235	50.0	235	50.0		
Nevada	249	125	50.0	125	50.0		
New Hampshire	221	111	50.0	111	50.0		
New Jersey	4,524	2,262	50.0	141	3.1	2,121	46.9
New Mexico	1,153	571	49.6	581	50.4		
New York	29,965	14,983	50.0	7,642	25.5	7,340	24.5
North Carolina	2,560	1,280	50.0	492	19.2	788	30.8
North Dakota	392	196	50.0	68	17.2	129	32.8
Ohio	4,591	2,292	49.9	1,224	26.7	1,075	23.4
Oklahoma	1,556	780	50.1	776	49.9		
Oregon	1,843	926	50.3	917	49.7		
Pennsylvania	12,976	6,331	48.8	6,645	51.2		
Puerto Rico	1,674	[1] 784	46.8	891	53.2		
Rhode Island	1,003	504	50.3	499	49.7		
South Carolina	635	318	50.1	260	40.8	58	9.1
South Dakota	474	237	50.0	207	43.7	30	6.3
Tennessee	1,703	883	51.9	791	46.5	28	1.7
Texas	1,635	818	50.0	814	49.8	3	.2
Utah	800	400	50.0	389	48.6	11	1.4
Vermont	213	109	51.0	104	49.0		
Virgin Islands	57	29	50.0	29	50.0		
Virginia	1,522	761	50.0	76	5.0	685	45.0
Washington	2,660	1,431	53.8	1,229	46.2		
West Virginia	1,923	963	50.1	961	49.9		
Wisconsin	2,111	1,030	48.8	450	21.3	631	29.9
Wyoming	206	103	50.1	17	8.0	86	41.9

[1] Amount less than that obtained by applying formula for computing Federal funds because of the statutory limitation on the aggregate amount of Federal funds for all programs that can be made available for a fiscal year.

APPENDIX B

SIZES AND RELIABILITY OF CASE SAMPLES

The sampling plan used in this review permits conclusions of a specified degree of reliability to be drawn in each State with respect to the total AFDC caseload; however, all review findings are sample estimates with varying levels of precision. For States with small samples the limits of confidence in the sampling estimates are large.

Sample sizes for States with 10,000 cases or more in September 1962

Samples of cases reviewed in these States were drawn for the months of January, February, and March 1963. The sample sizes for the 3-month period were based on the size of the AFDC active caseload in September 1962 as follows:

Sample of cases with a recent investigation or reinvestigation of eligibility.—120 cases or 0.375 percent of the caseload, whichever was larger.

Sample of all other active cases.—325 cases or 1.5 percent of the caseload, whichever was larger.

Sample sizes for States with fewer than 10,000 cases in September 1962

Samples of cases reviewed in these States were drawn in part for the months of January, February, and March 1963 and in part for the months of February, March, and April 1963. The sample sizes for the 3-month period were based on the size of the AFDC active caseload in September 1962 as follows:

Sample of cases with a recent investigation or reinvestigation of eligibility.—40 cases or 1 percent of the caseload, whichever was larger.

Sample of all other active cases.—60 cases or 3 percent of the caseload, whichever was larger.

Appendix B

TABLE 3.—*Size of AFDC caseload in March 1963 and sizes of samples of cases reviewed for eligibility, by State*

State	AFDC caseload, March 1963	Sample size	State	AFDC caseload, March 1963	Sample size
Total [1]	919,225	21,085	States with fewer than 10,000 cases in September 1962:		
States with 10,000 or more cases in September 1962:			Alaska	1,245	82
Alabama	22,550	447	Arizona	9,535	367
California	91,422	1,615	Arkansas	7,045	244
Connecticut	12,712	448	Colorado	9,656	356
Florida	27,801	519	Delaware	2,465	104
Georgia	17,146	443	District of Columbia	4,189	46
Illinois	59,212	1,019	Hawaii	3,239	132
Indiana	12,181	448	Idaho	2,653	114
Iowa	10,652	445	Kansas	6,940	265
Kentucky	21,600	449	Maine	6,175	235
Louisiana	22,629	448	Montana	1,811	114
Maryland	14,183	465	Nebraska	3,337	145
Massachusetts	20,366	445	Nevada	1,310	107
Michigan	33,376	621	New Hampshire	1,024	111
Minnesota	11,725	445	New Mexico	7,435	302
Mississippi	20,463	450	North Dakota	1,726	104
Missouri	26,334	519	Oregon	8,603	301
New Jersey	22,914	445	Rhode Island	5,464	205
New York	100,473	1,490	South Carolina	8,540	333
North Carolina	28,660	526	South Dakota	2,818	143
Ohio	37,344	654	Utah	4,597	167
Oklahoma	18,275	445	Vermont	1,358	109
Pennsylvania	80,522	1,294	Wyoming	851	109
Tennessee	21,485	450			
Texas	18,317	446			
Virginia	10,736	444			
Washington	12,072	445			
West Virginia	31,018	580			
Wisconsin	11,131	445			

[1] Excludes Guam, Puerto Rico, and the Virgin Islands.

Appendix C

Membership of the Advisory Committee

John J. Corson, Princeton, N.J., director, McKinsey & Co., Inc., management consultants, and professor of public and international affairs, Woodrow Wilson School, Princeton University (Chairman).

Mrs. Bernice Alexander, Park Ridge, N.J., vice president of the New Jersey Association of Chosen Freeholders and member of the National Association of County Officials Special Committee on Welfare.

Miss Loula Dunn, Chicago, Ill., director, American Public Welfare Association.

William R. Galvin, Washington, D.C., investigations and collections officer, District of Columbia Department of Public Welfare.

Morris Hansen, Washington, D.C., Assistant Director for Research and Development, Bureau of the Census.
Mrs. Cernoria Johnson, Washington, D.C., Washington representative, National Urban League.
Leo Perlis, New York, N.Y., director, Community Service Activities, AFL–CIO.
L. E. Rader, Oklahoma City, Okla., director, Oklahoma State Department of Public Welfare.
Wilbur J. Schmidt, Madison, Wis., director, Wisconsin State Department of Public Welfare.
Harry T. Sealy, Cleveland, Ohio, vice president, Cleveland Electric Illuminating Co.
Randel Shake, Indianapolis, Ind., director, National Child Welfare Division, American Legion.
W. Bernard Smith, Charleston, W. Va., commissioner, West Virginia Department of Welfare.
Fred H. Steininger, Gary, Ind., director, Lake County Department of Public Welfare.
Miss Elizabeth Wickenden, New York, N.Y., consultant on public social policy, National Social Welfare Assembly.
Dr. Ellen Black Winston, Raleigh, N.C., commissioner, North Carolina State Board of Public Welfare (after January 28, 1963, Commissioner of Welfare, Welfare Administration, Department of Health, Education, and Welfare).

Comptroller General's Report

Senator Byrd. I now insert in the record a 1963 report by the Comptroller General of the United States titled "Observations on the Adequacy of the Nationwide Review of Eligibility in the Aid to Families with dependent Children Program, Welfare Administration, Department of Health, Education, and Welfare."

(The report referred to follows:)

Report on the Observations on the Adequacy of the Nationwide Review of Eligibility in the Aid to Families With Dependent Children Program, Welfare Administration, Department of Health, Education, and Welfare, January–July 1963

(By the Comptroller General of the United States, October 1963)

Comptroller General of the United States,
Washington, October 4, 1963.

B–150569

Hon. Carl Hayden,
Chairman, Committee on Appropriations,
U. S. Senate.

Dear Mr. Chairman: Herewith is our report on observations on the adequacy of the nationwide review of eligibility in the aid to families with dependent children program which was conducted under the direction of the Welfare Administration, Department of Health, Education, and Welfare, during the period from January to July 1963. Our report is made pursuant to your request dated December 21, 1962, also signed by the chairman, Subcommittee on Departments of Labor, and Health, Education, and Welfare, and Related Agencies.

Our observations are summarized in the forepart of the report. The most important observation is that the field investigation techniques used to obtain information on the eligibility of assistance recipients were not consistently applied in a thorough manner, particularly as to the degree of inspection of the premises of the recipients and the completeness of collateral checks. Because our participation in the review was established as that of an observer and reviewer and therefore did not include independent investigations, we are unable to estimate the extent to which the findings from the review might have been different if the field investigation techniques had been consistently applied in a thorough manner. Our observations raise a question as to whether, for many cases, the investigations provided sufficient acceptable information on which to base conclusive determinations as to eligibility.

Since your committee wished to receive our report as soon as possible after release of the Department's report, it was determined, on the basis of discussions with the committee staff, not to obtain agency comments regarding the draft report. However, we have discussed our principal observations with officials of the Department of Health, Education, and Welfare.

In the letter dated July 27, 1963, transmitting the report on the nationwide review to your committee, the Secretary of Health, Education, and Welfare stated that certain administrative actions had been or would be taken to correct deficiencies in the operation of the State programs. These actions pertain to (1) a requirement, effective July 1, 1963, for a redetermination of eligibility for each case every 6 months instead of every 12 months, (2) a requirement, effective September 1, 1963, for testing the quality and accuracy of decisions on eligibility and payments through a reinvestigation, including home visits, of a sample of cases each month, and (3) a detailed review with the States of the results of the nationwide study, with the objective of improving, where necessary, the methods of administration within each State. We plan to review the corrective actions taken by the Department and the States and to consider the need for possible additional corrective measures during our regular work on public assistance activities.

We appreciate the cooperation shown us by representatives of the several States and the Department of Health, Education, and Welfare during the course of our work on the nationwide review.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

REPORT ON OBSERVATIONS ON THE ADEQUACY OF THE NATIONWIDE REVIEW OF ELIGIBILITY IN THE AID TO FAMILIES WITH DEPENDENT CHILDREN PROGRAM, WELFARE ADMINISTRATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, JANUARY–JULY 1963

INTRODUCTION

In response to a request dated December 21, 1962, signed by both the chairman of the Committee on Appropriations, U.S. Senate, and the chairman of the Subcommittee on Departments of Labor, and Health, Education, and Welfare, and Related Agencies, Committee on Appropriations, U.S. Senate, the General Accounting Office (GAO) has participated in the nationwide review of eligibility in the aid to families with dependent children (AFDC) program which was conducted under the direction of the Welfare Administration, Department of Health, Education, and Welfare (HEW). The primary objective of the nationwide review was to determine whether families receiving AFDC were eligible for assistance under the eligibility requirements in effect for each State program.

In Senate Report 1672 dated June 29, 1962, on the HEW appropriations bill for fiscal year 1963, the Senate Appropriations Committee expressed strong concern about the eligibility of "ADC" recipients and called for a "thorough check" of the program throughout the country during the coming year. The report stated:

"The committee will expect the Department to make an allout effort to carefully review eligibility under the ADC program throughout the country. This review should include local, State, and Federal personnel organized into a concerted effort to eliminate any abuses of the program. A full report of the Department's findings will be expected when the Department appears before the committee next year. It is incumbent upon the committee to insist upon a thorough check in view of the seeming complacency exhibited by Federal, State, and local community officials, particularly in light of the results disclosed through the special investigation in the Nation's Capital."

The special investigation in the Nation's Capital—made by a staff from the Department of Public Welfare, District of Columbia government, and the General Accounting Office—showed that about 57 percent of the cases examined were ineligible for financial assistance.

To accomplish the objective of the nationwide review, statistical samples of families receiving AFDC were drawn in each of the 50 States, principally from the caseloads for January, February, and March 1963. The number of families included in the State samples amounted to 21,085 or slightly more than 2 percent of the national AFDC caseload. As of December 31, 1962, the AFDC caseload was 942,645 families, and the total expenditures for AFDC for the year ended

December 31, 1962, were about $1.4 billion in assistance payments and $163 million for administrative expenses.

The review of sample cases was made by State and local personnel under instructions issued by HEW, and the Department assigned a staff to each State for the purpose of observing and checking on the State review activities. HEW reports that, in all, more than 2,403 State and local employees and 104 HEW employees carried out the nationwide review.

HEW instructions provided that, for each sample case, there would be a review of the case record and a field investigation. After the completion of this work, an eligibility judgment on each case was to be made according to the applicable State plan provisions. Each State tabulated its results and forwarded them to HEW where they were combined into an overall report that was submitted on July 27, 1963, to the chairman, Subcommittee on Departments of Labor, and Health, Education, and Welfare, and Related Agencies, Committee on Appropriations, U.S. Senate.

Nature of our participation

In accordance with the committee request, a copy of which is included as appendix I, we reviewed (1) the plans and instructions prepared by HEW for making the review, (2) the quality and completeness of the investigative work performed by State and HEW personnel, and (3) the HEW report dated July 27, 1963. Our work was performed in Washington, D.C., and in 10 selected States. As a result of discussions with representatives of the committee after receipt of the request, our role was established as that of an observer and reviewer. As sample cases were selected by State and local personnel for review, we in turn selected some of these cases and observed the actions subsequently taken by the State, local, and HEW personnel to reach eligibility determinations on these cases. The cases selected by us are referred to in this report as our subsample cases. While we accompanied State case reviewers on field investigations of our subsample cases and subsequently discussed our observations with HEW and State officials, we did not supervise the work and did not make independent investigations. The States where our work was performed and the case loads and sample sizes in those States were as follows:

	Caseload as of Dec. 31, 1962	State sample	State cases observed by GAO
California	87,904	1,615	96
Florida	27,512	519	50
Georgia	16,979	443	50
Illinois	58,066	1,019	59
Michigan	32,955	621	53
New York	91,423	1,490	59
Oklahoma	18,440	445	50
Pennsylvania	74,539	1,294	67
Texas	17,435	446	50
West Virginia	30,674	580	61
Total	455,927	8,472	595

The names of the principal HEW officials responsible for the nationwide review of eligibility in the AFDC program are shown as appendix II.

SUMMARY

The principal observations based on our participation in the nationwide review are summarized in this section and discussed in detail in later sections of this report.

HEW plans, instructions, and supervision

Our review of the preliminary instructions sent to the States in December 1962 raised certain questions regarding (1) the scope of the review, (2) the selection of cases to be reviewed, and (3) an interim report to the Senate Appropriations Committee. The questions were discussed with HEW officials early in January 1963, before the actual review was started in the States. Subsequent discussion of these matters in January and February 1963 by representatives of the Senate Appropriations Committee, HEW, and GAO resulted in certain changes in the nationwide review procedures. (See pp. 8–13.)

The HEW instructions concerning the supervision and direction of the review were adequately followed in the 10 selected States. We observed one weakness in supervision in that the HEW instructions did not require, as an additional quality check on the thoroughness and consistency of field investigation techniques, that State supervisors or HEW staff members accompany each State reviewer on a field investigation of at least one case. (See pp. 14–16.)

Field investigation

Field investigation techniques were not consistently applied in a thorough manner. It is particularly significant that (1) visits to the homes of AFDC recipients did not include an inspection of the entire premises in 70 percent of our subsample cases and (2) collateral checks were frequently incomplete in that all pertinent information was not obtained before eligibility determinations were made.

HEW officials advised us they did not intend that an inspection of the entire premises be made in every case and that the information which could be obtained from such inspections could also be obtained by other means. We believe that, from an investigative or factfinding standpoint, inspections of the entire premises of assistance recipients, with their consent, can provide worthwhile information for making more conclusive eligibility determinations and for verifylng the correctiveness of amounts of the assistance payments.

Our observations raise a question as to whether, for many cases, the investigations provided sufficient acceptable information on which to base conclusive determinations as to eligibility. (See pp. 17–28.)

HEW report

We believe that the HEW report to the Senate Appropriations Committee represents a reasonable summary of the statistical information furnished by the States as part of the nationwide review, except for 468 cases that were classified as eligible even though they were found to be ineligible by the review and subsequently were closed. Some, if not all, of these cases should have been classified and reported as ineligible or should have been reported in another cateogry. If all the cases had been classified as ineligible, the reported results would have been changed considerably in several States. (See pp. 29 to 32.) Also, the HEW report did not include information as to the monthly amount of the payments to ineligible families and the monthly amounts of overpayments and underpayments to eligible families. (See pp. 33 to 35 and appendix III.)

PLANS AND INSTRUCTIONS

In September 1962, HEW appointed an advisory committee to assist it in conducting the review. The advisory committee consisted of 15 members representing a variety of public and private agencies and organizations, including public and voluntary welfare agencies, local government, industry and labor, special interest groups, academic groups, and the research staff of the Bureau of the Census. The functions of the committee were to evaluate the proposed plan of review in relation to its objectives and make recommendations for changes or alternatives; to follow the actual conduct of the review in whatever manner seemed practical and present any questions arising from the activity; and to offer comments, suggestions, and criticism on the findings, particularly as to objectivity and general validity.

Instructions were submitted to all State agencies administering approved public assistance plans by letter dated December 26, 1962. These instructions included information and guidance on—

Background of the review;
General framework of the review;
Planning for the review;
Organization, staffing, and administrative procedures and controls;
Selection of review samples;
Review of individual cases;
Supervision of the review;
Analysis and reporting of State review findings; and
Forms and instructions.

The original plan was revised during the course of the review by additions, deletions, and amendments prepared and distributed by HEW. The subsequent instructions to the States included procedures for developing and preparing the statistical and analytical information to be included in the HEW report to the Senate Committee on Appropriations.

In January 1963, HEW conducted a training session on the material contained in the instructions previously submitted to the States. The training session was held in Washington, D.C., and was attended by the HEW regional and central office staff members assigned to the review. Following this training session, two similar sessions were held in each State during January 1963 for the purpose of training the State staffs responsible for supervising and making the reviews. During the course of the nationwide review, additional training sessions were held by various States to instruct new members of the review staffs as well as to keep the staffs advised of subsequent HEW instructions.

The GAO staff assigned to the review attended the training session in Washington as well as most of those in the 10 selected States. In our opinion, these sessions were helpful to the conduct of the review.

Changes made as a result of our comments on preliminary instructions

Our review of the preliminary instructions sent to the States in December 1962 raised certain questions regarding (1) the scope of the review, (2) the selection of cases to be reviewed, and (3) an interim report to the Senate Appropriations Committee. The questions generally involved matters extraneous to the review and were discussed with HEW officials early in January 1963, before the work was started in the States. Subsequent discussion of these matters in January and February 1963 by representatives of the Senate Appropriations Committee, HEW, and GAO resulted in the following changes in the nationwide review procedures.

Elimination of information extraneous to request of Senate Committee on Appropriations.—The initial instructions issued by HEW to the States included procedures for gathering information concerning the extent to which families are in social or financial need even though ineligible for aid because of reasons not connected with need. As part of the nationwide review process, these procedures would have required State case reviewers to obtain and transcribe information on a prepared form, indicating for each ineligible case whether social or financial problems still existed and identifying the nature of these problems even though the case was to be closed. Further work on this form would have been required of local agency staffs not participating in the nationwide review since these staffs would have been requested to insert information regarding the nature of the recipients' resources available to meet the social or financial problems. In addition, local agency staffs would have had to complete a separate schedule providing statistical data. The HEW instructions acknowledged that this information was not needed for responding to the Senate Appropriations Committee's request.

We questioned whether, in view of the limitations of time and manpower, these procedures for obtaining information concerning continuing social and financial need of ineligible cases should be included as part of the nationwide review of eligibility. We questioned also whether the securing of this additional information, in conjunction with the securing of information for complying with the Senate Appropriations Committee's request, might not tend to obscure the basic issue of the extent of eligibility, under State requirements, in the existing caseloads. After our discussion of this matter, HEW revised its instructions so as to eliminate the requirement for obtaining this information during this review.

Elimination from sample of unapproved applications and closed cases; extension of cross-section sample to all States.—The initial HEW instructions provided for the selection of two separate case samples—a quality-control sample and a cross-section sample. The quality-control sample was to be applicable to all 50 States and the District of Columbia, while the cross-section sample was to be applicable to only the 28 States that had more than 10,000 active AFDC cases. The combined quality-control and cross-section samples for all States would have totaled 20,977 cases. Of this total, 7,923 cases or 38 percent would have been the quality-control sample and the balance of 13,054 cases or 62 percent would have been the cross-section sample.

The cross-section sample was to be selected from only the active cases. However, the quality-control sample was to be selected from (1) cases newly added for assistance or open cases whose eligibility had been recently redetermined, (2) cases that had been denied assistance, and (3) cases that had been closed.

We believed that the use of a cross-section sample in all States was more in conformity with the Senate Appropriations Committee's request to determine the number of ineligible cases on the rolls. Also, we questioned the need for including other than active cases in the sample.

As a result of the discussions of these matters, HEW agreed to extend the cross-section sample to the 22 States having caseloads under 10,000, excluding the District of Columbia, and to limit the quality-control sample to active cases. After these modifications in the sampling procedures were incorporated in HEW's instructions to the States, the total revised combined sample amounted to 21,181 cases, an increase of 204 cases over the previous number. The quality-control sample was reduced from 7,923 to 5,238 cases, or 25 percent of the total combined sample, and the cross-section sample was increased from 13,054 to 15,943 cases, or 75 percent of the total.

Elimination of interim report requirement.—The initial HEW instructions provided that a preliminary report would be prepared for the Senate Appropriations Committee in March 1963. The committee's directive requesting the nationwide review stated that "A full report of the Department's findings will be expected when the Department appears before the committee next year."

A question was raised as to the need for an interim report since it would of necessity require considerable time to prepare and any results would not be conclusive until all sample cases were completed. HEW agreed to delete the requirement for an interim report.

SUPERVISION AND DIRECTION

The HEW instructions concerning the supervision and direction of the review were adequately followed in the 10 selected States. We observed that the HEW instructions did not require, as an additional quality check on the thoroughness and consistency of field investigation techniques, that State supervisors or HEW staff members accompany each State reviewer on a field investigation of at least one case.

The States were responsible for the actual conduct of the nationwide review. Supervision was shared jointly by the States and HEW. The HEW staff was to consult with the States on problems and interpretations, observe and check State review activities and processes, spot check cases in the States' samples, and assemble State findings into a report on the nationwide review.

The HEW instructions required that—

"The review should be staffed with (1) a Director with overall responsibility for planning and conducting State operations; (2) supervisors with responsibility for review operations; (3) field reviewers to conduct the case review; (4) clerical staff for typing and secretarial work in support of the field reviewers. These positions may be combined when the size of the load does not merit separate assignments."

The HEW instructions provided also that there should be an adequate number of State supervisors to maintain a ratio of one supervisor to each five to seven reviewers. The State supervisors were instructed to—

1. Test the accuracy of the information scheduled from the case records by the State reviewers.
2. Review the plan for the field investigation in selected cases.
3. Review eligibility decisions on each case as to compliance with review plans and instructions.

The instructions further provided that State reviewers were to be selected from full-time State employees who had the necessary qualifications and experience to perform the review. The staff could be drawn from the State office or local agencies but reviewers were not to be assigned cases for which they, in any way, had earlier responsibility. The staff assigned was to be adequate in number to assure that workloads were maintained on schedule and that the quality of the review was sound.

The following table shows the assignments and workload of the case reviewers and supervisors in the 10 selected States:

	Number of sample cases reviewed	Number of State reviewers	Number of supervisors	Average number of cases reviewed per reviewer	Average man-days per case	Average number of reviewers per supervisor
California	1,615	63	15	25.6	3	4.2
Florida	519	34	6	15.3	4	5.7
Georgia	443	23	3	19.3	3	7.7
Illinois	[1] 1,099	51	12	21.5	4	4.3
Michigan	621	15	2	41.4	2	7.5
New York	[1] 1,620	195	26	8.3	5	7.5
Oklahoma	445	14	3	31.8	2	4.7
Pennsylvania	1,294	96	14	13.5	3	6.9
Texas	446	17	2	26.2	3	8.5
West Virginia	580	23	3	25.2	3	7.7
Total	[1] 8,682	531	86			

[1] These amounts differ from those shown on p. 4 because Illinois and New York reviewed 80 and 130 cases, respectively, which were erroneously selected according to sampling requirements and later omitted from the sample.

The HEW instructions did not require that State supervisors or State directors accompany State reviewers on field investigations. We noted no instance in our subsample where supervisors or directors accompanied State reviewers on field investigations to directly test the thoroughness, accuracy, and completeness of the field investigations. While the instructions required that the HEW staff accompany State reviewers during the review of a specific number of subsample cases, we noted that in 7 of the 10 selected States there was not a sufficient number of HEW subsample cases to permit the HEW staff to accompany each State reviewer on a field investigation of at least 1 case.

Since State supervisors did not accompany State reviewers on field investigations of the cases we reviewed and because all State reviewers were not accompanied on at least one case by HEW staff members, a number of State reviewers did not have the quality of their field investigative procedures tested or reviewed while their work was being performed. In view of this, and considering that some of the field investigation techniques were new to some State reviewers and that some of the reviewers themselves were hired specifically for the nationwide review, we believe that it would have been desirable, as an additional quality check on the thoroughness and consistency of field investigation techniques, for State supervisors or HEW staff members to have accompanied each State reviewer under their supervision on a field investigation of at least one case.

FIELD INVESTIGATION

Field investigation techniques consisted principally of visits to the homes of AFDC recipients and collateral checks by means of interviews and correspondence with other potential sources of information. We noted that these techniques were not consistently applied in a thorough manner. It is particularly significant that (1) in 70 percent of our subsample cases, home visits did not include an inspection of the entire premises of the recipient, and (2) collateral checks were frequently incomplete in that all pertinent information was not obtained before eligibility determinations were made.

HEW officials advised us that they did not intend that an inspection of the entire premises be made in every case and that the information that could be obtained from such inspections could also be obtained by reviewing the information in the case record, supplemented by independent collateral checks.

