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Senate Hearings

Before the Committee on Appropriations

LEGISLATIVE BRANCH APPROPRIATIONS

H.R. 16915

91st CONGRESS, SECOND SESSION

Fiscal Year 1971

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1971

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

H.R. 16915

AN ACT MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH FOR THE FISCAL YEAR ENDING JUNE 30, 1971, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations



U.S. GOVERNMENT PRINTING OFFICE

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1971

TUESDAY, MARCH 17, 1970

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

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya, Cotton, and Young.

GOVERNMENT PRINTING OFFICE

STATEMENT OF JAMES L. HARRISON, PUBLIC PRINTER

ACCOMPANIED BY:

HARRY J. HUMPHREY, ADMINISTRATIVE ASSISTANT TO THE PUBLIC PRINTER

CARPER W. BUCKLEY, SUPERINTENDENT OF DOCUMENTS

ROWLAND E. DARLING, DEPUTY SUPERINTENDENT OF DOCUMENTS

ENCOMIUM FOR MR. HARRISON

Senator MONTOYA. The subcommittee will be in session.

Today we will hear the testimony in support of the budget request for the Government Printing Office, and we are pleased to have with us, to present his statement and answer any questions, the Public Printer, Mr. James L. Harrison, who is accompanied by several of his associates.

I want to say at the very outset of the hearing that Mr. Harrison is leaving his position as Public Printer, and I want to commend him for the kind of public service he has rendered as Public Printer.

Since 1961, Jim Harrison has directed the GPO with distinction. I personally regret his leaving as will all who had the opportunity to observe his many abilities, and his capable direction and also his willingness to cooperate with the Congress.

I know I speak for all of my colleagues and I wish him well in his new venture in life and I want to have the record state at this point on behalf of myself and the committee that Mr. Harrison has comported himself as a dedicated public servant. He has brought great credit to the Government Printing Office during his tenure and under his direction.

Mr. Harrison, you may proceed to make your statement.

Mr. HARRISON. Thank you very much Senator for those kind words. I will miss this opportunity to appear before your committee very much.

PRINTING AND BINDING VOLUME GROWTH

Mr. Chairman and gentlemen of the committee, during fiscal year 1969, the volume of printing and binding handled by the Government Printing Office amounted to over $203,600,000. This was $3,600,000 higher than the record-setting volume of 1967, when our volume amounted to about $200 million. For fiscal year 1961, the year in which I took office, the volume was only $97,700,000. You can readily see the tremendous growth during this 9-year period. Our procurement of printing and binding from commercial sources also continues to increase and amounted to 56.7 percent of our total in 1969 as compared to 55.9 percent in 1968, 55.1 percent in 1967, and only 42.5 percent in 1961. When the plan proposed by the Joint Committee on Printing regarding the commercial procurement of some $33 million of printing presently being produced in agency field printing plants is fully implemented, the percent of commercially procured printing should rise sharply during the next several years.

CONGRESSIONAL RECORD

The Congressional Record—at the same time our largest and most important product—required 33,766 pages to cover the proceedings of the second session of the 90th Congress while the first session of the 91st Congress needed 43,518 pages. This same pattern has been reflected in varying degrees throughout our workload and understandably has severely taxed our facilities, our personnel, and our financing.

WORKING CAPITAL

In connection with our financing it is necessary that I request additional working capital in the amount of $20 million in order to operate. I have a detailed statement to justify this request which I would like to discuss after we have completed the congressional printing and binding appropriation requests.

OVERTIME INCREASE—ESTABLISHMENT OF MANPOWER MANAGEMENT CONTROL BOARD

In connection with our personnel, the heavy workload and crowded space has made our mission extremely difficult. While our program of modernizing machinery and equipment has been a big help in speeding up production, we have still been forced to work more overtime this year than ever before.

I have recently established a Manpower Management and Control Board which should further assist us in increasing production.

INCREASED APPRENTICES

In addition, I am pleased to report that in December of 1969 the Congress passed legislation (Public Law 91–167) which increases the

maximum number of apprentices in the Government Printing Office from 200 to 400. This will be of great value to us in replacing the approximately 275 trained craftsmen we lose each year through attrition.

REVOLVING FUND—MODERN FIRE CONTROL SYSTEM AND PHASE 2 OF ELECTRICAL AND AIR-CONDITIONING REQUIREMENTS

In connection with our facilities, there are several situations which deserve your attention. The need for a modern fire control system in Buildings 1 and 2 is of highest priority. I am not, however, asking for an appropriation for this item but for authority to use the revolving fund for this necessary improvement in safety for our employees and Government property. It is estimated that the cost will amount to approximately $1 million.

You may recall that last year you approved the use of the revolving fund for phase 1 of our electrical and air-conditioning requirements. We have included a request of $2 million in the fiscal year 1971 appropriation to cover phase 2 of that project.

TEMPORARY DOCKING FACILITY

To add to our already difficult problem of moving paper into our plant, we learned several months ago that in order to make way for construction of part of the rapid transit system adjacent to our warehouse that the bridge connecting our warehouse with Washington Terminal will have to be torn down and rebuilt. It will be out of service for a minimum of 6 months. This will require us to build a temporary docking facility to accommodate the extra truck deliveries, which will be necessary to compensate for our loss of rail deliveries. We had requested $100,000 for this purpose but it now appears that some agreement can be worked out with the Washington Metropolitan Area Transit Authority to stand the extra costs involved. If not, it may be necessary to request a supplemental appropriation later this year.

CONGRESSIONAL PRINTING AND BINDING—BUDGET REQUEST

Senator MONTOYA. Let me briefly summarize your request.

You are requesting $32 million representing estimated requirements for fiscal year 1971 for the congressional printing and binding—$1.7 million over the 1970 appropriations; is that correct?

Mr. HARRISON. Yes.

SALARIES AND EXPENSES—BUDGET REQUEST

Senator MONTOYA. For salaries and expenses, the Office of the Superintendent of Documents, $13,005,000 is requested, an increase of $3,355,000 over 1970?

Mr. HARRISON. Yes, sir.

REVOLVING FUND

Senator MONTOYA. You are also requesting $22.1 million for payment to the Government Printing Office revolving fund?

Mr. HARRISON. Yes, sir.

Senator MONTOYA. What is the revolving fund, and how is it funded?

Mr. HARRISON. The revolving fund, Mr. Chairman, is the working capital of the Government Printing Office. Many years ago the Congress industrially funded the operation of the main plant at the Government Printing Office. This means simply that they voted an amount to be used as working capital. Of course, the necessity for increasing this amount has grown with the increase in volume because the Printing Office must finance the work until it is completed, delivered, billed, and we are paid by the agency for that work.

FUND VALUE AND INVESTMENT

Senator MONTOYA. How much do you constantly have in this revolving fund?

Mr. HARRISON. The revolving fund itself now has a value of $57,226,878. I am sorry. It is $89,846,000. That includes the earnings and the total investment in the operation.

Senator MONTOYA. What do you mean by the total investment? Is that inventory?

Mr. HARRISON. This amount includes everything.

Senator MONTOYA. It is capital outlay?

Mr. HARRISON. It includes the amount of money that Congress originally voted into this industrial operating fund plus the amounts that have been appropriated since that time as was necessary, plus the retained earnings.

Senator MONTOYA. But, Mr. Harrison, here is what I am trying to get at. To me a revolving fund is a fund of tangible dollars which can be used. Now you are mentioning inventory of equipment represented by capital outlay in this revolving fund. Do you classify these things as part of the revolving fund?

Mr. HARRISON. Yes, Senator.

FUND CASH, WORK IN PROCESS, AND ACCOUNTS RECEIVABLE

Senator MONTOYA. How much do you have in actual cash then other than equipment?

Mr. HARRISON. Actual cash varies from day to day quite astoundingly. Cash in the treasury on December 21 for instance, was a little over $3 million.

Senator MONTOYA. Then you don't have much cash in that revolving fund?

Mr. HARRISON. No, we don't, but we also have funds invested in work in process, finished work, and accounts receivable.

For instance, on the 13th of March we only had $6,453,000 cash on hand but we had $33 million of work in process.

Senator MONTOYA. What do you mean by that?

Mr. HARRISON. This is work in the plant being printed.

Senator MONTOYA. In other words, it is $33 million in business?

Mr. HARRISON. That is right.

Senator MONTOYA. $33 million in business being processed?

Mr. HARRISON. That is right. Now we had 17 million dollars' worth of finished work that had not been billed which was in the process of being billed.

Senator MONTOYA. In addition to the $33 million?

Mr. HARRISON. Yes, sir. We had $26,900,000 that had been billed but not paid. So, we had a total on that day in our industrial fund of $79,014,799 in these accounts.

Senator MONTOYA. Is that what you call the revolving fund?

Mr. HARRISON. That is the revolving fund.

Senator MONTOYA. Where do you get $89,846,000?

Mr. HARRISON. There are other assets, Mr. Chairman, such as the inventory of paper and envelopes.

Senator MONTOYA. That is all right. That is what I wanted to get at. In other words, the revolving fund is the inventory of material used for processing orders, plus the orders that are being processed, plus the orders that have been finished and not billed, plus the account receivable pursuant to billing.

Mr. HARRISON. Yes, sir.

Senator MONTOYA. That is your revolving fund?

Mr. HARRISON. Yes, sir.

Senator MONTOYA. And that amounts to $89,846,000?

Mr. HARRISON. That is the total investment, the value of the fund.

BILLING AND PAYMENT TIME LAPSES

Senator MONTOYA. Now, why do you have so much outstanding?

Mr. HARRISON. This is a normal amount to be outstanding in a volume such as we do. It takes the agencies usually from 30 to 60 days to pay their bills. It takes us, with the large number of bills to do, probably 30 days to do the billing or maybe a little more.

So, this is about par for the course.

Senator MONTOYA. As of that day, how much did you have in work finished and not billed?

Mr. HARRISON. There was $17 million of finished work.

Senator MONTOYA. And account receivables that were billed already?

Mr. HARRISON. $26,900,000.

Senator MONTOYA. Now, you say it takes 30 days to bill and 30 days to get paid?

Mr. HARRISON. Thirty to 60 days. Some agencies pay promptly and others don't pay quite so promptly.

Senator MONTOYA. Is it reasonable to assume that you are now getting $26 million a month, then?

Mr. HARRISON. I would say yes; we almost have that much turnover in cash a month.

Senator MONTOYA. From the agencies?

Mr. HARRISON. Yes, sir.

Now, I might tell you something, which will help us, not this year but we hope will help us at the end of next year. The Treasury is working on a program that will enable us to send them billings direct to the Treasury rather than to the various agencies.

The Treasury then will credit our account with the amount that we bill. This will reduce the accounts receivables.

Senator MONTOYA. In other words, you will draw on the agency through Treasury?

Mr. HARRISON. That is right. This, we think, would help to eliminate this constant struggle we have of keeping enough cash money with this ever-increasing business.

Senator MONTOYA. This way you will get it faster, won't you?

Mr. HARRISON. Yes, sir. Last year we did $203 million and we figured we would have some increase this year. Now, we estimate we are going to have a year in excess of $240 million. This means more work coming in, more jobs in process, more accounts receivable, and we just don't have the money to cover this operation.

For instance, there are days when we will need $3 or $4 million and we have less than that in our account in the Treasury. We borrow from the Documents Division on occasion to tide us over.

Senator MONTOYA. Do you think that agreement will come to fruition?

Mr. HARRISON. We hope so. The details are just now being worked out.

Senator MONTOYA. Do you agree with me that the term "revolving fund" is a misnomer? Wouldn't you rather say it is a revolving asset fund?

Mr. HARRISON. It is, in effect, Mr. Chairman.

Senator MONTOYA. That is why I asked you those questions.

Mr. HARRISON. It is an industrial fund. Of course, if we were a private concern and we had that much increase in our volume, we would go to the bank and on the basis of this expected volume, we would borrow money.

But being a part of the arm of Congress, we have no choice but to come to Congress to get the money appropriated to help us absorb this constant increase in volume.

FUNDING REDUCTION UPON FRUITION OF ARRANGEMENT

Senator MONTOYA. Well, if you should collect this money from Treasury, then you wouldn't need any fund.

Mr. HARRISON. We wouldn't need as much.

Senator MONTOYA. You wouldn't need as much of an appropriation.

Mr. HARRISON. No, sir; we would not.

Senator MONTOYA. How much less would you need?

Mr. HARRISON. This would be difficult to tell. We would need funds for about 1 month's operation instead of the 3 months' operation so that would probably cut the requirement for funds to finance the accounts receivable in the revolving fund by two-thirds of the time.

Senator MONTOYA. How much would that be?

Mr. HARRISON. That would vary, Mr. Chairman, depending again on the volume of business we do.

Senator MONTOYA. But on an average?

Mr. HARRISON. It would cut the need for funds to finance the accounts receivable we have of $26,900,000. Now, if this amount could be credited to our account immediately, we would need that much less in our revolving fund.

Senator MONTOYA. Would you say $20 million less, would that be a safe figure?

Mr. HARRISON. I think so, yes, sir.

Senator MONTOYA. What can we do to help you out with Treasury?

Mr. HARRISON. I think it is progressing well. We would like to have the prerogative of calling on you if we think we need some help. At the moment, they are trying this at GSA first and are beginning to try it with us.

We have found over the years that our original billings are pretty accurate, probably less than a half of 1 percent error.

Now, this would mean that when the Treasury credited our account there would be little need for revision of this account.

Senator MONTOYA. But it would be subject to postpayment readjustment, but that would be up to the agency afterwards to make a claim?

Mr. HARRISON. Yes, sir. But there has been so little of that, until we feel this would be an ideal operation.

JUSTIFICATIONS

Senator MONTOYA. Now, before we proceed any further, I will ask that the justifications be inserted in the record since they contain background information relevant to our review.

(The justifications follow:)

SUMMARY OF APPROPRIATION ESTIMATES FOR CONGRESSIONAL PRINTING AND BINDING, FISCAL YEAR 1971

The estimates for congressional printing and binding are to provide funds with which to pay for the cost of printing and binding required for the use of Congress; for the printing, binding, and distribution of the Federal Register, and for printing and binding supplements to the Code of Federal Regulations.

Funds to cover the cost of the printing and binding needs of the various executive and legislative departments, independent establishments, and the judiciary are not included in this appropriation but are provided for in the appropriation acts for these branches of the Government. The Government Printing Office recovers the cost for this work through billings to these agencies.

The total amount estimated for congressional printing and binding for the fiscal year 1971 is $32 million.

The appropriation for fiscal year 1969 is $26,200,000 plus $4,800,000 to cover a deficit incurred in fiscal year 1967 for a total of $31 million.

The appropriation for congressional printing and binding for fiscal year 1970 is $27,800,000 plus $2,500,000 to cover a deficit incurred in fiscal year 1968 for a total of $30,300,000.

The following statement has been prepared showing:

1. Fiscal year 1969 expenditures billed through December 31, 1969.
2. Estimated outstanding obligations for fiscal year 1969, as of December 31, 1969.
3. Estimated expenditures for fiscal year 1969.
4. Estimated expenditures for fiscal year 1970.
5. Estimated requirements for fiscal year 1971.

CONGRESSIONAL PRINTING AND BINDING STATEMENT OF EXPENDITURES FOR FISCAL YEAR 1969 BILLED THROUGH DEC. 31, 1969, ESTIMATED OUTSTANDING FISCAL YEAR 1969 OBLIGATIONS AS OF DEC. 31, 1969, ESTIMATED EXPENDITURES FOR FISCAL YEARS 1969 AND 1970, AND ESTIMATED REQUIREMENTS FOR FISCAL YEAR 1971

	Total estimated requirements, fiscal year 1969				
	Expenditures billed through Dec. 31, 1969	Outstanding obligations as of Dec. 31, 1969	Estimated expenditures	Estimated expenditures, 1970	Estimated requirements, 1971
	(1)	(2)	(3)	(4)	(5)
1. Congressional Record	$3,348,161	$900,000	$4,248,161	$5,360,000	$5,630,000
2. Miscellaneous publications	2,659,022	2,917,400	5,576,422	3,960,000	4,760,000
3. Miscellaneous printing and binding	2,878,555	11,250	2,889,805	2,920,000	3,380,000
4. Publications for international exchange	194,460	86,413	280,873	270,000	300,000
5. Franked envelopes and document franks	582,662		582,662	680,000	770,000
6. House and Senate committee and business calendars	856,847		856,847	1,240,000	1,430,000
7. Bills, resolutions, and amendments	2,133,408	5,500	2,138,908	2,480,000	3,150,000
8. Committee reports	589,550		589,550	960,000	1,050,000
9. Documents	782,794	46,500	829,294	1,060,000	1,150,000
10. Hearings	4,109,474	1,739,000	5,848,474	6,250,000	7,280,000
11. Federal Register, U.S. Government Organization Manual, Public Papers of the President, and Weekly Compilation of Presidential Documents	1,588,514	90,000	1,678,514	1,800,000	2,160,000
12. Supplements to Code of Federal Regulations	653,490	27,000	680,490	820,000	940,000
Total	20,376,937	5,823,063	[1] 26,200,000	[2] 27,800,000	32,000,000

[1] $31,000,000 appropriated (Public Law 90-417) to cover $4,800,000 estimated deficiency for fiscal year 1967 and $26,200,000 estimated expenditures for fiscal year 1969.

[2] $30,300,000 appropriated (Public Law 91-145) to cover $2,500,000 estimated deficiency for fiscal year 1968 and $27,800,000 estimated expenditures for fiscal year 1970.

The requirements under each item for the fiscal year 1971 are set forth briefly in the order named. All fiscal year 1969 figures in the following items are based on work billed through December 31, 1969.

1. *Congressional Record.*—The proceedings of the Senate and House of Representatives are printed daily in the Congressional Record. Approximately 41,000 copies are printed daily and distributed as provided by law (44 U.S.C. 906), and are charged to the appropriation for printing and binding for Congress. There also are printed daily about 7,900 additional copies which are delivered and charged to Government departments on requisitions and to the Superintendent of Documents for sale to subscribers. After the close of each session, the daily proceedings are consolidated, indexed, and about 2,100 copies printed as the bound edition of the Record. In addition, about 250 sets are distributed to Departments, depository libraries, and public sales. The total cost to Congress of printing the daily edition and index of the Congressional Record in fiscal year 1969 was $3,348,161 for 32,133 pages of the daily edition and 2,106 pages of the index. The bound edition which was ordered in the fiscal year 1969 and is still in production is estimated at $900,000. This will bring the total estimated requirements for this item to $4,248,161 for the fiscal year 1969. The estimate submitted for the fiscal year 1970 was $5,360,000 for approximately 45,000 pages. It is estimated there will be 44,000 pages in the fiscal year 1971 and the cost will be $5,630,000.

2. *Miscellaneous publications.*—This item includes printed matter such as the Congressional Directory, Senate and House Journals, memorial addresses of Members, nominations, United States Code and supplements, and publications not carrying a document or report number, such as laws, treaties, committee prints, and similar publications.

The expenditures for miscellaneous publications for the fiscal year 1969 were $2,659,022 for 3,313,191 copies, making 93,622 pages and included all work billed through December 31, 1969. It has been estimated that the incompleted orders will amount to $2,917,400. This will bring the requirements for this item to $5,576,422 for the fiscal year 1969. The amount estimated for the fiscal year 1970 was $3,960,000 for approximately 120,000 pages. It is estimated that $4,760,000 will be required in the fiscal year 1971 for approximately 136,000 pages.

3. *Miscellaneous printing and binding.*—This item includes letterheads, envelopes, blank paper, copy paper, notices, tags, labels, payrolls, blank books, stenographic notebooks, tablets, wall calendars, miscellaneous blank forms, and binding for both Houses.

The expenditures through December 31, 1969, for miscellaneous printing and binding amounted to $2,878,555 for the fiscal year 1969 for 66,626,766 separate units. Incompleted orders estimated at $11,250 will increase this item to $2,889,805 for the fiscal year 1969. The estimate for the fiscal year 1970 was $2,920,000 for approximately 75 million separate units. The estimate for the fiscal year 1971 is $3,380,000 for about 75 million units.

4. *Publications for International Exchange and the Library of Congress.*—As provided by law (44 U.S.C. 1718 and 1719), the Library of Congress is supplied with not to exceed 150 copies of Government publications, including the daily and bound editions of the Congressional Record and certain other congressional publications of which not to exceed 125 copies shall be for distribution through the Smithsonian Institution to foreign governments which agree to send to the United States similar publications of their governments for delivery to the Library of Congress.

The charges through December 31, 1969, for these publications for the fiscal year 1969 orders amounted to $194,460 for 1,501,003 copies. It has been estimated that $86,413 will be required for the remaining outstanding orders resulting in an estimated requirement of $280,873 for the fiscal year 1969. The estimate for the fiscal year 1970 was $270,000 for 1,700,000 copies. It is estimated that $300,000 will be needed for about 1,700,000 copies in the fiscal year 1971.

5. *Franked envelopes and document franks.*—Franked envelopes for mailing speeches and documents are furnished to Senators and Representatives, who are also furnished with franks for mailing documents, printed singly or in sheets with perforations at the option of the Member.

The expenditures for franked envelopes and document franks in the fiscal year 1969 amounted to $582,662 for 114,666,650 envelopes and 5,384,500 franks. It was estimated that $680,000 would be required in the fiscal year 1970 to print approximately 140 million envelopes and 5,500,000 franks. It is estimated that $770,000 will be needed in the fiscal year 1971 for approximately 140 million envelopes and 5,500,000 franks.

6. *House and Senate committee and business calendars.*—This heading covers the printing of all House and Senate committee calendars which list the action of the various committees on pending and completed legislation. The House and Senate business calendars are also included in this item.

The expenditures for all House and Senate committee and business calendars for the fiscal year 1969 were $856,847 for 48,892 pages. The estimate for the cost of these calendars in the fiscal year 1970

was $1,240,000 for approximately 77,500 pages. It is estimated that $1,430,000 will be required in the fiscal year 1971 for approximately 75,000 pages.

7. *Bills, resolutions, and amendments.*—This heading covers the printing of bills, resolutions, and amendments in all forms, including the prints as introduced, referred, reported, and as finally passed.

The expenditures through December 31, 1969, for bills, resolutions, and amendments in the fiscal year 1969 amounted to $2,133,408 for 140,769 pages. Incompleted orders estimated at $5,500 will bring this item to $2,138,908 for the fiscal year 1969. The estimate submitted for the fiscal year 1970 was $2,480,000 for about 155,000 pages. The estimate for the fiscal year 1971 is $3,150,000 for approximately 175,000 pages.

8. *Committee reports.*—This item covers printed reports of congressional committees on pending legislation which carry a congressional number.

The expenditures through December 31, 1969, for printing committee reports ordered in the fiscal year 1969 were $589,550 for 19,468 pages. It was estimated that $960,000 would be needed for approximately 30,000 pages in the fiscal year 1970. It is estimated that $1,050,000 will be needed for about 30,000 pages in the fiscal year 1971.

9. *Documents.*—This heading includes all classes of Senate and House documents ordered printed by Congress which carry a congressional number, such as annual reports, engineers' reports, special reports made by Government departments in response to resolutions, supplemental and deficiency estimates of appropriations, etc.

The expenditures through December 31, 1969, for House and Senate documents ordered in the fiscal year 1969 amounted to $782,794 for 28,343 pages. It has been estimated that $46,500 will be required for the remaining outstanding orders resulting in an estimated requirement of $829,294 for the fiscal year 1969. The estimate for the fiscal year 1970 was $1,060,000 for about 32,000 pages. The estimate for the fiscal year 1971 is $1,150,000 for about 32,000 pages.

10. *Hearings.*—This item covers all hearings before congressional committees.

The expenditures for hearings in the fiscal year 1968 through December 31, 1969, were $4,109,474 for 189,927 pages. Outstanding orders have been estimated at $1,739,000, resulting in a total requirement of $5,848,474 for this class of work for the fiscal year 1969. The estimate for the fiscal year 1970 was $6,250,000 for approximately 250,000 pages. The estimate for the fiscal year 1971 is $7,280,000 for about 260,000 pages.

11. *Federal Register, including the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents.*—The Archivist of the United States and the Public Printer are charged with the printing and distribution, in a serial publication titled "Federal Register," of documents authorized to be published under the act of July 26, 1935,

and the act of June 11, 1946. Funds to cover the cost of printing this publication are provided for in the appropriation for congressional printing and binding. The National Archives and Records Service has been authorized (13 F.R. 5935; 1 CFR, pt. 31) to handle the U.S. Government Organization Manual as a special edition of the Federal Register. On November 6, 1957, the National Archives and Records Service was authorized (22 F.R. 8895; 1 CFR, pt. 32) to begin printing as a special edition of the Federal Register the Public Papers of the Presidents of the United States starting with the calendar year 1957 and specified calendar years prior to 1957 as authorized by the Administrative Committee of the Federal Register. The Weekly Compilation of Presidential Documents, which began publication on August 2, 1965, is published pursuant to the authority contained in the Federal Register Act (49 Stat. 500, as amended; 44 U.S.C., ch. 15), under regulations prescribed by the Administrative Committee of the Federal Register, approved by the President (1 CFR, pt. 32). The cost of printing the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents is charged to the cost of printing the Federal Register (sec. 6, 49 Stat. 501; 44 U.S.C. 1506).

The expenditures for the Federal Register for all work ordered in the fiscal year 1969 amounted to $1,588,514 for 21,849 pages. This included $109,281 for 1,719 pages of the Weekly Compilation of Presidential Documents, and $41,829 for 926 pages of the U.S. Government Organization Manual. It has been estimated that $90,000 will be required to complete two volumes of the Presidential Papers (Johnson, 1968–69) bringing the total requirement to $1,678,514. It was estimated that $1,800,000 would be sufficient to cover the cost of approximately 20,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States in the fiscal year 1970. It is estimated that $2,160,000 will be required in the fiscal year 1971 for printing an estimated 22,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States as supplemental editions of the Federal Register.

12. *Supplements to Code of Federal Regulations.*—The cost of printing the supplements to the Code of Federal Regulations amounted to $653,490 for 53,046 pages ordered in the fiscal year 1969. Incompleted orders estimated at $27,000 will bring this item to $680,490 for the fiscal year 1969. It was estimated that $820,000 would be sufficient for printing 55,000 pages of the supplements during the fiscal year 1970. It is estimated that $940,000 will be required to print 55,000 pages of the supplements during the fiscal year 1971.

AVERAGE COST PER UNIT OF PRINTING AND BINDING CHARGEABLE TO THE CONGRESSIONAL APPROPRIATION, AS OF JUNE 30, 1969

	Unit	1964	1965	1966	1967	1968	1969	[1] 1970	[1] 1971
1. Congressional Record	Per page	$96.05	$108.50	$110.10	[1] $110.00	[1] $113.00	[1] $116.00	$119.00	$128.00
2. Miscellaneous publications	do	24.42	27.99	31.37	26.51	30.73	23.91	33.00	35.00
3. Miscellaneous printing and binding	Per 1,000	30.25	28.24	30.41	37.87	38.54	41.69	39.00	45.00
4. Publications for international exchange	Per copy	.163	.143	.134	.128	.129	.115	.16	.18
5. Franked envelopes	Per 1,000	3.95	3.95	3.89	4.16	4.31	4.76	4.60	5.25
5. Document franks	do	3.88	4.88	4.97	5.34	5.40	5.17	6.00	6.50
6. Committee and business calendars	Per page	11.56	15.67	12.71	14.99	13.90	16.96	16.00	19.00
7. Bills, resolutions, and amendments	do	13.15	11.95	13.17	12.89	15.05	14.57	16.00	18.00
8. Committee reports	do	23.08	25.89	24.25	24.98	31.61	30.09	32.00	35.00
9. Documents	do	31.84	26.11	25.70	29.94	24.65	22.83	33.00	36.00
10. Hearings	do	20.43	20.75	21.48	21.28	20.84	20.67	25.00	28.00
11. Federal Register (not including U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents).	do	57.62	59.28	64.29	66.68	69.64	74.80	78.00	85.00
12. Supplements to Code of Federal Regulations	do	9.21	10.81	9.96	11.13	10.20	17.32	15.00	17.00

[1] Estimated.

Congressional printing and binding billings for work ordered in fiscal year as of Dec. 31, 1969

Fiscal year:	*Amount*
1954	$9, 844, 279. 46
1955	9, 082, 158. 22
1956	10, 321, 442. 51
1957	10, 076, 164. 34
1958	11, 396, 586. 19
1959	11, 590, 307. 57
1960	13, 131, 748. 07
1961	11, 691, 476. 95
1962	14, 344, 430. 01
1963	16, 294, 278. 08
1964	17, 450, 036. 44
1965	18, 667, 253. 79
1966	20, 481, 727. 23
1967	23, 244, 555. 04
1968	22, 318, 401. 64
1969	20, 376, 937. 52
1970 (6 months)	7, 537, 425. 88

With the inception of the revolving fund accounting system in fiscal year 1954, all billings for each fiscal year are based on the orders received during the respective fiscal year.

EMPLOYEES ON ROLL

	As of [1]—	Number
Fiscal year:		
1954	Jan. 1, 1954	7, 148
1955	June 1, 1955	6, 803
1956	Apr. 1, 1956	6, 687
1957	Mar. 15, 1957	6, 490
1958	Mar. 31, 1958	6, 432
1959	Feb. 28, 1959	6, 513
1960	Feb. 29, 1960	6, 547
1961	Feb. 28, 1961	6, 614
1962	Feb. 28, 1962	6, 887
1963	Feb. 28, 1963	7, 161
1964	Jan. 31, 1964	7, 272
1965	Jan. 31, 1965	7, 392
1966	Jan. 31, 1966	7, 257
1967	Jan. 31, 1967	7, 542
1968	Jan. 31, 1968	7, 825
1969	Jan. 31, 1969	7, 971
1970	Dec. 31, 1969	8, 125

[1] Based on information developed annually for hearings before the Committee on Appropriations.

Requisitions and print orders received

Fiscal year:	*Number*
1954	83, 639
1955	94, 018
1956	92, 904
1957	95, 279
1958	92, 671
1959	99, 293
1960	100, 162
1961	99, 340
1962	109, 112
1963 [1]	230, 261
1964 [1]	228, 819
1965 [1]	245, 732
1966 [1]	272, 044
1967 [1]	303, 108
1968 [1]	335, 793
1969 [1]	364, 222
1970 [1] (6 months)	184, 271

[1] Beginning with fiscal year 1963, totals include individual orders on open requisitions.

Total income, including all fieldwork

Fiscal year:	Amount
1954	$74, 482, 987. 40
1955	78, 493, 955. 51
1956	86, 852, 359. 15
1957	88, 745, 435. 16
1958	89, 684, 998. 00
1959	93, 047, 066. 07
1960	99, 547, 839. 95
1961	97, 749, 609. 00
1962	121, 316, 943. 48
1963	129, 650, 829. 38
1964	136, 058, 238. 16
1965	137, 473, 221. 11
1966	175, 878, 648. 87
1967	199, 975, 833. 55
1968	194, 813, 866. 97
1969	203, 651, 603. 70
1970 (6 months)	113, 202, 904. 11

TOTAL GROSS (CASH) EXPENDITURES

	Printing and binding operations	Sales of publications operations	Less intrafund expenditures	Total expenditures
Fiscal year:				
1954				$91, 846, 000
1955				84, 027, 000
1956				87, 182, 000
1957				88, 132, 000
1958				89, 871, 000
1959				95, 866, 000
1960				103, 192, 000
1961				96, 262, 000
1962				122, 674, 000
1963	$128, 391, 000	$5, 739, 000	−$3, 978, 000	130, 132, 000
1964	134, 923, 000	6, 997, 000	−7, 660, 000	134, 260, 000
1965	134, 260, 000	6, 549, 000	−4, 980, 000	135, 829, 000
1966	168, 511, 000	7, 547, 000	−4, 838, 000	171, 220, 000
1967	198, 071, 000	8, 678, 000	−6, 902, 000	199, 847, 000
1968	188, 446, 000	9, 142, 000	−8, 302, 000	189, 286, 000
1969	200, 509, 000	10, 769, 000	−6, 638, 000	204, 640, 000
1970 (estimate)	223, 111, 000	10, 426, 000	−7, 070, 000	226, 467, 000
1971 (estimate)	249, 732, 000	10, 854, 000	−7, 400, 000	253, 186, 000

Note: Separation of total expenditures by printing and binding operations and sales of publications operations is not available prior to fiscal year 1963. Intrafund expenditures consist of expenditures incurred by printing and binding operations on behalf of the sales of publications operations.

VALUE OF COMMERCIAL PRINTING

	Value of commercial printing	Value of paper furnished contractors	Total
Fiscal year:			
1954	$18, 143, 382. 55	$2, 541, 696. 24	$20, 685, 078. 79
1955	21, 147, 522. 61	2, 481, 072. 63	23, 628, 595. 24
1956	23, 160, 772. 98	3, 467, 137. 32	26, 627, 910. 30
1957	24, 314, 072. 18	4, 859, 552. 73	29, 173, 624. 91
1958	28, 484, 791. 73	3, 744, 304. 89	32, 229, 096. 62
1959	28, 588, 242. 06	3, 879. 593. 34	32, 467, 835. 40
1960	31, 062, 888. 61	4, 546, 789. 00	35, 609, 677. 61
1961	31, 580, 444. 61	4, 473, 401. 55	36, 053, 846. 16
1962	43, 376, 398. 16	5, 793, 104. 09	49, 169, 502. 25
1963	47, 533, 961. 89	5, 835, 773. 00	53, 369, 734. 89
1964	50, 493, 980. 38	3, 861, 028. 27	54, 355, 008. 65
1965	51, 129, 601. 39	3, 277, 964. 88	54, 407, 566. 27
1966	74, 885, 832. 45	4, 307, 184. 53	79, 193, 016. 98
1967	92, 945, 591. 66	4, 464, 339. 89	97, 409, 931. 55
1968	93, 994, 354. 33	3, 405, 255. 45	97, 399, 609. 78
1969	99, 877, 843. 49	3, 121, 656. 09	102, 999, 499. 58
1970 (6 months)	56, 131, 342. 79	1, 448, 656. 42	57, 579, 999. 21

(Including Public Papers of the Presidents, U.S. Government Organization Manual, and Weekly Compilation of Presidential Documents)

Administrative Committee.—Establishment and composition; powers and duties (sec. 1506, title 44, United States Code).