We believe that, from an investigative or factfinding standpoint, inspections of the entire premises of assistance recipients, with their consent, can provide worthwhile information for making more conclusive eligibility determinations and for verifying the correctness of amounts of the assistance payments. Even where such inspections do not disclose anything new, they are of investigative value to the extent that they provide information that corroborates and thereby strengthens the validity of information obtained from other sources.

Our findings as to the incompleteness of collateral checks assume added significance in view of the heavy reliance placed on such checks by HEW in lieu of requiring inspections of the entire premises.

While we are unable to estimate the extent to which the findings from the nationwide review might have been different if the field investigation techniques had been consistently applied in a thorough manner, our observations raise a question as to whether, for many cases, the investigations provided sufficient acceptable information on which to base conclusive determinations as to eligibility.

Our observations on the field investigations are discussed in detail below.

Home visits

Health, Education and Welfare instructions included the following requirements for making visits to the homes of AFDC recipients:

1. Make one unannounced visit to each AFDC household. If the adult member of the assistance family is not at home at the time of the first visit, make a second unannounced visit.
2. See all members of the AFDC assistance group and other members of the immediate household. This may necessitate evening or weekend visits to some families if deemed necessary under the circumstances.
3. Discuss each of the State's applicable eligibility factors with the recipient to obtain his statements, secure additional leads, and review whatever documentary evidence he has in his possession.

The instructions were silent as to the extent that the premises of the recipients should be inspected, nor did they comment further as to the time the home visits should be made other than in item 2 above. These matters, as well as the number of home visits to be made on each case, were largely left to the judgment of each State case reviewer.

As shown by the following table, the average number of home vists on which information was obtained for each of our subsample cases was 1.7, ranging by States from a low of 1.1 to a high of 2.6.

	Number of cases in GAO subsample	Number of home visits	
		Total	Average per case
California	96	128	1.3
Florida	50	53	1.1
Georgia	50	70	1.4
Illinois	59	108	1.8
Michigan	53	87	1.6
New York	59	153	2.6
Oklahoma	50	115	2.3
Pennsylvania	67	121	1.8
Texas	50	106	2.1
West Virginia	61	73	1.2
Total	595	1,014	1.7

The visits were made on weekdays between the hours of 8 a.m. and 5 p.m. in 91 percent of the cases.

We observed that the State case reviewers inspected the entire premises in 30 percent of our subsample cases, inspected more than one room but not all rooms in 6 percent of the cases, and inspected only one room in 64 percent of the cases. The extent of inspections varied considerably between States. For example, in three States the entire premises were not inspected in any of our subsample cases whereas in two States inspections of more than on room were made in about two-thirds of the cases. Where inspections were made, they were with varying degrees of thoroughness ranging from a cursory look at the premises in some cases to the opening of closets and drawers in other cases. Surveillance was not performed by State reviewers except to a minor extent on two of our subsample cases.

In March 1963 we discussed with HEW officials the different practices followed by State reviewers in inspecting the premises of AFDC recipients. We were told that HEW did not intend that an inspection of the entire premises be made in every case. HEW officials expressed the belief that the information that could be obtained from such inspections could also be obtained by reviewing the information in the case record, supplemented by independent collateral checks.

We believe that inspections of the entire premises of assistance recipients, with their consent, make it possible to obtain worthwhile information on eligibility factors concerning need and deprivation of parental support and care, as illustrated below:

1. Inspection of the sleeping arrangements may disclose the presence of people not included in the assistance group or that the father has returned to the home. The additional people may be a source of income to the recipient sufficient in amount either to make the case ineligible or to require a reduction in the assistance payment. In many cases the return of the father would remove the deprivation factor and make the case ineligible.

2. Personal property of measurable value may be observed in any room. Such property may lead to the discovery of a previously unknown source of income sufficient in amount either to make the case ineligible or to require a reduction in the assistance payment.

3. The observation of uniforms, badges, or other articles in bedrooms or closets may be indicative of employment and income affecting either eligibility or the amount of the assistance payment.

Of the 595 cases in our subsample, 63 were found to be ineligible. In 16 of the 63 cases, inspections were made of the entire premises. Of these 16 cases, at least 3 cases were found to be ineligible as a direct result of the inspection of the premises. A complete inspection of the premises in these cases disclosed new furniture and appliances which led to a determination that additional income was being received by the recipients.

In one case outside our subsample, the State reviewer found a man hiding in a bedroom closet; the case was eventually closed because need could not be definitely established. In another case outside our subsample, the State reviewer found a man scrubbing a porch. Although the recipient stated that this man was her brother, subsequent followup showed that he was her husband and the case was ineligible since desertion or abandonment had not occurred.

We do not believe that there is assurance that the case record or other collateral sources will necessarily provide all the types of information potentially obtainable by an inspection of the entire premises. However, even where such inspections do not disclose anything new, they are of investigative value to the extent that they provide information that corroborates and thereby strengthens the validity of information obtained from other sources. For those case records which are based largely on statements of the recipients having strong self-interest motives, sound factfinding techniques require the use of all reasonable methods to obtain corroborating evidential matter from unbiased sources, or at least to provide opportunities for possible inconsistent information to come to light.

For essentially similar reasons, we believe that there are factfinding advantages in making initial visits to homes of AFDC recipients at other than normal weekday hours. It would appear that visits made at other times would more likely disclose the actual persons in the regular household unit.

Collateral checks

Necessary checks omitted or incomplete.—The HEW instructions provided that, in addition to making home visits, the techniques of collateral interviews and correspondence would be used to obtain all the information required for a definitive determination on each eligibility requirement. The instructions listed the sources of collateral information to be used in verifying (1) potential and available sources of income and ownership of assets and (2) deprivation of support or care by reason of the father's absence from the home. These sources included the Social Security Administration, Veterans' Administration, State unemployment compensation agencies, Railroad Retirement Board, employers, responsible relatives, absent fathers, and others.

We noted many instances among our subsample cases where no attempt was made to obtain certain collateral information even though information included in the case record or obtained during the home visit indicated that additional collateral checks should be made. We raised questions with the HEW regional coordinators on 87 out of 229 subsample cases in 4 States involving 134 collateral checks as follows:

1. There were 92 collateral checks that were incomplete or not performed to obtain evidence of additional income, resources, or other assets. Sources of information which were not checked were Social Security Administration, Veterans' Administration, State unemployment agencies, and absent fathers or legally responsible relatives. Some cases also involved failure to (*a*) make credit checks relating to the purchase of personal property, (*b*) verify pay-

ments for rent and utilities, and (c) check on resources from indeterminate relationship with persons found in homes.

2. There were 16 collateral checks that were not performed to determine the whereabouts of the absent father or the incapacity of the parent.

3. There were four collateral checks that either were incomplete or were not performed to establish that the dependent children were living in the home of a specified relative.

4. There were six collateral checks involving the failure to fully verify that appropriate law-enforcement officials were notified of the desertion of the absent father. In certain States this is an eligibility requirement in the State plan.

5. There were 16 collateral checks not made on miscellaneous factors affecting eligibility.

For 63 of the 87 cases, the States either performed the collateral checks we questioned or otherwise obtained sufficient information to make eligibility determinations. For the remaining 25 cases, the questions we raised were not, in our opinion, properly resolved. Most of these cases involved open or unresolved matters concerning need, one of the eligibility factors which all recipients must meet. In this connection, we noted that about 62 percent of the ineligible cases in our subsample resulted from the failure of the recipients to meet this eligibility requirement.

Of the 87 cases, 66 were found to be eligible for the assistance payment they were receiving. For the remaining 21 cases the classification in the final report showed that overpayments were found in 7 cases, underpayments were found in 6 cases, and 8 cases were determined to be wholly or partially ineligible. Six of the twenty-one cases were found to be ineligible or to have overpayments as a result of actions taken in response to our questions concerning collateral checks.

Also, we noted instances of incomplete collateral checks in the other six selected States.

Actions taken during last few weeks of nationwide review.—HEW's instructions on the action to be taken on cases incomplete at the time the State results were to be tabulated stated in part:

"1. Each incomplete case should be studied * * * to determine whether or not the information already available provides the basis for valid decisions regarding eligibility and correctness of payment. If so, these decisions should be made in accord with the facts.

"2. In some cases, review findings will be sufficient to reach a conclusion regarding eligibility, but the correctness of the payment could be affected by the outstanding information. * * * Such cases would be classified as to eligibility, but omitted from the correctness of payment analysis.

"3. There may still be additional cases for which a decision concerning eligibility cannot be made because of outstanding items of information. All such cases should be kept open and pursued to completion as rapidly as possible. * * *."

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"If there are incomplete cases still pending, the State is to submit a report by June 3, giving a complete description of each of these cases, including the information remaining to be obtained, what is known as to why the information has not been received, and the probable effect on eligibility of the information when it is received, if this can be estimated. These cases, if any, will be listed in the Bureau's report as 'incomplete at close of the review'."

We analyzed certain records on 419 cases in the 10 selected States, outside our subsample, that were completed during the last few weeks of the review and found 72 cases on which final judgments on eligibility had been made without certain collateral checks having been performed or completed. Most of the 72 cases were brought to the attention of the HEW regional coordinators and/or State directors. Additional information furnished us by these officials satisfactorily resolved the questions we had raised on 24 of these cases. We were informed that the additional information resulted in determining that overpayments existed in 2 of these 24 cases.

For the remaining 48 cases, however, information on our questions either was not received by us or, when furnished, did not in our opinion satisfactorily resolve the issue. Illustrations of these cases are as follows:

Case review No. 1401: In this case we believe that resources were not conclusively established. On May 13, 1963, the State reviewer informed the State supervisor that the eligibility review on this case was incomplete as to verification of resources. Also, there was a possibility of overpayment as a result of changes in social security benefits. The review was completed on May 14, 1963,

and the case was classified eligible with the resource factor shown as conclusively verified. There was no evidence of followup on the matters questioned by the State reviewer before this case was classified.

Case review No. 1063: In this case, no positive followup was made during the review to determine if the recipient would initiate legal action to judicially establish the proper amount of the contribution from the absent father. This action had not previously been taken by the local agency as required by the State plan. Thus, there was an unresolved question as to need and the potential resources of the recipient as the amount of contribution was not conclusively established.

In addition, we noted that 1 State had 679 cases involving 1,387 collateral inquiries outstanding, with approximately 55 percent of the cases having 2 or more outstanding items, such as letters to relatives, hospitals and clinics, and employers. The State made a determination that the outstanding inquiries did not affect the eligibility of the cases and, accordingly, made eligibility determinations on each of the cases involved. The HEW report to the Senate Appropriations Committee did not show any cases as being incomplete at the close of the review.

As discussed on page 20, HEW placed considerable emphasis on obtaining information to support eligibility determinations through collateral checks in lieu of requiring inspections of the entire premises during home visits. In view of this emphasis and our foregoing observations, we believe that there may be additional cases of inconclusive and possibly incorrect eligibility determinations throughout the State samples.

Verification of age eligibility factor inconclusive.—Section 406(a) of the Social Security Act provides that, in order to receive financial assistance under the AFDC program, a child must be under 18 years of age. This eligibility requirement is not the same in all States—for example, one State plan provides that no child over 14 years of age will be given assistance. The HEW instructions for the nationwide review provided that acceptable substantiating evidence to support the eligibility factors would generally be governed by State practice. The instructions indicated that a statement in the case record that birth certificates in the possession of the recipient had been previously seen by the local caseworker would be acceptable evidence of age for purposes of the nationwide review.

We noted that, in 70 out of 150 of our subsample cases in 3 States, the written statement in the case record that the local caseworker had previously seen a birth certificate or other documentary evidence was accepted by the State reviewer as substantiating evidence of the age factor, without further verification. In 30 of these cases, there was at least 1 dependent child in the assistance group who was only 1 or 2 years younger than the States' maximum allowable age. When the child's age is near the maximum age, it is not always apparent by seeing the dependent whether he is in fact under the required age. Accordingly, we believe that, for these cases, HEW's instructions as followed by the State reviewers did not result in sufficiently conclusive verification of the age eligibility factor.

HEW REPORT

In accordance with HEW instructions, each State tabulated the results of its review and forwarded them to HEW where they were consolidated in the report to the Senate Appropriations Committee. The report to the committee covered the results of the review in terms of (1) the eligibility of families receiving assistance according to State eligibility requirements, (2) the State eligibility requirements which ineligible recipients failed to meet, (3) the reasons local agencies had not previously known or acted upon the ineligibility found in the review, and (4) the extent to which payments of assistance were above or below the correct amount as determined under agency standards of assistance. The report contained statistical tables and narrative on each of these matters.

We believe that the report represents a reasonable summary of the statistical information furnished by the 10 selected States on the foregoing matters, except for certain cases that were classified as eligible even though they were found to be ineligible by the review and subsequently were closed. Also, the report did not include information as to the monthly amount of the payments to ineligible families and monthly amounts of overpayments and underpayments to eligible families. These matters, as well as a comparison of the percentages of ineligible cases in our subsample with those in the total 10-State sample, are covered in the following comments.

Cases classified eligible even though found ineligible and subsequently closed

The HEW report to the Senate Appropriations Committee includes 468 cases classified as eligible even though they were found to be ineligible during the review and subsequently were closed. The classification of these cases as eligible is explained in a footnote on page 10 of the HEW report as follows:

"Policies in effect in almost all States provide that a family is eligible for a full month's assistance if eligible at the time payment is made, usually at the beginning of the month. If the family was eligible under these policies in the month in which the field investigation was completed, it was therefore found eligible although it would become ineligible in the subsequent month."

Thus, under the above policy, if a change in circumstances occurred after the beginning of the month in which the field investigation was completed and the case therefore become ineligible for continued assistance, the case was nevertheless classified as eligible for purposes of this review.

Of the 468 cases, 251 were included in the 10 selected States. Twenty-eight of the 251 cases were in our subsample. Our analysis of these 28 subsample cases showed that, in 15 cases, the circumstances causing ineligibility occurred before the month in which the field investigation was completed. It was not practicable to determine the extent to which this condition existed outside our subsample cases except in 2 of the 10 States. For these 2 States, 40 cases out of 74 cases were not only ineligible on the first of the month when the review was made but were also ineligible for periods up to 2 years prior to the completion of the field investigation.

The foregoing types of cases, where the circumstances causing ineligibility occurred before the month in which the field investigation was completed, clearly should have been classified and reported by the States and HEW as ineligible. For the remaining cases classified as eligible according to the State plan provisions mentioned above, there is a question as to whether a classification and reporting as ineligible, or reporting in a separate category, would not have been more in accord with the request of the committee. This question is based on the following considerations:

1. The HEW instructions provided for dropping from the sample, and replacing, those cases on which the State had received information as to a change in circumstances that occurred before the field investigation was started. Therefore, since the cases in question were not dropped from the sample, it is presumed that the States considered them to be eligible cases before the field investigation was started.

2. The field investigation made on these cases during the nationwide review revealed the evidence which made the cases ineligible for continued assistance.

3. There is no assurance that the changes in circumstances which made the cases ineligible would have been reported by the recipient or brought to the attention of the local agency before the next redetermination of eligibility. We noted that the HEW report (see p. 16) shows a significant percentage of cases found to be ineligible because changes in circumstances were not reported by recipients.

As shown below, classification of the 251 cases as ineligible would have changed the reported results considerably in several States:

	State sample cases	Cases reported ineligible		Closed cases reported eligible		Combined	
		Number	Percent	Number	Percent	Number	Percent
California	1,615	18	1.2	1	0.07	19	1.3
Florida	519	42	9.1	48	9.11	90	18.2
Georgia	443	72	16.4	26	5.86	98	21.3
Illinois	1,019	45	4.9	10	0.91	55	5.8
Michigan	621	36	5.8	4	0.71	40	6.5
New York	1,490	52	3.7	85	5.66	137	9.4
Oklahoma	445	6	1.7		0	6	1.7
Pennsylvania	1,294	37	2.9	53	4.05	90	7.0
Texas	446	37	9.6	18	4.41	55	14.0
West Virginia	580	99	17.3	6	1.00	105	18.3
Total	8,472	444		251		695	

We noted also that (1) the classification of 27 cases in 3 States was changed from ineligible to eligible as a result of actions taken subsequent to the completion of the nationwide review and (2) for 16 cases in 2 States where the recipients failed to meet the same eligibility requirements, 9 were classified as ineligible but the other 7 were classified as eligible. While these deficiencies resulted in an inaccurate reporting of the final results of the review, their effect appears to be minor.

Additional information on review results

The HEW report to the Senate Appropriations Committee included tables showing, for each State, the (1) percentage of the eligible and ineligible families on AFDC rolls and (2) percentage of errors in the AFDC caseload because of either overpayment or underpayment in the amount of assistance to eligible families.

HEW furnished us the estimated amount of monthly payments to the ineligible families and the amounts of monthly overpayments and underpayments to eligible families. The estimates represent a projection of the results of the nationwide review to the entire AFDC caseload for the month of March 1963. This information is shown, by States, as appendix III of this report.

Ineligibl cases.—The amount of payments to ineligible families for March 1963 was estimated by HEW to be about $5 million out of total AFDC payments of about $125 million. The HEW report contains a table on page 13 showing, for each State, the various eligibility requirements which the ineligible cases failed to meet. The principal reasons for ineligibility were (1) income or resources exceeded the State standards of need, (2) the child had not been deprived of parental support or care, and (3) the child was not living in the home of a specified relative. On the basis of our observations in the 10 States, we believe that the table reasonably presents the eligibility requirements which were not met by the families found ineligible.

Cases involving either overpayments or underpayments.—The nationwide review showed that a substantial number of AFDC cases contain errors involving either overpayments or underpayments in the amount of assistance. As shown in appendix III, the estimated overpayments and underpayments to eligible families in the total AFDC caseload for March 1963 amounted to about $2.9 million and $2.6 million, respectively. The HEW report contains a table on page 19 showing the percentage of the total AFDC caseload containing errors in the amount of the assistance grant. The report attributes these errors to (1) computing living expenses of families at too high or too low an amount, (2) assessing at an erroneous amount the income deducted from living expenses, (3) incorrectly determining the maximum payment or percentage reduction in payment, and (4) the making of an arithmetical error.

We analyzed the overpayments and underpayments for our subsample cases that were reported as eligible in four States. Of 246 cases, 89 cases, or 36.2 percent, had errors in the amount of assistance payments. These errors are principally summarized as follows:

1. In 46 eligible cases involving 25 overpayments and 21 underpayments, the amount of the shelter allowance was incorrect. Amounts in the budget for utilities or rent were either over or under the actual cost because of errors or changes in circumstances.

2. In 23 eligible cases involving 20 overpayments and 3 underpayments, the income of the recipient was incorrect. Amounts of income considered in determining assistance payments were either more or less than the actual amounts received by the recipient because the income was not properly disclosed or was incorrectly included in the budget.

3. In 15 eligible cases involving 7 overpayments and 8 underpayments, personal needs of recipient were incorrect. These cases included children over the maximum age or new additions to the family, or other changes in family or household group.

On the basis of our analysis of the reasons for the overpayments in our subsample cases, we believe that there is very little difference in the underlying factors between cases in this category and those classified as "ineligible." To illustrate, the nationwide review showed that, in many cases, the income and/or resources available to the family group had not been properly disclosed or considered in determining the amount of the assistance payments. If appropriate consideration of such income and/or resources showed that the needs of the family group were fully met according to the State standard, the review would show the case as ineligible. If, after appropriate consideration of such income and resources, there was still unmet need, the review would show the case as eilgible with an overpayment.

HEW advised its regional staff to take the necessary action to recover Federal matching funds on ineligible and overpayment cases in the State sample. Action is to be taken in accordance with existing HEW policies and practices. Since collections from States will be made on a case-by-case basis, a reilable estimate of the amount of Federal funds to be recovered as a result of the review is not available at this time.

Percentage variations between ineligible cases in State sample and GAO subsample.—The following schedule shows the differences between the percentages of ineligible cases found in the entire State sample and the percentages in the subsample cases on which we made observations in 10 selected States.

	State sample cases			State sample cases observed by GAO		
	Total number	Ineligible cases reported by HEW		Total number	Ineligible cases	
		Number	Percent [1]		Number	Percent
California	1,615	18	1.2	96	5	5.2
Florida	519	42	9.1	50	10	20.0
Georgia	443	72	16.4	50	8	16.0
Illinois	1,019	45	4.9	59	8	13.6
Michigan	621	36	5.8	53	7	13.2
New York	1,490	52	3.7	59	2	3.4
Oklahoma	445	6	1.7	50	1	2.0
Pennsylvania	1,294	37	2.9	67	6	8.9
Texas	446	37	9.6	50	4	8.0
West Virginia	580	99	17.3	61	12	19.7
Total	8,472	444	5.2	595	63	[1] 9.2

[1] Weighted percentage.

As noted above, the percentages are higher in our subsample in 7 of the 10 States included in our review. In addition to sampling variations, these differences may be attributable to such factors as (1) incomplete investigations on our subsample cases which we observed and brought to the attention of HEW or State officials, who took further action on some of these cases, and (2) the presence of an outside auditor may have influenced certain State reviewers to do a more thorough investigation on these cases.

APPENDIXES

APPENDIX I

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS
December 21, 1962.

Hon. JOSEPH CAMPBELL,
Comptroller General of the United States,
Washington, D.C.

DEAR MR. CAMPBELL: In Senate Report No. 1672, dated June 29, 1962, the Committee on Appropriations requested the Department of Health, Education, and Welfare to make a careful review of eligibility under the aid for dependent children program throughout the country and a full report on the Department's findings when the Department appears before the committee next year. This review is expected to be started by the 50 States and the District of Columbia in January 1963.

The committee requests the General Accounting Office to participate in the review for the purpose of testing the quality and completenesz of the investigative work performed by State and Department of Health, Education, and Welfare personnel in meeting the objectives of its request, and to review the judgments made as to eligibility. Your tests may be based on a fair geographic and volume sample of the total program caseload. The committee also expects the General Accounting Office to review the plans and instructions of the Department of Health, Education, and Welfare and selected States, to review the final report of the Department of Health, Education, and Welfare, and to report to the committee your views on the adequacy of the review and the results. It is not expected that the General Accounting Office's participation will increase the size or scope of the review but should be designed to check on its quality and reliability.

To be helpful to the committee, the report by the General Accounting Office should be made as promptly as possible after completion and submission of the final report by the Department.

A copy of this letter is being sent to the Secretary of Health, Education, and Welfare.

Yours very sincerely,

CARL HAYDEN,
Chairman.
LISTER HILL,
Chairman, Subcommittee on Labor, Health, Education, and Welfare.

APPENDIX II

Principal Department of Health, Education, and Welfare officials responsible for the nationwide review of eligibility in the program for aid to families with dependent children, January–July 1963

	Tenure of office	
	From—	To—
Anthony J. Celebrezze, Secretary of Health, Education, and Welfare	July 1962	Present.
Robert M. Ball, Commissioner, Social Security Administration	April 1962	Do.
Dr. Ellen Winston, Commissioner, Welfare Administration	January 1963.	Do.
John J. Hurley, Director, Bureau of Family Services (acting)	January 1963.	Do.
Paul Vernier, Director, Nationwide Review, Bureau of Family Services	December 1962.	Do.

APPENDIX III

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Projected amount of estimated payments to ineligible families and errors in payments to eligible families in March 1963

[Dollar amounts shown in thousands]

State	Ineligible families		Eligible families with overpayment		Eligible families with underpayments	
	Percent of total AFDC caseload	Payments	Percent of total AFDC caseload	Overpayments	Percent of total AFDC caseload	Underpayments
Total, all States	[1] 5.4	$4,958	[1] 15.1	$2,941	[1] 17.2	$2,574
Alabama	8.4	$84	42.4	$104	20.2	$41
Alaska	8.0	9	12.3	7	8.6	4
Arizona	6.8	58	9.9	22	10.3	28
Arkansas	6.6	25	11.5	13	10.5	9
California	1.2	142	7.9	220	11.0	268
Colorado	1.9	32	11.1	24	21.7	34
Connecticut	11.0	202	26.3	128	20.0	35
Delaware	10.2	23	3.6	2	5.8	2
Florida	9.1	119	7.0	43	4.2	10
Georgia	16.4	236	8.7	22	6.0	10
Hawaii	6.2	38	12.0	6	12.3	7
Idaho	1.1	4	8.8	14	5.1	1
Illinois	4.9	507	27.7	272	30.2	322
Indiana	2.6	32	8.3	42	7.5	19
Iowa	1.5	17	12.2	17	10.2	12
Kansas	0.8	6	11.0	19	59.3	72
Kentucky	12.8	217	21.9	87	25.5	79
Louisiana	3.2	68	15.9	63	15.0	43
Maine	2.4	9	8.9	17	3.4	1
Maryland	2.6	47	11.5	29	26.9	57
Massachusetts	0.8	32	26.3	74	26.0	70
Michigan	5.8	260	2.6	14	0.8	5
Minnesota	2.1	12	18.1	47	12.8	12
Mississippi	11.6	68	26.4	36	17.8	14
Missouri	4.5	116	6.1	51	6.5	38
Montana			4.5	1	2.7	3
Nebraska	0.9	6	8.0	4	5.6	1
Nevada	12.4	15	35.7	6	13.5	2
New Hampshire	6.2	13	18.5	4	14.1	1
New Jersey	2.0	87	12.5	74	19.8	120
New Mexico	9.8	86	11.1	18	14.8	20
New York	3.7	502	17.4	558	23.1	335
North Carolina	3.5	66	20.0	148	60.6	401
North Dakota			9.6	7	15.7	9
Ohio	5.0	210	28.1	200	42.8	205
Oklahoma	1.7	23	17.2	39	8.6	23
Oregon	5.4	69	20.6	39	13.1	32
Pennsylvania	2.9	261	7.5	136	6.2	42
Rhode Island	3.3	33	19.5	14	15.5	9
South Carolina	13.4	67	10.3	21	2.8	2
South Dakota	3.1	8	17.8	13	11.1	2
Tennessee	14.3	221	5.7	20	2.5	4
Texas	9.6	120	12.0	38	7.3	27
Utah	0.9	5	6.7	9	10.5	9
Vermont	3.1	2	16.4	6	19.3	3
Virginia	4.5	32	21.4	48	41.4	86
Washington	4.6	93	11.2	33	15.7	15
West Virginia	7.3	625	14.5	104	6.3	18
Wisconsin	2.9	45	9.3	25	11.3	10
Wyoming	5.3	6	14.1	3	13.9	2

[1] Because of permissible differences in program specifications among States and the wide variation of ineligibility, overpayment and underpayment rates found in the different States, a single estimated percentage of ineligible AFDC families or those eligible families with overpayments or underpayments must be used with great caution.

AUTHORITY TO PROCEED WITH FOOD STAMP PROGRAM

Senator BYRD. Mr. Brewer, before we recess I want to say that we are authorizing you to proceed with the food stamp program.

RECESS OF SUBCOMMITTEE

Senator BYRD. The subcommittee will recess.

(Whereupon, at 9:15 p.m., Monday, May 10, 1965, the subcommittee recessed, subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1966

SATURDAY, MAY 15, 1965

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

The subcommittee met, pursuant to recess, at 10:05 a.m., in room S-126, U.S. Capitol Building, Hon. Robert C. Byrd (chairman of the subcommittee) presiding.

Present: Senators Byrd and Hayden.

DISTRICT OF COLUMBIA

METROPOLITAN POLICE

SUPPLEMENTAL ESTIMATE

STATEMENTS OF COMMISSIONER WALTER N. TOBRINER, CHIEF OF POLICE JOHN B. LAYTON, AND INSPECTOR JERRY V. WILSON

CRIME SITUATION IN THE DISTRICT OF COLUMBIA

Senator BYRD. The committee will be in order.

This morning the committee will consider the supplemental estimate for the Metropolitan Police for fiscal year 1966 submitted to the Senate by the President on May 14, 1965, in the amount of $1,879,000.

The estimate and supporting justification will be placed in the record.

(The material referred to follows:)

SUPPLEMENTAL ESTIMATE, SENATE DOCUMENT 23

[S. Doc. 22, 89th Cong., 1st sess.]

COMMUNICATION FROM THE PRESIDENT OF THE UNITED STATES, TRANSMITTING AN AMENDMENT TO THE BUDGET, FOR THE DISTRICT OF COLUMBIA FOR THE FISCAL YEAR 1966 IN THE AMOUNT OF $1,879,000

THE WHITE HOUSE,
Washington, May 14, 1965.

THE PRESIDENT OF THE SENATE.

SIR: I have the honor to transmit herewith for the consideration of the Congress an amendment to the budget for the District of Columbia for the fiscal year 1966 in the amount of $1,879,000.

These funds will permit a significant effort to reverse the longstanding pattern of increasing crime in the District by increasing the effective strength of the Metropolitan Police during the next 9 months to allow a substantial increase in police coverage at the times and places where it is most needed. With the additional police cars and two-way radios to be provided, this program should promptly improve the safety of the streets in the District. Moreover, since funds are also provided to permit careful evaluation of results, there will be a sound basis upon

which to determine how much the size of the police force should be increased on a permanent basis. These appropriations will fund measures to fight crime that can be undertaken without delay. I hope that Congress can give early attention to this request for the needed funds.

Additional measures, such as pistol registration, can also have an immediate impact. As other proposals are developed, particularly by the Commission on District Crime which I will appoint shortly, they will be promptly forwarded to the Congress. Prompt consideration of them by the Congress will demonstrate our mutual determination that crime can and will be brought under control.

The details of this amendment are set forth in the attached letter from the Director of the Bureau of the Budget.

Respectfully yours,

LYNDON B. JOHNSON.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., May 13, 1965.

THE PRESIDENT,
The White House.

SIR: I have the honor to submit herewith for your consideration an amendment to the budget for the District of Columbia for the fiscal year 1966 in the amount of $1,879,000, as follows:

DISTRICT OF COLUMBIA

DISTRICT OF COLUMBIA FUNDS

OPERATING EXPENSES

Budget page (District of Columbia volume)	Heading	Request pending	Proposed amendment	Revised request
26	Public safety (Delete the paragraph under this heading and insert in lieu thereof the following:) Public safety, including employment of consulting physicians, diagnosticians, and therapists at rates to be fixed by the Commissioners; *cash gratuities of not to exceed $75 to each released prisoner*; purchase of [seventy-six] *one hundred and thirteen* passenger motor vehicles (including [sixty-seven] *ninety-nine* for police-type use without regard to the general purchase price limitation for the current fiscal year but not in excess of $100 per vehicle above such limitation) of which [sixty-eight] *seventy-three* are for replacement purposes; [$69,208,000] *$79,462,600*, of which [$157,025] *$179,225* shall be transferred to the judiciary and disbursed by the Administrative Office of the United States Courts for expenses of the Legal Aid Agency for the District of Columbia and [$3,434,800] *$3,761,700* shall be payable from the highway fund (including $112,000 from the motor vehicle parking account), [$3,000] *$3,200* from the water fund, and [$3,000] *$3,200* from the sanitary sewage works fund: *Provided*, That not to exceed $50,000 of any funds from appropriations available to the District of Columbia may be used to match financial contributions from the Department of Defense to the District of Columbia Office of Civil Defense for the purchase of civil defense equipment and supplies approved by the Department of Defense, when authorized by the Commissioners: *Provided further*, That the *Police Department and* Fire Department [is] *are each* authorized to replace not to exceed five passenger carrying vehicles annually whenever the cost of repair to any damaged vehicles exceeds three-fourths the cost of the replacement: *Provided further, That not to exceed $15,000 of this appropriation shall be available for settlement of claims not in excess of $250 each.*	$77,583,600	$1,879,000	$79,462,600

This amendment is requested to enable the District of Columbia to take immediate action to extend its efforts to combat crime. It provides for a demonstration for a 9-month period of the impact on criminal activity of a substantial concentration of police manpower in areas of heavy crime and at critical hours of the day and night. The additional manpower would be provided through the addition of 235 temporary police positions and an increase in the number of school crossing guards to free officers for police-type activities. It provides for the purchase of 36 additional police-type vehicles for use in connection with a similar effort in areas in which foot patrols are not appropriate. It also provides for the establishment of a planning and development bureau in the Police Department which would evaluate the effects of the increased police force in order to make definitive recommendations as to the need for permanent enlargement of the authorized strength of the Department. This bureau would also study and implement the increased use of computer techniques in crime reporting, development of statistics, assignment of manpower, and exchange of information with police in other jurisdictions. In addition, the request provides for expansion of the use of two-way radios by foot patrolmen.

I recommend that the foregoing amendment be transmitted to the Congress.

Respectfully yours,

KERMIT GORDON,
Director of the Bureau of the Budget.

PUBLIC SAFETY

OPERATING EXPENSES

Amendment requested in Senate Document 23:

(1) Page 4, line 23, strike out "$76,998,000" and insert in lieu thereof "$78,877,000" or an increase of $1,879,000 as requested in Senate Document 23.

Original request	$77,556,600
Amendment requested in H. Doc. 114	27,000
Total request of House	77,583,600
House reduction	585,600
House allowance	76,998,000
Supplemental request (S. Doc. 23)	1,879,000
Total request to Senate	78,877,000

(2) Page 4, line 18, strike out "seventy-six" and insert in lieu thereof "one hundred and twelve" or an increase of 36 in the number of passenger motor vehicles to be purchased.

Original request	77
House allowance	76
Supplemental request (S. Doc. 23)	36
Total request to Senate	112

(3) Page 4, line 19, strike out "sixty-two" and insert in lieu thereof "ninety-eight" or an increase of 36 in the number of cars for police type use to be purchased without regard to the general purchase price limitation for the current fiscal year.

Original request	63
House allowance	62
Supplemental request (S. Doc. 23)	36
Total request to Senate	98

JUSTIFICATION

The amendment requested of $1,879,000 is distributed as follows:

A. Prevention and detection of crime, $1,879,000:	
1. Chief clerk's section:	
Statistician	$11,416
Computer program administrator	7,610
Management analyst	9,737
Senior computer programer	6,491
Forms and directives analyst	8,275
Computer programer	5,516
Computer programer trainee	3,898
Secretary	4,069
3 clerk-typists	10,475
1 lieutenant in lieu of private	1,582
1 sergeant in lieu of private	431
Subtotal	69,500
2. Patrol division:	
5 police lieutenants	40,500
10 police sergeants	68,570
8 detective sergeants	57,690
12 detectives	79,740
200 privates	1,141,500
50 school crossing guards	63,500
Subtotal	1,451,500
3. Supporting services:	
Automobiles	139,000
Equipment for planning and development bureau	17,500
Space rental	22,000
Computer service	105,000
Expansion of footman radio system	60,000
Uniforms for school crossing guards	14,500
Subtotal	358,000
Total amendment requested	1,879,000

1. Chief clerk's section, $69,500

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
GS-14 Statistician	1	$14,170	$1,051		$15,221	$3,805	$11,416
GS-14 Computer program administrator	1	14,170	1,051		15,221	7,611	7,610
GS-13 Management analyst	1	12,075	908		12,983	3,246	9,737
GS-13 Senior computer programer	1	12,075	908		12,983	6,492	6,491
GS-12 Forms and directives analyst	1	10,250	783		11,033	2,758	8,275
GS-12 Computer programer	1	10,250	783		11,033	5,517	5,516
GS-9 Computer programer trainee	1	7,220	576		7,796	3,898	3,898
GS-5 Secretary	1	5,000	425		5,425	1,356	4,069
GS-4 Clerk-typist	2	8,960	688		9,648	2,412	7,236
GS-3 Clerk-typist	1	4,005	312		4,317	1,078	3,239
1 lieutenant in lieu of private		2,390			2,390	808	1,582
1 sergeant in lieu of private		575			575	144	431
Total	11	101,140	7,485		108,625	39,125	69,500

During recent years, technological developments have increased the versatility of automatic data processing equipment which, together with increased use has tended to reduce its costs. Police departments across the Nation have begun to examine the potentials of this machinery in manipulation of crime and workload data in volumes and arrays making possible a highly efficient allocation of resources according to shifting patterns of crime and other police workload and

in applications to police needs for high-speed searches of large files as well as in swift communication of information from police files.

Some of the more significant applications of computers to police problems are the following:

A. Workload distribution analysis and resource allocation

(*a*) Report of actual workload distribution with automatic calculation of weighted crimes, arrests, accidents, and other incidents, by post or beat, by precinct, and by time blocks, and with analysis of actual workload distribution.

(*b*) Calculation of theoretically ideal manpower distribution for report period and comparison with actual distribution, with listing of significant variances; projection of theoretically ideal manpower distribution for following periods.

Experts predict that this capability alone can result in increasing effective police manpower by as much as 20 percent.

B. Management and administrative reporting

(*a*) Immediate collection and daily reporting of police incidents by class or incident, major reporting areas, and major time blocks.

(*b*) Weekly and monthly reporting of police incidents by class of incident, by time block, by posts or beats, and by day of week, with comparison with previous week or month and with automatic listing of the reporting areas of significant positive or negative change.

(*c*) Monthly performance reporting of arrests, clearances, and time consumed in investigations or actions, by class of incident, reporting area, and time block.

(*d*) Monthly listing of activity of each police officer of the department by assignment, shift, and unit of work.

Conventional tabulating equipment can, of course, conceivably produce such data, but the enormity of the processing work with conventional machines imposes delays so great that the value of the statistics in crime prevention and control is nullified.

C. Operational and tactical applications

(*a*) Automatic searching and communication of automobile registration information for the District and for surrounding jurisdictions and automatic searching and communication of data on automobiles reported stolen or wanted in connection with other crimes.

(*b*) Automatic searching and communication of data from files of persons wanted by the police of the District and surrounding jurisdictions.

(*c*) Automatic searching of files of property pawned, stolen, lost, or found and automatic comparison of items listed in one file against listings of the other files.

(*d*) Automatic computer searching of fingerprint files is currently under intensive study and is being performed with some degree of success by the New York City Police Department. Computer manufacturers are devoting a great deal of research to this need, and it is anticipated that fingerprint searching by computers will be perfected by 1967.

(*e*) Automatic searching of every modus operandi reported against modus operandi files.

The Metropolitan Police Department has examined the work already done with computers in the police departments of New York City, Chicago, and St. Louis, all of which have made significant advances in uses of this equipment within the past 2 years.

Because of the advantages seen in these applications in other cities, a study was made of feasibility of computer applications within this Department. This study, a joint project undertaken by the District Management Office, the International Association of Chiefs of Police, and the Police Department staff produced a conclusion that computers have a definite potential advantage to the Metropolitan Police Department, both for management and administrative reporting and, as the technology is developed within the Department, for operational and tactical applications.

However, the study team members from both the Management Office and the IACP were unequivocal in their advice that the Police Department cannot hope to develop and usefully employ any meaningful automatic data processing applications within the Department without first organizing some unit within the organization with formal responsibility for planning—not only for planning and developing computer applications and systems, but also for devising and developing administrative and operational techniques which will enable the department to effectively use the advantages of the computers.

This increase, together with increases in other objects, is requested to accomplish this purpose. These increases will provide for establishment within the Metropolitan Police Department of a Planning and Development Bureau consisting of 19 positions, including 4 positions for computer programing. (Two additional positions for computer programing are expected to be needed for the second phase of the program in 1967.) Eight of the nineteen positions are to be absorbed from existing personnel; the remaining 11 positions for 1966 are requested here.

The increases requested for this project, including the personnel for this program, a cost of $150,000 for contractual services in designing computer installations, cost of furniture and equipment, and cost of rental of office space needed for housing this unit total $214,000 for the fiscal year 1966.

2. Patrol Division, $1,451,500

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 increase
Police lieutenants	5	$54,000			$54,000	$13,500	$40,500
Police sergeants	10	91,450			91,450	22,880	68,570
Detective sergeants	8	76,920			76,920	19,230	57,690
Detectives	12	106,320			106,320	26,580	79,740
Privates	200	1,522,000			1,522,000	380,500	1,141,500
GS-2 school crossing guards (50)		59,000	$4,500		63,500		63,500
Total	235	1,909,690	4,500		1,914,190	462,690	1,451,500

This increase is requested to supplement the police force with additional manpower equivalent to approximately 271 policemen for the period beginning July 1, 1965, and continuing through the end of March 1966.

This program will provide, in addition to officials and detectives, a total of 1,000 patrol man-days each week which will be divided into a 5-day operation producing 200 added patrolmen each day. The basic plan is to assign this manpower in five high crime areas of the city, during days and hours of peak crime incidence. As compared to existing patrol pattern averages, the number of uniformed policemen on patrol in specific areas selected for this coverage will be approximately quadrupled for those hours when the saturation assignments are in effect.

Because recruiting problems would very likely make it impossible to quickly recruit the additional manpower needed for such a program, because the period of training required for any new men who could be recruited would further delay implementation of the plan, and also becuase of the practical problems involved in hiring permanent personnel for a program of indefinite duration, it is proposed to utilize volunteers from existing personnel working overtime for pay to provide this manpower. It is proposed to accomplish this program under existing statutory authority (section 4–904(e), D.C. Code) which aurthorizes payment of overtime for men voluntarily working on their assigned days off to fill vacancies in the authorized strength.

This request proposed that the Congress authorize and appropriate funds for 235 additional positions for 9 months of the fiscal year. Because an overtime program such as this avoids loss of manpower to annual and sick leave and other absences, these 235 positions will provide a force actually equivalent to 271 full-time incumbents.

Force to be provided

Rank	Man-days per week	Added positions to be authorized	Equivalent in full-time positions [1]
Lieutenant	25	5	6
Sergeant	50	10	12
Detective sergeant	40	8	9
Detective	60	12	14
Private	1,000	200	230
Total	1,175	235	271

[1] Based on an actual work year of 226 days after deduction of days off and annual, sick, and military leave.

This force will be organized under the overall direction of the Deputy Chiefs of Police of the Patrol Division and under direct supervision of a captain assigned to this program from the uniform force staff. The lieutenants and sergeants for this program will be transferred to this special unit from the precincts for duty with this force until termination of the project. The loss of these officials from the precincts will be offset by overtime allotments to be used to compensate the remaining officials who voluntarily work on their assigned days off. The patrolmen for this force will consist of men working on their assigned days off under the overtime allotments provided by this plan; these men will be drawn each day from their regular units for patrolwork with this force. Detective sergeants and detectives working under this program will be deployed under the direction of the Chief of Detectives.

This force will be deployed in high crime incidence areas of the city during the hours of day and the days of week of greater criminal activity. This force is intended to make the fullest potential use of saturation techniques, with frequent, but irregular, shifting of the forces from one area to another to avoid the danger of merely driving criminal activities from one neighborhood to another.

The primary purpose of this project is to exert a massive effort to abate the rising trend of crime in the District and, if possible, to reduce the crime rate from present levels. A major secondary purpose of this program is to experiment with and to demonstrate the efficacy of saturation patrol techniques, using substantial numbers of policemen, to overwhelm at least street crimes by simply having on patrol so many police officers that the criminal is unable to act.

This project contemplates a continuous evaluation while the program is in actual operation of the actual, effectiveness of saturation patrol as a technique for preventing crime. The proposed schedule through the end of March 1966 is suggested to carry this initial phase through the return of Congress for the next session. Depending upon experience with the program during the initial experimental phase for 1966, recommendations will be made to the next session of Congress regarding whether a program of this sort should be continued and, if so, what number of permanent positions, in addition to the 3,100 permanent positions scheduled for 1966, should be provided for this purpose.

It is not anticipated that any permanently authorized program of this sort would rely, as this one does, on the use of policemen working overtime to furnish the necessary patrol manpower; for a longer range program, the Police Department would be expected to recruit and to train permanent personnel for assignment to the saturation force.

In connection with efforts being undertaken by the Department to achieve as effective a patrol force as possible, and for that purpose to commit to patrol purposes as many police officers as can be made available, this increase also provides funds for employment of 50 additional schoolcrossing guards, which will bring the schoolcrossing guard force to a total of 150 positions and which will release police officers from a majority of the schoolcrossings in the city.

3. Supporting services, $358,000

Position (grade or title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1967 funding	Net 1966 request
Additional automobiles				$139,000	$139,000		$139,000
Furniture and equipment for Planning and Development Bureau				17,500	17,500		17,500
Office space rental for Planning and Development Bureau				22,000	22,000		22,000
Contractual computer services				105,000	105,000		105,000
Expansion of footman radio system				60,000	60,000		60,000
Uniforms for schoolcrossing guards				14,500	14,500		14,500
Total				358,000	358,000		358,000

This increase requested is for added automobiles for 2 purposes: (1) to increase and improve the police patrol coverage of the precincts with a minimum cost in manpower by establishing 20 one-man scout car patrols, 2 one-man accident investigation patrols, and 5 sergeant patrols by automobile; (2) to provide 14 additional automobiles for detectives to eliminate the present loss of manpower efficiency because of insufficient transportation.

The Department now has 44 two-man scout cars in service and has requested 3 more in its basic 1966 budget; it also schedules an average of 8 accident cars for the day and the evening tours of duty. With no more cars than this available, and with a 56-percent increase since 1958 in calls for police service, the Department often finds all cars in a precinct out of service on calls and occasionally finds all cars in the entire city out of service. This program is recommended to add 15 scout cars and 2 accident cars to the existing fleet; at the same time, to reduce the effect on the foot patrol force of the addition of these motorized patrols, this will initiate an experiment with use of 23 one-man scout cars in outlying precincts and of 2 one-man accident cars. If this experiment is successful, a 41-percent increase in the scout car patrol can be achieved with only a 15-percent increase in the number of men assigned to scout cars. In conjunction with this change, it is also proposed to establish sergeant patrols by automobile in the five precincts with large areas which will be assigned one-man cars. The proposal for 14 additional detective automobiles is recommended to eliminate the situations now frequently occurring where detectives find their mobility limited because of lack of sufficient automobiles for investigative units.

The Metropolitan Police Department has footman radios in use in 2 precincts, the 1st and the 2d, each of which has 10 footman sets, and has scheduled June 1965 installations for 2 additional precincts, the 3d and the 13th, each of which will also be assigned 10 footman sets.

The 1966 base includes a recurring allotment of $25,000 to gradually provide footman radio systems throughout the city for all foot patrol beats. The estimated cost of completion of the system, at current prices, after paying for the June 1965 installations, is $170,000. Based on these current costs, the $25,000 annual allotment will finance completion of the system in 7 years, with system completion in June 1972. This program proposes that the two-way footman radio system, which has proven itself a valuable tool, both for protection of the individual policeman as well as for dissemination of information to the foot patrol force regarding crimes and wanted criminals and as a means of obtaining better utilization of available manpower, be expanded and completed as rapidly as possible.

Because of the many technical problems involved in selecting sites for antennas and controls in a systematic fashion which will avoid interferences with or from other radio transmissions and which will guarantee as effective a communication as possible, it would be highly inefficient to try to achieve full completion of this radio network over a period of less than 2 years. This increase will provide funds for completion of the system in that time by increasing the allotment for this purpose from $25,000 to $85,000 annually.

Also included in this program are increases for other object costs of the planning and development bureau and for computer installations and for uniforms for additional school crossing guards, all of which are justified elsewhere in these estimates.

Need for Supplemental Request

Senator Byrd. Mr. Tobriner, you may proceed with your statement on the need for the supplemental request at this time.

Commissioner Tobriner. Mr. Chairman, the Commissioners appreciate the opportunity of appearing before you to testify on items included in Senate Document No. 23 for the Metropolitan Police Department for combating the serious crime situation in the District of Columbia.

The President has indicated that we must make every effort to establish Washington as a model for the country in crime control, and unusual and sweeping actions are necessary to accomplish this. The proposals we have before you have been developed as a part of the intensive consideration now being given to all phases of the crime problem, and are concerned with urgently needed measures to strengthen law enforcement.

PROPOSALS IN REQUEST

This request, therefore, includes a number of proposals that provide for expanded police coverage and better utilization of police resources. Briefly, they are as follows:

1. Creation of 235 temporary police positions to enable the District to provide more concentrated police coverage in areas of the city where crime rates are highest, to be accomplished through working much of its existing police force an extra day each week between July 1, 1965, and March 31, 1966.

ADDITIONAL SCHOOL CROSSING GUARDS

2. Provision of 50 additional school crossing guards to relieve qualified police officers for police-type work.

ADDITIONAL VEHICLES

3. Purchase of 36 additional cars to increase police "visibility" and allow more effective coverage of more areas and greater mobility in efforts to apprehend offenders. This will include experimental use of 23 one-man scout cars and of 2 one-man accident investigation cars.

ACCELERATION OF FOOTMAN RADIO SYSTEM

4. Additional funds to accelerate the footman radio system from a program completion date of 1972 to a completion date in 1967.

ESTABLISHMENT OF PLANNING AND DEVELOPMENT BUREAU

5. Establishment of a Planning and Development Bureau in the Police Department to evaluate the effectiveness of the proposed saturation of heavy crime areas in reducing criminal acts as well as to study and implement the use of automatic data processing equipment for crime reporting, development of statistics, assignment of manpower, exchange of information with police departments in other jurisdictions, and for other purposes.

Chief of Police Layton and his assistants are here this morning to explain in detail the proposals now before you.

INCREASE IN REAL ESTATE TAXES TO PROVIDE FUNDS

As you know, the Commissioners have the authority to adjust the real estate tax rate without additional congressional action. The funds required to finance the programs requested in this amendment will be provided by an increase in this tax rate.

Before closing, I wish to thank the chairman of the committee for entertaining this amendment in such a prompt manner, since it is a matter of serious concern to the Commissioners.

Senator BYRD. Thank you, Mr. Tobriner.

I would like to ask one question at this point and that would be directed to Chief Layton.

PROVISIONS IN HOUSE-PASSED BILL AFFECTING POLICE DEPARTMENT

Chief Layton, would you state the provisions that are in the House-passed bill as they affect your Department? Tell the subcommittee what is now in the House-passed bill so we will have that as a background before we get into the supplemental. We asked some questions on this the other day. I think we might do it again.

How many positions does it provide? Tell us the status of your program as it involves the walkie-talkie setup. Tell us how many police cars you have. How many canine corps teams you have and how many are authorized?

Give us the background statement so we will know what we have to start with in the House-passed bill.

Chief LAYTON. Thank you, Mr. Chairman.

INCREASE IN PERSONNEL

First of all, as to the positions in the House-passed bill we have authorization for 100 additional police officers on a 6-month basis. We have provision for two additional clerical positions for the training division. We have authorization for three additional janitors and then we have provision for some additional ranks, that is, stepping up—giving us additional—an additional inspector in the Police-Community Relations Unit and several other positions of that type, increasing the rank of a number of personnel. We have provision for six additional crossing guards in that bill, also.

PROVISION FOR ADDITIONAL VEHICLES

In the way of equipment, we have provisions for three additional scout cars and one patrol wagon.

WALKIE-TALKIE PROGRAM

We also have authorization for a second channel in our radio equipment. As to our walkie-talkie program, the two-way footmen radio, at the present time we have two precincts using the two-way footman radio. That is the first and second precincts. Each of these has 10 footman sets, 10 sets for footmen. In June we will be setting up two additional precincts, the 3d precinct and the 13th precinct.

Senator BYRD. Money is provided already for this?

Chief LAYTON. That's correct, sir. And in each of these we will be providing in this initial program for 10 radio sets.