The Administrative Committee of the Federal Register shall consist of the Archivist of the United States or Acting Archivist, who shall be Chairman, an officer of the Department of Justice designated by the Attorney General, and the Public Printer or Acting Public Printer. The Director of the Federal Register shall act as Secretary of the Committee. The authority of the Administrator of General Services, under section 754 of title 40, to regroup, transfer, and distribute functions within the General Services Administration, does not extend to the Committee or its functions. The Committee shall prescribe, with the approval of the President, regulations for carrying out this chapter. The regulations shall provide, among other things: The manner and form in which the Federal Register shall be printed, reprinted, compiled, indexed, bound, and distributed; the number of copies of the Federal Register, which shall be printed, reprinted, and compiled, the number which shall be distributed without charge to Members of Congress, officers and employees of the United States, or Federal agencies, for official use, and the number which shall be available for distribution to the public.

Public Papers of the Presidents

Authority and Distribution.—The following sections of part 32, title 1, chapter 1, of the Code of Federal Regulations pertains to the Public Papers of the Presidents.

Section 32.1 Publication required

There shall be published forthwith at the end of each calendar year, beginning with the year 1957, a special edition of the Federal Register designated "Public Papers of the Presidents of the United States." Each volume shall cover 1 calendar year and shall be identified further by the name of the President and the year covered.

Section 32.2 Coverage of prior years

After conferring with the National Historical Publications Commission with respect to the need therefor, the Administrative Committee may from time to time authorize the publication of similar volumes covering specified calendar years prior to 1957.

Section 32.15 Members of Congress

Each Member of Congress, during his term of office, shall be entitled to one copy of each annual volume published during such term: Provided, that authorization for furnishing such copies shall be submitted in writing to the Director and signed by the authorizing Member.

Section 32.16 The Supreme Court

The Supreme Court of the United States shall be entitled to 12 copies of the annual volumes.

Section 32.17 Executive agencies

The head of each department and the head of each independent agency in the executive branch of the Government shall be entitled to one copy of each annual volume upon application therefor in writing to the Director.

The printing of the Public Papers of the Presidents is initiated by requisition from the National Archives and Records Service, General Services Administration. The program consists of the printing of the Public Papers of the Presidents of prior administrations beginning with the Hoover administration and continuing currently through future administrations. The Truman papers for 1945 through 1952, the Eisenhower papers for 1953 through 1960, the Kennedy papers for 1961 through 1963, and the Johnson papers for 1963 through 1967, have been completed (27 volumes in all).

U.S. Government Organization Manual

The U.S. Government Organization Manual is published annually by the Office of the Federal Register, National Archives and Records Service, General Services Administration, as a special edition of the Federal Register pursuant to part 31 of the regulations of the Administrative Committee, approved on March 20, 1959 (24 F.R. 2353; 1 CFR, pt. 31).

Weekly Compilation of Presidential Documents

The Weekly Compilation of Presidential Documents is published every Monday by the Office of the Federal Register and contains statements, messages, and other Presidential materials released by the White House up to 5 p.m. Friday of each week. Authority to publish this compilation is included in the Federal Register Act (49 Stat. 500, as amended; 44 U.S.C., ch. 15), under regulations prescribed by the Administrative Committee of the Federal Register, approved by the President (1 CFR, pt. 32).

Federal Register and Supplements to the Code of Federal Regulations

Page unit estimates (number of pages), are furnished by the General Services Administration, National Archives and Records Service, Federal Register Division. The estimated number of page units required becomes the basis for preparation of estimated costs of the Federal Register and the supplements to the Code of Federal Regulations.

1970 WALL CALENDARS ORDERED FROM GOVERNMENT PRINTING OFFICE

Ordered by—	Requisition Number	Requisition Date	GPO jacket No.	Number of calendars Large	Small	Total	Cost
Clerk's Office, House of Representatives	314	Sept. 16, 1969	34-126	146,207	.....	146,207	$58,851.91
Secretary of the Senate	4627	Sept. 8, 1969	33-799	8,500	1,500	10,000	5,018.74
Total ordered by House and Senate				154,707	1,500	156,207	63,870.65

Large House calendars, size 12¼ by 18, are printed with numerals in 2 colors, mounted on board, lined with blue paper, and have an illustration showing panoramic view of Capitol.

Large Senate calendars, size 9 13/16 by 15, are printed with single-color numerals, mounted on board, lined with blue paper, and have an illustration showing Senate wing of Capitol.

Small Senate calendars, size 9 by 10, consist of the calendar portion only, stitched to board.

GOVERNMENT PRINTING OFFICE

REVENUE, EXPENSE, AND RETAINED EARNINGS—PRINTING AND BINDING OPERATIONS

[In thousands of dollars]

	1969 actual	1970 estimate	1971 estimate
Revenue: Printing and binding operations	203,472	224,563	246,554
Other income:			
Baling and salvaging	196	175	175
Other	3	3	3
Total other income	199	178	178
Total revenue	203,671	224,741	246,732
Less:			
Cost of sales publications purchased for resale	6,179	6,000	6,500
Allowance for unsalable publications	458	1,071	900
Total	6,637	7,071	7,400
Total adjusted revenue	197,034	217,670	239,332
Expense:			
Personnel compensation	65,715	71,118	74,793
Personnel benefits	4,658	5,037	5,387
Benefits for former personnel	81	106	106
Travel and transportation of persons	1,663	1,677	1,691
Transportation of things	1,500	1,897	1,952
Rent, communications, and utilities	94,826	110,300	126,800
Printing and reproduction	267	280	292
Other services	30,709	31,873	32,970
Supplies and materials	1	2	2
Insurance claims and indemnities	1,975	2,451	2,738
Depreciation	201,395	224,741	246,732
Total expense			
Less:			
Cost of sales publications purchased for resale	6,179	6,000	6,500
Allowance for unsalable publications	458	1,071	900
Total	6,637	7,071	7,400
Total adjusted expense	194,758	217,670	239,332
Net operating income	2,276	.....	.....
Nonoperating income and retained earnings:			
Acquisition value of equipment sold	718	.....	.....
Less: Accumulated depreciation	697	.....	.....
Book value of equipment sold	21	.....	.....
Proceeds from sale of equipment	2	.....	.....
Nonoperating income	−19	.....	.....
Net income for year	2,257	.....	.....
Analysis of retained earnings:			
Retained earnings, start of year	25,491	27,748	27,748
Retained earnings, end of year	27,748	27,748	27,748

GOVERNMENT PRINTING OFFICE

REVENUE, EXPENSE, AND RETAINED EARNINGS, SALES OF PUBLICATIONS OPERATIONS

[In thousands of dollars]

	1969 actual	1970 estimate	1971 estimate
Revenue: Sales	18,082	20,238	20,754
Other income:			
Gratuitous revenues (sale of other Government publications by sales agents of Superintendent of Documents)	1,825	300	400
Deposit accounts inactive for 10 years and unidentified remittances	26	27	28
Unredeemed public document coupons	55	56	57
Total other income	1,906	383	485
Total revenue	19,988	20,621	21,239
Expense:			
Sales publications purchases for resale	6,179	6,000	6,500
Postage for sales copies mailed	1,348	1,800	1,854
Publications destroyed	458	1,071	900
Administrative expenses	1,374	1,500	1,700
Total expense	9,359	10,371	10,954
Net operating income [1]	10,629	10,250	10,285
Analysis of retained earnings:			
Retained earnings, start of year	2,628	6,835	4,400
Payment of earnings	−6,422	−12,685	−11,385
Retained earnings, end of year	6,835	4,400	3,300
Expenditures from salaries and expenses appropriation required to operate the sales program:			
Personnel compensation	3,536	4,603	5,461
Personnel benefits	221	250	324
Travel and transportation of persons	7	9	27
Transportation of things: Delivery services	12	8	36
Rent, communications, and utilities:			
Rentals	20	22	26
Communications	87	99	99
Heat, light, and power	12	13	13
Printing and reproduction: Price lists and circulars	366	478	523
Other services:			
Computer services	88	218	324
Repairs and alterations	106	94	214
Sanitation	69	65	72
Systems study for automation			88
Supplies and materials:			
Mailing supplies	145	151	168
Office supplies	53	56	64
Equipment	100	127	1,141
Total expenditures	4,822	6,193	8,580
Net earnings	5,807	4,057	1,705

[1] This amount is transferred to the U.S. Treasury as miscellaneous receipts.

REVENUE, EXPENSE, AND RETAINED EARNINGS

[In thousands of dollars]

	1969 actual	1970 estimate	1971 estimate
Operating revenue:			
Revenue, printing and binding operations	203,671	224,741	246,732
Revenue, sales of publications operations	19,988	20,621	21,239
Less: Intrafund sales included above	−6,637	−7,071	−7,400
Total operating revenue	217,022	238,291	260,571
Operating expense:			
Expense, printing and binding operations	201,395	224,741	246,732
Expense, sales of publications operations	9,359	10,371	10,954
Less: Intrafund expense included above	−6,637	−7,071	−7,400
Total operating expense	204,116	228,041	250,286
Net operating income, printing and binding operations	2,276		
Net operating income, sales of publications operations	10,629	10,250	10,285
Net operating income, revolving fund	12,905	10,250	10,285
Nonoperating income or loss: Printing and binding operations:			
Proceeds from sale of equipment	2		
Net book value of assets sold	21		
Net loss from sale of equipment	−19		
Net income for the year, printing and binding operations	2,257		
Net income for the year, sales of publications operations	10,629	10,250	10,285
Net income for the year, revolving fund	12,886	10,250	10,285
Analysis of retained earnings:			
Retained earnings, start of year	28,119	34,583	32,148
Payment of earnings, sales of publications operations	−6,422	−12,685	−11,385
Retained earnings, end of year	34,583	32,148	31,048

Profits and losses from printing and binding operations, Government Printing Office revolving fund, fiscal year 1954 through Dec. 31, of fiscal year 1970

Fiscal year:	*Net profit or loss (−)*
1954	$3,483,727
1955	3,156,673
1956	3,203,201
1957	2,971,901
1958	975,037
1959	1,218,169
1960	1,264,135
1961	−809,188
1962	2,326,531
1963	1,343,814
1964	1,733,046
1965	1,573,889
1966	5,887,210
1967	4,406,239
1968	757,325
1969	2,256,522
1970 through Dec. 31, 1969	2.253.000

Senator MONTOYA. Could you make a statement about the additional working capital requirements? That is what we were talking about, the revolving fund.

Mr. HARRISON. Yes, I like the title "working capital" better than "revolving fund."

(The statement follows:)

General Statement

Additional working capital requirement

The estimated volume of business for fiscal year 1970 is $240 million. This is approximately 17% greater than the volume of $204 million for fiscal year 1969. It is our opinion that this trend will continue through fiscal year 1971 and beyond.

Because of this volume increase, it is necessary that the Government Printing Office Revolving Fund have additional working capital in order to (a) finance an actual and projected increase in the volume of business, and (b) replenish existing cash reserves to meet current operating expenses.

Balances of accounts receivable, finished work, and work-in-process, have increased approximately $28 million or 44% during the period June 30, 1967, to December 31, 1969. Approximately $15.5 million is required to finance the increase in these accounts at the present rate of growth.

The current rate of cash disbursements during fiscal year 1970 shows that our daily cash requirement is about $776,000. Past experience indicates that the minimum cash balance for operating purposes is at least a 12-day supply or $9,312,000. On December 31, 1969, our cash balance was $3.5 million which includes $4 million borrowed from the Documents Division sales program. An addiitonal $9.8 million is required to bring cash reserves up to an operating minimum.

The Government Printing Office incurs the initial financial burden for Congressional and departmental printing by paying for the labor, employee benefits paper, and other supplies and services required to complete their orders. We must have adequate cash reserves to finance these obligations until we can collect through our billing processes. Otherwise, the Office would be subject to criticism and embarrassment, and would lose the advantage of term discounts. We must also finance our equipment purchases and building modifications until we can recover the cost through our rate structure.

There have been occasions when we have had to slow down payments to our creditors in order to meet more pressing operating expenses such as payrolls and income tax withholding payments. As I have indicated, we have been forced to temporarily use cash receipts from the Documents Division sales program to pay printing and binding bills. These advances recently amounted to $9 million. This money must be paid back, since by law it must eventually be returned to the Treasury.

The following table summarizes the basis for the additional working capital requirement:

	Account balances as of Dec. 31, 1969	Estimated rate of growth (percent)	Additional cash requirement
Work in process	$43,466,000	17	$7,389,000
Finished work	19,949,000	17	3,391,000
Accounts receivable	27,543,000	17	4,682,000
Subtotal			15,462,000
Operating cash deficit required to meet minimum 12-day supply balance ($9,312,000 plus $4,000,000 payable to Documents Division, less $3,500,000 on hand Dec. 31, 1969)			9,812,000
Total			25,274,000

You may notice that the above table does not take into consideration the new program announced by the Joint Committee on Printing whereby some $55 million of printing now being either procured directly by agencies or being produced in agency field printing plants will be procured and financed by the Government Printing Office. Neither does the above table take into account the cost of financing needed equipment and building modifications.

Even so, the table shows a need which is $5 million above our request. We are hopeful that the $20 million will see us through fiscal year 1971 and that a suggested revision in our billing and collecting procedures will materialize in time to provide this extra measure of relief.

If this should fail or if the current growth rate of 17% should accelerate, the need for additional financing would become extremely critical.

NEW PRINTING PLANT—WITHDRAWAL OF REQUEST FOR PLANNING FUNDS

Senator MONTOYA. You referred to heavy workload and the crowded space. What is the status of your request for funds for a new printing plant?

Mr. HARRISON. When we submitted our budget last year, we had expected the Joint Committee on Printing would approve a site and GSA could acquire the site. So, we included planning money in the budget.

Since that time, the Joint Committee on Printing did approve a site out in Princes Georges County. But GSA has been unable to complete the details required to transfer this property to the Government.

So, at the moment, Mr. Chairman, we are without title to a site and I would ask that this request be removed from our budget.

INCREASE IN APPRENTICES

Senator MONTOYA. You referred in your statement to Public Law 91–167 which increased the maximum number of apprentices from 200 to 400. Please explain in more detail how this program operates and under what circumstances it was initiated, and whether this new ceiling will satisfy your requirements and any other information that is pertinent.

Mr. HARRISON. Well, the apprentice program has been active throughout the printing industry in varying degrees for generations. The Printing Office started their first apprentice program in the early 1900's, or really before 1900. During the World War II years there was no apprentice program in the Printing Office.

The 200 limitation we had was set in 1924 at which time, of course, the number of craftsmen required to operate the Printing Office was much smaller than the requirements are now. This meant with a 5-year training program, if we were lucky, we could graduate 50 apprentices a year into craftsmanship status.

We have averaged between 250 and 275 journeymen that have left the Printing Office annually since I have been in office and we have been able to train no more than 40. This has meant, of course, that we had to hire trained journeymen, or if you please we had to proselyte from the industry in order to hire the journeymen from them that they had gone to the expense of training. The industry has opposed this violently and I can't say that I blame them.

I tried about 5 years ago to get this limit increased and the Senate in effect did vote 400. The House felt I should have 600, and wound up not voting anything and so it died at the end of that Congress.

We had it brought up again this past year and both House and Senate passed it and the President signed it. This will mean that in addition to the current 200 which we maintain—the reduction of the number of years from 5 to 4 that is required to complete training—we expect to start a class of 50 twice a year. That is about as often as we can start training classes because after all we are a production organization and not a training organization. So, we must keep our production up.

These apprentices, when they come into our program begin to earn their pay after a very short period of indoctrination.

This certainly will not meet our total requirements. In effect it will not meet half of them. But it will help. It will enable us to train more of the people we need. The requirements of Government printing are such that even when we hire trained journeymen from outside they have to go through quite an indoctrination period before they are capable of really producing the type of work that is required by the Government and by Congress in particular.

AGREEMENT WITH LABOR UNIONS

Senator COTTON. Do you ever run into any question with the printers' labor unions about your running an apprentice program?

Mr. HARRISON. Yes, we do, Senator. As a matter of fact, the unions opposed—not the unions in general but a couple of them did oppose this increase in apprentices. They thought they should be able to supply us with all of the people we needed.

However, they have not been able to do so and as it worked out, after a hearing in the House, and several meetings between the union officials and officials of the Printing Office, we reached agreement and then Congress approved this bill.

Senator COTTON. And as you have just pointed out, if you were dependent on getting your recruiting force from outside trained printers, they would still require some special training before they could qualify for your particular work. Before they could be really productive, they would need to go through quite an indoctrination.

Senator MONTOYA. How long will that take?

Mr. HARRISON. The indoctrination, you mean?

Senator MONTOYA. Yes, how long would it take before that apprentice is really producing more than what the Government is expending on him?

Mr. HARRISON. I would say they begin to pay their way, the apprentices, within 6 months after they come on board. Perhaps in less time because we use these people in the operation while they are being trained. They have a certain amount of class work and a certain amount of production work.

TRAINING CLASSES

Senator MONTOYA. What do you have here? Do you have 400 in the pipeline all of the time?

Mr. HARRISON. We will have under this new law. Now, we have had 200 in the past, give or take a few because when you start a class of 50 all of them don't live up to the requirements. We screen them as closely as we can and the Civil Service Commission gives nationwide examinations for this position. But, even so we find people who are just not adaptable to the type of work that we require. So we do have a few vacancies.

It is not feasible to start one or two or three apprentices by themselves because it requires special training just for this small group. So we try to start them in groups of 50. We may be below the 200 or the 400 eventually by two or three positions because of that.

EMPLOYMENT OF DEAF AND MUTE

Senator COTTON. I have just one question that is more or less for my own curiosity.

I remember the old days, someone testifying on behalf of the Printing Office that you were able to use and found them particularly useful because of their almost enforced concentration, the deaf and mute people. Do you still use a great many of them?

Mr. HARRISON. Yes, we have a very fine program. As a matter of fact, we had a group from our personnel and production divisions, volunteer to take sign language on their own time in order to be able to better communicate with these people. We have in excess of 100. A few years ago we won an award from the Civil Service Commission for our outstanding contribution to this group of people. They are wonderful workers.

AGENCY PRINTING PLANTS

Senator MONTOYA. What is the rationale behind the new program announced by the Joint Committee on Printing whereby the GPO is to procure printing rather than directly by agencies.

Mr. HARRISON. The Joint Committee on Printing set up a survey team a couple of years ago, and we supplied two members to this team from the Government Printing Office. They went into the various regions of the country and surveyed the operations of the field establishments.

They found many agencies were buying printing in the field. Many agencies had their own plants and they produced printing in the field. They evaluated this printing that was being produced and found that a great deal of it lended itself to commercial procurement provided there were sufficient procurement people to buy it and also providing there were commercial printers that would be willing to accept the contracts.

So, the committee wound up with an estimate that there was something like $22 million being procured by the field operations, and $33 million was being produced by the field plants.

Now, about a——

Senator MONTOYA. What do you mean by the field plants?

Mr. HARRISON. Well, the Government under the direction of the Joint Committee on Printing operates in excess of 300 plants throughout the world. These have been evaluated and approved by the Joint Committee on Printing, and most of these plants are small plants except the speciality map plants which some of the larger departments operate.

Senator MONTOYA. Are they under your jurisdiction or are they under the particular agency?

Mr. HARRISON. They are under the agency for administration, but under the policy direction of the Joint Committee on Printing.

PLANTS UNDER AUTHORITY OF PUBLIC PRINTER

We only have five plants outside of Washington that come directly under the authority of the Public Printer.

Senator MONTOYA. Where are they located?

Mr. HARRISON. In New York, Chicago, Denver, San Francisco, and Seattle. These are small plants and the basis of the authorization for these plants is to produce in a hurry the necessary day-to-day media that is required by a field office to maintain their operation.

COMMERCIAL PRINTING IN LIEU OF AGENCY PRINTING—
ESTABLISHMENT OF PROCUREMENT OFFICES

The survey team found that there was a great deal of this work being done in these plants that very well could be done by commercial plants.

So, under their direction we have set up procurement offices. Our first one was in St. Louis. During the last 6 months of last year, St. Louis procured 5,200 jobs or orders for agencies in the St. Louis area, a total of a little under 4 million dollars' worth of printing. In Philadelphia, we have a procurement office which procured 8,200 orders during this period at a value of about $2 million. Boston, which is just getting started, had 591 orders valued at close to half a million dollars.

We have just opened Dallas. They procured in the 6 months they have been operating 1,020 orders at a value of $187,000. Atlanta is just being opened. We only figure on Atlanta since December 1 when they began operating; they procured close to 200 orders at a value of over $100,000.

Senator MONTOYA. Supposing that the Dallas office procures orders for $1 million or representing say 10 orders from different agencies, and some of these agencies are located in Albuquerque, does the particular field agency farm this out to an Albuquerque printer or do they have one particular printer that they farm it out to and do they go on a bidding basis or a set price basis?

Mr. HARRISON. This is on a bid basis, Mr. Chairman. All of this work is procured on a bid basis. On some of it a program of work for a 1-year period is bid and it is assigned to a printer who is low bidder, but it is all done on a bid basis.

Now, when this program is fully augmented, we will have procurement offices in all 10 of the regions which the Joint Committee on Printing has authorized. In some regions, we may have a branch procurement office, like in the California-Nevada region—that is region 9. We are opening a procurement office in Los Angeles and we are now in the process of equipping it. Very likely we will have a branch office in San Francisco.

Now our current plant managers in these five plants that we have also procure commercial printing. So, we have a fair representation now and eventually we will cover the entire country.

SET-ASIDE PROGRAM

Senator MONTOYA. What are you doing about trying to give set-asides to small business?

Mr. HARRISON. The bulk of printing plants are small business. I suppose what you would call large business in the printing field would be maybe 5 percent of the 49,000 or 47,000 printing plants throughout the country.

We are, however, now working on a set-aside program for minority businesses but we are running into difficulties finding additional contractors because so many of the plants that bid are small plants which already qualify under small business.

PROCUREMENT PROCEDURES

Senator MONTOYA. But on this basis if somebody bids lower than anybody else then that particular business is going to get all of the printing.

Mr. HARRISON. This is the basis of the invitation-bid procedure.

Senator MONTOYA. Whether the particular printing plant is located close to the agency which put out the request for printing or not—now what I am trying to get at is this—can't you reform your procedure whereby if an agency in the State of Colorado, for instance, is requesting some printing, can't you revise your procedure to negotiate on the basis of the low bid for the printing in that region to have the printing done by a local agency in the State of Colorado?

Mr. HARRISON. Mr. Chairman, if printing originates in an area for use in that area, we restrict our invitations to bids in that area. So, this would cover just what you are talking about.

Senator MONTOYA. But you are doing it on a regional basis and not on a State basis, are you?

Mr. HARRISON. Not necessarily. It is an area basis rather than that. Of course, this country is divided into the 10 regions, but in our procurement operations we take a lot of things into consideration.

First, where is the job ordered from and where is it to be distributed. If it is nationwide, it is better if we can get somebody in the central part of the country to do it.

In our income tax form program which we bought in excess of 60 percent this past year, this was divided up. We had printers on the west coast printing the forms for use on the west coast.

Senator MONTOYA. How did you divide it? Pricewise? How did you arrive at the different prices for the different printers?

Mr. HARRISON. It was on a bid basis.

Senator MONTOYA. But you apparently had one low bidder and then you divided it, you said.

Mr. HARRISON. No, sir. We invited printers in the east to bid on a certain number of copies to be used in the east, and we invited printers in the west to bid on a certain number of copies to be used in the west.

Senator MONTOYA. How were the prices?

Mr. HARRISON. Pretty competitive.

Senator MONTOYA. Were they very close?

Mr. HARRISON. I would have to find out what they were, but they were close enough to where we decided it was a good move because of the distribution problem which is involved.

PROCUREMENT FROM SMALL BUSINESSES

Senator MONTOYA. Do you have any set policy of trying to do something for small business in the particular States where the need arises by the agency?

Mr. HARRISON. Yes, we have.

Senator MONTOYA. What percentage would you say of the printing that you farm out is done by small business?

Mr. HARRISON. My administrative assistant tells me the result of a study just completed showed that 75 percent of our work goes to small business.

DIRECTION OF AGENCIES FOR PROCUREMENT THROUGH PROCUREMENT OFFICES

Senator MONTOYA. What is the proposal of the Joint Committee with respect to the $33 million that is being done by field agency plants?

Mr. HARRISON. They are proposing and directing the agencies to route that procurement through our procurement office. The reasons for this, I think, are sound because buying printing is a speciality. It is different from buying pencils and paper clips.

Every printing job is a custom-made job. It requires experience and specialization and we feel that our procurement officers, who do nothing but buy printing, are in a better position to write specifications, to invite bids and to analyze bids and follow the jobs through than a purchasing officer in an agency who just buys it as a sideline. We think this is a speciality operation and we will save money.

REVOLVING FUND—PHASES 1 AND 2 OF ELECTRICAL AIR CONDITIONING PROJECT

Senator MONTOYA. Now, you are requesting $2 million in the revolving fund for phase 2 of the electrical air conditioning project?

Mr. HARRISON. Yes, sir.

Senator MONTOYA. What was accomplished in phase 1 and what is proposed in phase 2? I think last year we gave you $2 million.

Mr. HARRISON. You gave us authority last year to use about $1 million from our revolving fund for phase 1 which was the research and development part of the program, so to speak. We hired an engineering concern to make a study and to tell us what we needed. Now they have done this.

Senator MONTOYA. You mean it costs $1 million to do that?

Mr. HARRISON. Plus some work we are doing to increase the electric power which required some additional wiring because we are now out of reserve power in our plant. Every time we put in a press we have difficulty providing sufficient electric power.

Senator MONTOYA. How did you spend that $1 million?

Mr. HARRISON. We spent $128,000 increasing the size of the transformers in two of our substations. The substation for chill water plant and connection with chiller and auxiliary which is $267,000 has been earmarked but not spent.

Senator MONTOYA. For what is it earmarked?

Mr. HARRISON. To complete the substation for chilled water plant and connection of chiller and auxiliary. The consulting engineer fees for plans and specifications was $450,000. That isn't completely finished, but it is well underway, and we will be ready by the new year.

ALLOCATION OF TOTAL COST

Senator MONTOYA. How much of a project will it be?

Mr. HARRISON. About $6.5 million.

Senator MONTOYA. Will it be phased into a 5-year period?

Mr. HARRISON. No, sir. It will be phased over a 3-year period. We are asking for funds for the second phase. There are some new chillers. some alterations to the open system to connect it to the central chilled-water system.

The air conditioning in our plant is very old and it is no longer capable of meeting the requirements.

PRODUCT REQUISITE NOTWITHSTANDING NEW PLANT CONSTRUCTION

Senator MONTOYA. Will this expenditure be justified assuming that before too long there will be a new printing office constructed?

Mr. HARRISON. Senator, if we this year got an appropriation to begin planning and constructing a printing office, it would be at least 5 years and probably 6 years before the building was occupied. There comes a time when you can no longer wait. You just have to take steps to keep operating. This is what we are faced with right now.

Six years or 7 years ago when I started this program to relocate this office in a properly constructed building, I predicted that this was going to happen, that we were running out of space and we were running out of accommodations, and sooner or later unless something was done we were not going to be able to supply the service that Congress and the Government required. We have reached this point.

So, we cannot any longer just sit idly by and say we will make do.

CONGRESSIONAL RECORD—PRINTING COST INCREASES

Senator MONTOYA. I was interested in your figures on page 8 reflecting the cost increases in printing the Congressional Record. For the fiscal year 1971 you estimate there will be 1,000 less pages printed than for 1970, but at an increased cost of $270,000 over the 1970 costs. I assume this increase is attributable mainly to salary costs, is that right?

Mr. HARRISON. A great deal of this is in salary. There are some increased cost of supplies and paper.

Senator MONTOYA. What makes you think that there will be less pages printed in 1971 than in 1970?

Mr. HARRISON. Well, about the only way we can arrive at such an estimate, Senator, so far in advance, is on past performance.

Senator MONTOYA. Past performance indicates that the pages have increased, isn't that correct?

Mr. HARRISON. Yes, but not every year. You will have an increase 1 year and then the next a decrease. You are depending on whether it is the first session or the second session and whether or not there is an election that year or whether there isn't an election.

Senator MONTOYA. That is very interesting.

PRIOR RULE RESPECTING LENGTHY RECORD INSERTIONS

Senator COTTON. Up until very recently if a Member desires to insert something in the Record, if it exceeded a certain length, he had to ask unanimous consent that he insert it despite the fact that it exceeded the length provided. I don't know how much of a restraint that was on the Members. I know in my case I am very careful not to ever ask. I doubt if in many years I have asked unanimous consent to insert something longer than the prescribed length. I don't know whether others were deferred because they didn't want to go on record as filling up the Record with stuff.

It is my understanding that very recently that rule has been revoked.

Senator MONTOYA. I haven't heard any request being made because it exceeded a certain amount.

Senator COTTON. If I understood correctly from the information I had, that rule has been changed. Now, wouldn't that tend to lengthen the Record and cause more necessity for printing?

Mr. HARRISON. We are not sure whether it will or not. What we were finding, and my imminent retirement permits me to say this, was that Members who had an article longer than allowed would ask unanimous consent to address the Chamber and insert certain material at that spot in the Record. Now, this meant, of course, that this had to be printed at that spot in the Record, in larger type than it would have had it been in the extensions.

We were finding, also, on occasions where this happened, the Printing Office was on the spot. A Congressman sent an article in and if it exceeded the limit a little bit, it had to be sent back to him because he hadn't asked or gotten the estimated cost of the article from the Public Printer prior to the time he submitted it to be included in the Record. This created a great deal of ill-feeling.

The Joint Committee felt, and it was their prerogative, that the expense that was being incurred by policing this was greater than the amount we were saving, because we had to have somebody at the Printing Office ride herd on this particular thing to be sure that these articles did not exceed the allowed requirement. I don't believe it is going to cost us anymore than it did in the past.

Senator COTTON. Thank you.

Mr. HARRISON. It will enable us also to be a little more sure of meeting the deadline and getting out the body of the Record, because we hope there won't be so much of this in the body of the Record which requires additional work.

CONSTANT REVIEW OF COST ACCOUNTING PROCEDURES

Senator MONTOYA. Under what circumstances are your cost accounting procedures reviewed?

Mr. HARRISON. They are constantly being reviewed. We have the General Accounting Office people assigned to us all of the time, and we provide offices for them. They are constantly reviewing our total operation, and they make an annual report to Congress.

Senator MONTOYA. Do you have internal auditing?

Mr. HARRISON. We have an audit unit which also is busy all of the time.

BILLING AND COLLECTION

Senator MONTOYA. What is this suggested revision in your billing and collection procedures? Is that the system whereby you indicated you would arrange an agreement with Treasury?

Mr. HARRISON. Yes, sir. Until this becomes effective, our comptroller and his staff are constantly reviewing our procedures to see how we can expedite our billings and our collections.

Senator MONTOYA. Well, it seems to me that there is quite a bit outstanding every month, but of course it takes a long time to do that kind of billing. Will you explain for Senator Cotton's benefit the amount of work that is finished and awaiting billing every month, and the amount that is outstanding and owing pursuant to billing?

Mr. HARRISON. Senator Cotton, on the 13th of March we had work in process of $33,338,000. We had finished work in the process of being

billed, $17,400,000. We had billed, or accounts receivable, not collected on that date, $26,900,000.

Every weekday we have 1,400 new jobs come into the plant; we will have 20,000 jobs in our plant all of the time, in various stages of completion, from the time they come in until they are completed. When you also consider the volume that we are doing, this year it is going to hit $240 million, it is not at all unreasonable to have that much accounts receivable and work in process.

Now, the bright light I was discussing with the chairman before you came, was that Treasury is now working with us, or beginning to work with us, to complete a plan whereby instead of sending these bills to the various agencies where they would audit the bills, write checks, and send them to us and we would deposit them in the Treasury—our billing would go directly to the Treasury which would credit our account with that amount.

This would eliminate a great deal of this $27 million that we now have outstanding as accounts receivable. We figured it would eliminate $20 million of that.

Senator COTTON. Then Treasury would collect from the department?

Mr. HARRISON. I understand it would be a paper transaction, they would increase our cash account and decrease the agency account. I think that is the way it would work. That would be done once a month. This would mean that we would then only accumulate the accounts receivable for 1 month rather than for a 3-month period. This would be a big help to us.

PENDING LEGISLATION AUTHORIZING PUBLIC PRINTER TO FIX SUBSCRIPTION PRICE OF CONGRESSIONAL RECORD

Senator COTTON. Now this bill which passed the Senate March 5 authorizes the Public Printer to fix the subscription price of the daily Congressional Record. What is the existing procedure and how will that be affected by this legislation?

Mr. HARRISON. It will enable us to recover our costs which we have not been doing. The Appropriations Committee several years ago directed by a firm suggestion to our Superintendent of Documents that he adjust prices to recover the cost because it appeared that year that his sales program would not cover the cost of operating his division. It did, however, because of such a tremendous increase in the number of publications sold, but there was that danger for a while, that we would not recover the total cost.

SALE OF DOCUMENTS

Senator COTTON. You are speaking of documents upon which a charge is made?

Mr. HARRISON. Yes, sir; 72 million documents which he sold last year.

Senator COTTON. Could you supply for the record what percentage of Government documents, approximately what percentage are distributed free and what percentage is charged to the public?

Mr. HARRISON. We make no free distribution in our documents division. They are all sold. The agencies who order from us make the free distributions if any, Senator.

Senator COTTON. Some of theirs are free?

Mr. HARRISON. Yes. They don't have the authority to sell, with a few exceptions.

Senator COTTON. Anything bought directly from Government Printing is paid for?

Mr. HARRISON. Yes, sir.

Senator COTTON. But both the Congress and the agencies have documents printed and they distribute them free?

Mr. HARRISON. Yes, sir.

Senator COTTON. I mean in most cases?

Mr. HARRISON. Yes, sir.