Senator BYRD. You are not getting into the supplemental now. We are not going to talk about what is provided by the supplemental.

Chief LAYTON. This is already provided for and we will be setting these up in June. This, too, will be on the basis of 10 sets in each of these precincts.

SCOUT CARS

Regarding the scout cars, we now have on the street 44, and the 3 additional cars I mentioned as authorized in the House-passed bill would provide 3 more to make a total of 47. This is before we get to the supplemental program here. So that with the authorization in the House bill, we would have 47 scout cars.

CANINE CORPS

For the Canine Corps, we currently are authorized 100 teams, man-dog teams.

As to the actual number of man-dog teams in the Canine Corps, we currently have 90. This is 84 teams already on the street and 6 teams in training.

Senator BYRD. You are short of your full authorization by 10 teams?

Chief LAYTON. That's correct.

Senator BYRD. But not because of lack of appropriations?

Chief LAYTON. That's correct, sir. We are short because of the process of training. We can train about six teams efficiently and it takes about 14 weeks to train a team.

Senator BYRD. I would like to ask Chairman Hayden if he wishes to propound a question at this point.

Senator HAYDEN. In my evening walks I frequently encounter policemen with dogs and I have been impressed with the intelligence of the animals. Where are they obtained, in the first place?

Chief LAYTON. Well, for the most part, Senator, we have had people who have given dogs to the corps. We have also had some clubs who have bought and paid for the dogs and given them as a gift to the corps. Other individuals have provided dogs. We screen the dogs of course. They are collected and they are screened. They are checked over physically and screened by age. They have to be obtained fairly young in order to be most productive and to be the type of animal that is best.

Senator HAYDEN. How long is the period of training?

Chief LAYTON. They are in training for 14 weeks, sir.

EFFECTIVENESS OF MAN-DOG TEAMS ON CRIME PROBLEM

Chairman HAYDEN. How about the effectiveness—the fact that a policeman has a dog; is that a deterrent to crime?

Chief LAYTON. Yes, Senator, we feel that it is a deterrent. The most effective use of the dogs is in the situation where there has been a housebreaking, sometimes of a large business establishment. It was necessary prior to the inauguration of the Canine Corps, to put quite a number of policemen in a large establishment to search through all the nooks and crannies. By the use of the Canine Corps we can put a man with a dog in there and he can pretty readily search out anyone who is in there no matter where he may be hiding, by the means of a scent. This cuts a good deal of our manpower deployment in that kind of situation and is very effective in searching out burglars in premises.

Another use of the Canine Corps is in the case of a crime, either on the street or in some premises where they can be used to trail a suspect. This has been effective in many cases.

Senator HAYDEN. Thank you.

THE TRAINING OF A DOG

Chief LAYTON. As to your question on training, I didn't mention to you, the primary training course is 14 weeks and it is necessary to bring the man and his dog back into a retraining session about 2 days

every couple of weeks to make sure that the dog is still responsive to commands and to the controls that are exercised by his handler.

Senator HAYDEN. Thank you.

Senator BYRD. Would you continue with your statement with regard to the House-passed bill?

Chief LAYTON. Yes, Mr. Chairman.

I think that we have covered, in a general way, the increases in authorized strength and positions.

Senator BYRD. You indicated the increases but you didn't indicate what the total number of police positions would be. You gave this the other day.

AUTHORIZED STRENGTH

Chief LAYTON. With the authorization of 100 additional policemen, this would bring our authorized strength to 3,100 and this, of course, in the House-passed bill is set up on a 6-month basis. This would provide for a lagtime in hiring men, but in any event it is on a 6-month basis, so that over a period of a year this would actually average 50 men for the full 1-year period or if they were not hired until 6 months passed, then 100 men for 6 months.

COMPARISON OF PAY SCALE WITH OTHER CITIES

Senator HAYDEN. How does the rate of pay here compare with other cities?

Chief LAYTON. The rate of pay?

Senator HAYDEN. For a man coming in.

Chief LAYTON. It is pretty good. We compare pretty well. Some of the other large cities have a higher rate of pay than we do—Los Angeles, for instance; New York has a rate of pay higher than ours. But with the last pay raise we do stand pretty well.

Senator HAYDEN. What is the annual rate?

Chief LAYTON. The beginning salary is $6,010.

Our authorized strength, actual strength is 2,878 as of May 10, Mr. Chairman. That's actual strength. This fluctuates some, of course. We have appointments scheduled for May 24. We have 12 men scheduled for May 24 and another 10 available for appointment. With the recruiting effort that we have going into this, we have accumulated a backlog of some 678 applicants. These are men who have passed the mental examination and many of them have passed a preliminary physical examination, particularly those out in the field. They are undergoing a character investigation, background reference check, and we expect to be having these come through pretty soon.

RECRUITING PROGRAM

In the character investigation we do find some areas where a situation may not be resolved immediately. In other words, it requires some fairly extensive checking out. We have found, also, in some of our out-of-town recruiting, that we have been ready to hire some of these men but they want to wait to give notice to their present place of employment. So we have delays in this way. But we are continuing with a very active recruiting program both locally and out of town.

NORMAL RATE OF ATTRITION

I would call to your committee's attention the fact that our normal rate of attrition in the department averages about 20 men per month—240 per year. So in order to keep up to full strength, we have to hire 240 men per year.

This past month, I think our losses were just slightly under that. In January we had 27 losses—resignations, retirement, and other categories—and in February we lost 20. In March we lost 17, and in April 14.

But over the year it will run an average of about 20 per month. This has been our picture on that.

COMPARISON OF 1965 APPROPRIATION WITH 1966 BILL

Senator BYRD. What was the total appropriation for your department last year?

Chief LAYTON. Our base appropriation, Mr. Chairman, was $32,495,400.

Senator BYRD. How much was requested for fiscal year 1965?

Chief LAYTON. For 1966, our original request was $36,439,800. And the House-passed bill approved $36,391,100.

Senator BYRD. The House-passed bill constituted a reduction of how much?

Chief LAYTON. $48,700, Mr. Chairman.

Senator BYRD. How much of an increase did this represent over the previous year?

Chief LAYTON. That is the increase of the original request?

Senator BYRD. How much of an increase over the previous year's appropriation does the House allowance constitute?

Chief LAYTON. The answer to that question, Mr. Chairman, is $3,895,700.

HOUSE ALLOWANCE

Senator BYRD. How much was allowed by the House in terms of dollars for police positions?

Chief LAYTON. For police positions, Mr. Chairman, we had allowed $360,700, for 100 additional police officers, for a 6-month period.

Senator BYRD. What is your total amount allowed for police positions by the House?

Chief LAYTON. Can we supply that, Mr. Chairman, for the record?

Senator BYRD. You can supply that.

(The information requested follows:)

The House allowed $24,039,298 for all police positions for 1966.

TREND OF ATTRITION RATES

Senator BYRD. Do you feel, Chief Layton, that your attrition rate is increasing? You indicated that for the past month, I believe, it dropped. But at least—what about the trend?

Chief LAYTON. The trend, Mr. Chairman, could be indicated in a graph that I have here which reflects resignations.

This would indicate that from 1961 we did have an increase in the number of resignations going up to 1962 and then they dropped off in 1963, an increase to the middle of last year and then a dropoff.

These peaks and the downward trends following those peaks reflect pay increases. As to the total number of losses for the last 4 years, Mr. Chairman, we have run pretty regularly. I don't have a total on each of these years, but for the last 4 years there is not a great deal of fluctuation.

Senator BYRD. What did you say was reflected by the pay increase?

Chief LAYTON. We find that following a pay increase there is a decline in the number of resignations from the department.

CAUSES OF RESIGNATIONS IN APRIL

Senator BYRD. What were some of the causes of those resignations in April?

Chief LAYTON. In the month of April this year we had a total of 10 resignations. We had three who resigned to go to the District of Columbia Fire Department, one to another police department, one to another Government agency, two for other employment, one man moved to another area, one indicated for personal reasons, and one for the good of the service, a man who was in a suspended status at that time.

Senator BYRD. Senator Hayden did you have any questions?

Senator HAYDEN. No.

HOUSE ALLOWANCE FOR TRAINING AND FOOD FOR DOGS

Senator BYRD. How much is in the House-passed bill for training of, and the provision of food and other necessities for, the dogs?

Chief LAYTON. I will see if we have that figure here.

The item for food, Mr. Chairman, is $9,129. We have an item of $3,816 for veterinary service, and $1,579 for other miscellaneous items in connection with the Canine Corps.

Senator BYRD. Is it your plan to fill out the remaining 10 dogs which have been authorized?

Chief LAYTON. Yes, Mr. Chairman, we plan to fill up to that extent.

Senator BYRD. Is the appropriation allowed by the House sufficient to allow you to do this?

Chief LAYTON. Yes, it is.

EXPANSION OF CANINE CORPS

Senator BYRD. Do you think it would be wise to expand the authorization beyond 100 teams?

Chief LAYTON. There is a bill in the House, Mr. Chairman, and we think it has been passed, that would lift the ceiling. My thinking on this would be that we would use this as future conditions would warrant and we would possibly increase according to what we think is necessary from time to time in the future.

Senator BYRD. Any increase must be by way of authorizing legislation?

Chief LAYTON. This will be in the present bill that we referred to on the House side. It would provide the authorization.

Senator BYRD. What I am asking is, Do you have to have legislation to increase the ceiling, or can this be done simply by appropriation?

AUTHORIZATION TO INCREASE CANINE PROGRAM

Chief LAYTON. The bill in the House, Mr. Chairman, lifts the ceiling and this we feel would provide the legislative authority for an unlimited corps. The present authorization is by appropriation.

Senator BYRD. It is by appropriation?

Chief LAYTON. Yes, sir.

Senator BYRD. Then why could not additional man-dog teams be provided by appropriation rather than legislation?

Commissioner TOBRINER. The bill was passed by the House in February 1965, which removes the ceiling entirely.

Senator BYRD. What placed the ceiling there in the first instance?

Commissioner TOBRINER. My recollection is an authorizing bill by the Congress.

Senator BYRD. I see.

Commissioner TOBRINER. Which limited the ceiling to 100.

Inspector WILSON. No; there is no authorizing legislation.

Commissioner TOBRINER. Why would it have to be removed?

Chief LAYTON. Mr. Chairman, my recollection is that the ceiling—the authorization was provided for the Canine Corps by appropriations, and this bill in the House, would establish unlimited authorization subject, of course, to appropriations.

Senator BYRD. It seems to me if you have proceeded thus far without authorizing legislation, and purely on the basis of the appropriations, that you would not be inhibited from proceeding further.

Inspector WILSON. Mr. Chairman, I think the feeling is that this item could conceivably be subject to a point of order in the same fashion as a number of the other items which are now proposed for statutory authorization in the omnibus bill for appropriation items.

COMMENT ON ADDITIONAL MAN-DOG TEAMS

Senator BYRD. Chief Layton, is it your feeling that you should have additional man-dog teams over and above the 100 presently provided for?

Chief LAYTON. I think, Mr. Chairman, it will be well for us to have that authorization. It does take quite some time to train dogs with their handlers and we could not, for instance, immediately go up to a much higher figure, but I think it would be well for us to have the authorization. Let me say first of all, that we use our Canine Corps a good bit in a tactical manner, placing them in areas where we think there will be the greatest need for them, and I think it would be well for us to have an authorization so that as needs developed as we saw them, then we could add to the strength of the corps.

NUMBER OF TEAMS

Senator BYRD. How many teams have been added within the past year?

Chief LAYTON. Mr. Chairman, in 1963 we had authorization for 75 teams and then the 100 were authorized so that since 1963, during this past year, we have increased the number that we have either on the street or in training to 90. So we have increased 15 in the last year.

FAILURE TO REACH TOTAL AUTHORIZATION

Senator BYRD. Why have you failed to reach your total authorization?

Chief LAYTON. Of the Canine Corps?

Senator BYRD. Yes.

Chief LAYTON. Because of the period of training primarily and the fact that there is a limit on the number of man-dog teams that you can train.

We find that the most efficient way of doing this is about six teams at one time. This is a repetitious kind of thing, the training, that is. The dogs have to be taught to obey commands and this takes repetition day after day. The type of things that they are taught to do is a lengthy process so that the time involved in training is considerable.

Senator BYRD. I take it, then, that you feel that you have proceeded as expeditiously as you possibly could in view of the time needed for training?

Chief LAYTON. Yes.

Senator BYRD. There has been no lack of appropriations, and there is also no lack of interest in pressing on toward meeting the full authorization?

Chief LAYTON. No, sir; there has not been. That statement is correct.

LOSS OF DOGS

Senator BYRD. Tell us something about your losses among the dogs.

Chief LAYTON. In the case of dogs actively in the program on the canine force, we had one dog that was turned over to the Air Force, trained in our canine corps. We had one that died. Six have been removed from the corps because of deterioration in the dogs. One dog was shot in a holdup attempt—in an attempt to make an arrest in a holdup. He has been returned to duty, however.

Senator BYRD. I read about that dog being shot. That was 3 or 4 months ago, I believe.

Chief LAYTON. It is longer than that, Mr. Chairman. It was early last year—there have been some references I think in the news subsequent to that. But the incident happened just about a year ago.

Senator BYRD. Do you think that the dog will be just as effective as ever after having been shot?

Chief LAYTON. We feel that this dog is. That might not be true in all cases.

But again, it would mean doing what was done here. After he recovered, he was put back in training to determine whether or not he was effective, and currently he has been effective.

Senator BYRD. Do you feel that there would be no problem in getting additional dogs contributed to fill out your authorizations, as has been the case heretofore?

Chief LAYTON. We have not experienced any difficulty in that as yet, Mr. Chairman.

MAN-DOG TEAMS ON CAPITOL HILL

Senator BYRD. How many man-dog teams do you have on the Hill?

Chief LAYTON. We have six in this area, Mr. Chairman.

Senator BYRD. Do you think there should be an increase in the number of man-dog teams on the Hill?

REIMBURSEMENT FOR MAN-DOG TEAM SERVICES

Chief LAYTON. One of the items that would need to be considered in this connection, Mr. Chairman, is that provision has been made for reimbursement for these particular six man-dog teams and it may be that authorization would be necessary in the legislative branch on this to increase their number.

Senator BYRD. Have you had a precedent in the past of legislative authorization?

Inspector WILSON. This is an item in the legislative branch appropriation, Mr. Chairman.

We are reimbursed for the services of the Metropolitan Police detailed to the Capitol Police Force and these six dog teams are provided in the Legislative Branch Appropriation Act, and presumably would have to be increased in that appropriation.

ADDITIONAL POLICE POSITIONS REQUESTED IN SUPPLEMENTAL

Senator BYRD. Now, with regard to the supplemental estimate, Chief Layton, how many additional police positions are involved?

Chief LAYTON. We have a total there, Mr. Chairman, of 235 positions.

Senator BYRD. Over and above the 3,100 already authorized by virtue of the recently passed House appropriations bill?

Chief LAYTON. That's correct, sir.

Senator BYRD. And would the 235 positions be over a 6-month period?

Chief LAYTON. No, sir; we would plan this on a 9-month period, beginning July 1.

Senator BYRD. 235 positions. This would make a total of 3,335 positions.

Chief LAYTON. Correct, sir.

BASIS OF ESTIMATING ADDITIONAL POSITIONS NEEDED

Senator BYRD. How did you arrive at this particular figure?

Chief LAYTON. We made a study, Mr. Chairman, of some of our high crime areas and the actual street coverage that we now have in those areas, on an average basis—average by days and tours of duty. We took that average figure of these five high crime areas. This gave us our most recent figure, 192, which we rounded to 200. Then we added to that the number of supervisory positions that we would need for the type of coverage that we planned in this, lieutenants, sergeants, and some plainclothesmen that would be expected to be added to this force.

So the 200 figure would be the additional privates and 35 would be the other ranks, supervisory positions and plainclothesmen.

REASON FOR 6-MONTH BASIS OF FUNDING

Senator BYRD. Why, Chief Layton, were the additional 100 positions allowed on a 6-month basis? Why were they not allowed on a 9-month basis?

Chief LAYTON. This was primarily taking into account normal lag time for recruitment after appropriation approval, Mr. Chairman. After we received authorization in the appropriation bill it will take some time with our normal attrition rate to fill up to those positions. That is the reason this was done on a 6-month basis.

Senator BYRD. You have the same problem in connection with the 235.

Chief LAYTON. In the 235—your statement is correct—to hire additional new men, we would have a timelag and I would anticipate a pretty severe one. Because of this, our proposed means of putting more men on the street would be to permit men who would volunteer to work one of their days off.

In other words, a sixth day in the week. This would give us the effective strength that we are asking for and would provide experienced men to be put out on the street. This would be similar to the authorization that was granted by the appropriations committee in connection with our present vacancies, to work men as needed on one of their assigned days off.

QUESTION OF ANTICIPATED NEED FOR POSITIONS

Senator BYRD. Why was the same need not anticipated in connection with the 100 additional positions authorized?

Chief LAYTON. First of all, Mr. Chairman, the 100 positions were part of another program to bring our authorized strength up to 3,500 men over a 5-year period. But we have seen in recent months that our crime rate is continuing to rise over the last year. We had just a slight rise in January and February, but in March and April we had a severe increase in the number of criminal offenses. This, and the interest in attempting to meet the increasing trend of rising crime has caused us to attempt to do something to immediately meet this and to do it by way of increasing the patrol force. It would be a saturation technique. We consider it more necessary now than it was considered some time back when the program of increasing the force gradually to 3,500 men was initiated.

POSITIONS UNDER 6-MONTH AND 9-MONTH PLAN

Senator BYRD. If the supplemental estimate were to be allowed by both Houses, you would therefore have 235 additional positions on a 9-month basis and you would have 100 additional positions on a 6-month basis?

Chief LAYTON. This is correct, Mr. Chairman.

Senator BYRD. And you would have a total of 457 positions to fill? You had 2,878 positions.

Chief LAYTON. This is correct.

As you understand, the 100 men are on a 6-month basis, and the 235 men would be on a 9-month basis.

I might say, Mr. Chairman, by way of explanation, that in attempting to bring to your committee and to the Congress, a program for attempting to control the upsurge in crime, we considered several methods of attempting to do this—to increase the force.

One consideration that we had was to attempt to do it under the overtime bill that is presently pending in Congress. But in order to do this quickly we thought that this means provided the best way of

doing it; that is, to have increased the number of positions and then to fill them—fill up the effective force to that number by the use of men on a sixth-day basis. That seemed to be the quickest way to do it.

ADVISABILITY OF 6-DAY WORKWEEK

Senator BYRD. What is your candid judgment, Chief Layton, as to the advisability of having men work 6 days? What does this do to the morale and to the efficiency and to the health of the officer? What does it do to the morale of his family?

Chief LAYTON. First of all, Mr. Chairman, in the figures that we have here, this would not mean that every man on the force would be required, or asked, even, to work 6 days.

Our figures indicated that to provide this type of force, it would mean about 1,175 men who would volunteer to work 1 day—to work one of their days off each week, so that this would not be our total force. It would mean roughly that of the men available to work—as it averages out—it would be one man volunteering every other week to work a sixth day. So essentially it would provide 1 day off one week and 2 days off in the second week, alternating it. It won't work out in all cases exactly that way, but this is an average.

I would say, first, that this I would view as only a temporary measure. One of the things that we are considering here is that if this system is effective, and if it does in fact control crime as we hope it will, particularly street crime, then we would be prepared to come before Congress at the next session and say this has been effective and we would like to continue this and step up the size of the force on a permanent basis.

It would be my intention that any long-range program would be on the basis of permanent positions, rather than working men on a sixth day.

MORALE ASPECT

As to morale, we have found already in the authorization that was granted in March to permit a spcified number of men to work on the sixth day, that there has been no reluctance of men to work. At least we have been able, just on a strictly voluntary basis, to have men work on a sixth day for pay whenever it was available to them. We had members of our Traffic Division who were not specified originally in this program, who asked for the opportunity to work the sixth day. The reason for that was if we granted permission to work the sixth day only to the private in the patrol force, that would actually be in the street, and we required that they be used in the precincts during the hours in days of the week of high incidence of crime, and this was the uniformed patrol force in precincts. So that some of the units have been asking to be permitted to do that type of duty in order to have the extra day's pay.

The extra salary is attractive to the men. Certainly working a sixth day would have some effect on the man, but the fact that this does not cover our total force, and would allow time off, at least 1 day a week and on other weeks the full 2 days off, I feel it would not unduly impair the efficiency of the force.

And, of course, there is the interest of the men in working an extra day for pay which would seem to me to increase the family morale rather than decrease it.

DISTRIBUTION OF WORKLOAD

Senator BYRD. As it has worked out thus far, has any particular policeman applied for, and had his application approved for the sixth day of work out of every 2 weeks over the entire period?

Chief LAYTON. What we attempt to do there, Mr. Chairman, is, with those men who do ask for the opportunity to work, that this be rotated so that there is a fair distribution of the additional pay.

Senator BYRD. And a fair distribution of the workload?

Chief LAYTON. Yes, sir.

Senator BYRD. In the past, have you looked with favor upon this procedure, Chief Layton?

Chief LAYTON. Mr. Chairman, I don't believe this is the ideal way to do it. I think that it is much better that we have a permanent force to be filled up to full strength. But I view this as a temporary measure. I don't view this as the ideal solution of manpower coverage.

SOME VOLUNTEER WORK WITHOUT PAY

As you may know, Mr. Chairman, we have in the past asked for men to volunteer for the overtime work without compensation and we have had good response even in this, in times of high crime. But this I would view only as a temporary measure.

Senator BYRD. You are not presently planning to ask them to do volunteer work without pay, are you?

Chief LAYTON. We haven't asked this—there has been some voluntary overtime, but we felt that in order to do something pretty soon, to have authorization for it, it would be well to bring the type of program that we have to the Congress for authorization. I don't have any reluctance to ask men to volunteer for overtime and frequently we find that they do. When there are investigations in either precincts or in the investigative field, detectives frequently work overtime just in order to follow out their cases.

Senator BYRD. Well, I would hope that you would not have to do that with regard to patrolmen.

ATTITUDE OF HOUSE APPROPRIATIONS COMMITTEE ON WORKING PATROLMEN OVERTIME

What has been the attitude of the committee in the other body regarding overtime?

Chief LAYTON. The only experience that I have had, Mr. Chairman, is in the request that was made earlier this year. There was some reluctance by that committee to approve it. It was done, I would say, reluctantly, but on a temporary basis. The authorization was granted to work men on a sixth day.

RANK OF DISTRICT OF COLUMBIA POLICE FORCE WITH OTHER CITIES

Senator BYRD. How does the number of police per 1,000 population in Washington rank with the number in other cities of comparable size?

Chief LAYTON. Mr. Chairman, we have been moving up in that type of tabulation for some time and I believe now we are first in the number of policemen per thousand population.

Senator BYRD. And how long have we been first?

Chief LAYTON. Probably the last 2 years, Mr. Chairman.

The city of Boston—was highest—was ahead of us for a while. But we now, with the increases that have been granted, are first in the number of policemen per thousand population.

TOTAL POLICEMEN PER THOUSAND POPULATION

Senator BYRD. What is the number per thousand?

Chief LAYTON. It is either three or right around three policemen per thousand population.

The authorized strength, Mr. Chairman, of 3,000 would give us 3.71 policemen per thousand of population.

Senator BYRD. What are the cities of comparable size? Do you have that?

Inspector WILSON. No, sir; I don't have that.

Chief LAYTON. Can we supply that for the record, Mr. Chairman?

Senator BYRD. Yes.

RATIOS IN OTHER CITIES

Senator BYRD. You might also indicate the number of policemen per 1,000 population for other cities.

Chief LAYTON. Yes sir; we can do that.

(The information requested follows:)

POLICE PER 1,000 POPULATION—CITIES 500,000 TO 1,000,000 POPULATION

	1964 [1] population (in thousands)	1963 [2] actual police	Police per 1,000 population
Baltimore	924	3,132	3.38
Cleveland	864	1,904	2.20
Washington:			
Actual	808	2,910	3.60
Authorized	808	3,000	3.71
Dallas	781	1,122	1.43
Milwaukee	761	1,764	2.31
San Francisco	756	1,716	2.26
St. Louis	711	1,831	2.57
Boston	695	2,557	3.67
New Orleans	663	1,022	1.54
San Antonio	659	611	.92
San Diego	642	691	1.07
Pittsburgh	574	1,457	2.53
Seattle	564	900	1.59
Kansas City	548	890	1.62
Memphis	547	724	1.32
Phoenix	528	596	1.12
Denver	524	769	1.46
Atlanta	518	720	1.38
Buffalo	504	1,318	2.61

[1] FBI estimates based on various sources.
[2] Actual, Dec. 31, 1963, FBI report of July 20, 1964.

SUCCESS OF RECRUITMENT PROGRAM

Senator BYRD. Now, Chief Layton, if you have been unable to reach your full authorization of 3,000, what makes you think that you can recruit additional persons to fill out an authorization of 3,335?

Chief LAYTON. One of the things that would help us to fill our authorized strength of 3,100 first of all would be the stepped-up recruiting program that we have engaged in, both locally and out of town. This would help us, and then, the program that we are attempting to engage in here and are presenting to the Congress is one that

would give us a temporary means of increasing the effective strength by men working a sixth day.

I am aware that we would have difficulty in increasing the strength up to 3,335.

Again, considering our normal rate of attrition, I say this. But I don't anticipate that we can fill up to that number in a short period of time, even if we had sufficient applicants. We would still have some physical problems in the matter of training, facilities being limited. Our staff, of course, is scaled to the number of men that we are putting through the training procedures.

Last summer, for instance, in a crash program during the summer, we obtained the facilities of one of the high schools here and trained some 200 men during the summer period and in this way, the next class that we took in as a regular training class, took all of the men except the very few who were in an undercover capacity.

Senator BYRD. I am sympathetic to the need for some additional policemen. But I view with concern the progress that has been made or lack of sufficient progress which has been shown with reference to recruitment of men to fill the positions already allowed.

Chief LAYTON. Mr. Chairman, I am aware of that. I am aware of the interest and support that we have had from the Appropriations Committees in the Congress in the matter of authorizing men for the Department.

Last year we did have an excess of applicants actually. We had the approval to hire men beyond the 2,900 authorized at that time. We did go above that strength for a period of time. The thinking in that was that this would help to account for the attrition rate. We would have something above the authorized strength, and we did. We also had, at the beginning of last year, a sizable reservoir of applicants. But they became depleted in filling the vacancies, and our recruiting effort last summer for some reason—we are not aware of all the reasons for it—just did not produce a sufficient number of applicants for us to continue to fill the 100 vacancies that were authorized in the last appropriation.

CHANGES IN RECRUITING

In view of that, we have made a number of changes in our recruiting effort. It had been our practice in the past to step up our recruiting effort as our reservoir of applicants began to decline. I feel now that we must continue our recruiting effort, even in times when we have a sizable reservoir of applicants. We did, at the beginning of this year, in January, confer with the Civil Service Commission about setting up new recruiting procedures. We provided for a walk-in type of examination here in the District, scheduled on the second and fourth Saturdays of each month. This has produced a number of applicants.

We have sought and received the approval of the Civil Service Commission in shortening the procedures out in the field, so that we could also give walk-in type of examinations in the field rather than wait for an application to be forwarded here and then go through an examination procedure and later the physical exam.

We sent our recruiting teams out of town; they have given examinations in the field by scheduling them on weekends, Friday evenings and Saturdays when people who were employed in other jobs would

be most likely to be available. We have hired physicians to give preliminary physical examinations in the field and have begun the character investigation there.

The thinking on this was that if we shortened up the process of recruitment, examination, and investigation, that we would be likely to take in men more quickly who indicated an interest in coming into the Police Department and there would not be a long lag of time.

We feel that this former timelag has been partially, at least, responsible for our not being able to fill our positions.

INTENSIFICATION OF EFFORTS

Senator BYRD. What can you do to intensify your efforts, Chief Layton? Obviously these efforts have not been sufficient. What can you do to intensify them?

Chief LAYTON. We have had good results so far.

Senator BYRD. But not good enough. You have not filled out the 3,000 positions.

RESERVOIR OF APPLICANTS

Chief LAYTON. No sir, this is correct. We have not yet. But we feel that we have built up a reservoir, and we will continue to do this; there will not be any lessening of our effort. We feel that with the 678 applicants that we have now who have passed at least a preliminary physical, and with the continuing effort, we will be able to get the men. We have sent recruiting teams out so far, as I say, in addition to our local efforts, and we have advertised pretty broadly. We have had some of our training division personnel go into the schools locally. We have advertised the walk-in type of examination here locally, and, in addition to this, we have sent recruiting teams to three areas which have been indicated to us from the Labor Department to have a surplus of manpower.

One was in the Wilkes-Barre area, in March. Then on April 2 and 3 we held examinations in the Pittsburgh area. On April 30 and May 1 we held examinations in Charleston, W. Va., and we now have a team that has gone into the New England area. As I said, there will not be any lessening of our recruiting effort. I view this as a continuing effort. It is not one that has an easy answer, but with the reservoir that we have currently and our continuing efforts——

Senator BYRD. Do you not think it not only has to be a continuing effort, but also an accelerated and intensified effort?

Chief LAYTON. Yes, Mr. Chairman, I agree with this, and I know that our procedures have been intensified from January this year over what they have been in the past.

HISTORY REGARDING SIXTH WORKDAY

Senator BYRD. I think you should have the manpower that is required, Chief Layton. I have some hesitancy in going along with the idea that we ought to depend upon these men to take on a sixth day every 2 weeks, although they may volunteer for it and it does mean a little additional salary for them, in view of the strain and dangers to which policemen are subjected. While it may be all right for a stopgap temporary measure, even so, I view it with reluctance.

I am not saying I am not going along with it, but I am afraid that this temporary thing is going to turn out to be something other than temporary. I do not know what you can do. But I would hope there would be a real intensification effort, a strong effort, a determined effort to get these additional positions filled.

As you say, it does take time, at best. You have training problems, and so on.

MINIMUM AND MAXIMUM AGE LIMITS

What about the age limits? I asked this question the other day.

Chief LAYTON. Twenty-one years is the minimum and 29 is the maximum.

Senator BYRD. Why could not this be 32 years? What is it a man of 29 has in the way of good eyesight or strength or endurance that a man of 30 or 31 or 32 does not have?

Chief LAYTON. Mr. Chairman, I might say that we are preparing a recommendation to increase the maximum to 30. This will go to the Commissioners shortly.

OBJECTIONS TO RAISING MAXIMUM AGE LIMIT ABOVE 30

But we have two factors, as I see it. One is that men who have not settled down in a regular permanent job, that is, one that is attractive to him, by the time he is 29 or 30 years of age, probably is not the kind of settled individual that we ought to take into the Police Department. This would be one question that would be raised.

The other would be the matter of our retirement. A man who would come into the Department at age 32 or 33 would be more likely, under the strain of the job, to break down—to break down in a shorter period of time than a younger man would. We would not be likely to get as much service out of him as with a younger man.

Senator BYRD. I recognize the validity of the second point. Of course, there might be some validity to the first point. You are experienced in these matters. But when you talk about going into labor-surplus areas and getting people who have been unemployed or underemployed, they have been in jobs that are no longer in existence because of automation and advancing technology, and so on.

I can envision the existence of some persons who at the age of 29, 30, or 31 have been thrown out of work for which they were trained for several years and in which they have engaged in all of their working lives, perhaps, yet they would seize the opportunity and be glad to get into something like this in which they could apply their energies and talents during the remainder of their working lives.

WAIVER OF MINIMUM HEIGHT LIMITATION

What is your minimum height?

Chief LAYTON. Five feet, eight inches.

Senator BYRD. Can you waive that in certain instances? Suppose you find a man who is 5 feet 7 inches and built like Sampson and who in your judgment would make an excellent policeman, but for

that 1 inch or half inch or fourth of an inch—why can you not waive this and put this man on the force?

Chief LAYTON. We would not be permitted to do this, Mr, Chairman, unless the same requirement was waived for everyone. We have a ruling from the Attorney General that this is the case, that we could not waive it for one individual.

Senator BYRD. How much time elapses in the field investigation of an applicant?

Chief LAYTON. In the past, Mr. Chairman, I would say that we have run probably 3 or 4 months from the time the application was filed until we were prepared to take a man in.

Now, in the intensified effort that we have made in these first months of this year, that this is one of the things that we have attempted to do something about. From the first examinations we actually hired four men within four weeks. We have several others that we were prepared to take into the Department, but they were not ready because they wanted to give sufficient notice to their employer before they came in. But this is our effort, to shorten that time.

Senator BYRD. Do you have access to i vestigative files of Federal enforcement agencies?

Chief LAYTON. Yes sir: we have access to those files.

SALARY SCALES

Senator BYRD. What about the beginning salaries, Chief Layton? Do you feel that these are sufficient to allow you as much room as you need in getting your recruits?

Chief LAYTON. We stand pretty well. Our salary scale at the present time, Mr. Chairman, is pretty favorable. It would be true, I am sure, that any increase in salary would reflect more interest. This is certainly a consideration on the part of applicants looking for jobs.

Senator BYRD. Here again, what are the necessary procedures? By legislative authorization?

Chief LAYTON. We would need legislative authorization: yes sir.

Senator BYRD. When was the last increase provided by legislation?

Chief LAYTON. July 5, 1964 was, the effective date.

Senator BYRD. Is there any recommendation before the Congress that this be increased?

Chief LAYTON. Not at the present time: no sir.

Senator BYRD. Do you think it should be?

Chief LAYTON. I have seen some notice that there have been proposals to raise the salary of Government employees and I would certainly think that we should be included in any consideration of that kind.

Senator BYRD. This does not enhance your opportunities against other agencies?

Chief LAYTON. No sir: it would not.

Senator BYRD. How do your salaries compare with those of other cities? Why do you not supply for the record a table that would show this in depth?

Chief LAYTON. We will be glad to do that, Mr. Chairman.

There are some localities, Los Angeles and Oakland, I am sure, that are ahead of us. I am sure New York City is ahead of us. But we will supply those for the record.

(The information requested follows:)

Police patrolman salaries

City	Minimum	Maximum	Years to maximum	Longevity[1]
Chicago, Ill	5,688	6,840	3½	No.
Detroit, Mich	6,115	7,000	4	Yes.
Los Angeles, Calif	7,296	8,580	4	Yes.
New York City, N.Y	7,032	8,483	3	No.
Philadelphia, Pa	5,456	5,940	2	No.
Atlanta, Ga	4,641	5,720	5	Yes.
Baltimore, Md	5,340	6,468	4	No.
Birmingham, Ala	4,956	6,012	5	No.
Buffalo, N.Y	5,200	6,500	5	Yes.
Cincinnati, Ohio	5,506	6,428	3	No.
Cleveland, Ohio	5,574	6,600	2	No.
Dallas, Tex	4,440	5,664	4¼	Yes.
Honolulu, Hawaii	5,592	7,128	6	Yes.
Houston, Tex	4,842	5,592	5	Yes.
Pittsburgh, Pa	5,351	6,195	4	No.
St. Louis, Mo	5,340	6,480	15	Yes.
San Antonio, Tex	4,500	5,280	2	Yes.
San Diego, Calif	6,876	8,352	3	No.
San Francisco, Calif	7,980	8,580	4	No.
Seattle, Wash	6,300	7,080	2½	No.
Washington, D.C	6,010	7,610	6	Yes.

[1] Additional stepup based on service beyond maximum range.

Source: Fraternal Order of Police survey published Mar. 15, 1965.

RESIGNATION IN APRIL

Senator BYRD. You indicated that you had one resignation in April caused by an individual going to another police department. What city was involved here?

Chief LAYTON. That individual went to Los Angeles.

Senator BYRD. Where he could get more money?

Chief LAYTON. That is correct.

Senator BYRD. That could have been a deciding factor?

Chief LAYTON. Yes, sir; it could have been.

PROMOTIONAL OPPORTUNITIES

Senator BYRD. What about promotional opportunities in the Department?

Chief LAYTON. A man can apply for promotion after he has served 5 years in the Department to the grade of sergeant. Then, after 2 years' service as sergeant, he can apply for promotion to lieutenant. We have a good deal of competition in the Department now in our examination procedures. The salary scale has been improved in the last pay scale increase. There have been improvements along the line for increases in ranks in connection with pay. So it is attractive, and there will be a good deal of competition in those examinations.

Senator BYRD. How does your promotional program compare with that of other competing police departments around the country?

Chief LAYTON. I think salarywise, Mr. Chairman, certainly in the local area, we are well ahead, and compared, I would say offhand, with all except those cities who may be ahead of us in the beginning pay scale we are very favorable at the present time. This wasn't always true, but the last pay bill did a good bit to step up the increases between ranks.

USE OF FUNDS PROVIDED FOR POSITIONS

Senator BYRD. In view of our obvious inability to immediately fill these 457 positions, how will you break down this additional money that is being allowed for these positions? How will you break this down in terms of overtime? How do you know that you can spend all that money? If you can't fill the positions, how do you know you can spend it all through a combination of filling positions and payment of overtime?

Chief LAYTON. We will do that from our existing force, Mr. Chairman. We have broken down the money involved, but I think your question goes more to how can we be sure that we will be able to have volunteers to do the work and be able to use the money if it is appropriated. My view on that is that we will find enough men to work to easily fill these proposed positions.

Mr. Chairman, the area that I think your committee might have the most doubt about would be those vacancies that we currently have, the 122 which we need men to fill, and then the additional 100 over a 6-month period that we would need to fill with men during 1966. We feel that with the reservoir of applicants we have now, we will be able to fill those. The 235 of course would be those that we will be filling from the current force and we feel we would have enough interest in that type of thing to fill those positions.

OVERTIME PROGRAM

Senator BYRD. You feel that on the basis of the need and in the light of your experience thus far in this program this is a pretty firm figure?

Chief LAYTON. Yes, Mr. Chairman, we feel so.

Senator BYRD. Which would be needed for the overtime?

Chief LAYTON. Yes, sir.

Senator BYRD. And precisely how much is that?

Chief LAYTON. In money?

Senator BYRD. Yes.

Chief LAYTON. Mr. Chairman, $1,388,000 would be the amount of money.

Senator BYRD. This will be all involved in the overtime program?

Chief LAYTON. Yes, Mr. Chairman, That is all in the overtime program, 235 positions.

Senator BYRD. How much overtime would this provide, over how long a period?

Chief LAYTON. This provides for 1,175 man-days per week ov r a period of 9 months.

In other words, one day a week from each of 1,175 men in the department to provide this type of coverage.

Senator BYRD. 1,175 man-days per week over a 9-month period?

Chief LAYTON. That is correct.

Senator BYRD. Beginning on what date?

Chief LAYTON. July 1.

Senator BYRD. Beginning July 1 and going through?

Chief LAYTON. Through March. Mr. Chairman, one other consideration, one other thing that we want to bring to your attention is that in order to get this program started as soon as possible, and with the interest that has been expressed by the President, we would start this type of program in June, the 1st of June, and use money out of

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vacancies that occurred earlier this year to provide for approximately 200 positions—not the 235, but approximately 200—so that we could begin putting additional men on the street in June. This would not require appropriation, but just a matter of information for your committee.

EXTENT OF AUTHORIZATION

Senator BYRD. This has not been authorized by the two committees?

Chief LAYTON. No, sir, it has not.

Senator BYRD. It would require authorization by the two committees?

Chief LAYTON. I would think informal authorization, would be needed, Mr. Chairman.

Senator BYRD. The authorization that was given earlier was to extend over what period of time?

Chief LAYTON. To the end of this fiscal year—this is for the working of men on the sixth day. This was for the balance of this fiscal year to the end of June.

Senator BYRD. So you would not need any additional authorization for the month of July?

Chief LAYTON. Well, yes, I think if the committee understands this, as I said, as an informal matter, I would think we could go ahead with it.

Senator BYRD. That is set forth in the Commission's letter, I believe.

Commissioner TOBRINER. We had informal authorization.

FUNDS AVAILABLE FROM UNFILLED POSITIONS

Senator BYRD. That money was made available from lapses in position?

Commissioner TOBRINER. Yes.

Senator BYRD. Because of positions not having been filled?

Commissioner TOBRINER. That's right.

Senator BYRD. Will there be any additional moneys over and above that money which was requested?

Commissioner TOBRINER. No, sir.

Senator BYRD. That fills out the total of the lapsed money?

Chief LAYTON. That is correct, sir.

Senator BYRD. Will these be 8-hour man-days?

Chief LAYTON. Yes, sir, 8-hour man-days.

PAY FOR SIXTH DAY

Senator BYRD. How much is paid to a policeman on this 6th day per hour?

Chief LAYTON. Mr. Chairman, there is some difference in the pay scale, but the average would be approximately $29 per day.

Senator BYRD. This is time and a half?

Chief LAYTON. No, sir, this is straight time.

Senator BYRD. He does not get any bonus for working the 6th day?

Chief LAYTON. No sir, we don't have any provision for that. That would be straight-time basis.

FUNDS FOR 100 ADDITIONAL POLICEMEN

Senator BYRD. I believe you indicated the amount of money appropriated by the House for the 100 additional positions.

Chief LAYTON. Yes, sir, $360,700 is the figure.

FUNDS REPRESENTED BY VACANCIES

Senator BYRD. How much money does the 122 vacancies represent?

Chief LAYTON. If you indulge me, I think we will have that in a moment.

On the basis of annual salary, 122 for a full year would be in round figures $733,000.

Inspector WILSON. I might interject, Mr. Chairman, that we have not had 122 vacancies all year and, of course, the cost of the lapses from vacancies were already taken into consideration in computing our pay raise supplemental for this year, so this money is not lapsing in the budget. Too, since March we have been spending this vacancy money for men working days off.

Senator BYRD. How much was needed for that?

Chief LAYTON. May I furnish that for the record?

(The information requested follows:)

FISCAL YEAR 1965 COST OF PAY INCREASES

Classified	$56,266
Police	2,361,121
Wage board	5,000
Total	2,422,387
Absorption	254,936
Proposed supplemental	2,167,451
Other 1965 items absorbed from vacancy lapses:	
Cost of inaugural overtime and holiday pay in excess of inaugural appropriation	5,000
Cost of recruiting teams and recruiting advertising	30,000
Cost of men working on days off, Mar. 11 through June 30	264,000

FURTHER DISCUSSION ON FILLING POSITIONS

Senator BYRD. Now, you have 122 positions authorized in the earlier legislation. You have difficulty recruiting to fill positions. You are requesting $1.3 million for overtime. Why should we appropriate money for 100 positions? Let me put it this way. Let me go at it in a different manner. Why could not some of this wait for another supplemental? You have 100 positions in the regular bill, passed by the House, and you have 122 that have not been filled and which were allowed in the fiscal year 1965 bill. Why is it necessary to have all of this now? I do not mean to imply that I do not want to go along with your request. I want to be able to do what I can to meet your needs. But how can you meet your future needs when you have been unable to recruit for these positions already authorized? Why could not some of this wait for another supplemental?

Chief LAYTON. Well, we feel, first of all, that we will be able to fill the 122 vacancies by the end of this fiscal year. This is our sincere belief, with applicants we have now. This would not increase at the present time our effective force because we are providing pay for men

to work 6 days now. So we have that effective force now, eventhough not in men. We expect to get those men by the end of this fiscal year.

The 100 vacancies or positions are authorized on a 6-month basis, so we don't have the full authorization for those 100 vacancies as of the 1st of July, but as of the 1st of January.

FURTHER JUSTIFICATION FOR SUPPLEMENTAL

Senator BYRD. Why do you need them now if you are asking for them on a 6-month basis? Could you not get them in a supplemental 3 months from now?

Chief LAYTON. The need, I think, Mr. Chairman, is best expressed to you in the increase in crime that we are continuing to experience. We feel that there is a need to do something more drastic. Also, there has been notice taken of this by the President who has encouraged this kind of approach to attempt to meet the increase in crime.

Senator BYRD. Well, of course, we are already very late in noticing this.

Chief LAYTON. We have taken notice of it, Mr. Chairman.

Senator BYRD. I know you have; there is no question about that.

Chief LAYTON. We have attempted to do some things.

Senator BYRD. You are certainly right. This is no criticism of your department on that point. We are talking about the sudden notice of the increase. This leaves me cold. Crime has shown a consistent increase for 35 consecutive months now.

Chief LAYTON. That is correct.

Senator BYRD. I interrupted you. Go ahead.

REASONS FOR PRESENT REQUEST

Chief LAYTON. I think, Mr. Chairman, these are the main reasons that I have given to your committee here. We have had, as you have indicated an increasing rate of crime for some 35 months past. Crime is continuing to rise, and the problem is becoming more imperative. We have found that in addition to this, as has been testified before, our rate of clearance of offenses has decreased. It is my feeling that in order to meet some of these things, we need to do something now. We can't—in the Police Department, at least—we can't sit back and let crime continue to run rampant. And if we are not able to meet it in other ways, then the best way seems to me to be to provide better coverage on the street to act as a greater deterrent. At least in the areas of high crime incidence.

Senator BYRD. What you are saying is, that none of this appropriation request can be delayed and that you have men already on the force and you can recruit others who are willing to work the extra hours so that you can utilize this amount of money now?

Chief LAYTON. Yes sir; we feel that way and the way that I have testified before a committee, that for the actual vacancies, we feel we can fill those, and I feel sincerely that we can interest enough men in working—volunteering to work on a sixth day—to use the appropriations that we have asked for.

Senator BYRD. But in so doing you are telling the committee that this program of overtime work is going to last through the next 9-month period?

Chief LAYTON. This is correct, sir.
Senator BYRD. You said until March 31?
Chief LAYTON. That's right, sir.
Senator BYRD. Why does it not extend through the end of the fiscal year?

PILOT PROGRAM

Chief LAYTON. We felt that this is in the nature of a crash program; a pilot program and we want to see whether or not this is as effective as we think it will be before Congress will be returning for the next session. If it is effective, and if we feel through that 9-month experience that we need this on a permanent basis, we will be coming back to Congress for permanent authorization.

JUSTIFICATION OF REQUEST

Senator BYRD. Chief Layton, suppose the Congress appropriated the moneys for the additional positions. Why could not some of the other items wait? For example, statisticians, computer program administrator, management analyst, forms and directives analyst, and so on. And in the supporting services, the automobiles, $139,000, and equipment for Planning and Development Bureau, computer service which is $105,000. Why could not these other items be delayed?

Chief LAYTON. First of all, Mr. Chairman, in connection with the statistician position, programer, and that sort of thing, this is a beginning step in putting into effect data processing equipment. It has been indicated to us that there will be an 18-month timelag from the time this type of thing is authorized before we could hope to have any effective use of data processing equipment.

It is my feeling that this is an important adjunct to the Police Department in attempting to be more effective in the job that we are required to do.

In the case of the automobiles, this is an item that, on my taking office and looking at our programs, I felt was a necessary need.

NEED FOR ADDITIONAL VEHICLES

I gave some testimony before the House Appropriations Committee, not in the nature of an amendment, and I have also discussed it, of course, with the Commissioners. But it was felt that without the revenue to provide for the additional automobiles, at the time, that this should be delayed. In the interest now of attempting to present to Congress a package that we feel would be effective in the control of crime, the automobiles are included at this time. This is not the number that we felt originally would be ideal. We have reduced that somewhat, but the number of automobiles that we are asking for here we feel would be necessary to have some effective force, particularly in the outlying areas.

We find that by using one-man cars we can increase the number of scout car patrols by 41 percent with only a 15-percent increase in the number of men. This would essentially put a beat patrolman into a vehicle and give him the means of covering areas better than he does on foot patrol, particularly in the outlying areas of the city.

INCREASE IN SCOUT CAR PATROLS

Senator BYRD. Specifically, let's hear a little more about that. You say this will increase your scout car patrols by 41 percent?

Chief LAYTON. Forty-one percent.

Senator BYRD. With an increase of only 15 percent in the number of men.

Chief LAYTON. In the number of men.

Senator BYRD. All right.

Chief LAYTON. The way we are approaching this is, at the present time all of our scout cars have two men assigned to them. What we would do here would be to spread that manpower by putting 1 man in a number of cars, into 23 cars, while retaining 39 two-man cars. So this would spread our manpower and would increase the number of scout cars by 41 percent from our present 44—with the 3 that we asked for in the original 1966 budget we increased that to 62 which would be an increase of 41 percent in the scout car coverage. The number of men needed to man these cars would go up from 88 to 101, or an increase of 15 percent.

Senator BYRD. How many automobiles are involved?

Chief LAYTON. Thirty-six vehicles.

Senator BYRD. You presently have how many?

TOTAL MOTOR FLEET

Chief LAYTON. Forty-four scout cars, Mr. Chairman, a total fleet of 158 automobiles at the present time.

Senator BYRD. Including the additional two or three added by the House?

Chief LAYTON. That would bring us to 161.

Senator BYRD. The $139,000 would add how many?

Chief LAYTON. Thirty-six vehicles, Mr. Chairman.

Senator BYRD. Go over this again about the increase.

Chief LAYTON. This applies to the scout cars. Now, some of the vehicles that we are asking for in this proposal—we have some for the accident investigation unit, too. In the precincts for detectives we find a shortage and we have asked for 14, and then we asked for 5 for sergeants. But the figure that I have given to you does apply to scout cars. This is regular, full-time uniformed scout car patrol and what we have planned in this is that we would increase the number of cars on that kind of patrol from 44 cars to 62 cars. This is an increase of 18 in number or a 41-percent increase.

Senator BYRD. You would increase this number by 18?

Chief LAYTON. Yes, sir.

Senator BYRD. In what way?

Chief LAYTON. By putting that many—by putting a number of cars into a one-man operation. Twenty-three of those would be operated by one man.

Senator BYRD. Whereas at the present time——

Chief LAYTON. At the present time all 44 are operated as 2-man cars.

Senator BYRD. And 23 of them would be operated as 1 man?

Chief LAYTON. Yes, sir.

Senator BYRD. If you had the additional automobiles?

Chief LAYTON. That's correct.

Senator BYRD. Does this increased deficiency hinge on these automobiles?

INCREASE IN CALLS

Chief LAYTON. I would not be in favor of taking one man out of our present cars for the reason that we have more calls now than we, many times, can take care of. We have in the past 5-year period, has a 45-percent increase in the number of calls.

I would not be in favor of reducing the men in the cars at the present time. But by adding the vehicles, I feel we could make at least 23 of these 1-man operations. In many of our areas I would still want to keep two men in the vehicles. But I feel that we could, with the authorizations for vehicles, make 23 one-man cars.

Senator BYRD. With the additional automobiles, you would not want to make them one-man cars?

Chief LAYTON. No, sir, I would not. We have a number of situations, Mr. Chairman——

RELATIONSHIP OF ADDITIONAL AUTOMOBILES TO SPREADING MANPOWER

Senator BYRD. I fail to get some point here, and I am sure it is just my fault.

I cannot understand the relation of the additional automobiles to the spreading out of the manpower.

Chief LAYTON. Let me say, Mr. Chairman, that one consideration here is that we know from the experience of other cities, that on many calls that go out, what is done, where one-man cars are in operation, is that a second car is sent to back the first car up. But when they are not answering calls this does spread their opportunity for patrol and then another consideration that we have, one reason that I would not want to reduce the number of cars in the outlying area, when cars are on patrol, one man can stay in the car for any calls that he takes while another man gets out and investigates areas, locations, checks doors and vacant houses, and this sort of thing.