Senator COTTON. Thank you.

CONGRESSIONAL RECORD—MEMBER MAILING LISTS

Senator MONTOYA. Let us get back into the Congressional Record now.

Senator COTTON. I didn't means to divert you.

Senator MONTOYA. No, Senator, that was a very good question.

What about the individuals who are put on the mailing list for the Congressional Record by Members of Congress? They don't have to pay for this Congressional Record and neither do the Members of Congress, and how is this cost defrayed?

Mr. HARRISON. Out of the congressional appropriation which we are discussing right now.

Senator MONTOYA. How many do you have on the congressional mailing list?

Mr. HARRISON. We have 33,381 copies designated by Members of Congress to be delivered free, to a mailing list which they maintain.

Senator MONTOYA. I don't recall renewing this list every year.

Mr. HARRISON. You don't have to.

Senator MONTOYA. Wouldn't we be able to cut this down if we sent out a circular to all of these people?

Mr. HARRISON. I think maybe you might, but I suspect that you would have others who, if they knew there were copies that might be had, would be after you for copies. As a matter of fact——

Senator MONTOYA. I mean to notify the existing recipients to renew their request if they wished to, and many of them will not.

Mr. HARRISON. I would think, Senator, I would hope that most Members do that from time to time.

Senator MONTOYA. I don't think that they do.

Senator COTTON. I tried it for some years, and I would like to testify, because I thought that I would clear out the deadwood and those being wasted and people who didn't want them, and it was true. But on the other hand, at the same time it acted as a stimulant to get new requests. I don't know why it acted that way, but I noticed that. Those, incidentally, are the number available for each Senator, and it is based on the population of the State.

Mr. HARRISON. Each Senator gets the same number. It is 100, and 68 for Members of the House, but there is a bill now before the House introduced by Mr. Flynt, to up the Representatives' number from 68 to 98 copies.

Senator COTTON. Mine is a small State, and of course I am very familiar with its communities. I noticed that of the limited number who wrote me back and said they weren't reading it and didn't need it anymore, either they said please send it to so and so, he is very interested, or I got a letter from so and so in the same town. So it didn't work out quite as well as I thought it was going to.

Mr. HARRISON. Just to give you an idea, if this bill passes, what it would cost, the additional number of copies from 68 to 98 for each issue, would cost $579,182, over half a million dollars more. This would have to be paid for by the congressional appropriations.

Senator COTTON. Can you give us some figures as to how much it costs to send the Congressional Record to these individuals requested by members of Congress? Do you have any figures like that?

Mr. HARRISON. Yes; the estimated cost per copy per session is $44.28. That includes the mailing and the printing.

RESOLUTIONS AND AMENDMENTS—INCOMPLETED ORDERS

Senator COTTON. Now, with respect to item 7, in your justifications, page 10, bills, resolutions and amendments, you state, and I quote, "Incompleted orders estimated at $5,500 will bring this item to $2,138,908 for fiscal year 1969." Please explain how you can have incompleted orders under this particular category of printing for previous sessions.

Mr. HARRISON. What page is that on?

Senator COTTON. Page 10 of the justifications. It is item 7, bills, resolutions and amendments.

Mr. HARRISON. When the year is ended on June 30, there are many jobs in our plant that are not completed and will not be completed sometimes for months and months and months, and sometimes years. I remember one job had been held in type for 30-some years.

We have to get permission from the committee to kill type before we can kill it. Until that job is completed, we can't complete the billing, so during the period of time after the year closes and these jobs are completed, then that is obligated in the operations of the year in which the job was placed.

Senator COTTON. Couldn't we do something about that?

Mr. HARRISON. We have tried this, and we have cut it way down, but there are so many imponderables in this thing. It is a little difficult sometimes to say, "We will never need this, so kill the type," and then, lo and behold, there is a need for it. It is cheaper to hold it within reason than it is to have to reset it. We go through this very carefully from time to time and contact all of the committees and seek their authority to either print or kill the type.

FEDERAL REGISTER

Senator COTTON. How wide is the distribution of the Federal Register? Is there a fee for nongovernmental users?

Mr. HARRISON. Yes, sir.

Mr. BUCKLEY. It is $15 a year. I am sorry, it has been raised to $25. That is a recent increase.

Senator MONTOYA. How many subscriptions do you have among Government agencies and nongovernmental recipients?

Mr. DARLING. The total is 14,788 total subscriptions. The paid subscriptions are 9,502. The departmental nonpaid are 5,286.

Senator MONTOYA. From your justifications, you apparently are not requesting any fund for prior year reimbursements, as you have done in the recent past. Are you now on a current basis?

Mr. HARRISON. We are very happy to say that it now appears that this is true, that we will be able to cover our operations last year from the estimate which we placed a couple of years ago.

PROFITS AND LOSSES

Senator MONTOYA. Referring to your profit-and-loss statement on page 27, I notice an interesting situation with respect to the first 6 months of fiscal year 1970; you show a large profit of $2,253,000. But for an almost identical period, the first 7 months of fiscal year 1969, as reflected in Senate hearings, page 216, you showed a loss of $475,178, with a yearend profit of $2,256,522. How do you account for this? Have you changed your billing procedures?

Mr. HARRISON. We changed our rates, and not our billing procedures as such. The only way we can recover our costs is either by improving our operation or increasing our rates. We have no other way. With the constant increase in wages which has gone on as we all know over the recent years, it has been necessary to watch this monthly operation very closely, and when it appears that for several consecutive months we are running in the red, then our comptroller gets busy with our pricing and adjusts these prices to recover our costs. We know what every division, every production division is doing in the way of profit and loss monthly.

Senator MONTOYA. What would you say the increase in printing costs has been in the last year?

Mr. HARRISON. The increase in printing costs in the last year—I would say between 7 and 10 percent.

Senator MONTOYA. And these costs are reflected in the amount you charge for printing?

Mr. HARRISON. That is right, sir, as rapidly as we can catch up with it.

Senator MONTOYA. What do you estimate will be your profit for fiscal year 1970?

Mr. HARRISON. It looks pretty good because of this fantastic increase in volume. Now, we had adjusted our prices to cover a volume of slightly in excess of $200 million. And it looks like it is going to be in excess of $240 million.

Now, through December 31, we had $2¼ million profit. We will have wage increases, of course, that will gradually become effective from now on through the balance of this fiscal year. Our first wage increase was for photoengravers and that will take effect on the 22d of this month, and the compositors, who are a big group, come up just before the end of the fiscal year.

I would anticipate that we will have a fairly nice margin of profit.

Senator MONTOYA. You had $2¼ million for the first half of the fiscal year, and is it reasonable to assume that you will have almost the same amount for the second?

Mr. HARRISON. No, it isn't, and I meant to mention that to you a moment ago.

Senator MONTOYA. In 1969, it was different?

Mr. HARRISON. Yes, it was, because we had some very bad months in the last half of 1969—there was a lot of overtime, the volume dropped a little, and it is amazing how a little change in volume can affect your earnings.

Senator MONTOYA. What do you estimate it for the whole year?

Mr. HARRISON. It is awfully hard to tell, Senator.

Senator MONTOYA. Would it be between $3 and $4 million?
Mr. HARRISON. Yes, sir.
Senator MONTOYA. You are doing better than last year, then?
Mr. HARRISON. Yes; our volume is up, and that accounts for that.

OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

Senator MONTOYA. With respect to the Office of the Superintendent of Documents you are requesting $13,005,000 which is $3,355,000 over the 1970 appropriation.

I will insert in the record pages 4 through 14 of the justifications of the Superintendent of Documents. Do you have a statement for us on this request?

(The justification follows:)

STATEMENT SUPPORTING 1971 ESTIMATE FOR SALARIES AND EXPENSES, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

The Office of the Superintendent of Documents operates under a separate appropriation which provides funds for the performance of the four functions with which the Office is charged by law. They are: (1) The sale of Government publications produced by the Government Printing Office; (2) the compilation of catalogs and indexes of Government publications; (3) the distribution of Government publications to designated depository libraries; and (4) the mailing for Members of Congress and other Government agencies of certain Government publications, as authorized by them.

The functions required of the Office are of a service nature and there is no control over the volume of work that it is called on to perform. The work programs show substantial increases for the first 6 months of the current fiscal year over a comparable period last year. This is a continuation of the trend that has been evidenced in every recent year. Interest in the publications issued by the U.S. Government is at an alltime peak. We sold 71,455,000 publications in fiscal year 1969, and anticipate that we shall sell 73,318,000 during the current year and 75,517,000 by fiscal year 1971.

We have made the best advance estimate possible of the amount that will be needed in fiscal year 1971 to provide the services required of the Office of the Superintendent of Documents. The total appropriation requested is $13,004,500, an increase of $2,859,100 over the 1970 appropriation and pending pay raise supplemental.

We appreciate very much the help given us last year by this committee, faced as we then were and still are with a critical situation because we cannot fill all of the orders received for the purchase of Government publications as quickly as the publications are needed by our customers. We continue to receive bitter criticism from some of those we try to serve and more and more of them are bringing the situation to the attention of their Representatives and Senators, as well as to various congressional committees. Sales for the current fiscal year are approximately 28 percent ahead of those for the comparable period of fiscal year 1969. We have managed to increase to approximately 50 percent the portion of the orders that can be handled within 10 days to 2 weeks. Incoming letters still arrive at the rate of up to 60,000 letters a day, with between 250,000 and 400,000 orders for publications on hand on a normal day. It requires as much as 8 weeks to complete some of them The additional positions that were authorized by the Legislative Branch Appropriation Act of 1970 will, undoubtedly, enable us to offer some further improvement in the order-filling schedule. Because of the late enactment of that legislation, we are just now beginning to secure the first of the additional personnel it provided.

Inadequacy and unsuitability of the space presently available in the Government Printing Office for the operations of the Office of the Superintendent of Documents will limit severely the use there of many more employees than the number we are now authorized to hire. As the service requested by the public continues to grow, it is inevitable that we must consider the supplementing of

the order processing done at the Government Printing Office, with a branch distribution center located west of the Mississippi River. I believe it is imperative that we take the initial step in this direction, with the approval of this committee and the Joint Committee on Printing, in fiscal year 1971. With the prospect that suitable space outside the Washington, D.C., area can be made available by the General Services Administration for the purpose, we are requesting an additional 77 employees, at a cost of $487,188, to man this new installation, $1,012,122 to provide the necessary equipment for its operation, and an increase in our appropriation for travel, that would be required for employees transferred to the distribution center from the Government Printing Office, as well as those whose services would be required there temporarily for the training of new personnel.

In addition to, and as a part of, any future relocation of a part of our order processing operations, we must recognize the necessity of converting to modern, automated, electronic data processing methods. We know of no other comparable operation in or out of Government that is still attempting to perform manually a task of the magnitude of that with which we are faced. Lacking the present resources to design the systems and programing that computerization of the inventory system of our Office will require, we are requesting in the fiscal year 1971 appropriation $125,000 to permit the contracting for professional services to conduct the systems studies, systems design, and programing that the modernization of our publications sales operations will require. We must be prepared to embark on this long overdue improvement, the necessity for which is basic to the serious problems of our Office, for which a solution has not yet been found. The results of the systems studies and systems design will provide important guidance in the establishment of any branch order processing operation, either locally or elsewhere, that it may be possible to accomplish.

Plans are underway for the three additional branch bookstores that were authorized by the 1970 Legislative Branch Appropriation Act. The opening of the store in Boston, Mass., is scheduled tentatively for April 1970. Atlanta, Ga., and Los Angeles, Calif., are the other locations for which branch bookstores are planned later in the current fiscal year.

All of the bookstores established to date continue to be financially self-sustaining, far beyond original expectations. They are providing an improved Government service which is in great public demand. The General Services Administration is expanding its program for the establishment of Federal information centers in additional cities, and a branch bookstore for the sale of Government publications is a vital asset as part of these centers. We are, accordingly, including in the fiscal year 1971 appropriation request, $174,439 which would provide the necessary employees and preparation of the locations for the establishment of three additional branch stores during that year. If we are authorized to make this further expansion of the bookstores program, the locations of the future branch stores would be determined primarily by the sites of Federal information centers and availability of space in Federal buildings.

Our current appropriation of $10,000 for "Travel" will barely be sufficient to cover the cost of the travel required in the establishment of the three new bookstores authorized during fiscal year 1970, in addition to that required in the operation of the three stores previously established, assistance to depository libraries, and providing sales displays and exhibits of Government publications.

To establish three additional bookstores in fiscal year 1971, considering the increase provided by law in the travel allowance for Government employees, would require an additional $12,050 in travel funds. The relocation of part of the order-filling operations to another locality would require an additional $7,950. We have, accordingly, included in the fiscal year 1971 request, an additional $20,000 under "Travel," to cover these anticipated increased expenses.

The Monthly Catalog of U.S. Government Publications that we issue in accordance with law is a valuable library and publications research tool. Based on current costs, it will require $116,800 to produce the 12 issues of the Monthly Catalog during fiscal year 1971. Our current appropriation for this purpose is $98,600, and the fiscal year 1971 request includes an additional $18,200 for the performance of this function.

The price lists and announcements of Government publications available for sale are the only means we have of informing the public about these publications. The conversion to electronic data processing of the mailing list of names used for distribution of the biweekly Selected List of Government Publications, has given us the operational capacity to accept requests from all who wish to receive this list, which is the foremost medium we have for increasing the sale of Government publications. With an estimated increase of recipients of the Selected List in fiscal year 1971 to 1,200,000, our present printing allocation of $225,000 would prove inadequate. We have, therefore, included an additional $45,000 to meet the cost of providing the additional copies that will be required.

As of January 30, 1970, the Federal Depository Library System comprised 1,010 libraries throughout the entire United States. The present law makes possible a total designation of approximately 1,350 depositories. Since July 1, 1969, there have been 17 new designations, with 12 more pending final designation, and we estimate that this number will grow to 40 by the end of the current fiscal year. Because college and university, as well as public libraries are making greater use of Government documents than ever before, we do not foresee any decrease in the yearly requests for new depositories until the maximum number permitted by the present law is reached. Since this law was enacted in 1962, there has been an increase of an average of 40 new depositories each year. We estimate that this will again be the number of new designations in fiscal year 1971. At an average cost of $1,592 for each new library, we are requesting $63,680 to continue the implementation of this program as authorized by law. We have also included an additional $150,000 for the estimated increase in the number of copies of publications that we shall be required to provide to depositories in fiscal year 1971, and $3,000 for the postage that will be required to mail an estimated 150,000 additional publications not produced by the Government Printing Office to depository libraries, as provided for by law.

Computerized operations involved in the maintenance of the mailing lists which we have already converted to electronic data processing, and changes to them, are performed for the Office of the Superintendent of Documents by the Division of Finance and Accounts of the Government Printing Office. The estimated cost of those services for fiscal year 1971, made by that division is $154,500 and this has been requested under "Computer Services."

Nominal increases for "Office and Mailing Supplies" normally occur as a result of an increased volume of business. The proposed relocation of a part of the order processing function in fiscal year 1971 would add an additional $31,700 to the increase of $21,800 for additional mailing and office supplies at the central office, making a total increase of $53,500.

Under "Transportation of Things," necessary transportation to a new distribution center would require an estimated $24,340, added to an increased cost of $3,000 for local transport of sales publications ordered by Members of Congress, delivering books to our local branch bookstores and servicing the warehouses used for storage of publications.

I hope that this committee will again include in our fiscal year 1971 appropriation the $200,000 "Reserve for Contingencies." Since you devised it some years ago, it has been highly effective in avoiding an amended budget due to work increases that could not be foreseen at the time the original estimates had to be prepared. The reserve can be used only with permission of the Public Printer and cannot be used to employ permanent personnel. We have not yet had to make any use of the reserve provided in our current appropriation.

We shall continue to make every effort to modernize and improve the operations of the Office of the Superintendent of Documents in order that the services provided can be satisfactory and more adequate than they have been in recent years, and to relieve the criticism so widely directed at them. With your help, we shall continue to bring Government publications to the attention of the widest possible segment of the American public, to provide our services as efficiently and as economically as we can, while continuing to realize substantial income for return to the U.S. Treasury.

Salaries and expenses, Office of Superintendent of Documents

Appropriation estimate for fiscal year 1971		$13,004,500
Appropriation for fiscal year 1970	$9,650,000	
Proposed 1970 pay raise supplemental	495,400	
		10,145,400
Increase for fiscal year 1971		2,859,100

		Estimate 1970	Estimate 1971	Increase
11	Personnel compensation [1]	$6,120,948	$7,074,562	$953,614
12	Personnel benefits [1]	332,616	426,160	93,544
21	Travel and transportation of persons	10,000	30,000	20,000
22	Transportation of things	8,300	35,640	27,340
23	Rent, communications, and utilities	386,980	425,580	38,600
24	Printing and reproduction	2,015,156	2,292,036	276,880
25	Other services	451,000	834,500	383,500
26	Supplies and materials	448,800	502,300	53,500
31	Equipment	171,600	1,183,722	1,012,122
	Contingency fund	200,000	200,000	
	Total estimate	$10,145,400	$13,004,500	$2,859,100

[1] Includes 1970 pay raise supplemental.

Breakdown of 1971 Budget increases requested

Personnel compensation:	
Annual within-grades for 1971	$41,766
Additional personnel compensation for part of year for fiscal year 1970 pay raise	343,819
Additional personnel for three bookstores, 12 employees (9 annual and 3 hourly)	80,841
Additional personnel for branch distribution center, 77 employees	487,188
Total	911,848
Total, personnel compensation	953,614
Personnel benefits: Increase requested for contributions for retirement, health benefits, and life insurance	93,544
Travel and transportations of persons:	
Increase requested to allow necessary travel to open and operate three additional bookstores outside the Washington, D.C., area	12,050
Increase requested to allow necessary travel for branch distribution center of Public Documents Division	7,950
Total, travel and transportation of persons	20,000
Transportation of things:	
Additional amount required to cover increased costs of locally transporting sales publications ordered by Members of Congress, of making deliveries to branch bookstores, and of servicing the warehouses	3,000
Increase requested to allow transportation of things in connection with branch distribution center of Public Documents Division:	
Household items of five employees to branch distribution center	8,555
Trucking publications to branch distribution center	15,785
Total, transportation of things	27,340
Rent, communications, and utilities:	
Rentals: Amount needed to pay additional cost of rental of equipment for branch distribution center of Public Documents Division	4,800
Postage:	
Amount needed to pay postage costs on mailings of depository copies of GPO material to estimated 40 additional libraries in 1971	9,200
Amount needed to pay postage costs of increased number of depository copies of GPO material mailed to established libraries	21,600
Amount needed to pay postage on non-GPO material to be received from additional Government agencies, estimated 150,000 copies	3,000
Total, rent, communications, and utilities	38,600

Breakdown of 1971 Budget increases requested—Continued

Printing and reproduction:	
Additional amount required for increased costs of printing the Monthly Catalog of U.S. Government Publications and Index	$18,200
Additional amount required for printing depository copies of GPO material for presently established libraries	150,000
Additional amount required for printing depository copies of GPO material for estimated 40 additional depository libraries in fiscal year 1971	63,680
Additional amount needed to cover printing costs of increased distribution of The Selected List of U.S. Government Publications	45,000
Total, printing and reproduction	276,880
Other Services:	
Amount needed to implement systems studies, systems design, and programing for inventory, order processing, and stock control	125,000
Increase requested to continue computer services for the systems studies, design, programing, and conversion to magnetic tape of paid subscription lists and to continue ADP maintenance of The Selected List of U.S. Government Publications now on magnetic tape	118,500
Additional amount needed to cover costs of repairing and maintaining equipment and costs of alterations and additions to workroom areas	18,000
Amount requested to refurbish three sites for use as branch bookstores outside Washington, D.C., area	75,000
Amount requested for maintenance contracts for office and production equipment for branch distribution center of Public Documents Division	3,000
Amount required for converting approximately 1,750,000 subscription and selected list names and addresses to microfilm so as to facilitate inquiry, research, verification, and maintenance of these mailing lists	36,000
Amount required to cover increased costs of cleaning work areas and maintaining restrooms	8,000
Total, other services	383,500
Supplies and materials:	
Additional amount needed to cover the increased costs of purchasing office and mailing supplies	21,800
Additional amount needed to cover cost of purchasing office and mailing supplies for branch distribution center of Public Documents Division	31,700
Total, supplies and materials	53,500
Equipment: Amount requested to procure equipment for branch distribution center of Public Documents Division	1,012,122
Total of 1971 budget increases requested	2,859,100

Increases Requested Distributed to Programs

Increases requested for sales, agency, and congressional distribution and cataloging and indexing programs

Salaries:	
Annual within-grades	$41,766
Additional personnel compensation for part of year for fiscal year 1970 pay raise	343,819
Total for salaries	385,585
Retirement, health, and insurance contributions	34,984
Transportation of things	3,000
Price lists and Selected List of U.S. Government Publications	63,200
Computer services	154,500
Systems studies, design, and programing	125,000
Repairs and alterations	26,000
Office supplies	3,000
Mailing supplies	18,800
Total increases for sales, agency, and congressional distribution and cataloging and indexing programs	814,069

Increases requested for the depository library program

For established libraries:	
Printing depository copies for GPO printed material	$150,000
Postage, GPO and non-GPO printed material	21,600
Total for established libraries	171,600
For additional libraries (40):	
Postage, GPO printed material	9,200
Postage, non-GPO printed material	3,000
Printing depository copies for GPO printed material	63,680
Total for additional libraries	75,880
Total increase for depository library program	247,480

INCREASES REQUESTED DISTRIBUTED TO PROGRAMS—Continued

Increases needed to initiate new activities within the authorized programs of the Superintendent of Documents

Opening three branch bookstores fiscal year 1971:	
Salaries of bookstore personnel	$80,841
Retirement, health, and insurance contributions	6,548
Travel	12,050
Refurbishing three sites for use as branch bookstores	75,000
Total for opening three branch bookstores	174,439
Branch distribution center:	
Salaries:	
Annual employees, 63 positions	406,128
Hourly employees, 14 printing plant workers	81,060
Total for salaries	487,188
Retirement, health, and insurance contribution	52,012
Travel	7,950
Transportation of things	24,340
Rental	4,800
Maintenance contracts	3,000
Office and mailing supplies	31,700
Equipment	1,012,122
Total for branch distribution center	1,623,112
Grand total for all programs	2,859,100

SALARIES AND EXPENSES
OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

	1970 estimate	1971 estimate	Increase
Object:			
11 Personnel compensation	$6,120,948	$7,074,562	$953,614
Salaries of full-time, temporary, and part-time employees of the Superintendent of Documents.			
12 Personnel benefits	332,616	426,160	93,544
For required contributions to retirement fund, life insurance, and employees health benefits.			
21 Travel and transportation of persons	10,000	30,000	20,000
Travel expenses of the Office of the Superintendent of Documents, including statutory requirements of inspection of condition of depository libraries. Also covers necessary travel for inspection of new machinery and equipment, and to open and operate bookstores outside the Washington, D.C. area and for branch distribution center.			
22 Transportation of things	8,300	35,640	27,340
Transportation of sales publications ordered by Members of Congress for local delivery and delivery of publications to local branch bookstores. Transportation of things in connection with branch distribution center.			
23 Rents, communications, and utilities	386,980	425,580	38,600
Postage required for necessary official correspondence and mailing of publications to depository libraries; also rentals of equipment, and costs of heat, light, and power.			
24 Printing and reproduction	2,015,156	2,292,036	276,880
Printing of copies of publications produced by GPO, for distribution to depository libraries. Also covers printing of catalogs and indexes of Government publications required by law, and price lists, price circulars and The Selected List of U.S. Government Publications.			
25 Other Services	451,000	834,500	383,500
Covers repairs to office and plant fixtures and equipment; maintenance of electrical trucks; alterations to work areas; cleaning work areas and restrooms; system studies, computer services, refurbish sites for branch bookstores and maintenance contract for branch distribution center.			
26 Supplies and materials	448,800	502,300	53,500
Cost of such supplies and materials as wrapping paper, cardboard, envelopes, shipping bags, mailing tubes, tape, glue, stencils and general office supplies, including pens, typewriter ribbons, staples, clips, rubberbands, blank forms for central office and branch distribution center.			
31 Equipment	171,600	1,183,722	1,012,122
Mailing, addressing, inserting and sealing machines, power lift trucks, pneumatic tube and conveyor systems, bookkeeping machines, typewriters, stencil cutters, tying machines, tape and label dispensers for central office and branch distribution center.			
Contingency fund	200,000	200,000	----------
To be used only with permission of Public Printer when work volume exceeds that which could have been normally anticipated. Cannot be used to employ permanent personnel.			

SUMMARY OF WORKLOAD

[In thousands]

	1962 actual	1963 actual	1964 actual	1965 actual	1966 actual	1967 actual	1968 actual	1969 actual	1970 estimate	1971 estimate
Number of sales orders	3,445	3,389	3,836	4,029	3,994	3,915	4,101	4,449	4,582	4,720
Letters of inquiry	1,837	1,573	1,575	1,642	1,596	1,428	1,732	2,425	2,498	2,573
Amount of sales	$10,902	$11,298	$12,558	$14,389	$14,859	$16,267	$16,954	$19,988	$20,621	$21,239
Number of publications sold	54,762	53,077	60,904	64,801	66,703	72,439	69,436	71,455	73,318	75,517
Publications distributed for other Government agencies	86,539	90,981	85,969	96,795	90,133	81,092	80,882	96,361	99,000	102,000
Number of publications distributed to depository libraries	5,312	5,817	5,492	7,581	7,867	11,476	9,879	10,820	12,226	13,816
Number of publications cataloged and indexed	56	56	56	59	62	60	53	48	53	54

APPROPRIATIONS AND EARNINGS

[In thousands of dollars]

	1962 actual	1963 actual	1964 actual	1965 actual	1966 actual	1967 actual	1968 actual	1969 actual	1970 estimate	1971 estimate
Appropriations	4,724	4,760	5,242	5,562	5,829	6,425	7,469	[1] 8,178	[2] 10,145	13,005
Earnings (miscellaneous receipts to Treasury)	5,770	5,732	6,703	7,404	7,642	7,079	6,628	10,629	10,250	10,285

[1] Includes pay raise supplemental of $178,000.
[2] Includes proposed pay raise supplemental of $495,400.

1970 PERSONNEL INCREASE

Mr. HARRISON. Mr. Buckley has that.

Mr. BUCKLEY. I want to express to this committee our appreciation for the much-needed help you gave us last year. Although the Legislative Branch Appropriation Act was late in its enactment and we are just beginning to realize its benefits, the additional personnel provided will be a means whereby we hope to be able to improve the quality of the public services that we offer.

We are encouraged by the fact that it has already been possible to increase from about 40 to 50 percent, that portion of our orders that can be completed within 10 days to 2 weeks after receipt. The remainder is, unfortunately, still requiring an average of 4 to 8 weeks.

WORKLOAD

We continue to receive up to 60,000 letters a day and have in process of completion on a normal day between 250,000 and 400,000 orders. Increased resources seem always to be met by more than a proportionate increase in the volume of requests that we are called on to handle, and this year is no exception.

ANTICIPATED REQUISITE FOR BRANCH DISTRIBUTION CENTER WEST OF MISSISSIPPI RIVER

As we look to the future, we must expect continued substantial increases in all of our work programs, which are of a service nature and the volume of which we cannot control. The inadequacy and unsuitability of the space now available to us in the Government Printing Office will limit severely the use there of many more employees than we are now authorized to hire. I believe that we are rapidly approaching the time when the processing of publications orders at the Government Printing Office must be supplemented by a branch distribution center of our Office, to be located west of the Mississippi River, if we are to provide the service that those who use Government publications need and have a right to expect. With the prospect that suitable space for such an installation could be provided by the General Services Administration, and with the approval of this committee and the Joint Committee on Printing, we should be prepared to take the initial steps in this direction in fiscal year 1971.

AUTOMATED ELECTRONIC DATA PROCESSING IMPERATIVE

We recognize also the imperative necessity of converting to modern, automated electronic data processing methods in order to perform a task of the magnitude of that with which we are faced. No other operation of comparable scope, in or out of Government, is still attempting to perform such an operation manually.

We lack the present resources to design the systems and programing that computerization of our inventory system will necessitate, and we need to contract for professional services to conduct the systems studies, systems design, and programing that will be required for the modernization of our sales operation. This is in addition to,

and as a part of any future relocation of a portion of the order-processing operations.

BRANCH BOOKSTORES

The three branch bookstores already established continue to be financially self-sustaining, far beyond original expectations. If we are to respond to the unprecedented growth of interest in Government publications and the public enthusiasm for the service provided by the branch bookstores, we should be prepared to add additional branches in major U.S. cities where the General Services Administration is establishing Federal Information Centers and where space can be made available in Federal buildings.

Our appropriation request contains funds to establish three more branch stores on that basis during fiscal year 1971.

Plans for the three branch bookstores to be established during the current fiscal year that were authorized by the Legislative Branch Appropriation Act of 1970 are proceeding on schedule. The opening of the store in Boston, Mass., is scheduled, tentatively, for late April or early May 1970, with other branches in Atlanta, Ga., and Los Angeles, Calif., planned for later in the current fiscal year.

TRAVEL INCREASE

The increased travel required in adding the branch bookstores that have been authorized, and the additional travel allowance for Government employees now provided for by law, have made our present appropriation of $10,000 barely sufficient to cover the cost of the travel necessary to operate the Office of the Superintendent of Documents. The establishment of a branch distribution center outside Washington would further increase the need for travel by our personnel, as would the establishment of the three additional branch bookstores that we are requesting in fiscal year 1971. For this reason, we have included in our estimates an increased appropriation to cover the additional travel cost that these extensions of our operations would require.

Senator MONTOYA. How much is that?

Mr. BUCKLEY. We are asking for an additional $20,000, Mr. Chairman.

MAILINGS TO DEPOSITORY LIBRARIES

The estimated increases for mailings to depository libraries, office and mailing supplies, catalogs and price lists of publications, transportation, and computer services involved in the maintenance of our mailing lists, are those which normally occur where there is an increased volume of business. The Federal depository library system has grown to 1,010 libraries, as of January 31, 1970.

There have been 17 new depositories designated since July 1, 1969, with 12 more pending final designation. The estimated increase in the number of depository libraries for fiscal year 1971 is based on the yearly average increase since enactment of the current depository law in 1962.

RESERVE FOR CONTINGENCIES

To meet increases which cannot be foreseen at the time our estimates must be prepared, and to avoid an amended budget, the reserve for

contingencies of $200,000 which this committee recommended several years ago, has proved highly beneficial and is again included as part of the fiscal year 1971 request. It can be used only with permission of the Public Printer, but not to employ permanent personnel. We have not yet had to use any of the reserve included in our current appropriation.

RETURN TO THE TREASURY

The income realized last year for return to the U.S. Treasury, from the sale of Government publications was $10,629,363. With your help, we shall continue our efforts to make this service financially self-sustaining, while intensifying also its modernization and improvement. A tabular breakdown of the increases requested is included in the statement supporting the 1971 estimate for salaries and expenses, Office of the Superintendent of Documents, and I shall be glad to attempt to answer any questions about specific items.

Senator MONTOYA. The total income realized was $10,629,000?

Mr. BUCKLEY. That is the income for return to the Treasury, in fiscal 1969.

Senator MONTOYA. What do you mean by that? Is this the income realized from the sale of documents?

Mr. BUCKLEY. The total income from the sale of documents was between $19 and $20 million. Of that amount, $10,629,000 was income that we returned to the Treasury.

Senator MONTOYA. What happened to the rest of it?

Mr. BUCKLEY. That is the amount that we use for purchasing the publications to be placed on sale.

Senator MONTOYA. So what did you use in salaries, or better still, I will put it this way; Is your operation profitable to the Government?

Mr. BUCKLEY. In recent years, fortunately, it has been.

1970 NET PROFIT

Senator MONTOYA. To what extent? What was the profit over and above overhead expense and cost of materials last year?

Mr. BUCKLEY. In fiscal year 1969 our appropriation was $8,178,000, and our return to the Treasury was $10,629,000. For the preceding——

Senator MONTOYA. Just a moment. But that return to the Treasury represents the difference between the sales price of the material and the cost of the material, is that right?

It doesn't take into account the salaries of the employees of your particular division?

Mr. HARRISON. No, it does not.

Mr. BUCKLEY. The cost of the publications that are sold by the Superintendent of Documents must be determined by their cost of manufacture plus a markup of 50 percent. The receipts from the sale of publications that we take in, as we sell the documents, are used to purchase other publications needed to be placed on sale. What is not needed for that purpose must be turned over to the Treasury at the end of the year.

Senator MONTOYA. The point I am trying to make, Mr. Buckley, is this: You say that you sold documents last year and realized receipts in the amount of $19-plus million.

Mr. BUCKLEY. Yes, sir.

Senator MONTOYA. You returned $10 million-plus to the Treasury.

Mr. BUCKLEY. Yes, sir.

Senator MONTOYA. So I assume the other $9 million was used for the purchase of these documents.

Mr. BUCKLEY. Yes, sir.

Senator MONTOYA. Now, what overhead is involved which could be subtracted from the $10 million return to the Treasury, to arrive at a final figure of net profit?

Mr. BUCKLEY. The amount of our appropriation, Senator, for that year—the appropriation which Congress gave us in the Legislative Branch Appropriation Act which was $8,178,000, which would leave a net profit of approximately $2,451,363.

Senator MONTOYA. That is the figure that I wanted.

SERVICE DELAY—1970 PERSONNEL INCREASE

Last year you stated there was a service delay of between 4 to 8 weeks on about 50 percent of your orders, and Congress allowed your request for 112 full-time openings and the part-time equivalent of another 101 full-time positions. Yet, according to the first page of your statement, the situation is not much improved. Has the situation changed since these justifications were prepared, and what is the outlook for such improvement?

Mr. BUCKLEY. Senator, we are steadily acquiring the new employees that were authorized for us last year. We have 641 employed as of today. We have begun, as of last Thursday evening, the extension of the part-time night work force to two additional nights per week. We know that the percentage of orders that we are handling within 10 days to 2 weeks has increased slightly up to now, and we are hoping that during the current year there will be a further substantial increase as we acquire these additional employees.

Senator MONTOYA. What about the time of consumption for servicing these requests, will that be reduced?

Mr. BUCKLEY. This is what we are trying to reduce. In other words, we are trying to increase the percentage of the orders that will be handled in no more than 2 weeks. Unfortunately, a substantial portion of them are now requiring as much as 8 weeks.

Mr. HARRISON. I might call your attention to the fact that the authorization for these new jobs which was in last year's appropriation bill did not become law until the end of the year, December 12, so we have only had about 3 months now to attempt to fill these jobs. We couldn't move until the bill was signed.

GROWTH STATISTICS

Senator MONTOYA. Now, last year, at my request, you furnished a statement of growth statistics. For your convenience in identifying this, see page 247 of the Senate hearings. Will you please update this tabulation and submit it for the record?

Mr. BUCKLEY. I will do that, Senator.

(The table follows:)

GROWTH STATISTICS, DIVISION OF PUBLIC DOCUMENTS—1964–70

	1964 actual	1970 estimate	Percentage of increase
Permanent employees	527	698	32.4
Amount of sales	$12,557,855	$20,620,548	64.2
Publications sold	60,904,401	73,317,504	20.4
Number of orders received	3,835,616	4,582,344	11.9
Miscellaneous receipts	$6,703,283	$10,249,848	52.9
Number of letters of inquiry received	1,575,367	2,497,717	58.5
Publications received	203,082,457	240,690,240	18.5
Publications distributed	186,599,784	243,092,342	30.3

No additional space has been allocated to the Documents Division since 1946 within the Government Printing Office buildings. We are, however, using leased warehouse space in Washington, D.C. and Alexandria, Virginia.

DISTRIBUTION CENTER WEST OF MISSISSIPPI RIVER

Senator MONTOYA. Now I note from your justifications at the bottom of page 4 and continuing over, that you are requesting funds to establish a new distribution center west of the Mississippi. What types of activity will be performed at this new processing center?

Mr. BUCKLEY. It is to be a center for the processing of mail orders, Senator, and we hope to have our price lists and announcements carry the new address in order that the requests coming to us from west of the Mississippi River can go directly to that branch.

Senator MONTOYA. Will that decrease your transportation costs?

Mr. BUCKLEY. It certainly would; yes, sir.

Senator MONTOYA. Have you explored any specific leasing arrangements?

Mr. BUCKLEY. We have had very exploratory conversations with representatives of the General Services Administration and have talked of a number of areas, with nothing definite as yet.

AUTOMATED EQUIPMENT AND COST

Senator MONTOYA. What special types of equipment would be required for this plant? I think you indicated a cost of $1,012,122.

Mr. BUCKLEY. We would hope if we are able to establish the plant, Senator, that we would be able to have it fully automated from its inception. We have not been able to do that in our present location, because of the lack of definite information as to where we would be in the future. We do know that an operation of this size should be converted to automatic electronic processing. So the estimate for the branch distribution center would provide from its inception for the most modern automated machinery that it would be possible for us to get.

RESULTANT TRAVEL INCREASE

Senator MONTOYA. What part of the increase in travel expense requested from $10,000 to $30,000 do you attribute to this new function, or is this merged in with the other functions in the field office?

Mr. BUCKLEY. We estimate that the establishment of the branch distribution center would necessitate an increase of $7,950 for travel.

TRANSFER AND EMPLOYMENT OF PERSONNEL

Senator MONTOYA. You say that these funds are needed for employees who will be transferred both permanently and temporarily. What type of employees will be transferred permanently?

Mr. BUCKLEY. The top supervisory staff which we estimate would involve only five persons. We would hire the others locally.

Senator MONTOYA. Are the 77 new employees requested to be employed at this center or would they be replacements for those transferred?

Mr. BUCKLEY. They would be employed at the new center, Senator.

SYSTEMS STUDIES, DESIGN, AND PROGRAMING

Senator MONTOYA. With respect to the $125,000 requested for systems studies, design, and programing for this operation, shouldn't you wait until the results of such a study are available before embarking on leasing arrangements for a new installation?

Mr. BUCKLEY. Well, we considered that, Senator, but we feel that we have enough information about automated procedures in the starting of a new warehouse to at least get started in fiscal 1971. The delay might well be disadvantageous if we waited for another full year before beginning.

Senator MONTOYA. How do you know what your space requirements will be, for instance?

Mr. DARLING. Mr. Chairman, we receive about 4 million orders a year, a little more than that now, and from our experience we can identify a certain portion of these orders for which we can prepare announcement order forms and send them out to the public and generate the orders in a very easy and convenient way to process the order once it is received.

We have already identified roughly 1 million orders that could be processed west of the Mississippi, if we could have the public mail them to a predetermined address. We also have had enough experience in the automated handling of orders, by visiting such large places as Sears, Roebuck and Montgomery Ward and the Navy Printing Office in Philadelphia, so that we feel that we could very readily start an automated system of order distribution west of the Mississippi.

The $125,000 that we are requesting for this study does not aline itself with this distribution center at all. Actually, we would like a study made in conjunction with our central office plant here, located on four different floors of two buildings in the Government Printing Office.

This is the same space that we have had allotted to us for many years. We have attempted over the years to automate to the degree that we felt we could with the experience we have had in that area, such as installing pneumatic tubes, conveyor systems, and so forth.

We feel that if an experienced group could make a study of our present installation in the central office, perhaps they could come up with some very good recommendations that would aid us in cutting down the lag time on the orders we are processing here in Washington and thereby enable us to render a better service to the buying public.

In other words, we would like to know from a systems group exactly

what could be done in the very inadequate space we have now allotted to us to perform this sales operation.

This is all with the thought in mind that even if there is a new Government Printing Office building, we must continue to operate for the next 6 or 7 years in our present location.

Senator MONTOYA. In other words, the $125,000 will be used for a study as well as design and programing for an operation either here or in the field or at both places?

Mr. DARLING. Primarily here, sir, but I am sure much of what we might learn from any study made could be applied in the future in the field.

Senator MONTOYA. Then do I take it that you will, pursuant to this study, come back to the Congress and ask for more money for plant design?

Mr. DARLING. I am quite sure that we will at a later date.

Senator MONTOYA. So this is just a preliminary amount of money which will lead into a requirement for additional monies for, say, plant design?

Mr. DARLING. Automation within the central office; yes, sir.

Mr. HARRISON. Mr. Chairman, if we expect to cut down on this backlog of orders for publications, or else keep up with the increasing orders day by day, we must do something to modernize.

Senator MONTOYA. I am not questioning that, Mr. Harrison; I just wanted to clear the record that this was not a final sum for plant design. This is merely a preliminary study which will encompass the requirements, the evaluation of your present structure and develop some projections for the establishment of distribution centers in the field.

Mr. DARLING. Yes, sir, Mr. Chairman, we have had the opportunity, as I mentioned before, to visit the Sears, Roebuck & Co., and other large installations, and I understand the Sears, Roebuck installation was fully automated after an investment of several million dollars in it. We don't feel at this time or at anytime in the near future we should come to the Congress for a substantial appropriation without having studies first made to make sure it would be a good investment in any location.

Mr. HARRISON. There is one other thought, Mr. Chairman. It would be our hope that this modernization cost would be partially offset by labor savings.

Senator MONTOYA. I presume that as well, and transportation too. How long is it estimated that such a study will take?

Mr. DARLING. Actually, sir, we have not even gone into the preliminaries of it yet. We would have to have the funds first for it, and then it would have to go out on a competitive bid basis.

NONPROJECTION OF AUTOMATION COST

Senator MONTOYA. Do you have any projection as to the cost of the particular system that you envisaged is required?

Mr. DARLING. Do you mean for the central office here?

Senator MONTOYA. For the central office here, and for the distribution center.

Mr. DARLING. We have absolutely no idea as to what could be fit into the central office here. As I mentioned before, just from the way we are located, receiving material on the first floor and lifting it

six and seven floors to storage areas, warehousing in three different locations in the Washington area, maintaining an inventory of approximately 104 million publications; it is not at all inconceivable for a customer to write in and order 14 items, and we will have them stored in 14 different places, perhaps in warehouses many miles apart.

STORAGE COST

Senator MONTOYA. What kind of rent do you pay for storage? Do you have those figures?

Mr. DARLING. For the total amount of space allocated to the Documents Division, both warehousing and office space, we pay $664,091 a year.

Senator MONTOYA. That is in the field and in Washington?

BRANCH BOOKSTORES

Mr. DARLING. Yes, sir. We don't pay any rent for our branch bookstores.

Senator MONTOYA. They are all GSA owned?

Mr. DARLING. Yes, sir.

Senator MONTOYA. You don't have any projection of the total cost of the particular system that you envisaged, do you?

Mr. DARLING. Absolutely not.

Senator MONTOYA. I don't know whether you stated where the new stores would be located, did you?

Mr. BUCKLEY. No, we didn't, Senator. We would merely continue to be guided by the cities in which the General Services Administration establishes the Federal information centers and where space is available, in Federal buildings.

Senator MONTOYA. Well, are you specifically requiring that they be big cities?

Mr. BUCKLEY. No, sir. There are some cities in which these information centers have been established that are not particularly large cities. Any of those at this stage could be considered as future locations.

Mr. DARLING. It would be advantageous to locate branch bookstores in large metropolitan areas. There are two purposes of a branch bookstore. One is to serve promptly the clientele of the area, but this also reduces the number of mail orders coming into the central office which have to be processed by mail.

Actually, we gain in two directions. It is very interesting to note the amount of business that we have been doing in the San Francisco bookstore which opened up just a year ago. On 2 days last month they actually did a volume business of over $5,000 a day. There are three employees, which is rather astounding.

Senator MONTOYA. Maybe we had better move the Washington Office then to the big cities and proliferate it.

BOOKSTORE REVENUES, EXPENSES, AND NET PROFIT OR LOSS

Do you have a statement of revenue, expenses, and net profit or loss for each of the existing bookstores?

Mr. BUCKLEY. Yes.

Senator MONTOYA. Will you provide that for the record?

Mr. BUCKLEY. We will be glad to.

(The statement follows:)

ACTUAL SALES ACTIVITY AND OPENING AND OPERATING COSTS

OF GPO BRANCH BOOKSTORES

FROM INCEPTION THROUGH FEBRUARY 28, 1970

	Chicago Opened 3-21-67	Kansas City Opened 4-24-67	San Francisco Opened 1-22-69	Total
Sales Activity	$453,463	$156,336	$344,533	$954,332
Cost of Sales (GPO Revolving Fund)	208,593	71,915	158,485	438,993
Gross PROFIT (Miscellaneous Receipts) ..	$244,870	$ 84,421	$186,048	$515,339
Costs from Appropriated Fund	66,204	49,375	34,275	149,854
Net Profit	$178,666	$ 35,046	$151,773	$365,485
STATISTICAL DATA:				
Number of Customers	112,455	48,701	71,424	
Daily Average	$609	$214	$1,235	
Days Open	744	731	279	

BOOKSTORE EMPLOYEES

Senator MONTOYA. How many new employees will be required for these three additional bookstores?

Mr. BUCKLEY. There will be 12 new employees for the three additional bookstores, Mr. Chairman.

Senator MONTOYA. What is the personnel total now assigned to the authorized bookstores?

Mr. BUCKLEY. A grand total of 47, Mr. Chairman.

Mr. DARLING. That includes the bookstores located locally in the Washington metropolitan area, and the three branch bookstores now established.

Senator MONTOYA. How many total stores are there?

Mr. DARLING. There are actually eight open and three in the process of being opened this year, in the current fiscal year, and we are requesting three additional during fiscal year 1971.

Senator MONTOYA. You have 47 for eight that are opened?

Mr. DARLING. No, sir; this is actually projecting into the three that will be opened also this year, and these are authorized positions.

Mr. BUCKLEY. For the ones now established, and the ones that are authorized to be opened between now and the end of the current fiscal year, the total number of authorized positions is 47.

Mr. DARLING. We have only 26 filled at the present time.

Senator MONTOYA. Do you utilize part-time employees in this operation?

Mr. BUCKLEY. Yes, in our main bookstore.

Mr. DARLING. Only in the central office here.

MONTHLY CATALOG AND BIWEEKLY LIST OF U.S. GOVERNMENT PUBLICATIONS

Senator MONTOYA. On page 6 you refer to the monthly catalog of U.S. Government publications and request an additional $18,200 over the base appropriation of $98,600. In what respects does this monthly catalog differ from the biweekly list of Government publications for which you are now requesting an additional $45,000 over a base of $225,000?

Mr. BUCKLEY. The monthly catalog of the U.S. Government publications is the catalog required by law, Senator. It is a library tool primarily, and it differs from the biweekly selected list in that the monthly catalog includes in addition to publications offered for sale by the Government Printing Office, certain publications that are cataloged but are not offered for sale. In some instances they are available through other government agencies, and in other instances they are issued for official use only.

The biweekly selected list is a sort of a bridge between the annual revisions of our subject price lists, and it is devoted to currently issued publications regardless of subject that have been placed on sale roughly within the preceding 2 weeks. That is the list that is now up to around 1 million recipients and, with the new improvements, that the conversion to electronic tape have made possible, we anticipate that we shall be called upon to handle at least another 200,000 persons who request that service during this coming year.

Senator MONTOYA. How have you been accumulating this list? How have you been compiling it? Is that by requests?

Mr. BUCKLEY. It is sent only to those who request it, and, before the computerization, we had not been able to take care of all of the requests.

Senator MONTOYA. Is there any duplication between the bimonthly list and the Government publications list?

Mr. BUCKLEY. No, they are two entirely separate catalogs.

Senator MONTOYA. And they serve different functions?

Mr. BUCKLEY. And they serve a different clientele.

DISTRIBUTION CENTER WEST OF MISSISSIPPI RIVER

Senator MONTOYA. When the new distribution center is established, will it compete with the bookstore operation that you are setting in motion?

Mr. BUCKLEY. No, sir; it will be devoted entirely to mail distribution. Bookstores are retail outlets.

DEPOSITORY LIBRARIES

Senator MONTOYA. Turning to the depository library program, I would appreciate your submitting to the record an up-to-date list of these libraries and these locations.

Mr. BUCKLEY. Yes. They are up to about 1,020 as of today.

Senator MONTOYA. How much is that over last year?

Mr. BUCKLEY. There were 995 at the first of July last year, so we have increased from 995 to 1,020.

(The list follows:)

LIST OF DEPOSITORY LIBRARIES AS OF MARCH 17, 1970

NOTE.—The date which immediately follows the name of the library indicates the year it became a depository. Where the year is not known, the word "unknown" follows the name of the library.

ALABAMA

Alexander City	Alexander City State Junior College, Thomas D. Russell Library (1967).
Auburn	Auburn University, Ralph Brown Draughon Library (1907).
Birmingham	Birmingham Public Library (1895).
	Birmingham-Southern College, M. Paul Phillips Library (1932).
	Samford University, Harwell G. Davis Library (1884).
Enterprise	Enterprise State Junior College Library (1967).
Florence	Florence State University, Collier Library (1932).
Gadsden	Gadsden Public Library (1963).
Huntsville	University of Alabama, Huntsville Campus Library (1964).
Jacksonville	Jacksonville State University, Ramona Wood Library (1929).
Maxwell A. F. Base	Air University Library (1963).
Mobile	Mobile Public Library (1963).
	Spring Hill College, Thomas Bryne Memorial Library (1937).
	University of South Alabama Library (1968).
Montgomery	Alabama State Department of Archives and History Library (1884).
	Alabama Supreme Court Library (1884).
Normal	Alabama Agricultural and Mechanical College, Drake Memorial Library (1963).

St. Bernard	St. Bernard College Library (1962).
Troy	Troy State University, Lurleen B. Wallace Educational Resources Center (1963).
Tuskegee Institute	Tuskegee Institute, Hollis Burke Frissell Library (1907).
University	University of Alabama Law Library (1967).
	University of Alabama Library (1860)—Regional.

ALASKA

Anchorage	Anchorage Community College Library (1961).
	Anchorage Methodist University Library (1963).
College	University of Alaska Library (1922).
Juneau	Alaska State Library (1964).
Ketchikan	Ketchikan Community College Library (1970).

ARIZONA

Flagstaff	Northern Arizona University Library (1937).
Phoenix	Department of Library and Archives (unknown)—Regional.
	Phoenix Public Library (1917).
Prescott	Prescott College Library (1968).
Tempe	Arizona State University, Matthews Library (1944).
Thatcher	Eastern Arizona College Library (1963).
Tucson	University of Arizona Library (1907)—Regional.
Yuma	Yuma City-County Library (1963).

ARKANSAS

Arkadelphia	Ouachita Baptist University, Riley Library (1963).
Batesville	Arkansas College Library (1963).
Clarksville	College of the Ozarks Library (1925).
College Heights	Arkansas Agricultural and Mechanical College Library (1956).
Conway	Hendrix College, O. C. Bailey Library (1903).
Fayetteville	University of Arkansas Library (1907).
Little Rock	Arkansas Supreme Court Library (1962).
	Little Rock Public Library (1953).
Magnolia	Southern State College, J. M. Peace Library (1956).
Russellville	Arkansas Polytechnic College, Tomlinson Library (1925).
Searcy	Harding College, Beaumont Memorial Library (1963).
State College	Arkansas State University, Dean B. Ellis Library (1913).
Walnut Ridge	Southern Baptist College, Felix Goodson Library (1967).

CALIFORNIA

Anaheim	Anaheim Public Library (1963).
Arcata	Humboldt State College Library (1963).
Bakersfield	Kern County Library (1943).
Berkeley	University of California, General Library (1907).
	University of California, Law Library, Earl Warren Legal Center (1963).
Chico	Chico State College Library (1962).
Claremont	Pomona College Documents Collection, Honnold Library (1913).
Culver City	Culver City Library (1966).
Davis	University of California at Davis Library (1953).
Downey	Downey City Library (1963).
Fresno	Fresno County Free Library (1920).
	Fresno State College Library (1962).
Fullerton	California State College at Fullerton Library (1963).

Gardena	Gardena Public Library (1966).
Garden Grove	Adult Reference Center Library (1963).
Hayward	California State College at Hayward Library (1963).
Inglewood	Inglewood Public Library (1963).
Irvine	University of California at Irvine Library (1963).
La Jolla	University of California, San Diego, University Library (1963).
Lakewood	Angelo Iacoboni Public Library (1970).
Lancaster	Lancaster Regional Library (1967).
Long Beach	California State College at Long Beach Library (1962).
	Long Beach Public Library (1933).
Los Angeles	California State College at Los Angeles, John F. Kennedy Memorial Library (1956).
	Los Angeles County Law Library (1963).
	Los Angeles Public Library (1891).
	Loyola University of Los Angeles Library (1933).
	Occidental College, Mary Norton Clapp Library (1941).
	Pepperdine College Library (1963).
	University of California at Los Angeles Library (1932).
	University of California School of Law Library (1958).
	University of Southern California Library (1933).
Lynwood	Lynwood Library (1966).
Marysville	Yuba College Library (1963).
Menlo Park	Department of the Interior, Geological Survey Library (1962).
Montebello	Montebello Library (1966).
Monterey	Naval Postgraduate School Library (1963).
Monterey Park	Bruggemeyer Memorial Library (1964).
Newhall	Newhall Library of Los Angeles County Public Library System (1967).
Northridge	San Fernando Valley State College Library (1958).
Oakland	Mills College Library (1966).
	Oakland Public Library (1923).
Pasadena	California Institute of Technology, Millikan Memorial Library (1933).
	Pasadena Public Library (1963).
Pleasant Hill	Contra Costa County Library (1964).
Redding	Shasta County Library (1956).
Redlands	University of Redlands Library (1933).
Redwood City	Redwood City Public Library (1966).
Reseda	West Valley Regional Branch Library (1966).
Richmond	Richmond Public Library (1943).
Riverside	Riverside Public Library (1947).
	University of California at Riverside Library (1963).
Sacramento	California State Library (1895)—Regional.
	Sacramento City Library (1880).
	Sacramento County Law Library (1963).
	Sacramento State College Library (1963).
San Bernardino	San Bernardino County Free Library (1964).
San Diego	San Diego County Library (1966).
	San Diego Public Library (1895).
	San Diego State College Library (1962).
	University of San Diego Law Library (1967).
San Francisco	Mechanics' Institute Library (1889).
	San Francisco Public Library (1889).
	San Francisco State College Social Science and Business Library (1955).
	University of San Francisco, Richard A. Gleeson Library (1963).

San Jose	San Jose State College Library (1962).
San Leandro	San Leandro Community Library Center (1961).
San Luis Obispo	California State Polytechnic College Library (1969).
Santa Ana	Santa Ana Public Library (1959).
Santa Barbara	University of California at Santa Barbara Library (1960).
Santa Clara	University of Santa Clara, Orradre Library (1963).
Santa Cruz	University of California at Santa Cruz Library (1963).
Santa Rosa	Santa Rosa-Sonoma County Public Library (1896).
Stanford	Stanford University Libraries (1895).
Stockton	Public Library of Stockton and San Joaquin County (1884).
Thousand Oaks	California Lutheran College Library (1964).
Torrance	Torrance Public Library (1969).
Turlock	Stanislaus State College Library (1964).
Van Nuys	Los Angeles Valley College Library (1970).
Visalia	Tulare County Free Library (1967).
Walnut	Mount San Antonio College Library (1966).
West Covina	West Covina Library (1966).
Whittier	Whittier College, Wardman Library (1963).

CANAL ZONE

Balboa Heights	Canal Zone Library-Museum (1963).

COLORADO

Alamosa	Adams State College Library (1963).
Boulder	University of Colorado Libraries (1879)—Regional.
Colorado Springs	Colorado College, Charles Leaming Tutt Library (1880).
Denver	Colorado State Library (unknown).
	Denver Public Library (1884)—Regional.
	Department of Interior, Bureau of Reclamation Library (1962).
	Regis College, Dayton Memorial Library (1915).
	University of Denver, Mary Reed Library (1909).
Fort Collins	Colorado State University Library (1907).
Golden	Colorado School of Mines, Arthur Lakes Library (1939).
	Jefferson County Public Library, Bonfils-Stanton Regional Library (1968).
Greeley	Colorado State College Library (1966).
Gunnison	Western State College, Leslie J. Savage Library (1932).
La Junta	Otero Junior College, Wheeler Library (1963).
Pueblo	Pueblo Regional Library (1893).
	Southern Colorado State College Library (1965).
U.S. Air Force Academy.	Academy Library (1956).

CONNECTICUT

Bridgeport	Bridgeport Public Library (1884).
Danbury	Western Connecticut State College, Ruth A. Haas Library (1967).
Enfield	Enfield Central Library (1967).
Hartford	Connecticut State Library (unknown)—Regional.
	Hartford Public Library (1945).
	Trinity College Library (1895).
Middletown	Wesleyan University, Olin Library (1906).
Mystic	Mystic Seaport Library (1964).
New Haven	Southern Connecticut State College Library (1968).
	Yale University Library (1859).

New London	Connecticut College Library (1926).
	U.S. Coast Guard Academy Library (1939).
Pomfret	Pomfret School Library (1968).
Storrs	University of Connecticut, Wilbur Cross Library (1907).
Waterbury	Silas Bronson Library (1869).

DELAWARE

Dover	Delaware State College, Wiliam C. Jason Library (1962).
	State Law Library in Kent County (unknown).
Georgetown	Delaware Technical and Community College, Southern Branch Library (1968).
Newark	University of Delaware, Morris Library (1907).
Wilmington	Wilmington Institute Free Library (1861).

DISTRICT OF COLUMBIA

Washington	Bureau of the Budget Library, Executive Office of the President (1965).
	Civil Service Commission Library (1963).
	Department of Commerce Library (1955).
	Department of Health, Education, and Welfare Library (1954).
	Department of Housing and Urban Development Library (1969).
	Department of the Interior Central Library (1895).
	Department of the Interior, Geological Survey Library (1962).
	Department of Justice Main Library (1895).
	Department of State Library (1895).
	Department of State, Office of Legal Advisor, Law Library (1966).
	Department of Transportation, National Highway Safety Bureau Library (1968).
	District of Columbia Public Library (1943).
	Federal City College Library (1970).
	Georgetown University Library (1969).
	Indian Claims Commission Library (1968).
	National Agricultural Library (1895).
	National War College Library (1895).
	Navy Department Library (1895).
	Navy Department, Office of Judge Advocate General Library (1963).
	Office of the Adjutant General, Department of Army Library (1969).
	Post Office Department Library (1895).
	Treasury Department Library (1895).
	Veterans Administration, Medical and General Reference Library (1967).

FLORIDA

Boca Raton	Florida Atlantic University Library (1963).
Coral Gables	University of Miami Library (1939).
Daytona Beach	Volusia County Public Libraries (1963).
De Land	Stetson University, duPont-Ball Library (1887).
Fort Lauderdale	Fort Lauderdale Public Library (1967).
	Nova University Library (1967).
Gainesville	University of Florida Libraries (1907)—Regional.
Jacksonville	Haydon Burns Library (1914).
	Jacksonville University, Swisher Library (1962).
Lakeland	Lakeland Public Library (1928).
Leesburg	Lake-Sumter Junior College Library (1963).

Melbourne	Florida Institute of Technology Library (1963).
Miami	Miami-Dade Junior College, North Campus Library (1967).
	Miami Public Library (1952).
Milton	Naval Air Station, Whiting Field, Aeronautical Systems Library (1969).
Opa Locka	Biscayne College Library (1966).
Orlando	Florida Technological University Library (1966).
Palatka	St. Johns River Junior College Library (1963).
Pensacola	University of West Florida, John C. Pace Library (1966).
St. Petersburg	St. Petersburg Public Library (1965).
Sarasota	Sarasota Public Library (1970).
Tallahassee	Florida Agricultural and Mechanical University, Coleman Memorial Library (1936).
	Florida State Library (1929).
	Florida State University, R. M. Strozier Library (1941).
Tampa	Tampa Public Library (1965).
	University of South Florida Library (1962).
	University of Tampa Library (1953).
Winter Park	Rollins College, Mills Memorial Library (1909).

GEORGIA

Albany	Albany Public Library (1964).
Americus	Georgia Southwestern College, Wade Lott Memorial Library (1966).
Athens	University of Georgia Libraries (1907).
Atlanta	Atlanta Public Library (1880).
	Atlanta University, Trevor Arnett Library (1962).
	Emory University, Robert W. Woodruff Library (1928).
	Emory University, School of Law Library (1968).
	Georgia Institute of Technology, Price Gilbert Memorial Library (1963).
	Georgia State Library (unknown).
	Georgia State University Library (1970).
Augusta	Augusta College Library (1962).
Brunswick	Brunswick Public Library (1965).
Carrollton	West Georgia College, Sanford Library (1962).
Dahlonega	North Georgia College Library (1939).
Gainesville	Chestatee Regional Library (1968).
Macon	Mercer University Library (1964).
Marietta	Kennesaw Junior College Library (1968).
Milledgeville	Georgia College at Milledgeville, Ina Dillard Russell Library (1950).
Savannah	Savannah Public and Chatham-Effingham-Liberty Regional Library (1857).
Statesboro	Georgia Southern College, Rosenwald Library (1939).
Valdosta	Valdosta State College, Richard Holmes Powell Library (1956).

GUAM

Agana	Nieves M. Flores Memorial Library (1962).

HAWAII

Hilo	University of Hawaii, Hilo Campus Library (1962).
Honolulu	Chaminade College of Honolulu Library (1965).
	Hawaii Medical Library, Inc. (1968).
	Hawaii State Library (1929).
	Municipal Reference Library of the City and County of Honolulu (1965).
	University of Hawaii Library (1907).

Laie	Church College of Hawaii Library (1964).
Lihue	Kauai Public Library (1967).
Pearl City	Leeward Community College Library (1967).
Wailuku	Maui Public Library (1962).

IDAHO

Boise	Boise State College Library (1966).
	Boise Public Library (1929).
	Idaho State Law Library (unknown).
Caldwell	College of Idaho, Terteling Library (1930).
Moscow	University of Idaho Library (1907)—Regional.
Pocatello	Idaho State University Library (1908).
Rexburg	Ricks College, David O. McKay Library (1946).

ILLINOIS

Bloomington	Illinois Wesleyan University Libraries (1964).
Carbondale	Southern Illinois University, Morris Library (1932).
Carlinville	Blackburn College Library (1954).
Champaign	University of Illinois Law Library, College of Law (1965).
Charleston	Eastern Illinois University, Booth Library (1962).
Chicago	Field Museum of Natural History Library (1963).
	Chicago Public Library (1876).
	Chicago State College Library (1954).
	John Crerar Library (1909).
	Loyola University, E. M. Cudahy Memorial Library (1966).
	Newberry Library (1890).
	Northeastern Illinois State College Library (1961).
	University of Chicago Law Library (1964).
	University of Chicago Library (1897).
	University of Illinois, Chicago Circle Campus Library (1957).
Decatur	Decatur Public Library (1954).
De Kalb	Northern Illinois University, Swen Franklin Parson Library (1960).
Edwardsville	Southern Illinois University, Lovejoy Memorial Library (1959).
Elsah	Principia College, Marshall Brooks Library (1957).
Evanston	Northwestern University Library (1876).
Freeport	Freeport Public Library (1905).
Galesburg	Galesburg Public Library (1896).
Jacksonville	MacMurry College, Henry Pfeiffer Library (1929).
Kankakee	Olivet Nazarene College, Memorial Library (1946).
Lake Forest	Lake Forest College, Donnelley Library (1962).
Lebanon	McKendree College, Holman Library (1968).
Lisle	St. Procopius College Library (1911).
Lockport	Lewis College of Science and Technology Library (1952).
Macomb	Western Illinois University Memorial Library (1962).
Moline	Black Hawk College, Learning Resources Center (1970).
Monmouth	Monmouth College Library (1860).
Normal	Illinois State University, Milner Library (1877).
Oak Park	Oak Park Public Library (1963).
Peoria	Bradley University Library (1963).
	Peoria Public Library (1883).
River Forest	Rosary College Library (1966).
Rockford	Rockford Public Library (unknown).
Springfield	Illinois State Library (unknown)—Regional.
Urbana	University of Illinois Library (1907).
Wheaton	Wheaton College Library (1964).
Woodstock	Woodstock Public Library (1963).

INDIANA

Anderson	Anderson College, Charles E. Wilson Library (1959).
Bloomington	Indiana University Library (1881).
Crawfordsville	Wabash College, Lilly Library (1906).
Evansville	Evansville and Vanderburgh County Public Library (1928).
	Indiana State University, Evansville Campus Library (1969).
Fort Wayne	Indiana-Purdue Universities, Regional Campus Library (1965).
	Public Library of Fort Wayne and Allen County (unknown).
Gary	Gary Public Library (1943).
	Indiana University, Northwest Campus Library (1966).
Greencastle	De Pauw University, Roy O. West Library (1879).
Hammond	Hammond Public Library (1964).
Hanover	Hanover College Library (1892).
Huntington	Huntington College Library (1964).
Indianapolis	Butler University, Irwin Library (1965).
	Indiana State Library (unknown)—Regional.
	Indiana University, Law Library (1967).
	Indianapolis Public Library (1906).
Jeffersonville	Indiana University, Southeastern Campus Library (1965).
Kokomo	Indiana University, Kokomo Regional Campus Library (1969).
Lafayette	Purdue University Library (1907).
Muncie	Ball State University Library (1959).
	Muncie Public Library (1906).
Notre Dame	University of Notre Dame, Memorial Library (1883).
Rensselaer	St. Joseph's College Library (1964).
Richmond	Earlham College, Lilly Library (1964).
	Morrison-Reeves Library (1906).
South Bend	Indiana University, South Bend-Mishawaka Campus Library (1965).
Terre Haute	Indiana State University, Cunningham Memorial Library (1906).
Valparaiso	Valparaiso University, Moellering Memorial Library (1930).

IOWA

Ames	Iowa State University of Science and Technology Library (1907).
Cedar Falls	University of Northern Iowa Library (1946).
Council Bluffs	Free Public Library (1885).
Denison	Midwestern College Library (1967).
Des Moines	Drake University, Cowles Library (1966).
	Iowa State Traveling Library (unknown).
	Public Library of Des Moines (1888).
Dubuque	Carnegie-Stout Public Library (unknown).
	Loras College, Wahlert Memorial Library (1967).
Fairfield	Parsons College Library Branch of Fairfield Public Library (1862).
Grinnell	Grinnell College, Burling Library (1874).
Iowa City	University of Iowa, Law Library (1968).
	University of Iowa Library (1884)—Regional.
Lamoni	Graceland College, Frederick Madison Smith Library (1927).
Mount Vernon	Cornell College, Russell D. Cole Library (1896).
Orange City	Northwestern College, Ramaker Library (1970).
Sioux City	Sioux City Public Library (1894).

KANSAS

Atchison	St. Benedict's College, the Abbey Library (1965).
Baldwin City	Baker University Library (1908).
Colby	Colby Community Junior College Library (1968).
Emporia	Kansas State Teachers College, William Allen White Library (1909).
Hays	Fort Hays Kansas State College, Forsyth Library (1926).
Hutchinson	Hutchinson Public Library (1963).
Lawrence	University of Kansas, Watson Library (1869).
Manhattan	Kansas State University, Farrell Library (1907).
Pittsburg	Kansas State College of Pittsburg, Porter Library (1952).
Salina	Kansas Wesleyan University, Memorial Library (1930).
Topeka	Kansas State Historical Society Library (1877).
	State Libraries of Kansas (unknown).
Wichita	Wichita State University Library (1901).

KENTUCKY

Ashland	Ashland Public Library (1946).
Barbourville	Union College, Abigail E. Weeks Memorial Library (1958).
Bowling Green	Western Kentucky University, Margie Helm Library (1934).
Covington	Thomas More College Library (1970).
Danville	Centre College, Grace Doherty Library (1884).
Frankfort	Kentucky Department of Libraries (1967).
	State Law Library (unknown).
Lexington	University of Kentucky, Law Library (1968).
	University of Kentucky, Margaret I. King Library (1907)—Regional.
Louisville	Louisville Free Public Library (1904).
	University of Louisville, Belknap Campus Library (1925).
Morehead	Morehead State University, Johnson Camden Library (1955).
Murray	Murray State University Library (1924).
Owensboro	Kentucky Wesleyan College Library (1966).
Pikeville	Pikeville College Library (1947).
Richmond	Eastern Kentucky University, John Grant Crabbe Library (1966).