With the great workload that we have now, I would not want to reduce the number of men in the vehicles. But with the additional vehicles, I feel we can do this, there would be additional cars to back up a man—a single man on hazardous calls and yet it would spread the patrol.

PATROLMEN INVOLVED

Senator BYRD. In both instances how many men are involved?

Chief LAYTON. At the present time we have 44 two-man scout cars which are manned by 88 policemen on each tour of duty. With this proposed supplemental, which provides 15 additional scout cars, and with the 3 scout cars allowed by the House, we will have a total of 62 scout cars, an increase of 41 percent in our scout car fleet.

However, with these additional scout cars, which we anticipate will provide adequate service for backup cars to be sent on calls which portend hazard to the responding policeman, we will feel safe in establishing some one-man scout car service for outlying areas of the city. My proposal is to organize the proposed fleet of 62 scout cars into 39 two-man cars (requiring 78 men each tour of duty) and 23 one-man cars (requiring 23 men each tour of duty): therefore, manning of these 62 scout cars will require 101 men each tour of duty,

an increase of 15 percent in manpower to staff the 41 percent increase in scout car patrol.

We also have included in these estimates provisions of automobiles for sergeants in the outlying precincts and for two one-man accident investigation cars.

Motorcycle Fleet

Senator Byrd. Would you place in the record a statement pertaining to your notorcycle fleet, the number on hand, operating costs, et cetera.

Chief Layton. I will be happy to do that.

(The statement requested follows:)

Metropolitan Police Department

Motorcycle patrol, June 1, 1965

1. Number of machines now on hand	96
2. Number of men assigned to motorcycle duty:	
Sergeants	7
Privates	78
Total	85
3. Additional annual pay for motorcycle duty	$580
4. Cost of motorcycles, fiscal year 1965 (without sidecars)	$1,606
5. Comparative cost of automobiles for fiscal year 1965	$1,535
6. Motorcycle operation data, fiscal year 1964:	
(*a*) Total miles of operation	641,399
(*b*) Cost of operation and maintenance	$43,522
(*c*) Average cost per mile (cents)	6.8
(*d*) Average cost per vehicle	$453.36

7. Suggested conclusions:

Motorcycles are more expensive to purchase, maintain, and operate than automobiles. Not only is the purchase price slightly higher than for an automobile, but the life of the machine (in terms of mileage) is shorter. Too, the actual cost of operation is further increased by the additional compensation paid the motorcycle officer as well as by the cost of sick leave and early retirement of motorcycle officers because of the arduous duty and accidents.

Because of the extra cost of the motorcycle patrol, there is considerable diversity of opinion among police officials regarding whether or not the advantages of motorcycle patrol over automobile patrol in traffic enforcement justify the expense involved.

However, notwithstanding this disagreement over use of motorcycles in traffic enforcement, there is complete consensus that motorcycles are irreplaceable for escort services and for emergency transportation of policemen on ceremonial occasions and at other special events and emergencies. For example, during the rally for jobs and freedom, during the funeral of President Kennedy, and during every inauguration, every motorcycle available has been placed in service, yet we have still been unable to fill our peak needs for these machines for escort and emergency service. When this special advantage of motorcycles over automobiles in being able to move quickly through congested traffic conditions is taken into account, the extra cost of this service for ordinary duties is well justified.

Expansion of Radio System

Senator Byrd. Do you feel that you can expand your footman radio system?

Chief Layton. Yes, Mr. Chairman.

Senator Byrd. Immediately to the extent that you need this. appropriation now?

Chief Layton. The appropriation that we have asked for, Mr. Chairman, I would say "Yes" to that.

FULL 2-YEAR COVERAGE

What we would be doing—this would be scaled out over a period of 2 years for the full coverage. This would give us full coverage over a period of 2 years. Because there are some technical problems involved, that we could not get this into operation completely within a 1-year period, but we can, we feel, over a 2-year period.

NUMBER OF PRECINCTS INVOLVED IN REQUEST

Senator BYRD. How many additional precincts are involved in this appropriation request, $60,000?

Chief LAYTON. Over 2 years this would cover 10 precincts, Mr. Chairman. We presently have authorization for four. We have two precincts covered and two more that will be going into operation in the next month.

Senator BYRD. So the amount per additional 10, I believe you said—I believe you said 10 sets were in each precinct?

Chief LAYTON. Yes.

Senator BYRD. For each additional 10 sets is $6,000?

Chief LAYTON. No sir; this provides for a base station as well as the footman radio and for increasing the number of individual radios. A number of precinct areas will have more than 10 sets. The highest one I believe is 19, one 18, one 15, 12. It will vary according to the number of foot beats.

Senator BYRD. How does it compare now with the cost 2 or 3 years ago?

Chief LAYTON. I understand it is about the same. There has been some improvement made in the sets, Mr. Chairman, and that probably is responsible for the cost being retained.

ALL ITEMS IN SUPPLEMENTAL REQUESTS NEEDED

Senator BYRD. What items reflected in this estimate would have been included in the next regular supplemental after additional revenue legislation is enacted?

Chief LAYTON. Mr. Chairman, we had planned to ask for the scout cars, additional vehicles, and the planning unit looking forward to the computer data processing equipment.

Senator BYRD. You plan to submit that in the next supplemental?

Chief LAYTON. Yes, sir.

Senator BYRD. You feel that it is necessary to proceed at this time?

Chief LAYTON. Yes, sir; I would urge the committee to proceed. We do have quite a lag time in setting up the computer system and we think it is urgent.

I had already discussed this with the Commissioners—with Commissioner Tobriner, and presented to him something even prior to this presentation.

Senator BYRD. You feel that the full benefits to be realized from the additional manpower will not accrue to the Department and to the public if the other items are not also included at this time?

Chief LAYTON. I feel that way; yes, sir, Mr. Chairman.

DATA PROCESSING INSTALLATION

I have been committed to the proposition of getting into the data processing equipment, again, because of the great volume of crime we have. There are many areas where I feel that the data processing equipment can assist us. There are some localities that have gone into this and the indication is that men will be more effective. Some estimates of experts run about 20 percent increase in effectiveness.

Senator BYRD. Are you saying, then, that unless we provide all of the tools that are embodied in these various items, the mere provision of appropriations for additional manpower will not be sufficient and therefore we will not be getting $1 worth of service and protection for each $1 that is spent?

EXPANSION OF PATROL COVERAGE

Chief LAYTON. That's correct, Mr. Chairman. I have that feeling. I feet that in addition to the foot patrol, as I have indicated, it was my feeling early in my administration that we should expand the patrol coverage. I think that's important in this effort. I think that the two-way footman radios are essential to provide communication with the footmen and I feel that the planning unit that we have asked for is important to be more effective. We have in this also included a request for 50 additional positions of crossing guards. This would relieve 50 police officers from that kind of duty and permit them to patrol, also.

CROSSING GUARDS

Senator BYRD. How many crossing guards do you now have?

Inspector WILSON. There are 94 crossing guards authorized in the 1965 appropriation and 6 are included in the budget approved by the House, Mr. Chairman. This would increase it to 150 which should relieve police officers from substantially all school crossing duties.

Senator BYRD. You mean that the 50 included in the request before us would make a total of 150?

Inspector WILSON. Yes, sir.

Senator BYRD. At the present time you have 100 authorized on the basis of the House appropriation?

Inspector WILSON. Yes.

Senator BYRD. And you want 150?

Inspector WILSON. Yes, sir.

Senator BYRD. And the additional 50 would relieve 50 policemen——

Chief LAYTON. Yes sir.

Senator BYRD. Do you need more than 150?

Inspector WILSON. The last complete year that we have data on showed police officers covering school crossings for 45,000 hours and crossing guards covering them for 38,000 hours. This coverage was for 1964 with substantially 76 crossing guards. We did have an increase in the 1965 authorization, also.

This would indicate that 150 guards should relieve police officers from most school crossings. We still have some men on school crossings, but not a large number, and I should think that we would want to try the 150 for a couple of years and perhaps reevaluate then on the basis of what was needed. I think the 150 will be as far as we should go at this time.

Senator BYRD. How many additional school crossings would still be manned by policemen?

Chief LAYTON. After the 150? I don't know that we have the number, Mr. Chairman. I think we have it broken down by hours as Inspector Wilson has indicated here. But we don't have the itemized crossings.

Inspector WILSON. My guess would be 40.

Senator BYRD. It is our purpose to provide an adequate number of police—and if that is our purpose, why was not the request made for enough crossing guards to fully eliminate this problem?

PROBLEM OF CROSSING GUARD COVERAGE

Inspector WILSON. Some of these crossings, Mr. Chairman, are one-time a day crossings for a short period. The chief problem with the crossing guard coverage by police officers in substantial numbers is that precincts find that they have so many school crossings to be covered by police officers that they need to bring more men into the day tour of duty than they would normally need since the day tour of duty is ordinarily low in crime. It would be difficult to get crossing guards for one-time crossings because there isn't enough pay for it and for a small number of school crossings there is really not a great problem involved in coverage by police officers.

I think, again, that we would want to look at the situation again after we had operated with 150 for a full year and then reevaluate exactly what police officers who are still on crossings were doing.

LONG-RANGE PROGRAMS

Chief LAYTON. Mr. Chairman, may I mention to you, call your attention to the fact that in addition to the items we have felt in this program should be authorized immediately, we have two longer range programs that to our way of thinking are important. But we are not asking for those at this time. One item is the early construction of new police training facilities.

Now, this we feel is an urgent need, but we are not asking for that at this time. This has been programed in our public works program. We would want to get into this as soon as we can.

The other item that has claimed some of our attention is the installation of a closed-circuit television to provide us with that kind of communication between headquarters and precinct units and even to help control or to observe at least from the air some of the major events and functions.

Senator BYRD. Will this supplant or complement your footman radio system?

Chief LAYTON. It would complement our footman radio. It wouldn't be intended to take the place of that. This would be more for things such as disseminating information of a lineup of arrested persons to precinct units and get wider coverage. We feel it could be used for training seminars and involve more of our personnel in this way, even for an inservice training—we feel we would get better results from this.

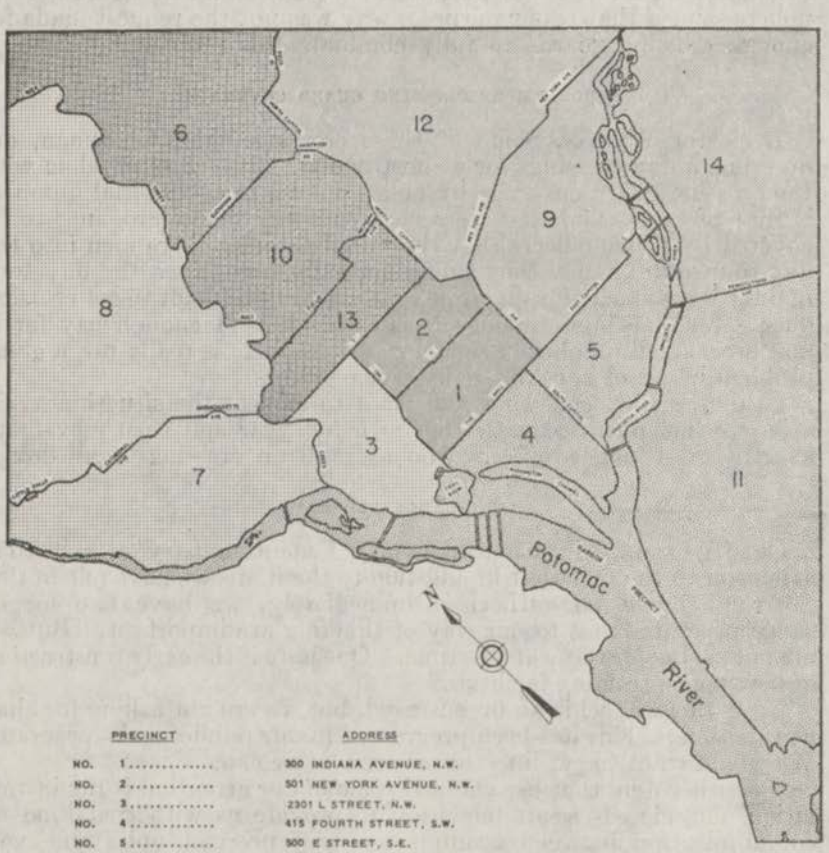
BOUNDARIES OF PRECINCTS

Senator BYRD. Place into the record information which would be descriptive of boundaries of the various precincts.

Chief LAYTON. All right, sir.

(The information requested follows:)

DISTRICT OF COLUMBIA BY POLICE PRECINCTS AND DISTRICTS



PRECINCT	ADDRESS
NO. 1	300 INDIANA AVENUE, N.W.
NO. 2	501 NEW YORK AVENUE, N.W.
NO. 3	2301 L STREET, N.W.
NO. 4	415 FOURTH STREET, S.W.
NO. 5	500 E STREET, S.E.
NO. 6	1351 NICHOLSON STREET, N.W.
NO. 7	3218 VOLTA PLACE, N.W.
NO. 8	4125 ALBERMARLE STREET, N.W.
NO. 9	525 NINTH STREET, N.E.
NO. 10	750 PARK ROAD, N.W.
NO. 11	2301 NICHOLS AVENUE, S.E.
NO. 12	1700 RHODE ISLAND AVENUE, N.E.
NO. 13	1620 V STREET, N.W.
NO. 14	4135 BENNING ROAD, N.E.
TRAFFIC DIVISION	300 INDIANA AVENUE, N.W.
HARBOR PRECINCT	550 MAINE AVENUE, S.W.
WOMAN'S BUREAU	1010 NORTH CAPITOL STREET

INSPECTION DISTRICTS

FIRST
SECOND
THIRD
FOURTH
FIFTH

RELATIONSHIP TO CRIME RATE

Senator BYRD. Indicate also the rank of the precincts as to the rate of crime.

Chief LAYTON. All right, sir.

(The information requested follows:)

PART I OFFENSES REPORTED, BY PRECINCTS

Precinct	Offenses reported, 12 months ending—			Rank order, 12 months ending—		
	June 1957	June 1962	April 1965	June 1957	June 1962	April 1965
1	2,114	2,377	3,011	1	3	5
2	2,035	2,352	3,048	2	4	4
3	1,074	1,779	1,971	6	6	8
4	838	399	591	10	14	14
5	957	1,387	2,324	7	8	7
6	623	1,322	1,629	13	9	11
7	509	523	728	14	13	13
8	640	795	1,094	12	12	12
9	1,773	1,997	3,191	3	5	3
10	1,387	2,746	3,609	4	1	2
11	870	1,237	2,963	9	10	6
12	949	1,397	1,966	8	7	9
13	1,175	2,521	3,819	5	2	1
14	828	917	1,710	11	11	10
Harbor precinct	21	25	13	15	15	15
Total	15,793	21,774	31,727			

FLUCTUATION IN REPORT

Chief LAYTON. This will, I am sure you will understand, Mr. Chairman, will fluctuate from time to time. But we will give you current figures on it.

Senator BYRD. Give us a current figure, and it might be interesting to know with regard to those precincts which have shifted from first place to second, third, and fourth place and vice versa, what in your opinion brought about the changes.

Chief LAYTON. Part of that I might say, Mr. Chairman, is that we have a weighted system of distributing manpower so that those precincts with a higher rate of serious crime do get a higher percentage of the available manpower. I would think that would have some bearing on rank orders, and the utilization of those men in the precincts would have bearing on changes.

NUMBER OF PATROLMEN ON 6-DAY WEEK

Senator BYRD. How many patrolmen do you now have on a 6-day-week basis?

Chief LAYTON. Is your question related to the overtime?

Senator BYRD. Yes.

Chief LAYTON. We are providing 1,130 biweekly.

Senator BYRD. At the present moment?

Chief LAYTON. That figure is per pay period, Mr. Chairman. It would be 565 per week.

Senator BYRD. You have given the committee assurance that there will be sufficient men available to perform the overtime services anticipated under the supplemental.

Chief LAYTON. We feel there will be, Mr. Chairman.

As I indicated, we have had more men requesting permission to work 6 days than we have been able to use.

NUMBER OF AUTOMOBILES DISALLOWED BY HOUSE

Senator BYRD. How many automobiles were disallowed by the House?

Chief LAYTON. Just one, Mr. Chairman.

POSITIONS IN WHICH PATROLMEN MAY BE REPLACED BY CIVILIANS

Senator BYRD. How many civilian positions are now filled by patrolmen who could be released for outside work?

Chief LAYTON. We have taken a look at this, Mr. Chairman and I might say, first of all, that this is a matter that is under constant review. We feel that a figure of 50 would be a fair figure at this time where we could put civilians in jobs now filled by police officers—it would take some time for recruiting and training civilians also.

We have considered this as a matter that might well be filled with our cadets, if this program continues the way we expect it to.

Senator BYRD. Is there anything in addition to the filling of the positions by cadets which could be done now to relieve these policemen for regular duties?

UTILIZATION OF CADETS

Chief LAYTON. We expect to use these cadets in this kind of program. It will be on-the-job training and we do expect to use those that we have presently authorized.

Senator BYRD. But you have only 25 authorized?

Chief LAYTON. That's correct.

Senotor BYRD. And you have 50 positions presently occupied by policemen?

Chief LAYTON. That we could fill with civilians.

POLICEMEN ON CLERICAL WORK

Senator BYRD. What could be done now to relieve the additional 25 policemen of clerical work?

Chief LAYTON. The only thing that could be done, Mr. Chairman, would be to provide additional positions to do that.

Senator BYRD. And the positions envisioned in this request do not allow for the relieving of the 25 policemen from their clerical duties?

Chief LAYTON. No, sir; not what we have in here.

Senator BYRD. Why was this not considered? You have a problem filling the positions that have been requested for one thing.

Chief LAYTON. Part of our program here, Mr. Chairman, was that the problem of police in clerical jobs be given further specific study rather than just coming to Congress and asking for 50 or 25 additional civilian positions. We have indicated in our presentation that we would be reviewing that with the idea of making further specific recommendations along that line.

FUNDS REQUESTED FOR COMPUTER PROGRAM

Senator BYRD. What is the total amount of money in the estimates for the computer service program? It is broken down in a number of places. What is the total amount for this program?

Chief LAYTON. The increases for this program would be $192,000 plus $22,000 for space for fiscal year 1966. Do you want to go beyond that, Mr. Chairman?

Senator BYRD. I am talking about how much is in the estimate here being requested for the computer program?

Chief LAYTON. In these estimates, Mr. Chairman, $214,000, and what this would involve, Mr. Chairman, would be $150,000 for contractual services, cost of furniture and equipment, cost of rental of office space, and this would total $214,000 for fiscal year 1966.

Senator BYRD. That amount of money is included in this overall estimate before us today?

Chief LAYTON. That's correct.

Senator BYRD. None of that is provided in the 1966 bill?

Chief LAYTON. No, sir; not any.

Senator BYRD. How much is in it for rental purposes?

Chief LAYTON. $22,000.

Senator BYRD. There is no way you can avoid this cost?

Chief LAYTON. No, sir; I don't see any way we can avoid it. We are bulging, so to speak, in our headquarters building facility now. I don't see any way we can avoid that item.

PRIORITY OF ITEMS

Senator BYRD. You might indicate to the committee a priority of the items listed in the justification. File this with the committee.

(The information requested follows:)

PRIORITY ORDER OF REQUESTED PROGRAMS

Priority No.	*Program*
1	Additional policeman for saturation patrol.
2	Additional automobiles.
3	Planning and Development Bureau and computer application.
4	Additional schoolcrossing guards.
5	Immediate expansion of footman radio system.

APPOINTMENTS AND TERMINATIONS SINCE JULY 1964

Senator BYRD. Place in the record a summary of the appointments and terminations that occurred in the first 9 months of this current fiscal year.

(The information requested follows:)

APPOINTMENTS AND SEPARATIONS, FISCAL YEAR 1965

	July	August	September	October	November	December	January	February	March	April	Total
On rolls, end of prior month	2,887	2,883	2,894	2,892	2,909	2,906	2,900	2,893	2,877	2,879	2,887
Addition to force:											
Appointed	21	33	14	32	19	7	20	4	18	26	+195
From military leave									1		
From White House											
Separations from force:											
Resigned	10	10	8	6	7	5	14	13	9	10	
Retired	11	9	6	7	11	8	12	7	6	3	
Dropped during probation	1				1						
Dismissed	1						1				
To military leave				1					1	1	
To White House		2	2	1	3				1		−191
Deceased	2	1									
On rolls, end of this month	2,883	2,894	2,892	2,909	2,906	2,900	2,893	2,877	2,879	2,891	2,891

FUNDS FOR FISCAL YEAR 1966 POSITIONS

Senator BYRD. Funded in the 1966 base for the 122 jobs.
Chief LAYTON. 1966 base; yes, sir.
Senator BYRD. Are funds in that?
Chief LAYTON. Yes, sir; they are.
Senator BYRD. You have funds already for the 6-day week insofar as the 122 vacancies are concerned?
Chief LAYTON. Yes, sir; Mr. Chairman, funds for those 122 positions are in the 1966 base.

FUNDS ALLOWED BY HOUSE FOR ADDITIONAL POSITIONS

Senator BYRD. What about the 100 additional positions on the 6-month basis? Do you have funds in the House bill for the 6-day week to compensate for these positions until they are filled?
Chief LAYTON. What we have here, Mr. Chairman, is only the authorization in the bill for those positions. There is legislative authority for filling those positions by having men work the sixth day, but the House Committee allowed those 100 positions with stipulation that the money not be used to pay officers working a sixth day.
The approval by the committees was just to the end of this fiscal year with our intention to come back to the committees if we needed to go beyond that. We have presented this program now as what we think we need.
Senator BYRD. I take it that it is your intention to use the moneys in the fiscal year 1966 bill and in this supplemental request to spread the 6-day per week program across the board. I am talking about the entire 457 positions now, the 122 vacancies thus far, the 100 in the 1966 bill, and the 235 in the supplemental request. You intended to spread it across the entire 457. Until you fill those positions?
Chief LAYTON. We would ask for that kind of approval, Mr. Chairman. I don't believe it will be necessary to do this because I believe we will fill the actual positions before that time, but I will ask for that kind of approval.
Senator BYRD. You are going to strive to fill the positions, but insofar as you have not been able to fill them as time goes on, you intend to utilize the moneys appropriated there as in the 6-day program?
Chief LAYTON. If there is a need and the committees will approve that procedure, that's correct.

ADDITIONAL PROPERTY TAX REVENUE

Senator BYRD. I believe, Mr. Tobriner, you indicated that the supplemental request would be funded from the additional property tax revenue. What is the rate and to what will it be raised?
Commissioner TOBRINER. The current rate is $2.50 on the assessed valuation and will be raised to $2.70. This will give us more than we need, but we will have to use the excess for funding other budget items.
Senator BYRD. When would this go into effect?
Commissioner TOBRINER. This would give us $5.7 million.
Senator BYRD. When would it be effective?

Commissioner TOBRINER. The increase would be effective in the regular September tax bills—these are 3 months retroactive and 3 months forward.

Senator BYRD. This additional revenue is contemplated in the fiscal year 1966 bill?

Commissioner TOBRINER. It was part of the House Appropriations request.

Senator BYRD. In other words, this is a part of the supplemental package, am I correct?

Commissioner TOBRINER. Yes, we have to find some existing resource with which to fund and this is the only feasible current resource.

EFFECT OF FAILURE TO APPROPRIATE FUNDS

Senator BYRD. What would be, in your judgment, Mr. Tobriner, the effect of our not providing this supplemental request at this time?

Commissioner TOBRINER. I would think, sir, that the crime rate would probably continue to rise if past performance is any indication.

Senator BYRD. Is there any other source from which we might get manpower assistance in meeting this problem, Mr. Tobriner?

Commissioner TOBRINER. The only source which I can think of at the moment is a request to other cities, if there are any, which have additional or surplus police power, to bring them here on a loan basis as we do during the inauguration.

I have asked the police to explore that field, but I don't think the results will be very productive unless they came from rural areas or from areas which are not metropolitan districts, because I think the problem that exists here also exists in the larger eastern cities.

ESTIMATION OF COST OF PARTICIPATION IN SELMA DEMONSTRATION

Senator BYRD. Chief Layton, I asked you the other day for your estimate of the cost in dollars, and man-hours to your Department of the demonstrations that took place during the Selma situation. Do you have those figures at this time?

Chief LAYTON. No, sir; may we put that in the record? We don't have it with us.

(The information requested follows:)

COST OF CIVIL RIGHTS PICKETING, MAR. 11–17, 1965

Date	Man-hours	Man-days	Direct salary costs [1]
Thursday, Mar. 11	727	91	$2,930
Friday, Mar. 12	2,058	257	8,294
Saturday, Mar. 13	2,327	291	9,378
Sunday, Mar. 14	6,095	762	24,563
Monday, Mar. 15	3,759	470	15,149
Tuesday, Mar. 16	289	36	1,165
Wednesday, Mar. 17	3,448	431	13,895
Total	18,703	2,338	75,374

[1] Based on average work year of 226 days.

IMPACT OF COURT DECISIONS ON LOCAL CRIME

Senator BYRD. Mr. Tobriner, what could be done to determine, in an objective way, just what the impact is on the increasing crime rate of the dispositions being made of cases by the courts?

Commissioner TOBRINER. This, Mr. Chairman, would require an extensive study by a qualified group with the cooperation of the courts. I would be hopeful that the President's Crime Commission, to be appointed, might undertake such a study. I feel that they will have funds to employ the personnel necessary to do this. Whether this is one of the programs that such a Commission would undertake is a matter of speculation.