LOUISIANA

Baton Rouge	Louisiana State University Law Library (1929).
	Louisiana State University Library (1907)—Regional.
	Southern University Library (1952).
Eunice	Louisiana State University at Eunice, LeDoux Library (1969).
Hammond	Southeastern Louisiana College, Sims Memorial Library (1966).
Lafayette	University of Southwestern Louisiana Library (1938).
Lake Charles	McNeese State College, Frazer Memorial Library (1941).
Monroe	Northeast Louisiana State College, Sandel Library (1963).
Natchitoches	Northwestern State College of Louisiana, Russell Library (1887).

New Orleans	Isaac Delgado College, Moss Technical Library (1968).
	Law Library of Louisiana (unknown).
	Louisiana State University in New Orleans Library (1963).
	Loyola University Library (1942).
	New Orleans Public Library (1883).
	Southern University in New Orleans Library (1962).
	Tulane University, Howard-Tilton Memorial Library (1942).
Pineville	Louisiana College, Richard W. Norton Memorial Library (1969).
Ruston	Louisiana Polytechnic Institute Library (1896)—Regional.
Shreveport	Louisiana State University at Shreveport Library (1967).
	Shreve Memorial Library (1923).
Thibodaux	Francis T. Nicholls State College, Leonidas Polk Library (1962).

MAINE

Augusta	Maine State Library (unknown).
Bangor	Bangor Public Library (1884).
Brunswick	Bowdoin College, Hawthorne-Longfellow Library (1884).
Castine	Maine Maritime Academy, Nutting Memorial Library (1969).
Lewiston	Bates College Library (1883).
Orono	University of Maine, Raymond H. Fogler Library (1907)—Regional.
Portland	Portland Public Library (1884).
	University of Maine Law Library (1964).
Springvale	Nasson College Library (1961).
Waterville	Colby College Library (1884).

MARYLAND

Annapolis	Maryland State Library (unknown).
	U.S. Naval Academy Library (1895).
Baltimore	Enoch Pratt Free Library (1887).
	Johns Hopkins University, Milton S. Eisenhower Library (1882).
	Morgan State College, Soper Library (1940).
	University of Maryland, School of Law Library (1969).
Bel Air	Harford Junior College Library (1967).
Bethesda	Montgomery County Department of Public Libraries (1951).
Chestertown	Washington College, George Avery Bunting Library (1891).
College Park	University of Maryland, McKeldin Library (1925)—Regional.
Frostburg	Frostburg State College, Jerome Framptom Library (1967).
Germantown	Atomic Energy Commission Library (1963).
Patuxent River	Naval Air Station Library (1968).
Salisbury	Salisbury State College, Blackwell Library (1965).
Towson	Goucher College, Julia Rogers Library (1966).
Westminster	Western Maryland College Library (1896).

MASSACHUSETTS

Amherst	Amherst College Library (1884).
	University of Massachusetts, Goodell Library (1907).
Belmont	Belmont Memorial Library (1968).

Boston	Boston Athenaeum Library (unknown).
	Boston College, Bapst Library (1963).
	Boston Public Library (1859).
	Northeastern University, Dodge Library (1962).
	State Library of Massachusetts (unknown)—Regional.
Brookline	Public Library of Brookline (1925).
Cambridge	Harvard College Library (1860).
	Massachusetts Institute of Technology Libraries (1946).
Chicopee	Our Lady of the Elms College Library (1969).
Lowell	Lowell Technological Institute Library (1952).
Lynn	Lynn Public Library (1953).
Medford	Tufts University Library (1899).
New Bedford	New Bedford Free Public Library (1858).
North Dartmouth	Southeastern Massachusetts University Library (1965).
North Easton	Stonehill College, Cushing-Martin Library (1962).
Springfield	Springfield City Library (1966).
Waltham	Brandeis University, Goldfarb Library (1965).
Wellesley	Wellesley College Library (1943).
Wenham	Gordon College, Winn Library (1963).
Williamstown	Williams College Library (unknown).
Worcester	American Antiquarian Society Library (1814).
	Worcester Public Library (1859).

MICHIGAN

Albion	Albion College, Stockwell Memorial Library (1966).
Allendale	Grand Valley State College Library (1963).
Alma	Alma College, Monteith Library (1963).
Ann Arbor	University of Michigan, General Library (1884).
Battle Creek	Willard Library (1876).
Benton Harbor	Benton Harbor Public Library (1907).
Bloomfield Hills	Cranbrook Institute of Science Library (1940).
Dearborn	Henry Ford Centennial Library (1969).
	Henry Ford Community College Library (1957).
Detroit	Detroit Public Library (1868)—Regional.
	Marygrove College Library (1965).
	Mercy College of Detroit Library (1965).
	University of Detroit Library (1884).
	Wayne County Public Library (1957).
	Wayne State University Library (1937).
East Lansing	Michigan State University Library (1907).
Escanaba	Michigan State Library, Upper Peninsula Branch (1964).
Farmington	Martin Luther King Learning Resources Center, Oakland Community College (1968).
Flint	Charles Stewart Mott Library (1959).
	Flint Public Library (1967).
Grand Rapids	Grand Rapids Public Library (1876).
	Knollcrest Calvin Library (1967).
Houghton	Michigan Technological University Library (1876).
Jackson	Jackson Public Library (1965).
Kalamazoo	Kalamazoo Library System (1907).
	Western Michigan University, Dwight B. Waldo Library (1963).
Lansing	Michigan State Library (unknown)—Regional.
Livonia	Schoolcraft College Library (1962).
Marquette	Northern Michigan University, Olsen Library (1963).
Mt. Clemens	Macomb County Library (1968).
Mt. Pleasant	Central Michigan University Library (1958).
Muskegon	Hackley Public Library (1894).
Petoskey	North Central Michigan College Library (1962).
Port Huron	Saint Clair County Library System (1876).

Rochester	Oakland University, Kresge Library (1964).
Saginaw	Hoyt Public Library (1890).
Traverse City	Northwestern Michigan College, Mark Osterlin Library (1964).
University Center	Delta College Library (1963).
Ypsilanti	Eastern Michigan University Library (1965).

MINNESOTA

Bemidji	Bemidji State College, A. C. Clark Library (1963).
Collegeville	St. John's University, Alcuin Library (1954).
Duluth	Duluth Public Library (1909).
Mankato	Mankato State College, Memorial Library (1962).
Minneapolis	Minneapolis Public Library (1893).
	University of Minnesota, Wilson Library (1907)—Regional.
Moorhead	Moorhead State College Library (1956).
Morris	University of Minnesota at Morris Library (1963).
Northfield	Carleton College Library (1930).
	St. Olaf College, Rolvaag Memorial Library (1930).
St. Cloud	St. Cloud State College Library (1962).
St. Paul	Minnesota Historical Society Library (1867).
	Minnesota State Law Library (unknown).
	St. Paul Public Library (1914).
Saint Peter	Gustavus Adolphus College Library (1941).
Stillwater	Stillwater Public Library (1893).
Willmar	Kandiyohi County-Willmar Library (1958).
Winona	Winona State College, Maxwell Library (1969).

MISSISSIPPI

Columbus	Mississippi State College for Women, J. C. Fant Memorial Library (1929).
Hattiesburg	University of Southern Mississippi Library (1935).
Jackson	Jackson State College Library (1968).
	Millsaps College, Millsaps-Wilson Library (1963).
	Mississippi Library Commission (1947).
	Mississippi State Law Library (unknown).
State College	Mississippi State University, Mitchell Memorial Library (1907).
University	University of Mississippi Library (1883).
	University of Mississippi, School of Law Library (1967).

MISSOURI

Cape Girardeau	Southeast Missouri State College, Kent Library (1916).
Columbia	University of Missouri Library (1862).
Fayette	Central Methodist College Library (1962).
Fulton	Westminister College, Reeves Library (1875).
Jefferson City	Lincoln University, Inman E. Page Library (1944).
	Missouri State Library (1963).
	Missouri Supreme Court Library (unknown).
Joplin	Missouri Southern State College Library (1966).
Kansas City	Kansas City Public Library (1881).
	Rockhurst College, Greenlease Library (1917).
	University of Missouri at Kansas City, General Library (1938).
Kirksville	Northeast Missouri State Teachers College, Pickler Memorial Library (1966).
Liberty	William Jewell College Library (1900).
Rolla	University of Missouri at Rolla Library (1907).
St. Joseph	St. Joseph Public Library (1891).

St. Louis	St. Louis Public Library (1866).
	St. Louis University, Law Library (1967).
	St. Louis University, Pius XII Memorial Library (1866).
	University of Missouri at St. Louis Library (1966).
	Washington University, John M. Olin Library (1906).
Springfield	Drury College, Walker Library (1874).
	Southwest Missouri State College Library (1963).
Warrensburg	Central Missouri State College, Ward Edwards Library (1914).

MONTANA

Billings	Eastern Montana College Library (1924).
Bozeman	Montana State University Library (1907).
Butte	Montana College of Mineral Science and Technology Library (1901).
Helena	Montana Historical Society Library (unknown).
	Montana State Library (1966).
Missoula	University of Montana Library (1909)—Regional.

NEBRASKA

Blair	Dana College Library (1924).
Crete	Doane College, Whitin Library (1944).
Fremont	Midland Lutheran College Library (1924).
Kearney	Kearney State College, Calvin T. Ryan Library (1962).
Lincoln	Nebraska State Library (unknown).
	University of Nebraska, Don L. Love Memorial Library (1907).
Omaha	Creighton University, Alumni Library (1964).
	Omaha Public Library (1880).
	University of Omaha, Gene Eppley Library (1939).
Scottsbluff	Scottsbluff Public Library (1925).
Wayne	Wayne State College, U. S. Conn Library (1970).

NEVADA

Carson City	Nevada State Library (unknown).
Las Vegas	University of Nevada at Las Vegas, James R. Dickinson Library (1959).
Reno	University of Nevada Library (1907)—Regional.

NEW HAMPSHIRE

Concord	New Hampshire State Library (unknown).
Durham	University of New Hampshire Library (1907).
Hanover	Dartmouth College, Baker Library (1884).
Henniker	New England College Library (1966).
Manchester	Manchester City Library (1884).
	St. Anselm's College, Geisel Library (1963).

NEW JERSEY

Atlantic City	Atlantic City Free Public Library (1908).
Bayonne	Bayonne Free Public Library (1909).
Bloomfield	Free Public Library of Bloomfield (1965).
Bridgeton	Cumberland County Library (1966).
Camden	Rutgers Library in South Jersey (1966).
Convent Station	College of St. Elizabeth, Mahoney Library (1938).
East Orange	East Orange Public Library (1966).
Elizabeth	Free Public Library of Elizabeth (1895).

Glassboro	Glassboro State College, Savitz Library (1963).
Hackensack	Johnson Free Public Library (1966).
Irvington	Free Public Library of Irvington (1966).
Jersey City	Jersey City Public Library (1879).
	Jersey City State College, Forrest A. Irwin Library (1963).
Madison	Drew University, Rose Memorial Library (1939).
Mount Holly	Burlington County Area Library (1966).
New Brunswick	Free Public Library (1908).
	Rutgers University Library (1907).
Newark	Newark Public Library (1906)—Regional.
	Rutgers-The State University, John Cotton Dana Library (1966).
Passaic	Passaic Public Library (1964).
Princeton	Princeton University Library (1884).
Rutherford	Fairleigh Dickinson University, Messler Library (1953).
Shrewsbury	Monmouth County Library (1968).
South Orange	Seton Hall University Library (1947).
Teaneck	Fairleigh Dickinson University, Teaneck Campus
	Trenton Free Public Library (1902).
Toms River	Ocean County College Library (1966).
Trenton	New Jersey State Library, Law and Reference Bureau, Department of Education (unknown).
	Trenton Free Public Library (1902).
Upper Montclair	Montclair State College, Harry A. Sprague Library (1967).
West Long Branch	Monmouth College, Guggenheim Memorial Library (1963).
West New York	West New York Free Public Library (1963).
Woodbridge	Free Public Library of Woodbridge (1965).

NEW MEXICO

Albuquerque	University of New Mexico, Zimmerman Library (1896)—Regional.
Hobbs	New Mexico Junior College, Pannell Library (1969).
Las Cruces	New Mexico State University Library (1907).
Las Vegas	New Mexico Highlands University, Donnelly Library (1913).
Portales	Eastern New Mexico University Library (1962).
Santa Fe	New Mexico State Library (1960)—Regional.
	Supreme Court Law Library (unknown).

NEW YORK

Albany	New York State Library (unknown)—Regional.
	State University of New York at Albany Library (1964).
Binghamton	State University of New York at Binghamton Library (1962).
Brockport	State University of New York, Drake Memorial Li-
Bronx	Herbert H. Lehman College Library (1967).
Bronxville	Sarah Lawrence College Library (1969).
Brooklyn	Brooklyn College Library (1936).
	Brooklyn Public Library (1908).
	Polytechnic Institute of Brooklyn, Spicer Library (1963).
	Pratt Institute Library (1891).
	State University of New York, Downstate Medical Center Library (1958).
Buffalo	Buffalo and Erie County Public Library (1895).
	State University of New York at Buffalo, Lockwood Memorial Library (1963).

Canton	St. Lawrence University, Owen D. Young Library (1920).
Corning	Corning Community College, Arthur A. Houghton, Jr. Library (1963).
Cortland	State University of New York, College at Cortland, Memorial Library (1964).
Elmira	Elmira College, Gannett-Tripp Learning Center (1956).
Farmingdale	State University Agricultural and Technical Institute at Farmingdale Library (1917).
Flushing	Queens College, Paul Klapper Library (1939).
Garden City	Adelphi University, Swirbul Library (1966).
	Nassau Library System (1965).
Geneseo	State University College, Milne Library (1967).
Greenvale	C. W. Post College Library (1964).
Hamilton	Colgate University Library (1902).
Hempstead	Hofstra University Library (1964).
Huntington	Huntington Public Library (1966).
Ithaca	Cornell University Library (1907).
	New York State Colleges of Agriculture and Home Economics, Albert R. Mann Library (1943).
Jamaica	Queens Borough Public Library (1926).
	St. John's University Library (1956).
Kings Point	U.S. Merchant Marine Academy Library (1962).
Mount Vernon	Mount Vernon Public Library (1962).
New Paltz	State University College Library (1965).
New York City	City University of New York, City College Library (1884).
	College of Insurance, Ecker Library (1965).
	Columbia University Libraries (1882).
	Cooper Union Library (1930).
	Fordham University Library (1937).
	New York Law Institute Library (1909).
	New York Public Library (Astor Branch) (1907).
	New York Public Library (Lenox Branch) (1884).
	New York University Libraries (1967).
	New York University, University Heights Gould Memorial Library (1902).
	State University of New York, Maritime College Library (1947).
Newburgh	Newburgh Free Library (1909).
Oakdale	Dowling College Library (1965).
Oneonta	State University College, James M. Milne Library (1966).
Oswego	State University College, Penfield Library (1966).
Plattsburgh	State University College, Benjamin F. Feinberg Library (1967).
Potsdam	Clarkson College of Technology, Harriet Call Burnap Memorial Library (1938).
	State University College, Crumb Memorial Library (1964).
Poughkeepsie	Vassar College Library (1943).
Purchase	State University of New York, College at Purchase Library (1969).
Rochester	Rochester Public Library (1963).
	University of Rochester Library (1880).
St. Bonaventure	St. Bonaventure College, Friedsam Memorial Library (1938).
Saratoga Springs	Skidmore College Library (1964).
Schenectady	Union College, Schaffer Library (1901).
Staten Island (Grymes Hill).	Wagner College, Horrmann Library (1953).
Stony Brook	State University of New York at Stony Brook Library (1963).

Syracuse	Syracuse University Library (1878).
Troy	Troy Public Library (1869).
Utica	Utica Public Library (1885).
West Point	U.S. Military Academy Library (unknown).
Yonkers	Yonkers Public Library (1910).

NORTH CAROLINA

Asheville	University of North Carolina at Asheville, D. Hiden Ramsey Library (1965).
Boone	Appalachian State University, Dauphin Disco Dougherty Library (1963).
Buies Creek	Campbell College, Carrie Rich Memorial Library (1965).
Chapel Hill	University of North Carolina Library (1884)—Regional.
Charlotte	Public Library of Charlotte and Mecklenburg County (1964).
	Queens College, Everett Library (1927).
	University of North Carolina at Charlotte, Atkins Library (1964).
Cullowhee	Western Carolina University, Hunter Library (1953).
Davidson	Davidson College, Hugh A. & Jane Grey Memorial Library (1893).
Durham	Duke University Library (1890).
Greensboro	North Carolina Agricultural and Technical State University, F. D. Bluford Library (1937).
	University of North Carolina at Greensboro, Walter Clinton Jackson Library (1963).
Greenville	East Carolina University, J. Y. Joyner Library (1951)
Laurinburg	St. Andrews Presbyterian College, DeTamble Library (1969).
Murfreesboro	Chowan College, Whitaker Library (1963).
Pembroke	Pembroke State University Library (1956).
Raleigh	North Carolina State Library (unknown).
	North Carolina State University, D. H. Hill Library (1923).
	Wake County Public Libraries (1969).
Rocky Mount	North Carolina Wesleyan College Library (1969).
Salisbury	Catawba College Library (1925).
Wilmington	University of North Carolina at Wilmington, William M. Randall Library (1965).
Wilson	Atlantic Christian College, Clarence L. Hardy Library (1930).
Winston-Salem	Forsyth County Public Library System (1954).
	Wake Forest University, Z. Smith Reynolds Library (1902).

NORTH DAKOTA

Bismarck	North Dakota State Historical Society Library (1907).
	North Dakota State Law Library (unknown).
	Veterans Memorial Public Library (1967).
Dickinson	Dickinson State College Library (1968).
Fargo	Fargo Public Library (1964).
	North Dakota State University Library (1907)—Regional, in cooperation with University of North Dakota, Chester Fritz Library at Grand Forks.
Grand Forks	University of North Dakota, Chester Fritz Library (1890).
Minot	Minot State College, Memorial Library (1925).
Richardton	Assumption College, Abbey Library (1965).
Valley City	State College Library (1913).

OHIO

Ada	Ohio Northern University, J. P. Taggart Law Library (1965).
Akron	Akron Public Library (1952).
	University of Akron Library (1963).
Alliance	Mount Union College Library (1888).
Ashland	Ashland College Library (1938).
Athens	Ohio University Library (1886).
Bluffton	Bluffton College, Musselman Library (1951).
Bowling Green	Bowling Green State University Library (1933).
Chillicothe	Ohio University at Chillicothe Library (1968).
Cincinnati	Public Library of Cincinnati and Hamilton County (1884).
	University of Cincinnati Library (1929).
Cleveland	Case Western Reserve University, Freiberger Library (1913).
	Cleveland Heights-University Heights Public Library (1970).
	Cleveland Public Library (1886).
	Cleveland State University Library (1966).
	John Carroll University, Grasselli Library (1963).
Columbus	Capital University Library (1968).
	Columbus Public Library (1885).
	Ohio State Library (unknown)—Regional.
	Ohio State University Library (1907).
Dayton	Dayton and Montgomery County Public Library (1909).
	University of Dayton, Albert Emanuel Library (1969).
	Wright State University Library (1965).
Delaware	Ohio Wesleyan University, L. A. Beeghly Library (1845).
Elyria	Elyria Public Library (1966).
Findlay	Findlay College, Shafer Library (1969).
Gambier	Kenyon College Library (1873).
Granville	Denison University Library (1884).
Hiram	Hiram College, Teachout-Price Memorial Library (1874).
Kent	Kent State University Library (1962).
Mansfield	Ohio State University, Mansfield Campus Library (1969).
Marietta	Marietta College, Dawes Memorial Library (1884).
Middletown	Miami University at Middletown, Gardner-Harvey Library (1970).
New Concord	Muskingum College Library (1966).
Oberlin	Oberlin College Library (1858).
Oxford	Miami University, Alumni Library (1909).
Portsmouth	Portsmouth Public Library (unknown).
Rio Grande	Rio Grande College, Jeanette Albiez Davis Library (1966).
Springfield	Warder Public Library (1884).
Steubenville	Public Library of Steubenville and Jefferson County (1950).
Tiffin	Heidelberg College, Beeghly Library (1964).
Toledo	Toledo Public Library (1884).
	University of Toledo Library (1963).
Van Wert	Brumback Library of Van Wert County (1900).
Westerville	Otterbein College, Centennial Library (1967).
Wooster	College of Wooster, the Andrews Library (1966).
Youngstown	Public Library of Youngstown and Mahoning County (1923).

OKLAHOMA

Ada	East Central State College, Linscheid Library (1914).
Alva	Northwestern State College Library (1907).
Bartlesville	Bureau of Mines, Petroleum Research Center Library (1962).
Durant	Southeastern State College Library (1929).
Edmond	Central State College Library (1934).
Enid	Public Library of Enid and Garfield County (1908).
Langston	Langston University, G. Lamar Harrison Library (1941).
Norman	University of Oklahoma Libraries (1893).
Oklahoma City	Oklahoma City University Library (1963).
	Oklahoma Department of Libraries (1893)—Regional.
Shawnee	Oklahoma Baptist University Library (1933).
Stillwater	Oklahoma State University Library (1907).
Tahlequah	Northeastern State College, John Vaughan Library (1923).
Tulsa	Tulsa City-County Library Commission (1963).
	University of Tulsa, McFarlin Library (1929).
Weatherford	Southwestern State College Library (1958).

OREGON

Ashland	Southern Oregon College Library (1953).
Corvallis	Oregon State University Library (1907).
Eugene	University of Oregon Library (1883).
Forest Grove	Pacific University Library (1897).
La Grande	Eastern Oregon College, Pierce Library (1954).
McMinnville	Linfield College, Northup Library (1965).
Monmouth	Oregon College of Education Library (1967).
Portland	Department of the Interior, Bonneville Power Administration Library (1962).
	Lewis and Clark College, Watzek Library (1967).
	Library Association of Portland (1884).
	Portland State University Library (1963).
	Reed College Library (1912).
Salem	Oregon State Library (unknown).
	Willamette University Library (1969).

PENNSYLVANIA

Allentown	Muhlenberg College, Haas Library (1939).
Altoona	Altoona Public Library (1969).
Bethlehem	Lehigh University, Linderman Library (1876).
Bradford	Carnegie Public Library (1909).
Carlisle	Dickinson College Library (1947).
Cheyney	Cheyney State College, Leslie Pinckney Hill Library (1947).
Collegeville	Ursinus College Library (1963).
Doylestown	Bucks County Free Library, Center County Library (1970).
East Stroudsburg	East Stroudsburg State College, Kemp Library (1966).
Erie	Erie Public Library (1897).
Greenville	Thiel College, Langenheim Memorial Library (1963).
Harrisburg	Pennsylvania State Library (unknown)—Regional.
Haverford	Haverford College Library (1897).
Hazelton	Hazleton Area Public Library (1964).
Indiana	Indiana University of Pennsylvania, Rhodes R. Stabley Library (1962).
Johnstown	Cambria Public Library (1965).

Lancaster	Franklin and Marshall College, Fackenthal Library (1895).
Lewisburg	Bucknell University, Ellen Clarke Bertrand Library (1963).
Mansfield	Mansfield State College Library (1968).
Meadville	Allegheny College, Reis Library (1907).
Millersville	Millersville State College, Ganser Library (1966).
Monessen	Monessen Public Library (1969).
New Castle	New Castle Free Public Library (1963).
Newtown	Bucks County Community College Library (1968).
Norristown	Montgomery County-Norristown Public Library (1969).
Philadelphia	Drexel Institute of Technology Library (1963).
	Free Library of Philadelphia (1897).
	Temple University Library, Serials Records Unit (1947).
	University of Pennsylvania Library (1886).
Pittsburgh	Bureau of Mines, Pittsburgh Research Center Library (1962).
	Carnegie Library of Pittsburgh, Allegheny Regional Branch (1924).
	Carnegie Library of Pittsburgh (1895).
	University of Pittsburgh, Hillman Library (1910).
Pottsville	Pottsville Free Public Library (1967).
Reading	Reading Public Library (1901).
Scranton	Scranton Public Library (1895).
Slippery Rock	Slippery Rock State College, Maltby Library (1965).
Swarthmore	Swarthmore College Library (1923).
University Park	Pennsylvania State University Library (1907).
Villanova	Villanova University, School of Law Library (1964).
Warren	Warren Library Association, Warren Public Library (1885).
Washington	Washington and Jefferson College, Memorial Library (1884).
Waynesburg	Waynesburg College Library (1964).
West Chester	West Chester State College, Francis Harvey Green Library (1967).
Wilkes-Barre	King's College Library (1949).
Williamsport	James V. Brown Library of Williamsport and Lycoming County (1922).
York	York Junior College Library (1963).

PUERTO RICO

Mayaguez	University of Puerto Rico, Mayaguez Campus Library (1928).
Ponce	Catholic University of Puerto Rico Library (1966).
Rio Piedras	University of Puerto Rico General Library (1928).

RHODE ISLAND

Kingston	University of Rhode Island Library (1907).
Newport	Naval War College Library (1963).
Providence	Brown University, John D. Rockefeller, Jr. Library (unknown).
	Providence College Library (1969).
	Providence Public Library (1884).
	Rhode Island College Library (1965).
	Rhode Island State Library (before 1895).
Warwick	Warwick Public Library (1966).
Westerly	Westerly Public Library (1909).

SOUTH CAROLINA

Charleston	Baptist College at Charleston Library (1967).
	College of Charleston Library (1869).
	The Citadel Memorial Library (1962).

Clemson	Clemson University Library (1893).
Columbia	Benedict College, Stark Library (1969).
	Columbia College Library (1966).
	South Carolina State, Edens Library (before 1895).
	University of South Carolina, McKissick Memorial Library (1884).
Due West	Erskine College, McCain Library (1968).
Florence	Florence County Library (1967).
Greenville	Furman University Library (1962).
	Greenville County Library (1966).
Greenwood	Lander College Library (1967).
Orangeburg	South Carolina State College, Whittaker Library (1953).
Rock Hill	Winthrop College Library (1896).
Spartanburg	Spartansburg County Public Library (1967).

SOUTH DAKOTA

Aberdeen	Northern State College Library (1963).
Brookings	South Dakota State University, Lincoln Memorial Library (1889).
Rapid City	Rapid City Public Library (1963).
	South Dakota School of Mines and Technology Library (1963).
Sioux Falls	Augustana College, Mikkelsen Library and Learning Resources Center (1969).
	Carnegie Free Public Library (1903).
Spearfish	Black Hills State College Library (1942).
Vermillion	University of South Dakota, I.D. Weeks Library (1889).
Yankton	Yankton College, Corliss Lay Library (1904).

TENNESSEE

Chattanooga	Chattanooga Public Library (1907).
Clarksville	Austin Peay State University Library (1945).
Cookeville	Tennessee Technological University, Jere Whitson Memorial Library (1969).
Jackson	Lambuth College, Luther L. Gobbel Library (1967).
Jefferson City	Carson-Newman College, Maples Library (1964).
Johnson City	East Tennessee State University, Sherrod Library (1942).
Knoxville	University of Tennessee Library (1907).
Martin	University of Tennessee at Martin Library (1957).
Memphis	Cossitt Reference Library (1896).
	Memphis State University, John W. Brister Library (1966).
Murfreesboro	Middle Tennessee State University, Andrew L. Todd Library (1912).
Nashville	Fisk University Library (1965).
	Joint University Libraries (1884).
	Public Library of Nashville and Davidson County (1884).
	Tennessee State Library and Archives, State Library Division (unknown).
Sewanee	University of the South, Jesse Ball duPont Library (1873).

TEXAS

Abilene	Hardin-Simmons University Library (1940).
Arlington	University of Texas at Arlington Library (1963).
Austin	Texas State Library (unknown)—Regional.
	University of Texas Library (1884).
	University of Texas, Lyndon B. Johnson School of Public Affairs Library (1966).
	University of Texas, School of Law Library (1965).

Beaumont	Lamar State College of Technology Library (1957).
Brownwood	Howard Payne College, Walker Memorial Library (1964).
Canyon	West Texas State University Library (1928).
College Station	Texas Agricultural and Mechanical University Library (1907).
Commerce	East Texas State University Library (1937).
Corsicana	Navarro Junior College Library (1965).
Dallas	Bishop College, Zale Library (1966).
	Dallas Baptist College Library (1967).
	Dallas Public Library (1900).
	Southern Methodist University, Fondren Library (1925).
Denton	North Texas State University Library (1948).
Edinburg	Pan American College Library (1959).
El Paso	El Paso Public Library (1906).
	University of Texas at El Paso Library (1966).
Fort Worth	Fort Worth Public Library (1905).
	Texas Christian University, Mary Couts Burnett Library (1916).
Freeport	Brazosport Junior College Library (1969).
Galveston	Rosenberg Library (1909).
Houston	Houston Public Library (1884).
	Rice University, Fondren Library (1967).
	University of Houston Library (1957).
Huntsville	Sam Houston State University, Estill Library (1949).
Kingsville	Texas Arts and Industries University Library (1944).
Longview	Nicholson Memorial Public Library (1961).
Lubbock	Texas Tech University Library (1935)—Regional.
Marshall	Wiley College, Cole Library (1962).
Nacogdoches	Stephen F. Austin State University, Paul L. Boynton Library (1965).
Plainview	Wayland Baptist College, Van Howeling Memorial Library (1963).
San Angelo	Angelo State University Library (1964).
San Antonio	San Antonio Public Library, Business and Science Department (1899).
	St. Mary's University Library (1964).
	Trinity University Library (1964).
San Marcos	Southwest Texas State University Library (1955).
Sherman	Austin College, Arthur Hopkins Library (1963).
Texarkana	Texarkana College Library (1963).
Waco	Baylor University Library (1905).
Wichita Falls	Midwestern University, Moffett Library (1963).

UTAH

Cedar City	Southern Utah State College Library (1964).
Ephraim	Snow College Library (1963).
Logan	Utah State University, Merrill Library (1907)—Regional.
Ogden	Weber State College Library (1962).
Provo	Brigham Young University Library (1908).
Salt Lake City	University of Utah, Law Library (1966).
	University of Utah Library (1893).
	Utah State Library Commission, Documents Library (unknown).

VERMONT

Burlington	University of Vermont, Bailey Library (1907).
Castleton	Castleton State College, Calvin Coolidge Library (1969).
Johnson	Johnson State College, John Dewey Library (1955).

Lyndonville	Lyndon State College, Samuel Reed Hall Library (1969).
Middlebury	Middlebury College, Egbert Starr Library (1884).
Montpelier	Vermont State Library (before 1895).
Northfield	Norwich University Library (1908).
Putney	Windham College, Dorothy Culbertson Marvin Memorial Library (1965).

VIRGIN ISLANDS

Charlotte Amalie (St. Thomas).	St. Thomas Public Library (1968).

VIRGINIA

Blacksburg	Virginia Polytechnic Institute, Newman Library (1907).
Bridgewater	Bridgewater College, Alexander Mack Memorial Library (1902).
Charlottesville	University of Virginia, Alderman Library (1910)—Regional.
	University of Virginia Law Library (1964).
Danville	Danville Community College Library (1969).
Emory	Emory and Henry College (1884).
Fairfax	George Mason College of the University of Virginia, Fenwick Library (1960).
Fredericksburg	Mary Washington College of the University of Virginia, E. Lee Trinkle Library (1940).
Hampden-Sydney	Hampden-Sydney College, Eggleston Library (1891).
Hollins College	Hollins College, Fishburn Library (1967).
Lexington	Virginia Military Institute, Preston Library (1874).
	Washington and Lee University, Cyrus Hall McCormick Library (1910).
Norfolk	Armed Forces Staff College Library (1963).
	Norfolk Public Library (1895).
	Old Dominion University, Hughes Memorial Library (1963).
Petersburg	Virginia State College, Johnston Memorial Library (1907).
Quantico	Marine Corps Schools, James Carson Breckinridge Library (1967).
Richmond	University of Richmond, Boatwright Memorial Library (1900).
	Virginia State Library (unknown).
Roanoke	Roanoke Public Library (1964).
Salem	Roanoke College Library (1886).
Williamsburg	William and Mary College Library (1936).

WASHINGTON

Bellingham	Western Washington State College, Wilson Library (1963).
Cheney	Eastern Washington State College Library (1966).
Ellensburg	Central Washington State College Library (1962).
Everett	Everett Public Library (1914).
Olympia	Washington State Library (unknown)—Regional.
Port Angeles	Port Angeles Public Library (1965).
Pullman	Washington State University Library (1907).
Seattle	Seattle Public Library (1908).
	University of Washington Library (1890).
	University of Washington, School of Law Library (1969).
Spokane	Spokane Public Library (1910).
Tacoma	Tacoma Public Library (1894).
	University of Pudget Sound, Collins Memorial Library (1938).

Vancouver	Fort Vancouver Regional Library (1962).
Walla Walla	Whitman College, Penrose Memorial Library (1890).

WEST VIRGINIA

Athens	Concord College Library (1924).
Charleston	Kanawha County Public Library (1952).
	West Virginia Department of Archives and History Library (unknown).
Elkins	Davis and Elkins College Library (1913).
Fairmont	Fairmont State College Library (1884).
Glenville	Glenville State College, Robert F. Kidd Library (1966).
Huntington	Marshall University Library (1925).
Institute	West Virginia State College Library (1907).
Morgantown	West Virginia University Library (1907)—Regional.
Salem	Salem College Library (1921).
Weirton	Mary H. Weir Public Library (1963).

WISCONSIN

Appleton	Lawrence University, Samuel Appleton Library (1869).
Beloit	Beloit College Libraries (1888).
Eau Claire	Wisconsin State University, William D. McIntyre Library (1951).
Fond du Lac	Fond du Lac Public Library (1966).
Green Bay	University of Wisconsin at Green Bay Library (1968).
La Crosse	La Crosse Public Library (1883).
	Wisconsin State University, Murphy Library (1965).
Madison	Department of Public Instruction, Division for Library Services, Reference and Loan Library (1965).
	Madison Public Library (1965).
	State Historical Society Library (1870)—Regional, in cooperation with University of Wisconsin, Memorial Library.
	University of Wisconsin, Memorial Library (1939).
	Wisconsin State Library (unknown).
Milwaukee	Milwaukee County Law Library (1934).
	Milwaukee Public Library (1861)—Regional.
	Mount Mary College Library (1964).
	Oklahoma Neighborhood Library (1965).
	University of Wisconsin-Milwaukee Library (1960).
Oshkosh	Wisconsin State University, Forrest R. Polk Library (1956).
Platteville	Wisconsin State University, Elton S. Karrmann Library (1964).
Racine	Racine Public Library (1898).
River Falls	Wisconsin State University, Chalmer Davee Library (1962).
Stevens Point	Wisconsin State University Library (1951).
Superior	Superior Public Library (1908).
	Wisconsin State University, Jim Dan Hill Library (1935).
Waukesha	Waukesha Public Library (1966).
Whitewater	Wisconsin State University, Harold Andersen Library (1963).

WYOMING

Casper	Natrona County Public Library (1929).
Cheyenne	Wyoming State Library (unknown).
Laramie	University of Wyoming, Coe Library (1907).
Powell	Northwest Community College Library (1967).
Riverton	Central Wyoming College Library (1969).
Rock Springs	Western Wyoming College Library (1969).
Sheridan	Sheridan College, Mary Brown Kooi Library (1963).

NONAUTHORIZATION FOR SENDING PUBLICATIONS TO ELEMENTARY SCHOOLS

Senator MONTOYA. Is there any way that you can send some of these publications to the elementary schools of this country?

Mr. BUCKLEY. There is no way, Senator, no program of our office under which this can be authorized at the present time. There may be some programs of other agencies which would permit this.

Senator MONTOYA. I was looking at some statistics just recently which shows that in many States over 50 percent of the elementary schools do not have libraries.

Mr. BUCKLEY. That is right.

Senator MONTOYA. In my State 90 percent of the elementary schools do not have libraries. It is a pitiful situation. I know some of these Government publications are very worthwhile and if we could just siphon them into the schools, it would be helpful. But there is no specific authorization.

Mr. BUCKLEY. The Federal depository library system is devoted exclusively to college, university, and public libraries. There are a few historical societies, also.

Senator MONTOYA. You stated that you had over 1,300 now.

Mr. BUCKLEY. There are over 1,000.

DEPOSITORY LIBRARY SYSTEM COST

Senator MONTOYA. What is the total cost of maintaining this depository library system? Exclusive of your 1971 request.

Mr. DARLING. The 1970 budget estimate is $2,063,000.

Senator MONTOYA. How comprehensive is the distribution of publications to these depositories?

Mr. BUCKLEY. It includes all publications, Senator, that are printed by the Government Printing Office, except those classified or issued primarily for administrative use only. If a publication is printed by the Government Printing Office, 1,020 depository libraries have an opportunity to select in advance the broad categories which include each new publication. There is also a limited distribution of certain Government publications not produced by the Government Printing Office.

Senator MONTOYA. Are the monthly catalog and/or the selected list available to these libraries on a regular basis?

Mr. BUCKLEY. Yes, and virtually all of them use both.

Senator MONTOYA. I think that that is all.

Mr. BUCKLEY. Thank you very much.

Senator MONTOYA. Thank you very much.

I want to state for the record that Senator Cotton asked me to associate himself with my remarks about your retirement, Mr. Harrison.

Mr. HARRISON. Thank you, Mr. Chairman. I appreciate it very much.

SUBCOMMITTEE RECESS

Senator MONTOYA. The subcommittee will recess until 2:45 p.m.

(Whereupon, at 12 p.m., the subcommittee was recessed, to reconvene at 2:45 p.m.)

(AFTERNOON SESSION, 2:45 O'CLOCK, TUESDAY, MARCH 17, 1970)

ARCHITECT OF THE CAPITOL

MADISON MEMORIAL LIBRARY

STATEMENT OF HON. B. EVERETT JORDAN, U.S. SENATOR FROM NORTH CAROLINA

INCREASED AUTHORIZED LIMIT OF COST

Senator MONTOYA. The subcommittee will be in session.

Senator Jordan, you are certainly welcome before this committee.

Senator JORDAN. Thank you very much, Mr. Chairman. I appreciate your courtesy and kindness. I appear here in my capacity as chairman of the coordinating committee of the Madison Memorial Library project. I will be brief as I have just finished presiding at one committee, and I have another one waiting on me.

I do appreciate the opportunity to appear before your committee on the Madison Memorial Library. You have, I believe, the basic information before you, as presented in the Architect's budget justifications.

As you no doubt know, the President signed yesterday S. 2910, which increases the authorized limit of cost of the project. This has the effect of making available the money appropriated last year, $2,800,000, to go ahead with finishing the contract plans and specifications, which, of course, have to be done before you can let a construction contract.

THREE-STAGE CONSTRUCTION PROGRAM

It is the purpose to construct this building in at least three stages. The architects can start now to prepare plans for the excavation and foundations.

Then the next thing will be to plan for the stone for outside facing.

The next phase will be the superstructure.

As plans for each of these three segments are completed, bids can go out and the work can get underway.

Of course, they can't let the contracts for these phases until the appropriations are provided.

The excavation and foundations are estimated to cost $9,610,000. The contract for outside facing stone and other purposes is estimated at $6 million, or a grand total of $15,610,000 in appropriations for the fiscal year 1971.

All of these funds will not be expended next year, but under this project, you must have the appropriations before the contracts may be let.

As I said awhile ago, the President signed the bill yesterday which frees the appropriation for the finished architectural plans. Your com-

42-807 O—70——6

mittee appropriated those funds last year but they were not available until the limit of cost was increased to a more current figure. In the recent bill fixing the limit of cost, the House put in a provision which in effect said that the building could not be used as another House Office Building. They had some concern about that.

We didn't object to that amendment because the authorization wasn't intended for that purpose.

The final construction stage, will, of course, comprise the superstructure itself.

Mr. Chairman, that is the substance of my testimony.

APPROPRIATIONS REQUIRED BEFORE AWARDING CONTRACT

Senator MONTOYA. So, in effect, much of this money will probably not be used during this next fiscal year, except that it has to be appropriated in order to permit the Commission to issue the contract. Is that right?

Senator JORDAN. Most of it wouldn't be used next year.

Senator MONTOYA. But it has to be in the pipeline in order for these plans to go ahead.

Senator JORDAN. They can't let a contract unless the appropriation has been made to carry out the contract. We estimate that we might save from 1 to 2 years by operating in stages.

We all know you have got to dig a place for the foundation before you can build a building. Just as soon as the architects get the plans done for that part, a contract can be let for that digging. But they can't let a contract for the digging until the appropriation has been made to cover the total amount of that contract.

CONTRACT FOR PLANS AND SPECIFICATIONS

Senator MONTOYA. Has the contract been let for the architectural plan?

Senator JORDAN. Yes, sir, for the preliminaries and we have authorized the contract for the final plans, which can now be let as a result of the recent legislation signed by the President.

ESTIMATE OF COST

Senator MONTOYA. What information do you have by way of an estimate leading you to believe that the items which you have mentioned will entail that much expense, if not more or less?

Senator JORDAN. That is the best estimate that the architects can make. Let me go back a little bit.

The authorization for this project was enacted in 1965. At that time there was an estimate made of the total costs. That cost was broken down in phases just exactly as this is. They know what it cost to move a yard of dirt. They know what concrete costs per yard. All these costs can be calculated by men in that business. It is a matter of determining how many yards of dirt will have to be moved, and so forth.

We know that the original authorization was for $75 million. The architects in the last year estimated, with the escalation of costs alone,

no changes in the building, no additions, from the approved preliminary plans, the cost would probably run as high as $90 million. They don't think it will run that high, but it could.

APPROVAL OF LEGISLATION INCREASING AUTHORIZATION

Senator MONTOYA. The bill has not passed, has it, the additional authorization?

Senator JORDAN. Yes. It was passed by the House and the Senate. That was the item the President signed yesterday.

REQUIREMENT FOR NEW LIBRARY BUILDING

Senator MONTOYA. Is there anything else?

Senator JORDAN. I would urge that this committee authorize this money because I think there are 13 locations that the Library of Congress has in the city now, and some across the river. They have books and maps, and so forth, spread out in these various locations. They are paying about $2 million a year rent for space, and there are a great many instances where a person comes in and wants a book, and it may be in the building on the other side of town. They have to phone over there and send it over by messenger. Then the party may get it the next day. That is all very expensive and not an efficient operation for a great library such as we have here.

This new building is estimated to take care of all the books that are in rented space now, relieve the intolerably crowded conditions now in the old buildings, and take care of expansion for a period of 20 to 25 years.

Senator MONTOYA. Is this going to be on a lowest bid basis?

Senator JORDAN. Yes.

Senator MONTOYA. There are not going to be any cost-plus features in the contract?

Senator JORDAN. All construction contracts will be on open bid for any legitimate contractor to bid on.

SITE FOR NEW BUILDING

Senator MONTOYA. Senator Young?

Senator YOUNG. Thank you.

The site has been acquired for this, hasn't it?

Senator JORDAN. Yes. It is east of the Cannon House Office Building on Independence Avenue.

The House Office Building Commission agreed to turn that over to the Library of Congress for the new building a few years ago, I believe.

Incidentally, the Cannon Building will be connected by tunnel to this new building, and a tunnel under Independence Avenue will connect into the present Library. So they will all be connected underground. Those will be walkthrough tunnels. There is not a walkthrough tunnel from here to the Capitol and then to the Library.

RESPONSIBILITY FOR SUPERVISING THE PROJECT

Senator YOUNG. This is being built by the Architect of the Capitol?

Senator JORDAN. They have supervision, by law, for carrying out

the project. But the outside design architects have been selected, three different architects. They were checked out by the General Services Administration at my request at that time, and they are capable and able architects who have done lots of work for GSA and other agencies and are highly recommended by those who know about building design and construction.

COMMISSIONS AND COMMITTEE IN CHARGE OF PROJECT

Senator MONTOYA. In fact, there has been a commission working on this for quite a long time on the design, hasn't there?

Senator JORDAN. About 3 years. The preliminary plans were agreed on by the Madison Memorial Commission, the Joint Committee on the Library, the Senate Office Building Commission, the House Office Building Commission, and the model was agreed on and accepted. Those things are all behind us now. All we need do is let the architects start on the finished plans, and we can proceed with this work, if you provide the funds we are requesting. Every day we wait, it costs more money.

General Services Administration has testified before the Public Works Committee, as you know, that the building costs increases are running about 10 percent yearly. They are 10 percent higher each year that you put off work, and sometimes 12 percent.

We would like to get started just as quickly as we can.

Senator MONTOYA. Do you anticipate that the contract that will be let or the specifications for the contract and the building will call for a bid of a certain amount over the entire period of construction, irrespective of the increase in costs during the stages of construction?

Senator JORDAN. I would think—and I believe the architects here would bear this out—that there will be a contract for the excavation and foundations. They are contractors who specialize in that work. There are other contractors who quarry and fabricate marble or granite, whichever will be used in this building. That has not definitely been decided yet.

Those contracts will be let to the lowest responsible bidder in each case as they are bid.

Senator MONTOYA. Senator Young?

Senator YOUNG. No questions. Thank you.

Senator MONTOYA. Thank you, Senator Jordan.

Senator JORDAN. Thank you very much, Mr. Chairman. I appreciate your attention. At this point, I would like Dr. Mumford to make a short statement relative to this item.

Dr. MUMFORD. Mr. Chairman and members of the committee, as you know, I consider the request for funds to proceed with the Library of Congress James Madison Memorial Building to be the most important item in the budget with respect to the future of the Library of Congress.

Last year when we appeared before you to urge the appropriation of $18,410,000 to begin work on the building, this committee agreed to an appropriation of $2.8 million for final plans and specifications. This appropriation was, however, contingent on the enactment of legislation to raise the authorization from $75 to $90 million. Legislation to this effect was introduced and was passed by both Houses and was approved by the President on March 16, 1970.

The request of $15,610,000, which is the remainder of the money in last year's request, would allow us to continue to move ahead on the construction of the building while the final plans and specifications are being perfected. This amount includes funds for excavation and sheeting, foundation, mat and walls up to the first floor, and a contract for the stone necessary for the outside facing and other uses. This three-phase construction schedule will save 16 months' time and consequently avoid 16 months of escalating construction costs.

I cannot emphasize enough our need to move forward with this building project as quickly as possible. Each of you is aware of our serious space situation and of the fact that the Library's operations are dispersed in a dozen locations. This is costly both in terms of money the Government must pay for rent and in terms of efficiency of operation and effective utilization of staff.

I urge that you approve this appropriation.

JUSTIFICATION

Senator MONTOYA. Pages 145 to 150 of the justification will be inserted in the record as this point following Senator Jordan's testimony.

(The justification follows:)

Authorizing Legislation

This project is authorized by Public Law 89-260 approved October 19, 1965.

Contract Authority

The Authorization Act does not permit contracts to be let or other obligations to be incurred prior to the appropriation of funds therefor, with the result that the full cost of such contracts and obligations must be appropriated before the contracts and obligations may be incurred.

Limit of Cost of Project

Public Law 89-260 fixes the limit of cost of the project as.....$ 75,000,000

Pending Legislation Affecting Limit of Cost

S. 2910, 91st Congress, was passed by the Senate, October 15, 1969, increasing the limit of cost from $75,000,000 to.....$ 90,000,000

This Bill was reported, with an amendment, by the House Committee on Public Works, December 22, 1969. As of February 2, 1970, no action has been taken on this Bill by the House.

Amount of Authorization Appropriated to Date

An appropriation for preparation of preliminary plans, estimates of cost, and necessary models was provided in the Supplemental Appropriation Act, 1966, in the amount of.....$ 500,000

An appropriation for preparation of contract plans and specifications and related administrative costs, on the basis of the preliminary plans heretofore approved by the Committee and Commissions charged by Public Law 89-260 with control over the project, was provided in the Legislative Branch Appropriation Act, 1970, in the amount of..... 2,800,000

Total appropriations provided to date.....$3,300,000

Restriction Imposed on Use of 1970 Funds

The Legislative Branch Appropriation Act, 1970, in providing the appropriation of $2,800,000, contains the following restrictive provision with respect to use of such funds:

> "Provided, That availability of these funds for obligation shall be contingent upon enactment of legislation adjusting the limit of cost of the project (fixed by Section 3 of such Act) to reflect projected escalated construction costs required to complete the project on the basis of the preliminary plans heretofore approved by the Committee and Commissions designated in such Act."

Until enactment of S. 2910, or similar legislation, the appropriation of $2,800,000 will continue unavailable for obligation or expenditure. S. 2910, as passed by the Senate, simply increases the limit of cost from $75,000,000 to $90,000,000. As reported by the House Public Works Committee, S. 2910, in addition to increasing the limit of cost to $90,000,000, contains the following provision amendatory thereof:

> "Nothing contained in the Act of October 19, 1965 (79 Stat. 986), shall be construed to authorize the use of the third Library of Congress building authorized by such Act for general office building purposes."

APPROPRIATION REQUESTED FOR THE FISCAL YEAR 1971.....$15,610,000

Explanation of the 1971 appropriation request follows:

Explanation of 1971 Appropriation Request

Request for an appropriation of $15,610,000 to commence construction of the Library of Congress James Madison Memorial Building, has been included in our 1971 Budget requests at the direction of the Chairman of the Coordinating Committee for this project, acting on behalf of the Committee and Commissions charged by Public Law 89-260 with control over this project.

This amount was previously included in the 1970 Budget requests, as an amendment to the original 1970 Budget submission, by direction of the Coordinating Committee, but was not allowed for 1970 by either the House or the Senate. Appropriation of funds to commence construction has been deferred until enactment of legislation increasing the limit of cost, as provided by the requirements of the 1970 Legislative Branch Appropriation Act, cited on the second page of the justifications for this item.

The 1971 estimate of $15,610,000 is based on construction work, of which $1,710,000 is for excavation and footings, $7,900,000 for foundation, mat and walls up to the first floor, and $6,000,000 for quarrying, fabrication and delivery of the exterior marble, granite, or other stone required for the superstructure.

The 1971 estimate contemplates constructing the building under three separate contracts, instead of under a single construction contract. Such a procedure was approved by the Commissions and Committee in charge of the project at meetings held in August 1967. Under such procedure, it is proposed to let one contract for excavation and sheeting, foundation, mat, and walls up to the first floor; one contract for quarrying, fabricating, and delivering exterior marble, granite, or other stone required for the superstructure; and one contract for the superstructure, itself. Funds for the superstructure, on this basis, are proposed to be requested in the 1972 Budget.

The purpose of a 3-stage construction program is to effect a reduction in the time required for construction; to enable earlier completion and occupancy of the building; to effect reductions in temporary rental costs being incurred annually by the Librarian for leasing of space in other buildings now required to meet space shortages in the Library Buildings; to reduce the ultimate cost of the project by avoiding from 12 to 16 months additional escalation costs anticipated to result from necessary delay in award of a single construction contract. The Associate Architects estimate that 54 months will be required for construction under a 3-phase construction program.

Under the 3-phase construction program, it is estimated that $9,610,000 for excavation and foundation work would be obligated in the fiscal year 1971, and $6,000,000 for the exterior stone in the fiscal year 1972. The Associate Architects recommend that the $6,000,000 for stone be included in the 1971 appropriation, in order not to delay invitation of bids and award of a contract for such stone, in the event the 1972 appropriation act is not enacted until the late summer or fall of 1971. Of the total to be obligated for the foregoing work, it is estimated that $3,000,000 would be disbursed in the fiscal year 1971.

The project has been discussed at length in previous Hearings and both the House and Senate Committees on Appropriations have recorded their sentiments towards this project in prior year reports on previous requests for funds for this project, and are, accordingly, familiar with the details of this project.

The Library of Congress James Madison Memorial Building is authorized by Public Law 89-260 to be constructed on Square 732, being the two blocks located directly south of the Main Library of Congress Building and directly east of the Cannon House Office Building. Square 732 is, as stated in

previous Hearings, now government-owned, having been acquired by the Architect of the Capitol in 1960 under authority of the Additional House Office Building Act of 1955, at the direction of the House Office Building Commission. Under the provisions of Order issued by the Commission, October 17, 1967, (incorporated in 40 U.S.C. 193 a., Supplement IV), implementing the requirements of the 1955 Act, Square 732 is now maintained as a part of the United States Capitol Grounds and will continue to be so maintained until commencement of construction of the new Library-Madison Building.

BUILDING DESCRIPTION AND COST ESTIMATE: 1970
SUBCOMMITTEE HEARINGS

Senator MONTOYA. To provide continuity in the record on this construction, I will ask that a description of the building and a comparative estimate of cost as printed in last year's hearing record will be included also at this point.

(The excerpt follows:)

DESCRIPTION OF THE BUILDING

Site: Square 732, bounded on the north by Independence Avenue, on the south by "C" Street, on the west by First Street, and on the east by Second Street.
Building Dimensions:
Above grade: Length 514 feet; width, 414 feet.
Below grade: Length 614 feet; width 495 feet.
Building Areas:
Gross Area, 2,112,492 sq. ft.
Net assignable area, 1,702,904 sq. ft.
James Madison Memorial Hall (included in net assignable area), 15,200 sq. ft.
Floors in Building (from Independence Avenue):
Above grade: Six plus mechanical equipment penthouse.
Below grade: Three.
Building height (from Independence Avenue):
First five floors, 71.5 ft.
Sixth floor, 83.0 ft.
Mechanical equipment penthouse roof, 101.5 ft.

General characteristics of the building:

The proposed building is a marble and/or granite structure covering 60.1 percent of the gross area of the plot measured curb to curb. The building is set back 78 feet from Independence Avenue, 39 feet from "C" Street, and 61 feet from First and Second Streets.

The main public entrance to the building is from Independence Avenue midway between First and Second streets. There are supplemental entrances provided on both First and Second Streets part way between Independence Avenue and "C" Street. Additional personnel entrances are provided on "C" Street.

The building is connected with the Cannon House Office Building by a pedestrian and service tunnel and is further connected with both the Main Building and the Annex of the Library of Congress by a pedestrian and service tunnel.

The building has four main service cores containing vertical transportation, conveyor and pneumatic tube stations, and various service facilities. These four main cores are supplemented by a public core directly at the main entrance from Independence Avenue and by a service core located to the rear of the screened truck dock at "C" Street.

The main entrance at grade level on Independence Avenue is two stories in height; it opens on a public lobby, which serves as an entrance to the James Madison Memorial Hall and to the reading rooms and service areas of the Library. The main entrance lobby continues into the building and terminates in an interior, landscaped court extending from the First Floor through the Third Floor. The interior court is approximately 75 feet by 87 feet; it is artificially lighted and conditioned to provide a point of reference for human scale for the central portion of the building. The James Madison Memorial Reading Room surrounds the court on three sides of the First Floor.

The entrance on Independence Avenue to the lobby of the building is so arranged that visitors may enter the James Madison Memorial Hall without entering the Library proper.

Architecturally, the design of the James Madison Memorial Building is related to the environment of and in keeping with the architecture of the existing Federal buildings on Capitol Hill as is required in the law. Because of site restrictions, plan requirements, and basic considerations of design, the building does not follow the design of any particular contiguous building. The style of the building can best be described as being designed under the classic discipline, yet in keeping with the architecture of the mid-20th century. Because of the space needs of the Library, the building has been extended below grade to the reasonable maximum in order to reduce the size of the structure as much as possible above grade. The Sixth Floor and the Mechanical Floor above have been progressively set back from the sides of the building to reduce the visual bulk of the structure. The set-backs of the building at grade level are somewhat greater on all streets than those of the Cannon House Office Building and are designed to receive decorative planting for most of the perimeter of the building.

The James Madison Memorial Hall is entered from the Main Lobby and consists of (1) a two-story room approximately 46 feet by 60 feet, with a ceiling height of approximately 23 feet, and (2) exhibition areas on the First and Second Floors, which provide display space for Madison documents and memorabilia. The total floor area of the Hall is approximately 15,200 square feet.

The James Madison Reading Room, with its presidential papers and other manuscripts and its rare books, and with its outlook on the landscaped inner court, extends the original concept of the memorial to include the "living memorial"—the research center—that the Madison Memorial Commission envisioned to honor President Madison.

The departments of the Library of Congress that will occupy the Madison Building, according to present plans, are as follows: The Office of the Librarian, the Administrative Department, the Copyright Office, the Law Library, the Legislative Reference Service, the Processing Department, and six divisions of the Reference Department (the Geography and Map, Manuscript, Music, Prints and Photographs, Rare Book, and Serial Divisions).

The building will also include a preservation laboratory for documents and rare books; the Information Systems Office and related computer facilities; and special shelving facilities for part of the collection of the Library.

SPACE ALLOCATIONS

Office of the Librarian

A total of 25,800 square feet is provided for this function, primarily on the sixth floor, but with some service functions on the first floor, all with ready public access.

The sixth floor area is contiguous with the Cafeteria and Dining facilities, which can provide basic services for the private dining rooms. It enjoys the magnificent outlook and terrace of the sixth floor. It maintains privacy with ready access to the working departments of the Library complex.

Administrative department

A total of 89,600 square feet is provided for this department, primarily on the sixth floor, contiguous with the office of the Librarian, but with some service functions on the basement, grade, and first floors.

The Photo Duplication Service is located near the main entrance on Independence Avenue, to maintain ready access by the Public.

The Office of the Secretary, and the Communications Center are located on the sixth floor, adjacent to the office of the director of this department.

Copyright Office

The Copyright office, with an area of 150,790 square feet, will be located principally on the third floor, with certain elements located on the fourth floor, and in the basement.

Law Library

The Law Library, with an area of 179,860 square feet, occupies space for Collections on the sub-basement and basement floors. The Law Reading Room is located on the second floor, adjacent to the landscaped court and accessible to the public from the main entrance lobby.

Legislative Reference Service

The Legislative Reference Service, with an area of 104,700 square feet is located on the second floor. The Congressional Reading Room for the Members of Congress, their families, and staff, is contiguous with the Legislative Reference Services Department, and is located adjacent to the landscaped court.

Processing Department

The Processing Department, with an area of 400,040 square feet, occupies part of the fourth, and extends its occupancy to all of the fifth floor, plus certain areas contiguous with the service facility on the ground floor at "C" Street and at other locations on that level, as well as some office space on the sixth floor. The branch of the Government Printing Office is located with direct access to the truck dock on the ground floor at "C" Street.

Reference Department

The Reference Department, with an area of 503,210 square feet, will be located on the basement, ground, first, and third floors, with extensive public exposure maintained on the first floor, including the James Madison Reading Room, the Serial Reading Room, the Rare Book Room, the Music Reading Room.

In addition to the provisions for the office of the Librarian and the six basic divisions of the Library assigned to this building, provision has been made for:

General building facilities

An Assembly Room for 200 is provided on the sixth floor. A Cafeteria, for approximately 1,000 seats, complete with kitchen and staff lounge, is provided on the southerly portion of the sixth floor, with ready access thereto by escalators, located in the center of the building, and serving the fourth, fifth and sixth floors, where there is the greatest concentration of employees.

The serving areas of the Cafeteria have clerestory windows which give visual relief to these interior spaces.

The table service and private dining rooms are located contiguous with the Cafeteria for common basic service, and the Credit Union is contiguous with one of the Cafeteria lounges for the convenience of employees.

The convenience Snack Room and Lounge for employees, as a supplement of the Cafeteria, is located off the public vertical circulation core, on the ground floor, in the next largest concentration of employees.

The Welfare and Recreation Association is provided for on the sixth floor, contiguous with the Cafeteria.

The Health Room is accommodated on the third floor.

Further requirements have been satisfied as follows:

Miscellaneous

(The areas for which are provided for under the Administrative Department:)

An Information Center is provided in the main entrance lobby on the first floor at Independence Avenue. A public checkstand is provided nearby.

The central guard stations are located near the main entrance from Independence Avenue and on the ground floor with a central sub-station in the center of the sub-basement at the garage, a sub-station in the basement at the entry of the tunnel from the Cannon House Office Building, five sub-stations at the ground floor, located at the four means of egress on that floor, one each on First and Second Streets, and two on "C" Street, and one at the service facility on "C" Street (truck dock), and a central guard sub-station at the main public entrance from Independence Avenue.

Conveyor and message tube stations are provided at each of the four basic service cores, located at the four sectors of the building. (Cores A, B, C, and D.)

Smoking lounges are provided at core B on the first and second floors, at cores A and B on the third floor, and at cores A and C on the fourth and fifth floors.

Provision is made for the central telephone system in the sub-basement.

Storage and supplies are accommodated on the ground floor, conveniently contiguous with the tunnel leading to existing buildings.

The Repair and Binding Shop is located on the ground floor. The Exhibits Preparation Room is adjacent to the James Madison Memorial Hall. Building Operation and Maintenance is housed with Buildings and Grounds on the ground floor.

The Service Area, with truck docks, including nine dock spaces, receiving, fumigating, bailing, and mail and delivery, is located at the center of the build-

ing off "C" Street, directly adjacent to the principal center of vertical transportation for freight.

The important cores of vertical services, four in number, and supplemented by the Public Access and Freight cores, with their attendant facilities have been disposed geographically in the four sectors of the building to minimize horizontal circulation, and to make the vital services which they provide readily accessible.

The building will be air-conditioned, and provided with extensive materials handling and communications facilities. It will be constructed with the mechanical/electrical services on a modular system that will enable easy conversion from book occupancy to personnel occupancy.

James Madison Memorial

The main and public entrance to the Library of Congress James Madison Memorial Building is from Independence Avenue across a paved and landscaped plaza. The great bronze entrance gives onto a two-story, monumental lobby which extends into a three-story landscaped inner court which serves as a focal point of entrance.

The James Madison Memorial Hall is entered from the main lobby, and is a two-story room, approximately 46'-0'' x 60'-0'', with a ceiling height of approximately 23'-0" leading to exhibition areas on the first and balcony floors, which provide display space for Madison memorabilia. The total area is approximately 15,200 square feet.

The Memorial Hall will be provided with an administrative office, private toilets, and a service area and facilities for light refreshments off the easterly end of the hall.

On entering the Madison Memorial Hall, a handsome and dignified two-story room, the visitor will see at the far end a white marble panel reaching from floor to ceiling, and on which will be inscribed the most famous of Madison's speeches. A statute of Madison, on a dark marble plinth, will be placed against this background. The ceiling will be richly coffered and painted, supported on either side of the center aisle by piers. The floor of the Hall will be marble in a simple mosaic pattern.

The lighting will be so designed that an intimate feeling of warmth will prevail in the Hall, with the accent lighting provided for the display cases and windows.

The acoustics of the Hall will be engineered to project a speaker's voice without amplification.

There will be murals on the north and south walls of the Hall depicting the events in the life and times of James Madison. Display cases for the showing of intimate documents will be located in the exhibition areas.

Information and checking facilities will be available to the James Madison Memorial Hall off the entrance lobby.

The James Madison Reading Room, with its Presidential papers and rare books, and with its outlook on the landscaped inner court, will extend the scope of the memorial to James Madison to a point where the public focal point of the Library of Congress James Madison Memorial Building will, in fact, be a memorial to James Madison, where scholars may come and have access to the materials of his and related times.

COMPARATIVE ESTIMATES OF COST OF LIBRARY OF CONGRESS JAMES MADISON MEMORIAL PROJECT, 1967 AND 1969

	1967	1969
Excavation	$1,465,000	$1,710,000
Concrete	14,250,000	16,385,000
Masonry	1,859,900	2,140,000
Waterproofing and dampproofing	450,000	517,000
Stone (supply and deliver)	5,254,000	6,000,000
Stone setting	746,000	864,000
Roofing and sheet metal	450,000	517,000
Metal windows	115,000	132,000
Ornamental and miscellaneous metal	1,600,000	1,840,000
Carpentry and millwork	750,000	862,000
Hollow metal	135,000	155,000
Furring, metal lath, and plaster	400,000	460,000
Terrazzo	75,000	86,000
Quarry tile	100,000	115,000
Ceramic tile	225,000	258,000
Acoustic	1,650,000	1,897,000
Glass and glazing	95,000	109,000
Resilient flooring	740,000	851,000
Toilet partitions and accessories	87,500	100,000
Hardware	100,000	115,000
Painting	600,000	690,000
Art allowance	150,000	172,000
Site work	450,000	517,000
Vertical transportation	1,100,000	1,265,000
Kitchen equipment	400,000	460,000
Conveyor systems	1,825,000	2,098,000
Tunnels	600,000	690,000
Heating, ventilating, and air conditioning	8,750,000	10,057,000
Plumbing, storm drainage, and sprinklers	1,000,000	1,150,000
Electrical	8,250,000	9,483,000
Miscellaneous contract work	1,700,000	1,711,000
Total	55,372,400	63,406,000
General contract overhead and profit	5,537,240	6,341,000
Total	60,909,640	69,747,000
Administrative, architectural, and engineering costs	4,263,690	4,883,000
Total	65,173,330	74,630,000
4-year cost escalation (1968–71) 3.2 percent compounded annually on cost of work to be done in each year	8,751,235	
4-year cost escalation (1970–73) 7 percent compounded annually on cost of work to be done in each year		[1] 13,870,000
Total	73,924,565	88,500,000
Contingency	1,075,435	1,500,000
Total estimated cost of project	75,000,000	90,000,000

[1] Estimated escalation costs during the 4 construction years, 1970 through 1973, were determined by first distributing the total direct building cost of $74,630,000 into annual expenditures and then applying cumulative escalation percentages to each annual amount. Expenditures and escalations are based on the following:

Year	Expenditure	Escalation	Amount of escalation
1970	20 percent of $74,630,000	7 percent of expenditure	$1,045,000
1971	30 percent of $74,630,000	14.49 percent of expenditure	3,160,000
1972	30 percent of $74,630,000	22.5 percent of expenditure	5,038,000
1973	20 percent of $74,630,000	31 percent of expenditure	4,627,000
Total 4-year escalation, 1970–73			13,870,000

Operation and Maintenance

STATEMENT OF MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL

ACCOMPANIED BY:

WALTER L. RUBEL, SECOND ASSISTANT ARCHITECT
CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER
PHILIP L. ROOF, EXECUTIVE ASSISTANT
FREDERICK W. WINKELMANN, GENERAL COUNSEL
U. T. WARD, ASSISTANT COORDINATING ENGINEER
THOMAS F. CLANCY, SUPERVISING ENGINEER, CAPITOL BUILDING
J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS
PAUL PINCUS, LANDSCAPE ARCHITECT
BENJAMIN F. MARKERT, GENERAL ENGINEER, LIBRARY BUILDINGS
CHARLES A. DURKIN, ASSISTANT TO THE ADMINISTRATIVE OFFICER
WILLIAM F. RAINES, JR., ASSISTANT TO THE EXECUTIVE ASSISTANT
DANIEL J. GEARY, ACCOUNTING OFFICER

INTRODUCTION OF ASSOCIATES

Senator Montoya. Next, we will be taking the testimony of the Office of the Architect of the Capitol in support of the budget estimates for fiscal year 1971 submitted for the maintenance of buildings and equipment and the provision of heat, lighting, air-conditioning, power, and general housekeeping services for the legislative branch.

Mr. Campioli, will you introduce your associates for the record?

Mr. Campioli. I have on my left, Mr. Henlock, our Administrative Officer; on my right, Mr. Roof, our Executive Assistant; Mr. Rubel, sitting in the back row here, Second Assistant Architect; Mr. Winkelmann, at the far end, our General Counsel; Mr. Markert, our professional engineer at the Library of Congress; Mr. Pincus, our Landscape Architect; Mr. Durkin, Assistant to Mr. Henlock; Mr. Raines, Assistant to Mr. Roof; and Mr. Caraway, Superintendent of the Senate Office Buildings. Also, we have Mr. Ward, Assistant to Mr. Rubel. Mr. Clancy, Supervising Engineer, Capitol Building; Mr. Geary, our Accounting Officer.