Senator BYRD. Where are the moneys coming from for the expenses of the Crime Commission?

Commissioner TOBRINER. Mr. Lowe?

Mr. LOWE. We have had no request from the District Finance Section. I assume it would come from funds to be made available by the President, Mr. Chairman. The proposed Commission that was introduced by Senator Morse, which came out of the funds of the contingency funds from the statement that was in the Congressional Record.

Senator BYRD. Has there been any indication that such a Commission would look at this area that I have been attempting to outline?

Commissioner TOBRINER. There has been no such indication, Mr. Chairman. This would be determined either by a Presidential directive or by a determination by the Commission that this was an area in which to examine.

EXPRESSION OF CONGRESSIONAL INTEREST

Senator BYRD. Would there be anything the Congress could do to emphasize the necessity of looking at this?

Commissioner TOBRINER. I should think an expression of the Congress of its interest in the area would be productive of results as far as the Commission was concerned.

Senator BYRD. This is something that causes me concern. I can be wrong, of course, and I might be wrong. I believe that the leniency of the Federal courts is having an impact on the increasing crime rate. I am not alone in this. Perhaps a way could be found to document this.

Commissioner TOBRINER. That is correct. It is quite difficult to establish a cause and effect relationship in many of these cases.

SPECIFIC CASE CITED

Senator BYRD. Recently the juvenile court in the District of Columbia sent a 15-year-old boy to the National Training School for the shooting of a man on a dare. I cannot believe that this will be a deterrent to others. According to the press the boy was not suffering from any mental illness. He apparently was in good control of his mental faculties. But the court determined that he should not be tried as an adult.

Commissioner TOBRINER. This is inherent in the limitations of the juvenile court over control of juveniles until age 21.

Senator BYRD. I understand that. It just seems that there should be some kind of thorough, careful study made of this situation. It is horrible to reflect upon—a young man 15 years of age shoots an individual in the back on a dare and virtually goes unpunished.

COURT ACTIONS RELATED TO POLICE PERFORMANCE

Then there was another case the other day, in which the police had questioned a man, I believe for 5 minutes, and in that instance a manslaughter conviction was reversed by the Federal appellate court on a 2-to-1 vote. The courts have absolutely handcuffed the police department. There is just too much of this. Here we are talking about raising taxes, property owners in the District have to pay the bill, and policemen are going to be asked to work overtime. I cannot see any improvement if the courts are going to turn these criminals back out on the street. The courts, more particularly the Federal courts, are too soft in dealing with criminals.

The emphasis in the request before us is being put on additional policemen, putting more policemen on the streets. It seems to me that the real culprit in this whole thing is going unnoticed and unattended to. Public opinion must become aroused with respect to the mollycoddling of dangerous criminals by the courts.

Commissioner TOBRINER. I think, Mr. Chairman, one of the effects of putting more visible law on the streets is to deter the commission of a crime. If the policeman is in the neighborhood it isn't likely that the purse snatcher will operate. If this proves to be true there should be less crime in which the courts are engaged.

URGENCY OF SUPPLEMENTAL REQUEST AT PRESENT TIME

Senator BYRD. I think that is undoubtedly true, Mr. Tobriner. I certainly want to provide the additional personnel that is needed if it can be utilized, but the whole emphasis that is being brought to bear is upon appropriations for more police positions when there are already positions authorized but vacant.

I just hope that the executive branch will give serious attention to the appointment of judges in the future who will be tough in dealing with the perpetrators of vicious crimes and who will consider the rights of the law-abiding citizens of the land to live and work in peace. Every day we read in the newspapers about vicious criminals who attack men and women on the streets, and rob them, and beat them, and rape them, and murder them, and nothing seems ever to be done about it. The police make their arrests and that is the end of it.

When was the last execution here in the District of Columbia?

Chief LAYTON. We haven't had an execution, Mr. Chairman, for a number of years.

STATUS OF MARY P. MYER CASE

Senator BYRD. Whatever happened in the case of Mary P. Myer, for example?

Chief LAYTON. That case I am sure is still before the courts, Mr. Chairman. I don't think we have a final disposition on that as yet.

Senator BYRD. For the record, suppose you supply the information concerning the status of this case. The murder occurred on October 12, 1964.

Chief LAYTON. Be glad to do that, Mr. Chairman.

(The information requested follows:)

A defendant has been arrested and charged in the case of the murder of Mary P. Myer. At this time the case is awaiting trial.

CASE OF ATTACK ON MISS JEAN WRIGHT

Senator BYRD. I think it is a responsibility of the Congress to follow these cases a little more. We in the Congress do not have the facilities that are necessary, but at least I think we should follow the disposition of the cases whenever we can. I am going to be interested in how the courts dispose of some of these cases over a period of time.

What happened in the case of Miss Jean Wright?

Chief LAYTON. May we supply that, also, Mr. Chairman?

Senator BYRD. Yes. I believe this involved a person 16 years of age who, within 15 minutes after being placed in a homicide squad cruiser, admitted to the offense.

(The information requested follows:)

A juvenile defendant was arrested in the case of the murder of Jean Wright. On May 14, 1965, the juvenile court committed him to the National Training School until his 21st birthday (which will be July 31, 1969).

CASE OF MISS PAMELA STEINLEIN

Senator BYRD. What disposition was made in the case of Edward Carter who was charged with the murder of Mrs. Pamela Steinlein last September?

Chief LAYTON. I will supply that.

Senator BYRD. She was out looking for her cat.

Chief LAYTON. Over in Southeast. I will supply that.

Senator BYRD. This was the second time that she had been attacked within a period of 9 months.

(The information requested follows:)

A defendant has been arrested and charged in the case of the murder of Pamela Steinlein. At this time the case is awaiting trial.

FURTHER COMMENTS ON CRIME SITUATION

Senator BYRD. Mr. Tobriner, did you have anything further?

Commissioner TOBRINER. I can think of nothing, sir.

Senator BYRD. Let me make a few additional comments while we have a little time left regarding the subject which I have been discussing here in the last few minutes. I have a statement here by J. Edgar Hoover, and I quote, "Too often, the interests of justice and consideration of the welfare of society are buried under an avalanche of court decisions which give violators of the law rights and privileges that destroy respect for the law and the public safety. More and more the judicial-legal system of this country is being revised to benefit the criminal—to the disadvantage of the innocent."

NEWSPAPER COMMENT

Let me just quote briefly from the March 13 editorial in the Washington Star which states in part, "in our judgment, the courts, or at least the appellate courts, have gone to unreasonable lengths to

safeguard the rights of the individual and have indicated little or no regard for the rights of society.

"There are those who say that this latter is not the function of the courts, and maybe not. But it lies at the heart of our soaring crime rate and no meaningful solution of the problem will be found until the scales are brought back into balance.

"The most effective deterrent to crimes of violence remain swift and certain punishment upon conviction, plus a reversal of the trend toward piling one judge-made obstacle on top of another in the path of efficient police investigation of crime."

Let me quote briefly from the March 11 column by Charles Bartlett which appeared in the Washington Star. It is entitled, "The Erosion of Respect for Law." Mr. Bartlett referred to "Complexities that have produced the tide of crime" and Mr. Bartlett said, "One of these complexities is the decline in the common regard for law enforcement officials. One source of this decline is the emphasis of the last decade on individual rights. The problems of the men pursuing the criminals have frequently been less respected by the courts and the intelligentsia than the rights of the criminals."

ATTITUDE OF FEDERAL BUREAU OF INVESTIGATION

Also, for the record, let me point out, an examination of the criminal histories of the persons arrested for serious crimes in 1963 led the FBI to state earlier this year that probation and lenient applications of parole provisions were confounding law enforcement problems. It was pointed out that, of those persons committed to Federal prisons in 1963, 70.5 percent had been in prison at least once before. It was stressed that, since 1960, a total of 168 law enforcement officers were murdered as they performed their official duties. Among the persons responsible for these murders, 79 percent had prior arrest records; 73 percent had been convicted of some crime; 58 percent had received leniency in the form of parole or probation; and 36 percent were on parole or probation at the time they killed a policeman; 75 percent of the more than 56,000 offenders whose criminal fingerprints were actively handled in 1963 had been arrested 2 or more times previously. During an average criminal career, a criminal will commit six additional crimes after the first leniency action, according to FBI records.

STATEMENT OF J. EDGAR HOOVER

Let me again quote FBI Director J. Edgar Hoover: "Mercy tempers justice in the American judicial system, but leniency was never intended to become a weapon for offenders. Mercy can be hazardous and sympathy morbid when they are wasted on those who exploit them. The responsibility of the wave of lawlessness now sweeping the Nation and the continued existence of conditions in which crime and corruption flourish, rests directly with the American people.

"The public by its submissive attitude and its lethargic acceptance of infractions of the law has helped create an atmosphere conducive to the insidious growth of underworld activity. We are paying dearly and in cold cash for these indulgences. Crime now costs the American people more than $60 million a day. But this figure does not take into account the human factors—the personal grief, the broken homes,

the physical and mental suffering. Nor can a price be placed on the loss of American prestige in the community of nations, or the eroding influence upon our heritage, which are byproducts of the continuing growth in crime."

STATEMENT OF SENATOR MCCLELLAN

Let me quote a statement by Senator McClellan, of Arkansas, who stated, at the time our new Attorney General, Mr. Nicholas Katzenbach, was before the committee for confirmation: "I am not at all happy about the dispositions made of cases by court decisions. I think they are contributing mightly to the increase in crime in this country today."

CONTRIBUTION TO CRIME SITUATION BY COURT LENIENCY

I have quoted from these eminent sources to buttress my own statement to the effect that in my opinion the leniency with which vicious criminals are today handled by the Federal courts, and I place special emphasis on the appellate courts and U.S. Supreme Court decisions, has contributed much to the increasing crime rate. My opinion, as I have shown, is shared by J. Edgar Hoover and others who have been in position over a period of many years to formulate objective viewpoints. This is why I view with some consternation the stampede to have policemen work overtime and 6 days a week without an equally great emphasis being directed toward the obstacles placed in the path of the police by recent Federal court decisions.

Mr. Tobriner, I thank you for your fine appearance and good statement.

Chief, I want to thank you for your good work that you are doing.

Chief LAYTON. Thank you, Mr. Chairman.

SUMMARY STATEMENT OF THE CHAIRMAN

Senator BYRD. It is a difficult job and I want to thank you and your associates and thank you, Commissioner Duncan and Commissioner Duke.

We will take a good look at this. I am sorry that it was not presented to the House in time for that body to act on it. That places us at somewhat of a disadvantage.

I cannot close the hearing without stating that it is my earnest hope that the courts will open their eyes to the necessity of construing the laws and the Constitution more in the interest of law-abiding men and women who want to go about the streets and who want to conduct their business in peace and not go so far overboard out of solicitation for the criminal.

COMPARISON OF REVENUE ESTIMATES INCLUDED IN BUDGET FOR 1966 WITH REVISIONS OF FEBRUARY 8, 1965, AND MAY 6, 1965

The following supplementary material will also be inserted in the record at this point:

DISTRICT OF COLUMBIA GOVERNMENT TRENDS IN OPERATING COSTS AND AUTHORIZED POSITIONS, FISCAL YEARS 1955 TO 1965

Comparison of revenue estimates included in budget for 1966 with revisions of Feb. 8, 1965, and May 6, 1965

[In thousands of dollars]

	1965					1966				
				Increase or decrease—					Increase or decrasee	
	In budget	Revised Feb. 8, 1965	Revised May 6, 1965	Feb. 8, 1965 over in budget	May 6, 1965 over Feb. 8, 1965	In budget	Revised Feb. 8, 1965	Revised May 6, 1965	Feb. 8, 1965 over in budget	May 6, 1965 over Feb. 8, 1965
General fund:										
Taxes:										
Property taxes:										
Realty	68,700	68,775	68,775	+75		72,800	72,800	72,800		
Personal tangible	10,700	10,700	10,700			11,200	11,200	11,200		
Subtotal, property taxes	79,400	79,475	79,475	+75		84,000	84,000	84,000		
Sales and gross receipts:										
Alcoholic beverages	10,100	10,400	10,400	+300		10,400	10,600	10,800	+200	+200
Cigarette	3,600	3,600	3,700		+100	3,700	3,700	3,900		+200
Insurance	3,800	3,800	3,800			4,100	4,100	4,100		
Motor vehicle excise	2,950	3,000	3,050	+50	+50	3,000	3,100	3,200	+100	+100
Public utilities, banks, etc	10,900	10,900	10,900			11,600	11,600	11,600		
Sales and use	40,500	41,500	41,500	+1,000		43,500	44,000	44,000	+500	
Subtotal, sales and gross receipts	71,850	73,200	73,350	+1,350	+150	76,300	77,100	77,600	+800	+500
Income taxes:										
Individual income	35,500	35,500	35,500			39,000	39,000	39,000		
Corporation franchise	10,500	10,700	11,000	+200	+300	10,800	11,000	12,000	+200	+1,000
Unincorporated business franchise	1,800	1,800	1,800			1,900	1,900	1,900		
Subtotal, income taxes	47,800	48,000	48,300	+200	+300	51,700	51,900	52,900	+200	+1,000
Other taxes:										
Inheritance and estate	4,500	4,500	4,700		+200	4,500	7,000	7,000	+2,500	
Real estate recordation	1,800	1,900	1,900	+100		1,800	1,900	1,900	+100	
Motor vehicle registration	4,450	4,450	4,450			4,550	4,550	4,550		

Licenses and other	4,500	4,600	4,600	+100		4,600	4,700	4,700	+100	
Subtotal, other taxes	15,250	15,450	15,650	+200	+200	15,450	18,150	18,150	+2,700	
Total, tax revenue	214,300	216,125	216,775	+1,825	+650	227,450	231,150	232,650	+3,700	+1,500
Charges and miscellaneous revenue:										
Charges for current services	6,850	7,100	7,100	+250		7,100	7,500	7,500	+400	
Fines, escheats and forfeitures	4,350	4,600	4,600	+250		4,500	5,000	5,000	+500	
Policemen and firemen's retirement	3,150	3,150	3,150			3,350	3,350	3,350		
Interest on investments	250	50	50	−200		50	50	50		
Other miscellaneous revenue	2,550	850	550	−1,700	−300	600	3,000	3,300	+2,400	+300
Total, charges and miscellaneous	17,150	15,750	15,450	−1,400	−300	15,600	18,900	19,200	+3,300	+300
Total, revenues	231,450	231,875	232,225	+425	+350	243,050	250,050	251,850	+7,000	+1,800
Unexpended balance released to surplus	2,900	2,900	2,900			1,800	1,950	1,950	+150	
Federal payment	37,500	37,500	37,500			50,000	50,000	50,000		
Grand total, general fund	271,850	272,275	272,625	+425	+350	294,850	302,000	303,800	+7,150	+1,800
Highway fund:										
Regular account:										
Gasoline tax	13,000	13,400	13,400	+400		13,200	13,600	13,600	+400	
Licenses and other tax revenue	3,570	3,570	3,515		−55	3,570	3,570	3,570		
Charges and miscellaneous revenue	4,760	4,755	4,690	−5	−65	1,760	1,765	1,765	+5	
Income from investments	35	17	46	−18	+29					
Subtotal, highway fund—regular account	21,365	21,742	21,651	+377	−91	18,530	18,935	18,935	+405	
Unexpended balance released to surplus	130	130	130			270	270	260		−10
Total, highway fund—regular account	21,495	21,872	21,781	+377	−91	18,800	19,205	19,195	+405	−10
Motor vehicle parking account:										
Parking meters	715	775	775	+60		690	675	675	−15	
Public parking	95	106	111	+11	+5	95	119	121	+24	+2
Income from investments	10	10	34		+24	10	10	10		
Subtotal, motor vehicle parking account	820	891	920	+71	+29	795	804	806	+9	+2
Unexpended balance released to surplus	40	40	40			45	45	45		
Total, motor vehicle parking account	860	931	960	+71	+29	840	849	851	+9	+2
Grand total, highway fund	22,355	22,803	22,741	+448	−62	19,640	20,054	20,046	+414	−8
Water funds:										
Water service charges	6,390	6,390	6,390			6,530	6,630	6,412	+100	−218
Other charges and revenue	415	415	415			415	415	415		
Payment from Arlington County, Va	1,085	1,085	1,085			1,100	1,100	1,100		
Income from investments	1	1	9		+8	1	1	1		
Subtotal, water fund	7,891	7,891	7,899		+8	8,046	8,146	7,928	+100	−218
Unexpended balance released to surplus	225	225	225			400	500	390	+100	−110

Comparison of revenue estimates included in budget for 1966 with revisions of Feb. 8, 1965, and May 6, 1965—Continued

[In thousands of dollars]

	1965					1966				
				Increase or decrease—					Increase or decrease—	
	In budget	Revised Feb. 8, 1965	Revised May 6, 1965	Feb. 8, 1965 over in budget	May 6, 1965 over Feb. 8, 1965	In budget	Revised Feb. 8, 1965	Revised May 6, 1965	Feb. 8, 1965 over in budget	May 6, 1965 over Feb. 8, 1965
Federal payment for water consumed	2,047	2,047	2,047			2,200	1,973	1,973	−227	
Grand total, water fund	10,163	10,163	10,171		+8	10,646	10,619	10,291	−27	−328
Sanitary sewage works fund:										
Sewer service charges	4,410	4,410	4,410			4,510	4,581	4,425	+71	−156
Payment from Maryland	4,060	4,060	4,060			4,000	3,783	3,783	−217	
Payment from Virginia	120	120	120			245	157	157	−88	
Water pollution grants	420	420	420			420	420	420		
Payment from users of Potomac interceptor			20		+20			25		+25
Other charges and revenue	270	270	250		−20	275	275	250		−25
Income from investments										
Subtotal, sanitary sewage works fund	9,280	9,280	9,280			9,450	9,216	9,060	−234	−156
Unexpended balance released to surplus	175	175	170		−5	15	15	15		
Federal payment for sewage service	1,173	1,173	1,173			1,335	1,149	1,149	−186	
Grand total, sanitary sewage works fund	10,628	10,628	10,623		−5	10,800	10,380	10,224	−420	−156
Metropolitan area sanitary sewage works fund:										
Sewer charges	49	49	49			57	57	57		
Unexpended balance released to surplus						30	30	30		
Grand total, metropolitan area sanitary sewage works fund	49	49	49			87	87	87		
Grand total, all District of Columbia funds	315,045	315,918	316,209	+873	+291	336,023	343,140	344,448	+7,117	+1,308

Report of property losses and recoveries during fiscal year 1964, by school

School	Type of loss	Survey No.	Date	Item	Total value of loss, fiscal year 1964	Value of items replaced or recovered (item recovered or replaced may have been lost in previous years)		Net value of fiscal year 1964 loss
						Replaced by schools	Recovered by police	
I ELEMENTARY SCHOOL								
Bunker Hill	Stolen	9281	July 2, 1963	1 radio	$44.00			$44.00
Seaton	do	9313	July 30, 1963	1 projector, 1 radio, 1 record player	197.77			197.77
Davis	do	9341	Aug. 23, 1963	2 typewriters	335.98			
	do	9384	Nov. 6, 1963	1 projector	343.24			
	do	9397	Dec. 2, 1963	1 radio	41.00			532.22
		9382	Nov. 6, 1963	1 typewriter			$188.00	
Ludlow	do	9342	Aug. 27, 1963	1 typewriter, 3 projectors	855.25			855.25
Burrville	do	9360	Sept. 19, 1963	1 tape recorder and projector	234.04			
	do	9442	Jan. 7, 1964	2 record players	85.40			465.79
	do	9454	Jan. 21, 1964	3 record players, 1 radio	146.35			
Hendley	do	9362	Sept. 19, 1963	Record player	58.70			58.70
Drew	do	9364	Sept. 20, 1963	Tape recorder	326.10			
	do	9464	Feb. 6, 1964	3 record players, radio-phonograph	140.70			466.80
Cooke, H. D	do	9365	Sept. 24, 1963	4 record players, 1 adding machine, 1 typewriter, 1 radio.	482.10			
	do	9366	Oct. 4, 1963	Record player	19.90			418.15
Lafayette	do	9693	June 18, 1964	1 radio, 2 record players			83.90	
Hayes	do	9367	Oct. 4, 1963	Tape recorder	147.50			147.50
Emery	do	9368	do	1 record player, 1 tape recorder	215.45			215.45
	do	9371	Oct. 23, 1963	1 radio	48.03			
Mott	do	9403	Dec. 5, 1963	Record player	19.95			67.98
	do	9378	Oct. 23, 1963	Radio	42.80			
Pierce	do	9695	June 18, 1964	Trumpet			75.00	32.20
	do	9380	Oct. 23, 1963	Projector, record player, recorder, 2 typewriters.	845.73			
	do	9392	Nov. 22, 1963	2 typewriters	317.50			856.50
	do	9386	Nov. 6, 1963	do			306.73	
Turner	do	9385	do	Clarinet	77.00			77.00
Rudolph	do	9391	Nov. 21, 1963	Typewriter	211.50			211.50
Hardy	do	9393	Nov. 22, 1963	Radio	149.90			149.90

Report of property losses and recoveries during fiscal year 1964, by school—Continued

School	Type of loss	Survey No.	Date	Item	Total value of loss, fiscal year 1964	Value of items replaced or recovered (item recovered or replaced may have been lost in previous years)		Net value of fiscal year 1964 loss
						Replaced by schools	Recovered by police	
I. ELEMENTARY SCHOOL—con.								
Nichols Avenue	Stolen	9399	Dec. 2, 1963	2 record players, 2 projectors, 1 radio, 1 recorder	$733.33		$65.45	$667.88
		9688	June 17, 1964	Record player				
Thompson	do	9400	Dec. 5, 1963	Adding machine	98.55			98.55
Thomas	do	9402	do	Record player	39.95			39.95
Garfield	do	9404	Dec. 9, 1963	do	65.45			
	do	9406	Dec. 10, 1963	Recorder	145.00			
	do	9570	Mar. 9, 1964	Projector	247.35			702.46
	do	9607	Apr. 20, 1964	Power mower	214.91			
	do	9649	May 18, 1964	Record player	19.75			
Kenilworth	do	9407	Dec. 10, 1963	Radio	39.95			39.95
Adams	do	9410	Dec. 12, 1963	Record player	65.45			65.45
Cleveland	do	9411	Dec. 16, 1963	do	181.45			181.45
Stanton	do	9433	Dec. 23, 1963	Radio	42.24			42.24
Benning	do	9434	Dec. 24, 1963	3 radios, record player	119.50			
	do	9465–A	Dec. 14, 1964	Record player	19.95			46.40
	do	9689	June 17, 1964	Tape recorder				
Perry	do	9438	Dec. 30, 1963	2 record players	124.15			124.15
Bundy	do	9440	Dec. 31, 1963	3 radios, 1 recorder, 1 record player	460.20			
	do	94441	Jan. 6, 1964	4 record players, 1 radio, 1 projector	632.80			397.35
	do	9682	June 17, 1964	Tape recorder			168.75	
	do	9692	June 18, 1964	Radio, projector, 2 record players, 1 screen			526.90	
Grimke	do	9447	Jan. 10, 1964	Radio, recorder, record player, typewriter	525.38			487.93
	do	9684	June 17, 1964	Record player			37.45	
Walker-Jones	do	9448	Jan. 15, 1964	Record player, 2 recorders, radio	514.65			295.15
	do	9683	June 17, 1964	Recorder			219.50	
Young	do	9448–A	Jan. 15, 1964	Radio	48.03			
	do	9611	Apr. 27, 1964	TV set	143.00			143.00
	do	9691	June 18, 1964	Radio			48.03	
Morse	do	9450	Jan. 16, 1964	Projector	295.00			
	do	9687	June 17, 1964	do			295.00	
Nalle	do	9451	Jan. 16, 1964	Power mower	75.95			75.95
Cook, J. F	do	9453	Jan. 21, 1964	2 radios	96.06			133.51
	do	9615	May 17, 1964	Record player	37.45			27.00
Bancroft	do	9515	Feb. 7, 1964	do	27.00			19.95
Richardson	do	9544	Feb. 26, 1964	do	19.95			348.14
Birney	do	9545	do	3 radios, 1 recorder, 1 projector	348.14			

Morgan	do	9596	Mar. 30, 1964	2 record players	99.90			99.90
Powell	do	9606	Apr. 16, 1964	Tape recorder, typewriter	305.00			305.00
Crummell	do	9613	May 4, 1964	3 typewriters, 2 record players, 1 projector	687.38			
		9658	May 21, 1964	Projector			45.00	235.45
		9672	May 26, 1964	Typewriter			193.50	
		9726	June 29, 1964	Typewriter, record player			213.43	
Monroe	do	9641	May 12, 1964	Projector, record player	366.95			366.95
Blow	do	9642	do	2 radios	95.03			
	do	9690	June 17, 1964	Radio			48.03	47.00
Draper	do	9651	May 20, 1964	Converter (UHF)	28.00			
		9678	June 10, 1964	Projector, record player	386.00			414.00
LaSalle	do	9675	June 2, 1964	Teaching laboratory, tape recorder, radio, camera.	683.50			683.50
Brookland	do	9680	June 10, 1964	Record player, tape recorder	219.45			219.45
Moten	do	9697	June 11, 1964	Radio, tape recorder, 4 record players, adding machine, power mower.	628.93			628.93
Health	do	9705	June 22, 1964	Watchman's clock	149.50			149.50
Stanton	do	9707	June 23, 1964	TV converter, tape recorder	185.50			185.50
Ketcham	do	9721	June 29, 1964	Viola	55.99			55.99
Kingsman	do	9727	June 30, 1964	Cello, trumpet, snare drum	198.69			198.69
Bryan	do	9694	June 18, 1964	Typewriter			139.50	139.50
Syphax	do	9383	Nov. 6, 1963	Radio			85.60	85.60
Wheatley	do	9644	May 14, 1964	Projector			84.04	84.04
II. JUNIOR HIGH SCHOOL								
Woodson	do	9395	Nov. 27, 1963	Tape recorder	167.70			167.70
Garnet-Patterson	do	9401	Dec. 5, 1963	Adding machine and radio	314.00			
		9435	Dec. 24, 1963	Saxophone	161.45			
		9445	Jan. 10, 1964	TV set	169.95			205.45
		9685	June 17, 1964	Adding machine			270.00	
		9686	do	TV			169.95	
Randall	do	9405	Dec. 13, 1963	4 typewriters	622.50			622.50
Browne	do	9432	Dec. 20, 1963	Tape recorder	185.70			185.70
Deal	do	9546	Feb. 27, 1964	Oboe	225.00			
	do	9623	May 7, 1964	do			225.00	
Hine	do	9572	Mar. 10, 1965	Lens for projector	25.00			
	do	9706	June 22, 1964	Typewriter	164.25			412.88
	do	9723	June 29, 1964	do	73.63			
	Destroyed	9728	June 30, 1964	do	150.00			
Francis	Stolen	9602	Apr. 3, 1964	1 typewriter	165.00			
	do	9602	do	do		$165.00		
Sousa	do	9610	Apr. 27, 1964	Trumpet	75.00			
	do	9645	May 13, 1964	Flute	67.00			360.29
	do	9708	June 22, 1964	do	74.00			
	do	9722	June 29, 1964	Saxophone	144.29			
Backus	Lost	9639	May 11, 1964	Drill, portable	40.60			
	do	9639	do	do		40.60		
Banneker	Stolen	9644	May 13, 1964	Violin	25.00			25.00
Paul	do	9725	June 29, 1964	TV set	143.00			143.00

Report of property losses and recoveries during fiscal year 1964, by school—Continued

School	Type of loss	Survey No.	Date	Item	Total value of loss, fiscal year 1964	Value of items replaced or recovered (item recovered or replaced may have been lost in previous years)		Net value of fiscal year 1964 loss
						Replaced by schools	Recovered by police	
III. SENIOR HIGH SCHOOL								
Cardozo	Stolen	9280	July 2, 1963	2 typewriters, 4 calculators	$2,343.20			
	do	9282	do	2 typewriters	286.00			
	do	9376	Oct. 23, 1963	1 flute	71.25			$3,126.95
	do	9463	Jan. 31, 1963	1 trumpet, 1 cornet	159.50			
	do	9669	May 26, 1964	Battery charger	75.00			
	do	9670	do	2 microscopes	192.00			
Spingarn	do	9345	Aug. 30, 9163	1 microscope	96.30			96.30
M. M. Washington	do	9377	Oct. 23, 1963	Slicing machine	282.00			
	do	9671	May 26, 1964	Projector	268.25			754.36
	do	9673	do	1 typewriter, typing table, chair (student)	204.11			
Wilson	do	9571	Mar. 9, 1964	Clock (in tower)	500.00			500.00
Chamberlain Vocational	do	9679	June 10, 1964	Athletic equipment	50.17			
	do	9681	do	Typewriter	170.00			220.17
Dunbar	do	9720	June 29, 1964	Piccolo	70.00			70.00
Ballou	do	9724	do	Trumpet	73.63			73.63
IV. COLLEGE AND ADULT EDUCATION								
Miner Building	do	9372	Oct. 23, 1963	1 recorder, 3 radios, 2 record players	407.90			407.90
Wilson Building	do	9398	Dec. 2, 1963	Athletic equipment	329.00			
	do	9542	Feb. 25, 1964	Typewriter	211.50			540.50
Americanization	do	9579	Mar. 12, 1964	3 typewriters, 1 wall clock	513.93			513.93
Armstrong	do	9643	May 13, 1964	Adding machine	355.50			
	do	9648	May 18, 1964	Typewriter	164.25			668.15
	do	9696	June 12, 1964	Auto shop tools	148.40			
V. ADMINISTRATION								
Wormley (storage)	do	9373	Oct. 23, 1963	1 torso	129.50			129.50
Warehouse garage	do	9381	Nov. 6, 1963	Camera	155.00			155.00
Twining administration annex.	do	9412	Dec. 18, 1963	Binoculars, record player	299.50			
	do	9431	Dec. 20, 1963	Wrenches (8 sets), grease gun	20.50			1,078.75
	do	9457	Jan. 28, 1964	3 adding machines	758.75			
Total					26,184.51	$205.60	$3,664.61	

Report by schools of District of Columbia property lost, stolen, damaged (beyond repair), replaced, or recovered for fiscal year 1965 (July 1, 1964, through May 20, 1965)

School	Type of loss	Survey No.	Date	Item	Total value of loss, fiscal year 1965	Value of items replaced or recovered (item may have been lost in previous years)		Net value of loss
						Replaced by schools	Recovered by police	
I. ELEMENTARY SCHOOL								
Benning	Stolen	9465	July 14, 1964	Record player	$19.95			$19.95
Bryan	do	9937	Jan. 5, 1965	Projector, record player	396.65			396.65
Burrville	do	10035	Apr. 15, 1965	Record player	19.95			477.93
	do	9796	Sept. 30, 1964	2 clarinets, 2 trumpets, 2 trombones	438.58			
	do	9736	July 13, 1964	Fan	19.40			
J. F. Cook	Recovered	9782	Sept. 8, 1964	Record player			$65.45	+65.45
Crummell	do	9729	July 1, 1964	Typewriter			176.75	+176.75
Davis	Stolen	10026	Mar. 29, 1965	Radio	41.00			+15.18
	do	10027	Apr. 7, 1965	Record player, radio (2)	91.80			
	Recovered	9766	Aug. 5, 1964	Typewriter			147.98	
Garfield	Stolen	9762	Aug. 3, 1964	do	158.75			1,243.64
				3 pairs of binoculars	126.00			
				Autoharp	69.00			
	do	9738	July 13, 1964	Radio, adding machine	142.64			
	do	9733	July 7, 1964	2 typewriters, radio	391.76			
	do	10042	Apr. 23, 1965	Tape recorder, typewriter	325.54			
	do	9953	Jan. 26, 1965	Record player	29.95			
Garrison	do	9779	Sept. 2, 1964	Adding machine	98.55			98.55
Grimke	do	10038	Apr. 20, 1965	Radio	48.03			48.03
Harris	do	9893	Nov. 10, 1964	Mower, power	75.00			75.00
Ketcham	do	9975	Mar. 5, 1965	Record player	62.80			62.80
Kingsman	do	9896	Nov. 13, 1964	4 typewriters	712.00			712.00
Langston	do	9969	Mar. 1, 1965	Tape recorder	214.90			214.90
	do	9968	Feb. 26, 1965	Steromicroscope	53.00			
	Recovered	9968	do	do			53.00	
Logan	Stolen	9861	Oct. 16, 1964	Record players (2)	117.40			117.40
Madison	do	9900	Nov. 20, 1964	Radio, typewriter	241.25			214.25
Miner	do	9780	Sept. 4, 1964	Radio-phonograph, 3 TV sets	581.75			774.60
	do	9730	July 6, 1964	Radio, fan, 2 record players, TV converter	192.85			
Morse	do	9981	Mar. 18, 1965	2 record players	124.15			124.15
Moten	do	9734	July 7, 1964	TV converter	25.00			25.00

Report by schools of District of Columbia property lost, stolen, damaged (beyond repair), replaced, or recovered for fiscal year 1965 (July 1, 1964, through May 20, 1965)—Continued

School	Type of loss	Survey No.	Date	Item	Total value of loss, fiscal year 1965	Value of items replaced or recovered (item may have been lost in previous years)		Net value of loss
						Replaced by schools	Recovered by police	
1. ELEMENTARY SCHOOL—continued								
Mott	Stolen	9786	Nov. 16, 1964	Adding machine, microphone, tape recorder, reproducer, radio, 2 reproducers, 1 projector, 2 filmstrips, 1 speaker, 3 trombones, 1 cello, 1 snare drum, 1 saxophone, 3 clarinets, 3 trumpets.	$1,956.75			
	Recovered	9801	Oct. 5, 1964	3 record players, 1 sound projector, 1 microphone, 1 film projector, 2 trombones, 2 clarinets, 3 trumpets, 1 saxophone, 1 snare drum, 1 adding machine, 1 amplifier.			$1,396.02	$560.73
Nalle	Stolen	10062	Apr. 27, 1965	Television	174.35			174.35
Noyes	do	9983	Mar. 23, 1965	Reproducer	65.45			
	Recovered	10073	May 18, 1965	Record player			65.45	
Berry	Stolen	9732	July 17, 1964	Trombone	68.48			68.48
Pierce	do	9909	Dec. 2, 1964	Duplicator	175.00			804.71
	do	9894	Nov. 12, 1964	Projector, record player, typewriter	629.71			
Richardson	do	9739	July 14, 1964	Flute	76.00			121.95
	do	9771	Aug. 12, 1964	Power mower	75.95			
	Replacement	9797	Sept. 20, 1964	Flute		$30.00		
River Terrace	Stolen	9777	Sept. 1, 1964	Typewriter	211.50			510.30
	do	9776	do	Adding machine	98.55			
	do	9863	Oct. 16, 1964	Typewriter	200.25			
Rudolph	do	9904	Nov. 25, 1964	Projector	259.90			259.90
Seaton	do	10065	May 4, 1965	Radio	29.00			29.00
Simmons	do	10064	May 3, 1965	Record player	37.45			406.00
	do	9783	Sept. 10, 1964	Typewriter, 2 adding machines	286.55			
	do	10037	Apr. 20, 1965	2 radios	82.00			
S. Montgomery	do	9800	Oct. 5, 1964	2 typewriters, 1 adding machine	435.80			605.22
	do	9935	Dec. 18, 1964	Typewriter	169.42			
Sumner	do	9931	Dec. 16, 1964	2 record players	116.00			116.00
Thomson	do	9955	Feb. 4, 1965	Record player	37.45			37.45
Truesdell	do	9930	Dec. 14, 1964	Typewriter	180.00			180.00
Turner	do	9903	Nov. 25, 1964	1 pair of binoculars, 1 tape recorder, 1 microphone, 1 typewriter, 1 radio.	481.67			481.67
Wheatley	do	10041	Apr. 23, 1965	2 typewriters	411.75			411.75
Young	do	9737	July 13, 1964	Microscope	89.50			89.50

II. JUNIOR HIGH SCHOOL								
Eliot	do	9976	Mar. 10, 1965	Typewriter	164.25			
	do	9979	Mar. 17, 1965	3 typewriters	462.89			
	do	10008	May 6, 1965	2 typewriters	330.00			1,019.09
	do	10075	May 18, 1965	Clarinet	61.95			
Hart	do	10070	May 17, 1965	do	60.50			
	do	9965	Feb. 23, 1965	1 typewriter, 1 trombone, 1 trumpet, 1 cornet, piccolo.	393.72			2,249.22
	do	9772	Aug. 26, 1964	11 typewriters	1,795.00			
Hine	Damaged	9770	Aug. 12, 1964	Typewriter	211.50			
	Recovered	9773	Aug. 26, 1964	Trumpet			73.63	137.87
Jefferson	Stolen	9745	July 15, 1964	Flute	75.15			
	Lost	9741	do	Clarinet	60.50			
	Replaced	9741	do	do		60.50		
	Lost	9740	do	Violin	42.99			135.65
	Replaced	9740	do	do		42.99		
	Stolen	9865	Oct. 20, 1964	Clarinet	60.50			
Macfarland	do	9936	Jan. 4, 1965	3 typewriters, 1 adding machine	762.29			
	do	10001	Mar. 26, 1965	1 trumpet	69.50			
	do	9959	Feb. 8, 1965	3 typewriters	623.25			1,270.90
	Recovered	10040	Apr. 23, 1965	Typewriter			184.14	
Boys Junior and Senior	do	10061	Apr. 26, 1965	do			170.00	170.00
Randall	Stolen	9952	Jan. 26, 1965	4 typewriters	480.00			480.00
Shaw	do	9799	Sept. 19, 1964	Duplicator	175.00			
	do	9731	Jul 6, 1964	Athletic equipment	104.89			
	do	9866	Oct. 20, 1964	Musical instruments	1,304.99			1,743.63
	do	9967	Feb. 25, 1965	Typewriter	158.75			
Terrell	do	9957	Feb. 8, 1965	do	180.00			
	do	10067	May 6, 1965	Clarinet	61.95			
	do	9984	Mar. 23, 1965	Typewriter	180.00			601.95
	do	9971	Mar. 4, 1965	do	180.00			
Woodson	Lost	9942	Jan. 15, 1965	Viola	47.98			
	Stolen	9938	Jan. 7, 1965	1 Clarinet, 2 drums	146.50			
	Replaced	9942-A	Feb. 16, 1965	Viola		47.98		86.00
	Recovered	9948	Jan. 26, 1965	Clarinet			60.50	
III. SENIOR HIGH SCHOOLS								
Anacostia	Stolen	9756	Jul. 27, 1964	Typewriter	176.75			
	do	10036	Apr. 20, 1965	Fire extinguisher	5.00			111.97
	Replacement	9970	Mar. 1, 1965	Trombone		69.78		
Armstrong	Stolen	9956	Feb. 4, 1965	Battery eliminator	39.95			
	do	9891	Nov. 3, 1964	2 wrenches, 1 cutter, 1 timing light, toolbox and wrenches.	481.10			946.05
	do	9890	do	Projector	425.00			
Cardozo	do	10028	Apr. 7, 1965	Calculator	355.50			
	do	8929	Nov. 4, 1964	2 trombones, 1 clarinet	208.50			
	Replacement	9887	Oct. 29, 1964	Battery charger		75.00		297.00
	Recovered	9761	Aug. 3, 1964	Microscopes (2)			192.00	

Report by schools of District of Columbia property lost, stolen, damaged (beyond repair), replaced, or recovered for fiscal year 1965 (July 1, 1964, through May 20, 1965) —Continued

School	Type of loss	Survey No.	Date	Item	Total value of loss, fiscal year 1965	Value of items replaced or recovered (item may have been lost in previous years)		Net value of loss
						Replaced by schools	Recovered by police	
III. SENIOR HIGH SCHOOLS—continued								
Coolidge	Destroyed	9987	Mar. 23, 1965	Violin	$27.45			+$22.55
	Replaced	9987	do	do		$50.00		
Dunbar	Stolen	9951	Jan. 26, 1965	Typewriter, tape recorder	365.70			365.70
McKinley	do	10066	May 5, 1965	Basketball equipment	79.73			+100.27
	Recovered	10074	May 18, 1965	Typewriter			$180.00	
Roosevelt	Stolen	9908	Dec. 2, 1964	7 typewriters	812.75			1,469.75
	do	9929	Dec. 14, 1964	2 typewriters	757.00			
	Recovered	9939	Jan. 11, 1965	1 typewriter			100.00	
Wilson	Replacement	10060	Apr. 26, 1965	1 clock (in tower)		1,600.00		+1,600.00
Phelps	Stolen	9907	Nov. 30, 1964	Auto shop equipment	350.72			350.72
	do	10077	May 18, 1965	Clarinet	60.50			
	Recovered	10077	do	do			60.50	
M. M. Washington	Stolen	9794	Sept. 29, 1964	Porter cable	189.00			
	do	9763	Aug. 3, 1964	Typewriter	273.50			
	do	9803	Oct. 13, 1964	Sewing machine head	133.25			
	do	9802	Oct. 9, 1964	Adding machine, duplicator, typewriter	608.00			1,429.93
	do	9977	Mar. 19, 1965	Food and currency (from cafeteria)	151.68			
	do	10072	May 18, 1965	Trumpet	74.50			
IV. TEACHERS COLLEGE								
Miner	do	9934	Dec. 18, 1964	Tape recorder	142.00			142.00
Wilson Building	do	9870	Oct. 28, 1964	Typewriter	193.50			1,139.87
	do	9972	Mar. 4, 1965	Tape recorders (3)	570.95			
	do	9954	Jan. 26, 1965	Typewriter	205.42			
	do	9960	Feb. 9, 1965	do	170.00			
V. ADMINISTRATION BUILDING								
Franklin	do	9785	Sept. 14, 1964	Adding machine	360.00			360.00
Phillips	do	10071	May 11, 1965	Floor buffer	147.50			147.50
Twining	do	9905	Nov. 30, 1964	Adding machine	108.00			108.00
	do	9982	Mar. 19, 1965	Tape recorder	100.00			
	Replaced	9982	do	do		100.00		
Maintenance shop	Stolen	9980	Mar. 17, 1965	Lawnmower	75.00			75.00
Total					27,008.13	2,076.25	2,925.42	

Cash donations received by the District of Columbia government, fiscal year 1964

Department	Source	Purpose	Amount
Fire Department	Sears, Roebuck & Co	Washington Junior Firefighters.	$2,500.00
Executive Office:			
	Matthew Wright legacy, interest on U.S. savings bonds.	To be used for 3 orphanages	634.80
Council of Governments.	City of Winchester, Va	Training program for building inspectors.	25.00
Council on Human Relations.	National Association of Intergroup Relations, New York.	Intergroup relations training program, salary and housekeeping expenses.	2,200.00
	Field Foundation, Inc	Intergroup relations, training program, salary and housekeeping expenses.	3,000.00
Commissioners Youth Council.	J. R. Wiggins	Shoes and clothing for needy children.	401.75
Public Schools	Anonymous donor	LaSalle Elementary Laboratory, books and other supplies.	5,000.00
	Agnes E. Meyer Foundation	Television mathematics, fees for 235 schoolteachers.	3,525.00
	National Science Foundation	Science and mathematics in elementary schools.	500.00
	Eugene and Agnes E. Meyer Foundation.	Experimental talent search project.	17,000.00
	Junior League of Washington	Salary of supervising director of library services.	7,084.45
	Anonymous donor	To organize volunteer help in the Urban Youth Corps project.	75,000.00
	Ford Foundation	Improving education for culturally different children.	85,000.00
	William Galt legacy, interest on U.S. savings bonds.	Awards and medals for deserving students.	60.00
	George M. Kober legacy, interest on U.S. savings bonds.	Outstanding awards in home economics.	243.34
	Eugene and Agnes E. Meyer Foundation.	Summer fellowship program	25,350.00
Public Library	Theodore W. Noyes bequest, interest on U.S. savings bonds.	For library purposes	620.00
	Hattie M. Strong, interest on U.S. savings bonds.	do	56.70
	Sophie Carr Stanton Memorial, interest on U.S. savings bonds.	Purchase of books	386.00
	Henry Pastor Memorial Fund, interest on U.S. savings bonds.	Scientific periodicals	38.60
	Miscellaneous anonymous donations.	Library purposes	100.22
	Women's Anthropological Society Fund, interest on U.S. savings bonds.	For use and benefit of public library.	240.00
	Miner bequest, interest on U.S. savings bonds.	Benefit of public library	56.70
Police Department	Police and firemen coffee fund, donations and interest on investments.	Purchase of coffee and sandwiches while engaged in fighting fires.	227.60
	Clothing and helmet fund, miscellaneous donations.	For clothing damaged while in line of duty.	851.00
	Miscellaneous donations	For canine corps	427.50
Civil Defense	Perpetual Building Association.	Expend at discretion of Director.	300.00
Vocational rehabilitation	Washington Urban League, Inc.	Rehabilitation program for disabled adolescents.	5,000.00
	Columbia Lighthouse for the Blind.	Equipment	4,500.00
	District of Columbia Mental Health Association.	Social worker for mentally ill	4,000.00
	Occupational training center	Special program, employment development officer for mentally retarded.	999.99
	Miscellaneous donations	Special rehabilitation	35.00
Juvenile Court	Various groups	Information service	600.00

Cash donations received by the District of Columbia government, fiscal year 1964—Continued

Department	Source	Purpose	Amount
Public Welfare	Estate of M. R. Thaxton	For child care	$3,707.08
	Anonymous donors for child care.	For service and equipment not provided for by Public Welfare.	971.83
	Various groups	To be used at discretion of Superintendent of Children's Center.	4,749.81
	Elizabeth Castle estate, interest on investments.	Used at discretion of Superintendent of the District Training School.	760.00
	Miscellaneous donations to the District of Columbia Training School.	Various purchases of occupational therapy fund.	868.80
	William Hauer legacy, interest on investments.	To be used for the District of Columbia Village.	60.00
	Various groups and organizations.	To be used upon approval of Superintendent of the District of Columbia Village.	4,781.93
	Miscellaneous donations	To be used as directed by Administrator of Junior Village.	17,552.18
	Anonymous donors	To be used at discretion of Superintendent of Receiving Home.	503.32
	Elizabeth Titus Ward legacy, interest on investments.	Used at discretion of Superintendent of Cedar Knoll.	115.90
	Centennial inaugural relief fund, interest on investments.	Special clothing, etc	82.80
	Anonymous donor	Used at discretion of Chief, Public Assistance Division.	28.50
	Miscellaneous donations	Used at discretion of Superintendent of Residential Training Center.	267.00
	Marjorie R. Thaxton scholarship fund, Junior League of Washington.	Scholarships for study in graduate work.	10,000.00
	Edith Jenkins Bayne bequest, interest on investments.	To be used for Junior Village	1,224.45
	Marion F. Rockefeller, Interest on investments.	do	4,222.03
	Anonymous donor	Part-time librarian and purchase of books at Cedar Knoll Library.	2,325.00
	The Entrepreneurs, Inc	Educational scholarships	500.00
	J. Breckenbridge Bayne bequest, interest on investments.	For use at District of Columbia Village.	1,038.18
Health Department	Various groups and organizations.	For various needs in children's clinics.	9,956.20
	T.B. Association	Salary for special health employee at Northwest Health Center.	9,000.00
	Estate of Caroline Voight	Bureau of Maternal and Child Care.	65,000.00
	Estate of G. M. Kober	For Nurses Training School, District of Columbia General.	126.66
	Miscellaneous donations	To be expended for benefit of patients at District of Columbia General Hospital.	3.00
	Health and Welfare Council	Home-care program	150.00
	Women's Club of Chevy Chase.	Arthur Capper Clinic	200.00
Recreation	Eugene and Agnes E. Meyer Foundation.	Pied Piper program	10,000.00
	do	Roving Leader program	10,720.00
	do	Preschool program	6,200.00
	J. F. Kennedy Inaugural Fund.	Mentally retarded day camps	33,771.00
	Joseph P. Kennedy, Jr., Foundation.	do	1,500.00
	The Civitan Club of Washington, D.C.	do	500.00
	Stead estate	Stead Playground	7,500.00
Corrections	Salvation Army	Inmate recreation	225.00
Total, cash donations			454,574.32

GIFTS AND SERVICES RECEIVED BY THE DISTRICT OF COLUMBIA GOVERNMENT, FISCAL YEAR 1964

1. *Juvenile Court.*—In fiscal year 1964 the Friends of the Juvenile Court began a program of providing information and contributed 500 volunteer hours. A full year's program is expected to utilize 1,560 hours.

2. *Recreation.*—Volunteers contributed 47,791 hours valued at $71,209, based on the average per diem employees rate of $1.49 per hour.

3. *Commissioners' Youth Council.*—This agency receives many items of clothing, food, furniture, entertainment equipment, etc., for its use or distribution, cash gifts and volunteer services. In addition, activities sponsored by the area boards conduct fund-raising events.

4. *Metropolitan Police.*—Sixty-one dogs were donated to the canine corps during fiscal year 1964.

5. *National Zoological Park.*—The zoo benefits from activities of the Friends of the National Zoo which has began printing a quarterly newsletter for its members with copies given to the zoo for distribution. In fiscal year 1964 animals were given to the zoo by 122 individuals or organizations. The zoo also benefits by providing assistance for the vocational or avocational aims of individuals, firms, and organizations.

6. *Public Library.*—31,289 books were received from the Post Office and approximately 5,000 books were donated by individuals and organizations as were 3 paintings.

7. *Surveyor.*—Approximately 69,650 square feet were dedicated to the District of Columbia for street purposes and approximately 1,575 square feet for public alleys.

8. *Corrections.*—Items with a value of approximately $43,000 at the time of donation were received for the training and welfare of inmates.

9. *Public Health.*—Various items of entertainment equipment such as phonographs and TV sets were received by Glenn Dale and District of Columbia General Hospital as well as 150,000 miscellaneous items for distribution to patients at District of Columbia General Hospital. The preventive health clinics received 104 hours of volunteer services, the mental health program received 626 hours, members of the District of Columbia TB Association contributed 200 hours to the chronic disease control program, Glenn Dale received 2,022 voluntary hours of ministerial services. District of Columbia General Hospital received 52,875 volunteer hours of service and the Red Cross drove 2,200 miles transporting patients.

10. *Public Welfare.*—Volunteer services were received from 3,373 persons for a total of 107,829 hours. Also, children were treated to 652 special events such as parties, sightseeing tours, sports events, and the annual shopping tour at Christmas for 1,354 children from the institutions. Items such as clothing, shoes, radios, scholarships, toys, cosmetics, watches, trading stamps, and a school bus were received from 2,982 donors.

11. *Public Schools.*—Library books and equipment valued at approximately $5,900 were received, entertainment equipment of $17,450, public address equipment of $306, instructional material of $1,200, and automobile equipment valued at $3,400 was received for industrial and adult education.

SUBCOMMITTEE ADJOURNMENT

Senator BYRD. All right, we will adjourn. Thank you very much.

(Whereupon, at 12:05 p.m., Saturday, May 15, 1965, the subcommittee was adjourned.)

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