BUDGET REQUEST

Senator Montoya. You are requesting for fiscal year 1971 a total appropriation of $35,672,200, which is a net increase of $10,775,800 over the adjusted 1970 appropriation.

Before proceeding with our review of these estimates, I will place in the record several pages from the justifications, which include a general statement, a breakdown of the gross increase by categories, a summary of the increases requested, and a comparative summary of the 1970 appropriations with the 1971 estimates by line items.

PREPARED STATEMENT

Senator MONTOYA. Mr. Campioli, I believe it desirable that we proceed to the consideration of the individual items, the first of which is the Office of the Architect.

Mr. CAMPIOLI. We have a prepared general statement, Mr. Chairman, which, with your permission, I should like Mr. Henlock, our Administrative Officer, to read or highlight as you may prefer.

Senator MONTOYA. It can be made a part of the record, and then you can proceed to highlight it, or he may.

(The statement follows:)

GENERAL STATEMENT—APPROPRIATIONS AND ESTIMATES UNDER THE ARCHITECT OF THE CAPITOL

For 1970, appropriations totaling $24,383,100 have been provided under the Architect of the Capitol in the regular annual appropriation act, and $513,300 has been included in the Budget requests for Pay Supplementals for 1970—or a grand total of $24,896,400.

For 1971, appropriations totaling $35,672,200 are requested—a net increase of $10,775,800 over the total of $24,896,400 for 1970. The net increase of $10,775,800 results from increases totaling $18,584,000, offset by decreases totaling $7,808,200.

The gross decrease of $7,808,200 results from omission of the following nonrecurring items allowed for 1970: $195,000 for the Capitol Buildings, of which $70,000 was for completion of construction of rooms in light shaft, Senate side of Capitol, and $125,000 for installation of a speech reinforcement system in the Senate Chamber; $71,600 for the Capitol Grounds, of which $21,800 was for replacement of sections of concrete sidewalks adjacent to the East Front Plaza, $12,000 for resurfacing Delaware Avenue, between Constitution Avenue and C Street Northeast, and D Street between Louisiana Avenue and New Jersey Avenue Northwest, $32,000 for improvements to Senate Parking Lots in Squares 723, 724, and 725, located in north area of Capitol Grounds, and $5,800 for replacement of a 10-year old dump truck; $2,275,000 for Extension of the Capitol Project; $135,600 for the Senate Office Buildings, of which $28,000 was for installation of legislative light signals in the Old and New Senate Office Buildings, $28,000 for replacement of obsolete restaurant equipment, $6,000 for replacement of a fork-lift truck, $35,000 for furniture for Committee use, and $38,600 for first-year allotment, under a 16-year program, for replacement of all desks in the Old Senate Office Building; $1,250,000 for Extension of the Additional Senate Office Building site; $10,000 for the House Office Buildings for omission of nonrecurring items of work under the Annual Painting allotment; $107,000 for the Additional House Office Building Project, of which $74,000 was for developing basement mezzanine space in the Cannon Building for furniture storage for the Clerk of the House, and $33,000 for installation of master TV antenna systems in the Cannon and Longworth Buildings; $350,000 for the Capitol Power Plant, of which $225,000 was for renovations and repairs to the power plant structures, $50,000 for a survey and study of power plant expansion needs to service the Library of Congress James Madison Memorial Building authorized to be constructed in Square 732, directly east of the Cannon Building, and $75,000 for modifications and repairs to the steam distribution system; $300,000 for Expansion of Facilities, Capitol Power Plant, for liquidation of contract authority; $159,000 for Structural and Mechanical Care of the Library Buildings and Grounds, of which $50,000 was for sixth-year allotment under a 7-year program

for improved lighting in the two buildings, $28,000 for installation of floor tile in the Main Building, $20,000 for equipping part of bookstacks with map cases, $10,000 for roof repairs on the Main Building, $16,000 for metal shelving in Main Building, $10,000 for cleaning and restoring ceiling and wall decorations in the Main Building, and $25,000 for 3 other miscellaneous items of improvement and repair; $155,000 for Furniture and Furnishings, Library Buildings and Grounds, for nonrecurring items of furniture; and $2,800,000 for the Library of Congress James Madison Memorial Building Project, for preparation of contract plans and specifications and related administrative costs.

The gross increase of $18,584,000 requested for 1971 results from increases of $495,170 in the item of Personnel Compensation; $76,830 in the item of Personnel Benefits; $270,800 in annually recurring maintenance items; $2,081,200 in nonrecurring maintenance items, of which $823,400 is for the Library Buildings and Grounds, and $1,257,800 for the Capitol Buildings and Grounds, Senate Office Buildings, House Office Buildings, and Capitol Power Plant; and $15,660,000 in nonrecurring Public Works items.

Of the $495,170 increase in the item of Personnel Compensation, $199,827 is for increased pay costs for Wage-Board employees authorized by 5 U.S.C. 5341–5344; $91,300 for increased pay costs authorized by the Federal Salary Act of 1967, effective for 11½ months in fiscal year 1970; $33,411 for within-grade salary advancements and other changes for GS employees authorized by 5 U.S.C. 5331–5337 (Classification Act); $65,800 for overtime pay increased cost, authorized by 5 U.S.C. 5542 and 5 U.S.C. 5544, resulting from increased base pay costs; $27,900 for additional amount required to fund on a full-year basis 4 new positions on the Salaries, Architect roll, 8 new positions on the Senate Office Buildings roll, and 1 new position on the Library Buildings and Grounds roll, allowed on a part-year basis (8 months) in fiscal year 1970; $76,932 for 8 additional positions requested for 1971, of which $40,796 is for 1 nurse, and for 3 operators for the new public address system being installed in the Senate Chamber under the "Capitol Buildings" appropriation, and $36,136 for 2 stonemasons and 2 stonemason helpers for the House Office Buildings.

Of the $76,830 increase in the item of Personnel Benefits, $70,030 is for Government contribution to the Civil Service Retirement Fund, authorized by 5 U.S.C. 8334, as amended by Section 102 of Public Law 91–93; and $6,800 for payment to the Employees' Compensation Fund, authorized by 5 U.S.C. 8147(b).

Of the $270,800 increase for annual recurring maintenance items, $15,500 is for the Capitol Buildings; $30,800 is for the Senate Office Buildings; $22,500 is for the House Office Buildings; $197,000 is for the Capitol Power Plant; and $5,000 for Library Buildings, Furniture and Furnishings.

Of the $2,081,200 increase for nonrecurring maintenance items, $315,000 is for the Capitol Buildings, of which $100,000 is for continuation of the program of improved lighting in the Capitol Building, $105,000 for installation of an improved speech reinforcement system in the House Chamber, $75,000 for installation of improved protection equipment in the electrical substations and transformer stations of the Legislative Buildings; $35,000 for modifications and improvements, TV-Radio Facilities, House Wing of the Capitol; $34,300 is for the Capitol Grounds; $421,500 is for the Senate Office Buildings, of which $250,000 is to complete the program of replacement of the 60-year old plumbing system in the Old Senate Office Building, commenced in 1966, $80,000 for providing emergency power facilities for elevators in the Old and New Senate Office Buildings, $56,500 for replacement of exterior marble balusters, Constitution Avenue side of the Old Building, and $35,000 for second year allotment, under 16-year program, for replacement of all old desks in the Old Senate Office Building; $272,000 for the House Office Buildings, of which $15,000 is for replacement of a section of roof on the Longworth Building, $45,000 for renewal of water-

proofing system, C Street Terrace, Longworth Building, $112,000 to provide emergency power facilities for elevators, and $100,000 for waterproofing interior of House Subway, Cannon Building to Capitol (this last item being withdrawn pending further study); $215,000 for the Capitol Power Plant; $654,400 for the Library Buildings and Grounds, Structural and Mechanical Care; $169,000 for Library Buildings, Furniture and Furnishings.

Of the $15,660,000 increase for nonrecurring Public Works items, $50,000 is for liquidatiaon of contract authority under the project "Expansion of Facilities, Capitol Power Plant" and $15,610,000 for the Library of Congress James Madison Memorial Building, to commence construction, submitted at the direction of the Chairman of the Coordinating Committee for the Library of Congress James Madison Memorial Building Project.

The annual appropriation items under the Architect of the Capitol are primarily for maintenance of buildings occupied by the Congress and for heat, light, power and air-conditioning, and general housekeeping services for the Congress and are confined to items deemed necessary to render proper service to the Congress and to maintain properly the buildings and equipment of the Legislative Establishment.

With respect to our Budget Estimates for the fiscal year 1971, it is to be noted that our estimates, as submitted to the Committee, do *not* include any amounts to cover the cost of any comparability pay increases which may hereafter be approved for government employees, generally, under the Federal Salary Act of 1967.

COMPENSATION OF EMPLOYEES UNDER ARCHITECT

At the present time, 1,257 employees under the Architect of the Capitol, including 51 at the Botanic Garden, paid from appropriations provided in the Legislative Branch Appropriation Act, are compensated under the Wage-Board System; 139 employees are compensated under the "GS" schedule of the Classification Act; 173 employees are compensated at administrative rates subject to additional compensation authorized by the Federal Employees Pay Act of 1946, as amended; and 3 employees are compensated at statutory rates—a grand total of 1,572 employees authorized on a year-round basis. Of our annual maintenance appropriations, the cost of personnel compensition and benefits normally constitutes approximately 80 percent of the total of these appropriations.

WAGE-BOARD SYSTEM

A detailed history of the Wage-Board System, as applicable to employees under the Architect of the Capitol, covering the period 1955 to 1969, was presented to the Committee last year and is to be found on pages 193–196 of the House Hearings and pages 327 and 328 of the Senate Hearings on the 1970 Legislative Branch Appropriation Bill. No change has occurred since that time in our method of wage-board operation.

PENDING PAY SUPPLEMENTALS—FISCAL YEAR 1970

The appropriation totals shown for the fiscal year 1970 in these justifications under each appropriation heading include the cost of pay supplementals required for the fiscal year 1970 to cover the cost of pay increases granted last July under the Federal Salary Act of 1967, and of wage-rate increases granted wage-board employees November 2, 1969 under the requirements of 5 U.S.C. 5341–5344. These pending pay supplementals are shown in the printed 1971 Budget and are stated on the Justification Sheets as "Pay Supplementals: Wage-Board, and Civilian Pay Act". The grand total of these Pay Supplementals required for fiscal year 1970, including the Botanic Garden, amounts to $537,300.

BREAKDOWN OF $18,584,000 GROSS INCREASE BY CATEGORIES

Appropriation	Mandatory Items	New Positions	Other Recurring Maintenance Items	Nonrecurring Maintenance Items	Nonrecurring Public Works Items
Salaries, Office of Architect...	$ 34,800	$ ...	$ ...	$ ...	$ ...
Capitol Buildings.....	85,404	40,796	15,500	315,000	...
Capitol Grounds.....	16,800	...	...	34,300	...
Senate Garage	...	...	...	...	...
Senate Office Buildings.....	79,500	...	30,800	421,500	...
House Office Buildings.....	209,864	36,136	22,500	272,000	...
Capitol Power Plant.....	43,500	...	197,000	215,000	...
Expansion of Facilities, Capitol Power Plant.....	...	...	...	...	50,000
Library Buildings and Grounds, Structural and Mechanical Care.....	25,200	...	...	654,400	...
Library Buildings and Grounds, Furniture and Furnishings.....	...	...	5,000	169,000	...
Library of Congress James Madison Memorial Building.....	...	...	...	...	15,610,000
TOTALS.....	$495,068	$76,932	$270,800	$2,081,200	$15,660,000

The gross budget increase of $18,584,000 requested for 1971 is summarized as follows:

PERSONNEL COMPENSATION:			
Increased Pay Costs, Wage-Board employees, authorized by 5 U.S.C. 5341-5344		$ 199,827	
Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967"		91,300	
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 (Classification Act)		33,411	
Overtime Pay Increased Cost authorized by 5 U.S.C. 5542 and 5 U.S.C. 5544		65,800	
Additional amount required to fund on a full-year basis 13 new positions allowed for 1970 on a part-year (8-months) basis (4 - Sals. Arch; 8 - Sen. Office Bldgs.; 1- Lib. Bldgs. & Grds.)		27,900	
Additional Positions:			
Capitol Building			
1 Nurse GS-9 @ $12,820 p.a. (incl. related pay costs); 3 Public Address System Operators, Senate Chamber Wage-Board 10, @ $9,325 p.a. each - $27,976 (incl. related pay costs)	$40,796		
House Office Buildings			
2 Stonemasons Wg.Bd-11 @ $10,366 p.a. each $20,732 (incl. related pay costs); 2 Stonemason Helpers Wg.Bd-5 @ $7,702 p.a. ea. $15,404	36,136	76,932	$ 495,170
OTHER ANNUAL MAINTENANCE ITEMS			
Contribution to retirement fund authorized by 5 U.S.C. 8334, as amended by Section 102 of Pub. Law 91-93		70,030	
Payment to Employees' Compensation Fund authorized by 5 U.S.C. 8147 (b)		6,800	
All other items		270,800	347,630
SPECIAL NONRECURRING MAINTENANCE ITEMS			
Capitol Buildings; Capitol Grounds; Senate Office Buildings; House Office Buildings; Capitol Power Plant		1,257,800	
Library Buildings and Grounds		823,400	2,081,200
SPECIAL NONRECURRING PUBLIC WORKS ITEMS			
Expansion of facilities, Capitol Power Plant		50,000	
Library of Congress James Madison Memorial Building		15,610,000	15,660,000
TOTAL GROSS INCREASE REQUESTED FOR 1971			$18,584,000

LEGISLATIVE - ARCHITECT OF THE CAPITOL

COMPARATIVE SUMMARY OF APPROPRIATIONS AND APPROPRIATION ESTIMATES

Architect of the Capitol	Appropriations for 1970			1971 Estimates of Appros.	Increase (≠) or Decrease (-) 1971 Estimates over 1970
	Regular Annual Act	Pay Supplementals	Total Appro.		
Salaries, Office of Architect of the Capitol	$ 825,000	$ 63,000	$ 888,000	$ 922,800	(≠) $ 34,800
Contingent Expenses	50,000	...	50,000	50,000	...
Capitol Buildings	2,127,400	70,500	2,197,900	2,459,600	(≠) 261,700
Extension of the Capitol	2,275,000	...	2,275,000	...	(-) 2,275,000
Capitol Grounds	874,100	28,200	902,300	881,800	(-) 20,500
Senate Garage	76,600	3,400	80,000	80,000	...
Senate Office Buildings	3,310,000	146,300	3,456,300	3,852,500	(≠) 396,200
Extension of Additionsl Senate Office Building Site	1,250,000	...	1,250,000	...	(-) 1,250,000
House Office Buildings	5,479,000	155,500	5,634,500	6,165,000	(≠) 530,500
Acquisition of Property, Construction & Equipment, Additional House Office Building	107,000	...	107,000	...	(-) 107,000
Capitol Power Plant	3,512,000	20,800	3,532,800	3,638,300	(≠) 105,500
Expansion of Facilities, Capitol Power Plant	300,000	...	300,000	50,000	(-) 250,000
Library Buildings and Grounds: Struct. and Mech. Care	1,047,000	25,600	1,072,600	1,593,200	(≠) 520,600
Furniture and Furnishings	350,000	...	350,000	369,000	(≠) 19,000
Library of Congress James Madison Memorial Building	2,800,000	...	2,800,000	15,610,000	(≠) 12,810,000
TOTAL - APPROPRIATIONS AND ESTIMATES	$24,383,100	$513,300	$24,896,400	$35,672,200	(≠) $10,775,800

BUDGET REQUEST ALLOCATIONS

Mr. HENLOCK. Mr Chairman, we are asking for 1971, $35,672,200 in appropriations requests, as compared to $24,896,400 allowed for 1970, including $513,300 in pending pay supplementals. That represents a net increase of $10,775,800, or a gross increase of $18,584,000 offset by a decrease of $7,808,200 due to omission of nonrecurring items.

Of the $18,584,000 gross increase, approximately 90 percent, or $15,610,000, results from one item; that is, a request of $15,610,000 to commence construction of the James Madison Memorial Building.

The balance of the increase is shown in summarized form on page 10 of the justifications. As shown $495,068 is for mandatory items, such as wage board increases, salary increases authorized by the 1967 Federal Salary Act, and increased retirement contribution and other related pay costs. That total also includes $76,932 for eight new positions, of which four are for the House Office Buildings and four for the Capitol Building.

We have an increase of $270,800 for recurring maintenance items, principally at the Capitol Power Plant for the items of fuel, oil, coal, and electrical energy.

There are nonrecurring maintenance items totaling $2,081,200, and they are shown and distributed among the various appropriations and accounted for under each appropriation justification.

Senator MONTOYA. Are there any new positions here except the four that you mentioned for the Capitol Building, the nurse, and the three operators?

Mr. HENLOCK. None, except four for the House Office Buildings, which your committee normally leaves for House consideration.

SALARIES, OFFICE OF THE ARCHITECT

BUDGET REQUEST AND JUSTIFICATION

Senator MONTOYA. For salaries, Office of the Architect, you are requesting $922,800, an increase of $34,800 over your adjusted 1970 appropriation. I will ask that pages 13–14 of the justifications be placed in the record at this point.

(The justification follows:)

1970 appropriation in annual act	$825,000
Pay Supplemental: Civilian Pay Act	63,000
Total appropriations - 1970	888,000

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344	$ 1,985
Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967": The cost of pay increases, effective July 14, 1969, authorized and required to be paid under the provisions of Section 212 of Public Law 90-206, total, on a full-year basis, $58,600. In order to cover this cost on a 12-months basis in fiscal year 1971, it is necessary to request, for an additional biweekly pay period not required in fiscal year 1970, an additional amount of	2,300
Within-grade salary advancements and other changes authorized for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	9,865
Additional amount required to cover 12-months cost in fiscal year 1971 of 4 additional positions, totaling $24,168 annually, for which only $15,368 was allowed for the 7-1/2 months period (November 16, 1969 to June 30, 1970) in fiscal year 1970	8,800
Overtime and Holiday Pay increased from $68,300 to $75,000, resulting from base pay changes authorized by law	6,700

Additions (continued)

MANDATORY ITEMS (continued)

Contribution to retirement fund (under "Personnel Benefits") increased from $53,650 to $58,800, of which $1,350 is required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates and $3,800 from increase of retirement contribution from 6-1/2% to 7-1/2% for Congressional employees, effective January 1, 1970, under amendatory provisions of Section 102 of Public Law 91-93	$ 5,150	
Total Increase - MANDATORY ITEMS		(+) $ 34,800
Total Estimate for 1971		$922,800

ARCHITECT SALARIES

Mr. HENLOCK. For salaries, Office of the Architect of the Capitol, the first appropriation, we are asking $922,800, an increase of $34,800 over 1970. All of the items of increase are for mandatory items required by law, which we must pay.

WITHIN GRADE PROMOTIONS

The larger items are $9,865 for within grade "step-ups" and other changes under the Classification Act; $8,800, is the result of four positions allowed last year on a part-year basis (7½ months), for which we require an additional $8,800 to cover the cost for an additional 4½ months for the full fiscal year 1971.

CAPITOL BUILDINGS

Mr. Chairman, the next appropriation account under which an increase has occurred is shown on page 20 of the justifications under the heading of "Capitol Buildings."

For 1971, our requests for "Capitol Buildings" total $2,459,600; which, when compared to our 1970 appropriation requirements of $2,197,900, represents a net increase of $261,700.

MANDATORY ITEMS

Mandatory items, such as we explained under the preceding appropriation, totaling $85,404, which appear on pages 20, 21, and 22 of the justifications, are items we are required to pay by law.

NEW POSITIONS

New positions requested are shown at the bottom of page 22. One GS–9 nurse at $12,820 per annum, which includes related pay costs, such as retirement and overtime; three operators for the speech-reinforcement system being installed in the Senate Chamber, which amounts to $27,976; or a total of $40,796 for the four positions.

SPEECH REINFORCEMENT SYSTEM FOR SENATE CHAMBER

Senator MONTOYA. When will you finish installing these?

Mr. RUBEL. Mr. Chairman, the funds for the speech-reinforcement system were approved on December 12, 1969, in the amount of $125,000. On December 23, 11 days later, the Government entered into a contract with Messrs. Bolt & Newman, acoustical consultants of Cambridge, Mass., to provide professional services required for the design, installation, operation, testing, and demonstrating the operation of an experimental mockup system, to develop and complete the design for a permanent speech-reinforcement system, including preparation of working drawings, diagrams, drafting of specifications for the procurement of the major components under a competitive bidding system, evaluation of bids received from prospective suppliers, performance of professional supervisory services necessary for the installation of the system, testing and adjusting the completed installation; and finally, training of operating personnel.

A trial mockup was set up in the Senate Chamber on January 13, 1970. This was the first mockup for test. Its purpose was to determine not only the acoustical effects, but also to determine whether the voltage that we had planned to use would be satisfactory in the Senate Chamber. The test results were successful.

In the meantime, the acoustical consultants are working on diagrams, drawings, specifications, and accumulation of samples for display and approval.

Senator MONTOYA. How much time do they have for this, and when do they anticipate coming up with the more definitive plan?

Mr. RUBEL. We anticipated that the whole job would require about 9 months. Presently the work is on schedule.

Senator MONTOYA. Do you mean by the entire job the completion of all the work?

Mr. RUBEL. Yes, sir; including testing. We hope in 9 months it will be ready for use; that is, 9 months from December 23, 1969.

SOUND DISTRIBUTION IN GALLERY

Senator MONTOYA. What do you intend to do with the gallery?

Mr. RUBEL. All galleries will be equipped with loudspeakers—one loudspeaker for each pair of seats throughout the gallery. The objective is to provide uniform distribution of sound at low levels throughout the galleries.

Senator MONTOYA. Will the gallery be enclosed?

Mr. RUBEL. That proposal has not been included in this work.

Senator MONTOYA. Do you anticipate that that will be done?

Mr. RUBEL. It may be done at some future date; but is not a part of the project as presently authorized.

Senator MONTOYA. But you don't necessarily have to do it now?

Mr. RUBEL. No, sir.

MICROPHONE PLACEMENTS AND USAGE

Senator MONTOYA. What kind of unit do you intend to use, and where do you intend to place these units?

Mr. RUBEL. The Senators' microphones will be of the so-called Lavalier type. When not in use it will be placed in a specially designed holder on the side of each Senator's desk.

Senator MONTOYA. Is it hand-held?

Mr. RUBEL. Yes, sir. To use it, you will have to pick the microphone from its holder and either have a cord around the neck, clipped to the garment, or held in the hand. As soon as the microphone is removed from the holder, it will be automatically activated. There will be a button on the microphone so that the Senator using it can mute his particular microphone, if he wishes to do so.

Senator MONTOYA. Does the microphone have an extension, because some Senators like to walk when they speak?

Mr. RUBEL. Yes, sir. There will be a 15-foot range of movement. There will be a retractable cable that will extend to about 15 feet from each Senator's desk.

LOUDSPEAKERS

Each Senator's desk will have a small loudspeaker on the shelf below the top of the desk. Each Senator will have his own loudspeaker, with a volume adjustment built in.

Senator YOUNG. Would the chairman yield?

Senator MONTOYA. Yes.

Senator YOUNG. It won't be mandatory that a Senator use it, will it?

Mr. RUBEL. No, sir.

Senator YOUNG. I imagine quite a few will elect not to use it.

Mr. RUBEL. It is up to each Senator, sir.

Of course, if the Senator does not use the system, people in the gallery may not hear what he says.

Senator MONTOYA. Maybe the Senator doesn't want to be heard up in the gallery.

CONTINUED AVAILABILITY OF FUNDS

Mr. HENLOCK. Mr. Rubel did want me to ask, Mr. Chairman, that the amount allotted, $125,000, for 1970 be continued available until June 30, 1971, since it is now obvious that some part of the work will extend beyond June 30. We did not include that request in our appropriation text as submitted through the budget last fall. But we ask to be allowed now to prepare and submit language providing for a continuation of these funds.

Senator MONTOYA. All right.

APRIL 6 MOCKUP

Mr. RUBEL. I might offer one more word of interest, Mr. Chairman. If Senators are interested in seeing the second mockup on April 6, it will be available in the Senate Chamber. This mockup will show all of the components of particular interest to Senators.

NEW POSITIONS

Senator MONTOYA. How much more money are you asking for this besides the $125,000? You are not asking for anything except for the operators; is that it?

Mr. HENLOCK. Yes, that is correct; except our request to continue the item available through the 1971 fiscal year.

Senator MONTOYA. You have four new positions as a result of this.

Mr. HENLOCK. Three; one of them is a nurse not involved in this operation.

Senator MONTOYA. I mean four new positions—one nurse, and three operators for the speech-reinforcement system—for a total of four.

Are there any more questions?

NURSE: ADDITIONAL FIRST AID ROOM FACILITY

Senator YOUNG. What is the nurse for?

Mr. HENLOCK. That is an additional position required in connection with the new rooms now being occupied in the area of the old Senate shaft, which we have completed constructing just recently;

particularly for services in connection with X-ray facilities and a new first-aid station which will be housed in the new structure and two adjacent rooms.

The item has been submitted at the request of Dr. Pearson.

Senator MONTOYA. Is that in the Capitol Physician's Office?

Mr. HENLOCK. The new nurse will operate directly under the Capitol Physician, and be carried on our rolls, the same as the other nurses in the Capitol and office buildings.

Senator MONTOYA. Where will the room be located?

Mr. HENLOCK. The rooms in which the new facilities are located have been constructed in an old unused shaft on the Senate side. You will recall you gave us an appropriation of $230,000 in 1969 to fill in that shaft, to provide extra rooms and other accommodations for expanded facilities of the Capitol Physician's Office. This nurse will be assigned primarily to facilities in the added rooms.

Mr. ROOF. It is on the same floor, Senator, but just up on the Senate side.

Senator MONTOYA. Do you have a similar arrangement over in the House?

Mr. ROOF. Yes, sir; the doctor's quarters are located in the rooms on the House side now. The doctor's office is now in the House side of the Capitol.

Senator MONTOYA. So you don't have any need for a special room over in the House?

Mr. HENLOCK. No, sir; only the accommodations they now have.

ANNUAL MAINTENANCE INCREASES

Then we have some small items of increase under our annual maintenance items, totaling $15,500, explained as follows:

ANNUAL PAINTING

Our present annual allotment of $36,000 for painting was fixed in 1967. Since then there has been a 30-percent increase in the wage of painters, including fringe benefits. We are asking for $4,000 for next year to help offset this increase.

AIR CONDITIONING

For maintenance of the air-conditioning system, we have had no increase provided under that allotment since 1965. We ask a small increase of $500 to help meet rising costs.

MAINTENANCE OF EQUIPMENT

We ask an increase of $3,000 to maintain our office and computer equipment. Our last allotment was $6,000. Based on service contracts, which are let by General Services Administration through their supply schedule, this amount will be required for 1971.

SUPPLIES AND MATERIALS

For supplies and materials, we ask to increase that item from $40,000 to $48,000, an $8,000 increase. That, again, is due to increased costs, such as increased costs of lumber and other carpentry materials, plumbing items; also cleaning materials. And since we have put in our computer equipment, we now have to purchase payroll and accounting forms from the outside for computer use, which, before, we could get under the general congressional allotment from the Government Printing Office.

ILLUMINATION AND MODERNIZATION OF ELECTRICAL WIRING IN CAPITOL ROOMS

Then we go to page 28. As you may recall, during the period 1958 to 1966, you provided, and we expended, $2,900,000 to improve the illumination and modernize the electrical wiring in rooms in most of the areas of the Capitol, as well as many of the public areas. You gave us in 1967, under the "Capitol buildings" appropriation, an allotment of $100,000 to continue the program. We have been several years in obligating and expending that amount, because the work has to be geared to the sessions of Congress, and there have since been very few recess periods and those only of short duration. We are now ready to resume the program and would like to continue improvements in public areas with this allotment.

IMPROVED REINFORCEMENT SPEECH SYSTEM FOR THE HOUSE

On page 31, there is an item that affects the House, for which we ask $105,000 to provide an improved speech reinforcement system for the House Chamber.

PROTECTION AGAINST SHORT CIRCUITS IN ELECTRICAL SUBSTATION

On page 35, there is an item of $75,000 requested to provide adequate protection against short circuits in our electrical substations. We have for some time had normal installations in our transformer network systems, but in the past year the industry has developed new fuses and equipment that, if installed, will insure better protection against short circuits, which could have damaging effects should they occur.

We show on page 37 $150,000 as the complete cost for all work required; but are asking this year for only one-half of that amount, or $75,000, to cover work feasible to undertake in 1 year.

If there are any technical questions which you propose to ask, Mr. Rubel will be glad to respond to those in his professional capacity.

Senator MONTOYA. Do you intend to program this over a 2-year period?

Mr. HENLOCK. Yes, sir. We feel that the most work we can do is one-half of the program in 1 year.

HOUSE RADIO-TV OPERATIONS

The next item is one which I do not know if you wish to discuss, on the House side, to improve facilities for the radio-TV operations. That is for improvements located on the House side of the Capitol. The item was submitted at the direction of the Speaker of the House and at the request of the members of the Radio-Television correspondents' galleries, and is required in order to accommodate more members of the TV-radio galleries.

Senator MONTOYA. Senator Young?

THERMOSTAT CONTROLS

Senator YOUNG. Thank you.

I would like to ask, why wasn't a thermostat control on the air conditioning in this building put in? I think every other building has thermostat controls, don't they?

Mr. RUBEL. We have thermostats in the rooms, sir.

Senator YOUNG. You don't in the offices?

Mr. RUBEL. Yes, sir. There are thermostats. They may not be obvious, but they are there. Every office has a thermostat in it.

Senator YOUNG. They never work.

Senator MONTOYA. Are you talking about offices here?

Senator YOUNG. Yes. There is a little gadget down there in each radiator.

Mr. RUBEL. In the window unit, yes, sir. They should control the temperature in the room.

Senator YOUNG. They don't. Almost every apartment building that has been built in the last 10 years has a thermostatic control mounted on the wall. The new Senate Office Building doesn't.

Senator MONTOYA. It is hard to control, isn't it?

Senator YOUNG. You can't. One of them is going hot, and another one is cold. I have them to come and fix it every few days.

What was the reason for that?

Mr. RUBEL. It really was a later development, later than the wall-type thermostat and was considered to be a superior product when this building was built.

Senator YOUNG. There isn't any indicator of the heat at all. You turn it one way and turn it the other way, and sometimes it works and sometimes it doesn't. You can't see down there to adjust it unless you have a flashlight.

Mr. RUBEL. When it is adjusted in either direction, it should change the temperature in the room in either direction.

Senator YOUNG. I know it should, but it doesn't.

Mr. RUBEL. I will check into it and find out why it isn't working.

Senator YOUNG. One would think that in a building costing as much as this, that the air-conditioning system would have been of a better design; more up to date. Some things are awfully hard for me to understand.

Thank you.

CAPITOL GROUNDS

Mr. HENLOCK. Mr. Chairman, the next appropriation account under which an increase occurs, is shown on page 41 of the justifications,

under "Capitol grounds." We are asking for $881,800 for 1971, compared to 1970 appropriation requirements of $902,300. So there is a net decrease of $20,500.

SALARIES, OFFICE OF THE ARCHITECT

Senator MONTOYA. Let me ask you these questions before we get to that item.

For salaries for the Office of the Architect, you are requesting $922,800?

Mr. HENLOCK. Yes, sir.

Senator MONTOYA. This is an increase of $34,800 over your adjusted 1970 appropriation. These are the mandatory increases that you were speaking about?

Mr. HENLOCK. Yes, Mr. Chairman.

Senator MONTOYA. You are requesting no additional positions under this heading?

Mr. HENLOCK. That is correct, sir.

PERSONNEL AND ACCOUNTING OFFICES: EFFECT ON WORK BACKLOG OF NEW PERSONNEL

Senator MONTOYA. Last year you requested additional employees for the personnel office and the accounting office, which were allowed. And in support of your request, you emphasize the heavy workload and, in fact, the existing backlog.

How would you describe that situation now?

Mr. HENLOCK. I would say it has materially improved.

Senator MONTOYA. Although you have only had it for about 3 months. Is that correct?

Mr. HENLOCK. That is correct. But it is beginning to be effective.

Senator MONTOYA. Do you anticipate that with this additional allowance that you will cure your problem for the foreseeable future?

Mr. HENLOCK. As far as we can see at this moment, we do not anticipate having to make any more personnel requests under this appropriation.

1970 AND 1971 POSITIONS

Senator MONTOYA. Please provide for the record a tabulation by appropriation item of the total number of positions allowed for fiscal year 1970 and the total number requested for fiscal 1971.

Do you have that information?

Mr. HENLOCK. Yes, sir; we have with us a statement showing the positions allowed for 1970 and requested for 1971. Is that what you wish?

Senator MONTOYA. Yes, a comparative table.

Mr. HENLOCK. That is what we have and submit now for the record.

(The table follows:)

ARCHITECT OF THE CAPITOL AND BOTANIC GARDEN—NUMBER OF POSITIONS

Appropriations	1970 allowed	1971 budget
Salaries, Office of the Architect of the Capitol	59	59
Capitol Buildings	186	190
Capitol Grounds	78	78
Senate Office Buildings	385	385
Senate garage	7	7
House Office Buildings	644	648
Capitol Power Plant	92	92
Library Buildings and Grounds	65	65
Subtotal	1,516	1,524
Botanic Garden	56	56
Total	1,572	1,580

1971 INCREASE

Senator MONTOYA. For 1970, according to this table, you had 1,572 positions allowed.

Mr. HENLOCK. Yes, sir.

Senator MONTOYA. Now you are requesting apparently 1,580, which is an increase of eight positions?

Mr. HENLOCK. Yes, sir.

Senator MONTOYA. Does this include the four which you mentioned a few minutes ago; the nurse, and the three other positions for the speech equipment?

Mr. HENLOCK. Yes, sir, and also four for the House Office Buildings—two stone masons and two stone-mason helpers.

Senator MONTOYA. That constitutes the eight increase?

Mr. HENLOCK. Yes, sir.

LIMITATION ON TRAVEL EXPENSES: 1969 ACCOUNTING

Senator MONTOYA. With respect to the limitation on travel expenses, $20,000, please submit an accounting of all travel authorized by your office for fiscal year 1969 by name, designation, purpose of trip, and cost.

Mr. HENLOCK. May we put that in the record? Actually, it amounted to $1,890 in total.

Senator MONTOYA. As a matter of fact, if I recall, last year you didn't use all of your travel allowance did you?

Mr. HENLOCK. No, sir. You can appreciate it is a limitation, as distinguished from an appropriation. Whatever we have spent under all of our appropriations in the aggregate cannot total more than $20,000 in any 1 year.

During construction periods, travel has run close to that amount, but in normal periods, it is less. But it does not result in any moneys being returned to the Treasury, because there is no money appropriated specifically for travel. It simply indicates a decrease in expenditures for travel from time to time.

Senator MONTOYA. You are not making a request for additional travel money, are you?

Mr. HENLOCK. No, sir.

(The information follows:)

LIMITATION ON TRAVEL EXPENSES.....$20,000

This is not an appropriation, but a limitation on the total amount under all funds which may be expended by the Architect of the Capitol in any one fiscal year for travel. It is the same amount as the limitation approved for the fiscal year 1970.

Travel is done by architectural, engineering, and other consultants, and members of the staff of the Architect of the Capitol in connection with public works and other construction projects. Travel is also done by power plant, air-conditioning, electrical and other engineers in connection with the purchase, repair, or improvement of equipment; visits to nurseries in connection with the purchase of plant material are made by the Capitol Grounds horticulturist.

The amount of travel is determined by the extent of the workload placed upon the Architect of the Capitol from year to year.

The following table gives the detail of travelling done in the fiscal year 1969:

Traveler	Title	Destination	Purpose of trip	Date	Amount
William C. Justice	Chief Engineer, Capitol Power Plant	Washington, D. C. to Fort Holabird, Baltimore and return	Inspecting a diesel generator for possible use at Cap.Power Plant	7-17-68	$ 11.88
William S. Chatfield	Head Operating Engineer	Washington, D. C. to Philadelphia, Pa. and return	Observing procedures and gathering other information for training operating engineers	7-24 to 26, 1968	57.60
Walter L. Rubel	2nd Assistant Architect of the Capitol	Washington, D. C. to Richmond, Va. and return	To discuss designs for Senate Recording Studio	8-28-68	35.90
Benjamin F. Market	Mechanical Engineer	Washington, D. C. to Richmond, Va. and return	To discuss designs for Senate Recording Studio	8-28-68	36.22
Dr. Miles N. Clair	Consulting Engineer	Boston, Mass. to Washington, D. C. and return	To confer with the Asst. Architect of the Capitol relative to emergency shoring of West Central Portico of Capitol	7- 2-68	80.70
Paul Pincus	Landscape Architect	Washington, D. C. to West Chesapeake Virginia	Inspection of replacement plant material for Rayburn House Office Bldg.	8-6-68	26.00
Mario E. Campioli	Assistant Architect	Washington, D. C. to Los Angeles, California and return	Attending convention of American Registered Architects and presenting a statement, with illustrations, containing historical and other factual data pertinent to West Front of Capitol	11-14 to 17,1969	354.50

152-0

Traveler	Title	Destination	Purpose of trip	Date	Amount
Paul Pincus	Landscape Architect	Washington, D. C. to Norfolk, Va. and return	Inspection of plant materials	10-14-68	$ 26.00
John G. Lert	Consulting Engineer	Atlanta, Ga. to Washington, D. C. and return	Consulting with Government Counsel relative to pending contract claims	7-24 to 25,1968	236.45
Dr. George F. Sowers	Consulting Engineer	Atlanta, Ga. to Washington, D. C. and return	Consulting with Government Counsel relative to pending contract claims	7-24 to 25,1968	131.00
Frank X. Kuhn	Marble Inspector	Washington, D. C. to Proctor, Vermont	Inspection of marble for replacing balustrades, Old Senate Office Bldg.	3-19-69	180.16
Walter L. Rubel	2nd Assistant Architect of the Capitol	Washington, D. C. to New York, N, Y.	Inspection of production equipment, in connection with improved illumination of Capitol project	3-13-69	51.00
Dr. George F. Sowers	Consulting Engineer	Atlanta, Ga. to Washington, D. C. and return	Consulting with Government Counsel relative to pending contract claims	4-2 to 3, 1969	243.65
Othello Evans	Assistant Project Director	Washington, D. C. to Baltimore, MD. and return	Inspection of 2500 horse power electric motor for use at Capitol Power Plant	3-18-69	10.56

Traveler	Title	Destination	Purpose of Trip	Date	Amount
Dr. Miles N. Clair	Consulting Engineer	Boston, Mass. to Washington, D. C. and return	Review and evaluation of data developed from measurements and readings, West Front of Capitol	4-17-69	$ 95.90
Jorj O. Osterberg	Consulting Engineer	Evanston, Illinois to Washington, D.C. and return	Consulting and advisory services relative to pending contract claim	6-2-69	110.75
Frank X. Kuhn	Marble Inspector	Washington, D. C. to Albany, N, Y. and return	Inspection of marble for replacing balustrades, Old Senate Office Bldg.	2-4-69	98.45
Dr. Geroge F. Sowers	Consulting Engineer	Atlanta, Ga. to Washington, D. C. and return	Consulting and advisory services relative to pending contract claim	11-7-68	104.15
			TOTAL.....		$ 1,890.87

CONTINGENT EXPENSES

Senator MONTOYA. The next item is "Contingent expenses," of which you are requesting $50,000, the same as in previous years. I will ask that pages 17 to 19 of the justifications be placed in the record.

(The justifications follow:)

Contingent Expenses.....$50,000

This is the same amount as allowed for 1970. This is an item allowed annually since the fiscal year 1956, and is required in order to facilitate the work performed by the Architect of the Capitol in behalf of the Congress. Its purpose is to enable the Architect of the Capitol to make surveys and studies and to meet unforeseen expenses in connection with activities under the care of the Architect.

As stated in previous Hearings, it is considered desirable as problems arise in connection with the needs of the Congress that there be available, annually, a limited fund upon which the Architect may draw to employ necessary assistance and to incur such other expenses as may be necessary to make surveys and studies required to ascertain facts, solutions, and estimates of cost to meet such problems.

As also stated in previous Hearings, it is likewise considered desirable when the work of the Committees and Commissions of the Congress might be expedited, such as by the extension of a rostrum, rearrangement of lighting, erection of partitions, installation of a public address system, or emergency repairs to mechanical equipment, that the Architect of the Capitol be in a position to meet these conditions promptly, without waiting the delays necessarily incident to the securing of a supplemental appropriation for items costing only a few thousand dollars.

OBLIGATIONS INCURRED TO DATE UNDER CONTINGENT EXPENSE APPROPRIATION

During the fiscal year 1970, obligations totaling $30,465 have been incurred to February 1, 1970, for the following items: (1) $27,995 for installation of a new automatically-operated speech reinforcement system of up-to-date, efficient, design in the House Ways and Means Committee Hearing Room in the Longworth Building, in replacement of an old obsolete sound amplification system installed in that Committee Hearing Room 25 years ago. The Committee experienced difficulty in carrying on its work with the use of the old system during the months preceding the August 1969 recess of Congress, due to age, inadequacy, and operational disorders of the system. At the request of the Chairman of the Committee, on behalf of himself and the Committee, approved by the Speaker of the House, the old system was replaced with the new system during the August recess, as an emergency expenditure under our Contingent Expense appropriation, and placed in operation when the Committee resumed its work in September on Tax Reform and other legislation; (2) $2,470 for emergency repairs to terraces, curbs, and retaining walls in the Capitol and Library grounds, damaged by traffic accidents.

Unexpended Balance Returned To Treasury - 1956 to 1969

Fiscal Year	
1956	$17,376
1957	31,442
1958	36,616
1959	7,367
1960	3,121
1961	8,211
1962	26,991
1963	8,967
1964	26,669
1965	21,177
1966	5,896
1967	34,409
1968	22,239
1969	20,994

Balance on Hand

Senator Montoya. What is the balance at the present time?

Mr. Henlock. It is $19,535 as of February 1.

Senator Montoya. Will that be sufficient to carry you through the balance of the fiscal year?

Mr. Henlock. We anticipate it will. Perhaps Mr. Roof knows of some additional items pending.

Mr. Roof. We normally never request any increase under this contingency appropriation. I don't anticipate any need for doing so now.

Capitol Buildings

Senator Montoya. The "Capitol Building" appropriation, $2,459,600 is requested, which represents a net increase of $261,700. Pages 20–38 of the justification will be placed in the record at this point.

(The justifications follow:)

1970 appropriation in annual act		$2,127,400
Pay Supplementals: Wage-Board $51,600; Civilian Pay Act, $18,900		70,500
Total appropriations - 1970		2,197,900

Deductions

Construction of rooms in light shaft, Senate Wing of Capitol: Nonrecurring item allowed for 1970, not required for 1971, for completion of construction of rooms in light shaft, Senate Wing, to provide additional accommodations for the Attending Physician of Congress on the Senate side	$ 70,000	
Installation of Speech Reinforcement System in Senate Chamber: Nonrecurring item allowed for 1970, not required for 1971	125,000 (-)	195,000
Base for 1971		2,002,900

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 2, 1969, under the Coordinated Federal Wage System, affecting 115 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1970, and required to be paid at such rates for 12 months in fiscal year 1971--Additional funds required	$ 16,500	
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	5,500	

Additions (continued)

MANDATORY ITEMS (continued)

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act).....$ 8,904

Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967":

The cost of pay increases, effective July 14, 1969, authorized and required to be paid under the provisions of Section 212 of Public Law 90-206, total, on a full-year basis, $48,000. Part of this cost was absorbed in fiscal year 1970 through savings resulting primarily from delay in filling of patronage elevator operator positions. For 1971, it is necessary to request an additional amount of $30,000 to offset these 1970 savings and to cover an additional bi-weekly pay period in 1971, especially since any savings that may be effected in 1971 will be required to absorb part of the cost of base pay increases normally occurring in each new fiscal year..... 30,000

Overtime and Holiday Pay increased from $232,600 to $248,400, resulting from base pay changes authorized by law. Of this $15,800 increase, $6,300 is applicable to 4 New Positions requested for 1971. The balance, $9,500, is a mandatory item affecting existing personnel..... 9,500

Contribution to retirement fund (under "Personnel Benefits") increased from $80,205 to $90,805, of which $2,400 is applicable to 4 New Positions requested for 1971, $2,700 is required by 5 U.S.C. 8334, covering Government contribution to this fund resulting from increased base pay rates and $5,500 from increase of retirement contribution from 6-1/2%

Additions (continued)

MANDATORY ITEMS (continued)

to 7-1/2% for Congressional employees, effective January 1, 1970 under amendatory provisions of Section 102 of Public Law 91-93. The mandatory item, affecting existing personnel, required for 1971 totals.....$ 8,200

Payment to Employees Compensation Fund (under "Personnel Benefits"), increased from $32,700 to $39,500 required by 5 U.S.C. 8147 (b)..... 6,800
This law required each agency to include in its annual budget estimates a request for an appropriation in an amount equal to the amount paid from the Employees' Compensation Fund to provide benefits to employees of the agency during the preceding fiscal year on account of service-connected injury or death. The amount paid from such Fund in fiscal year 1969 was $39,500.

Total Increase - MANDATORY ITEMS.....$85,404

NEW POSITIONS REQUESTED

4 additional positions, as follows:

1 GS-9 Nurse	$ 9,320	
Related Costs: Retirement and Overtime	3,500	
	$12,820	
3 Operators, Speech Reinforcement System, Senate Chamber @ $7,592 p.a. each	$22,776	
Related Costs: Retirement and Overtime	5,200	
	$27,976	

Total requested for 4 new positions.....$40,796

NEW POSITIONS (continued)

The need for these positions is explained as follows:

1 GS-9 Nurse - Base Pay and related costs, $12,820

The request for this new position has been included in our 1971 estimates at the request of Doctor Pearson, the Attending Physician of Congress, after consultation with the Chairmen of the Senate and House Committees on Appropriations handling the Legislative Appropriation Bill.

Under funds allowed for the fiscal years 1969 and 1970, a 5-floor structure, including a mezzanine floor and attic, has been constructed in the former interior light and air shaft located in the Senate side of the central section of the Capitol. The two rooms on the second and third floors are for use of the Senate; the attic contains storage and fan room space; the rooms on the other two floors (first and mezzanine) contain the following accommodations for Doctor Pearson's Office: an X-ray room, X-ray viewing room, dark room, waiting and dressing rooms, X-ray file room, consultation room, office for X-ray technologist, lavatories, storage room for supplies, and other miscellaneous requirements.

Before the end of the fiscal year 1970, these rooms will be completed and placed in use. In order to utilize the new X-ray facilities, Doctor Pearson advises that it is necessary for his office to be provided with one additional GS-9 Nurse. The services of this Nurse are required not only for the new X-ray facilities, but also due to increased workload created by the establishment of a new Capitol First Aid Station in adjacent rooms S-153 and S-154 made available by the Senate Committee on Rules and Administration for such purpose.

Additions (continued)

NEW POSITIONS (continued)

3 Wage Board-10 Operators, Speech Reinforcement System, Senate Chamber - Base Pay and Related Costs, $27,976

Under funds provided for such purpose in the 1970 appropriation act, a speech reinforcement system is being installed in the Senate Chamber and is expected to be in operation in the fiscal year 1971. Request is submitted for 3 operators for the fiscal year 1971, to provide the services of trained personnel required for proper operation of the system. The control position for the speech reinforcement system is to be located in the Gallery directly adjacent to the Press Section, in a position where the operator can overlook and follow the activities on the Floor. The control position will have a control console equipped with illuminated switches operating individually each of the separate microphone channels. The microphone switches will be arranged to form a map on the console's control panel corresponding to the arrangement of the Senators' desks on the Chamber Floor. This will enable the operator to maintain proper sound and volume control. Such operators have been provided for operation of the House Chamber Speech Reinforcement System since 1939.

OTHER INCREASES - RECURRING ANNUAL ITEMS

Annual Painting - increased from $36,000 to $40,000.....$ 4,000

This allotment is required annually and provides for the painting normally required for the proper preservation and appearance of Committee Rooms, offices, corridors, restaurants, and other spaces in the Capitol.

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

The $4,000 increase for 1971 is requested to partially offset the increase in painters' wages, including fringe benefits, that have occurred since the last increase in this allotment was granted in 1967.

The wage rate of painters, including fringe benefits, has risen from $4.50 per hour in 1967 to $5.90 per hour, including fringe benefits, in 1970 -- an increase of over 30%.

Approximately 80% of this allotment is expended on painters' wages -- the balance covers cost of materials.

Maintenance, Air Conditioning System - increased from $16,000 to $16,500.....$ 500

An additional amount of $500 is required for 1971 to meet increased costs of materials for cooling and heating coil replacements for the air conditioning system.

This allotment provides for filters, oil, grease, cleaning equipment, tools, paint, refrigerant, waste, anti-freeze liquid, minor repairs and improvements, and heating and cooling coils to replace defective coils. Over one-third of the allotment is required, annually, for replacement of filters in the air-conditioning system.

No increase has been provided under this allotment since 1965.

Maintenance of Office and Computer Equipment - increased from $6,000 to $9,000..... 3,000

This allotment is required, annually, to cover the cost of maintenance and service contracts required to keep in

Additions (continued)

OTHER INCREASES - REGULAR ANNUAL ITEMS (continued)

good operating condition the business machines, computer and other equipment now in use. The services are acquired through General Services Administration Supply Schedule Contracts.

Of the amount requested for 1971, 4,500 is required for maintenance and servicing of computer equipment. This, being specialized electronic data processing equipment, requires the services of specialists in the electronic field for proper maintenance, repair and adjustment of this equipment, which is used for preparation of payrolls and related data and accounting information; $2,000 is required for annual servicing of 2 multilith and addressograph equipment; $500 for servicing an accounting machine; $500 for servicing a Zerox copying machine; $500 for servicing an Itek machine, and $300 for servicing other miscellaneous office equipment. In addition, an amount of $700 is required for a service contract for the burglar alarm system provided for the Display Cases in the Crypt.

The increase requested is based on current contract prices, including the servicing of more extensive equipment.

Supplies and Materials - increased from $40,000 to $48,000.....$ 8,000

An additional amount of $8,000 is required for 1971 for this allotment explained as follows:

$1,500 is required to meet increased costs in the carpentry, electrical and plumbing allotments due to higher costs of electrical and plumbing replacement parts and higher costs of lumber and plywood.

Additions (continued)

OTHER INCREASES - REGULAR ANNUAL ITEMS (continued)

$1,500 is required to meet increased costs of cleaning materials. A substantial part of this increase is for the purchase of a new type of marble cleaner which has proved to be highly satisfactory for removing stains caused by tourists and the general public throughout the Building.

$5,000 additional is required under the "Stationery Office Supplies and Reference Books" item as a result of the need to purchase special forms necessary for payrolls, individual pay records, accounting system forms, and special paper for computer use. Prior to installation of computer equipment, preprinted forms were supplied by the Government Printing Office and charged to the Congressional printing allotment.

The $5,000 additional amount requested for 1971 would provide an allotment of $10,000 for this item and would more realistically reflect the amount required; a little over $10,000 having been expended for this allotment for 1969.

There has been no increase provided under the "Supplies and Materials" allotment since a 5% increase was granted in 1967.

Total Increase - RECURRING ANNUAL ITEMS.....$15,500

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS

Improvement of illumination and modernization of electrical wiring in the Capitol.....$100,000

An amount of $100,000 was included in the 1970 Budget for the continuation of this program. However, during House hearings on the 1970 Legislative Branch Appropriation Bill, the Committee was advised that, due to lack of adequate adjournment or recess periods in which to perform the work, the $100,000 requested for fiscal year 1970 could be deferred until fiscal year 1971 without detriment to the project. Accordingly, the amount of $100,000 was deleted from the Bill for 1970.

Since it now appears that we can proceed further with the project in fiscal year 1971 and it is highly desirable that we move toward completion of the project at the earliest possible date, we have again included the $100,000 amount required in our 1971 estimates.

The status and scope of the project from its inception are set forth as follows:

Under funds, totaling $2,900,000 provided for such purpose under the Extension of the Capitol appropriations, a major program was carried forward during the period 1958 to 1966, of improvement of the illumination and wiring in the Capitol Building.

Under this program, 154 offices, hearing rooms and dining areas in the Capitol were provided with improved illumination and wiring, as were also many public areas, such as the Brumidi corridors on the first floor of the Senate Wing, the Hall of Columns on the first floor of the House Wing, the Crypt directly under the Rotunda, the connecting corridors

OTHER INCREASES - NONRECURRING ITEMS (continued)

on the first and second floors and the corridors on all floors in the central portion of the building.

Areas not improved under this program were the elevator lobbies on all floors on the East side of the Senate and House Wings, the corridors on the East, West and North sides of the House Chamber (second and third floors), the Speaker's Lobby, the Members' Retiring Room (second floor) south of the Speaker's Lobby, the corridors on the East, West and South sides of the Senate Chamber (second and third floors), 2 offices on the first floor on the House side and 2 offices on the second floor and 1 office on the first floor on the Senate side; also the illumination of the oil paintings in the Rotunda and the restoration, in replica character, of the lighting in Statuary Hall.

In May and June 1966, during Hearings on the 1967 Legislative Branch Appropriation Bill, the Appropriations Committees were advised that the estimated cost of providing these areas with improved illumination and wiring would amount to between $400,000 and $500,000.

At that time, a Budget Estimate, in the amount of $100,000, was submitted as a proposed first-year allotment under a proposed five-year improvement program. The Committees were advised at that time that from four to five years would be required to effect improved illumination and renew wiring in all of the areas remaining to be improved.

The Committees were also advised that all disruptive work associated with the proposed first installment of work could be accomplished before the convening of the

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

90th Congress, provided that adjournment of the 89th Congress would not be later than September 30, 1966.

The requested appropriation of $100,000 was provided on a "No Year" basis in the Legislative Branch Appropriation Act, 1967.

As the Congress did not adjourn until October 22, 1966, work under this program could not be undertaken on any large scale at the building site during the fiscal year 1967.

Since, with the exception of short recesses, Congress remained in session from January 10, 1967 to December 15, 1967, and from January 15, 1968 to October 14, 1968, only a limited amount of work was able to be accomplished at the building site during the fiscal years 1968 and 1969. A lighting consultant was engaged for the project.

Work accomplished, to date, under the $100,000 allowed for 1967, has included installation of ornamental bronze chandeliers in the east corridor of the House Wing leading to the Speaker's Office and in the west corridor of the House Wing in front of the House Appropriations Committee's suite--all on the second floor; installation of new lighting and complete rewiring in one private office in the Senate Wing; completion of design and installation of a new chandelier in the connecting corridor in the Senate Wing, second floor, and of a new chandelier in the connecting corridor in the House Wing, second floor; installation of a newly purchased small chandelier at the north entrance to Statuary Hall; completion of design of two specially fabricated ornamental chandeliers for installation at the portico entrances to the House and Senate Wings; preliminary studies for improving the illumination of the Capitol Dome; studies for new

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

installation for the large lobby just south of the Senate Chamber and for the main corridor extending north from the House Chamber. Studies for improvement of other areas are also in progress.

Improved Speech Reinforcement System, House Chamber.....$105,000

During the Hearings on the 1970 Legislative Branch Appropriation Bill, the Appropriations Committee was advised that, with the approval of the Speaker, Richard H. Bolt and Robert B. Newman, acoustical consultants of Cambridge, Massachusetts, had been engaged by contract, paid from the Architect of the Capitol's Contingent Fund, to make a survey and study of the existing Sound Reinforcement System in the House Chamber and of the requirements and cost necessary to provide for an improved system, employing the most modern, effective, and up-to-date techniques that our technology can produce.

Their studies, carried on in consultation with the Architect of the Capitol and his staff, the Parliamentarian and other House officials, was completed and a report submitted to the Architect and the Speaker in September 1969. Recommendations, contained in the report, for replacement of the existing system with a new improved system, at an estimated cost of $105,000, have been approved by the Architect and the Speaker and an estimate in that amount has been included in our 1971 Budget estimates with the approval of the Speaker.

Messrs. Bolt and Newman, the consultants who made the studies, are internationally known and respected in their specialized field. They made similar studies of

the Senate Chamber and are now engaged in final design of a speech reinforcement system being installed this year in the Senate Chamber.

The new system, proposed for the House Chamber, is intended to replace the obsolete system now in use. The present system represents an evolution of the system originally installed in the House Chamber in 1930, a number of elements of which have been replaced gradually following the failure of original components, or have been added to the system in ensuing years in an effort to overcome shortcomings in the performance of the old installation.

The consultants, in their report, have concluded that:

(1) The basic acoustical characteristics of the House Chamber are favorable for high quality sound amplification; that adequate speech reinforcement techniques can be applied to attain speech intelligibility on the Floor and in the Galleries without making architectural modifications, or changes in the decor.

(2) Although the background noises generated by the intermittent entry and departure of gallery audiences do substantially reduce speech intelligibility, the unavoidable noises associated with the activities on the Floor during roll calls and debates indicate the need for a reinforcement system capable of producing higher than normal sound pressure levels without creating feedback. The existing system does not have this capability.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

(3) The existing system does not provide adequate coverage on the Floor, in the Press Gallery, and in the Public Galleries. Any attempt to improve its performance, through modifications, would be an unwise and wasteful procedure.

(4) The speech reception in all areas of the Chamber Floor and in all the Galleries can be made properly audible, natural, and effective if a properly designed speech reinforcement system, utilizing the most sophisticated components presently available, is installed.

Under the amount of $105,000 requested for 1971, it is proposed to replace the existing obsolete system with a modern, effective system.

The new installation, proposed, would distribute the amplified speech through a relatively large number of small loudspeakers placed in proximity to all listening positions. The purpose of a dense network of low volume loudspeakers is to provide a high uniformity of audience coverage with intelligible speech at appropriate sound levels. Similar installations have proven successful in the Parliament Building in Ottawa, Canada, in the House of Representatives of the State of Missouri, and in other important locations.

This objective can be accomplished by placing obscured loudspeakers in the Rostrum area, within all Members' chairs, in the Press Gallery, and throughout the seating areas of all Public Galleries. The microphone installations will duplicate in number those presently utilized on the Rostrum, in the Wells, and at the Democratic and Republican tables. A new console will be installed in the location of the existing console, at which the sound system operator is stationed.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

To avoid conflicts with the activities of the House, the physical work associated with the new installation will have to be accomplished after adjournments of daily sessions by qualified electronic technicians, carried on the rolls of the Architect of the Capitol.

Details to be noted

10 microphones, for speaking, would be installed as follows: 2 on the Rostrum (one for the Speaker; one for the Reading Clerk); 2 in the Democratic and Republican Wells, 6 at the Democratic and Republican Tables -- the same as at present.

Loudspeakers, serving the positions of the Speaker, the Reading Clerk, the House Clerks, the Parliamentarian, the Sergeant at Arms, and the Official Reporters would be installed in their respective locations.

Each seat on the Floor would be served by an individual loudspeaker installed in an enclosure mounted under the back of the chair, except in the front row where the loudspeakers would be installed inside the armrests.

The audience in the Galleries would be served by 358 loudspeakers distributed at appropriate locations in the galleries. The Press Gallery would also be provided with loudspeakers.

The microphones for the Speaker and the Reading Clerk would be provided with cut-off switches which would permit muting of the microphone by the user.

All microphones used in the proposed system would have unidirectional pickup patterns. This characteristic maximizes pickup from the direction in which the microphone is oriented, that is, from the direction of the person speaking, while minimizing pickup of ambient noises.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

All microphone positions will be provided with signal lights indicating the "live" condition of the microphone.

Microphone cables, loudspeaker cables and signal wiring will be run concealed under the floor of the Chamber. Loudspeaker wiring for the loudspeakers in the Galleries will be run in surface-mounted conduit.

The control position for the new system will remain unchanged from the existing position at the railing of the Public Gallery North.

The control position will include a control panel with illuminated switches operating each of the microphone channels individually. Each microphone channel would be provided with an individual microphone preamplifier and mixing control.

The system would include equalization to provide best intelligibility and best overall quality and naturalness of sound.

The system would also include an automatic level control amplifier intended to assist the system's operator in maintaining a constant level of reinforcement.

The foregoing outlines, generally, the system proposed by the consultants in their report, upon which the estimate of $105,000 is based.

Installation of improved protection equipment, electrical substations and transformer stations, Legislative Buildings....$ 75,000

Since 1951, all light and power for the Capitol group of buildings have been furnished through electrical energy procured from the Potomac Electric Power Company. Prior to 1951, such energy was generated at the Capitol Power

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Plant. The energy then supplied was 25-cycle alternating current. All energy now supplied is 60-cyle alternating current -- the electrical systems in all buildings under the Architect having been converted for use of 60-cycle current during the period 1951-1963, as were also the street, park, and floodlighting systems on the Capitol Grounds.

High-voltage current, received from the local Public Utility, is transmitted to transformer stations and substations located in and adjacent to the Capitol group of buildings, where it is reduced to lower voltages before distribution to the electrical systems in the buildings. In technical terms, these are referred to as network systems.

Network systems were originally developed by utility companies as a result of their efforts to improve the reliability and continuity of service to high density areas. When these network systems were adopted by utility customers, every attempt was made to reduce the probability of equipment failure but, prior to the relatively recent development and use of current limiting fuses, many failures have occurred. Several failures have occurred in other large buildings utilizing network systems and in those cases, the network buses as well as their adjacent switchgear, were completely destroyed.

The network systems used in Capitol Hill Buildings provide the ultimate in service continuity but, in so doing, they result in very high capacity systems with inherently large short circuit currents flowing, in the event of a fault in the distribution system. Such

OTHER INCREASES - NONRECURRING ITEMS (continued)

short circuit currents can produce excessive damage if not interrupted instantaneously. At the time these systems were designed and constructed it was virtually impossible to provide the degree of protection, at network buses, that had been used in other parts of electrical systems since the inception of electrical distribution.

There are 28 network buses upon which our buildings depend today, located in or adjacent to our buildings, and maintained by the Architect under annual funds provided for substation and transformer maintenance. A failure on any one could mean a total outage of a large percentage of a building.

Adequate protection can now be provided, through utilization of recent developments in the electrical field, by changing the trip mechanisms in feeder circuit breakers to current limiting fuses and by replacing existing fuse links in network protectors with current limiting fuses.

To effect all changes required, it is necessary to replace 500 breaker trips with current limiting fuses and 264 fuse links in network protectors, at an estimated cost of $150,000.

For 1971, it is requested that, in order to commence this program and accomplish as much work as can be done with minimum interruption to service during a one-year period, an allotment of $75,000 be allowed. This item is urgently requested.

Modifications and improvements, TV-Radio Facilities, House Wing, Capitol.....$ 35,000

This request is submitted at the direction of the Speaker, pursuant to request for such changes received by him from

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

members of the Radio-Television Correspondents' Galleries, and approved by him. The item is explained, as follows:

There is a constant increase of television and radio stations and group stations opening Washington bureaus and becoming members of the TV-Radio Galleries. Much of their time and efforts are directed to the coverage of the Members of the House and the House itself.

In order to better accommodate this increasing load, changes and improvements have been worked out by members of the Galleries and members of the staff of the Architect of the Capitol.

Proposed remodelling would provide space in what is now open space on the third floor mezzanine level and the converting of two radio booths and adjoining space on the third floor to a television film studio, in the area now assigned the Galleries.

Under the estimate of $35,000, it is proposed to remove two booths on the third floor and to develop a new panel room on that floor; to construct two additional booths and two alcove areas on the mezzanine level; also to effect all mechanical and electrical changes resulting from these modifications. Extensive mechanical alterations are necessary to be made to the present supply and exhaust duct installations in order to provide air conditioning for the newly created areas. The cost of required mechanical and electrical work, amounts to approximately one-third of the total amount of $35,000 requested.

Total Increase - NONRECURRING ITEMS.....$315,000

TOTAL ADDITIONS.....(+) $ 456,700

Total Estimate for 1971..... $2,459.600

NEW X-RAY FACILITIES

Senatod MONTOYA. When do you anticipate the new X-ray facilities will be in operation?

Mr. CAMPIOLI. We have turned over the keys to Dr. Pearson, and he is currently in the process of furnishing the space. The carpet is being installed, and the X-ray equipment is due to arrive shortly. The space is expected to be in operation in a short period of time.

Senator MONTOYA. You may ask any questions at any stage, Senator Young.

Senator YOUNG. Thank you.

OPERATORS OF SPEECH REINFORCEMENT SYSTEM IN SENATE CHAMBER

Senator MONTOYA. Why do you need three operators to operate the equipment? I mean the speech-reinforcement equipment.

Mr. RUBEL. As you know, Mr. Chairman, we have had a speech-reinforcement system in the House Chamber for many years. Our experience has been that with long sessions and operators being ill occasionally, we cannot get along with less than three operators. That is the very minimum.

Senator MONTOYA. You are asking for these on a full fiscal-year basis?

Mr. RUBEL. Yes, sir.

Senator MONTOYA. Since the equipment will not be installed until 9 months from December 19, you would only use part of these funds. Is that correct?

Mr. RUBEL. Yes, sir. Mr. Henlock has taken that into consideration.

Mr. HENLOCK. We have made no deduction up to this point, Mr. Chairman. We, of course, submit our budget estimates in the fall each year, and we did not know at that time that the legislative bill would not be approved until late in December. There can be some discounting, possibly as much as 3 months.

Mr. Rubel has said it will require 9 months from last December before the system will be in operation. That would be about 3 months or September in the following fiscal year. So on that basis, I would say, about $7,000 might be deducted.

Mr. RUBEL. It might be well to have the operators on hand a month or so before the system actually goes into operation.

Senator MONTOYA. For training?

Mr. RUBEL. Yes, sir.

Senator MONTOYA. Approximately how much would be discounted on the basis of the present timetable?

Mr. RUBEL. It would be about 20 percent, that is the discount would be 20 percent.

ILLUMINATION OF CAPITOL ROOMS

Senator MONTOYA. You are requesting $100,000 for continuation of the improved illumination program in the Capitol Building. This is the second increment of your proposed 5-year improvement plan. Is that right?

Mr. HENLOCK. Yes, Mr. Chairman.

Senator MONTOYA. I note at the bottom of page 30 reference is made to studies either completed or underway, on page 31. Would these studies call for the expenditure of additional funds beyond the original $500,000 estimated for this program in 1966?

Mr. HENLOCK. Everything is included in the $500,000. Mr. Rubel, in preparing that estimate, projected all foreseeable costs.

CONTINUED AVAILABILITY OF FUNDS

Senator MONTOYA. Is the $100,000 requested in this budget to remain available until expended?

Mr. HENLOCK. That is correct, sir. That is our request, the same as the basis on which our previous request was granted, in that we have to, as previously stated, gear our work to the convenience of Congress, when recess periods or similar periods are available.

Senator MONTOYA. Do you have anything in this pipeline that has not been expended yet?

Mr. HENLOCK. We have $29,000 as of February 1 that hasn't been obligated. Perhaps part of it will be by June 30.

Senator MONTOYA. So you will be operating more or less on schedule, employing all of these funds?

Mr. HENLOCK. Yes, sir.

IMPROVEMENT OF SPEECH REINFORCEMENT SYSTEM IN HOUSE CHAMBER

Senator MONTOYA. There is a request for $105,000 for improvement of the speech-reinforcement system in the House Chamber. I realize this is a House item. However, I did want to ask if this system is the same as that being installed in the Senate Chamber.

Mr. RUBEL. Mr. Chairman, essentially it is identical in principle. As you know, in the House Chamber, the seats are not assigned. There will be only a relatively few number of microphones. In fact, the maximum number will be 10, whereas in the Senate Chamber you will have more than 100, because there will be some on the rostrum.

Senator MONTOYA. That accounts for the reduction in cost?

Mr. RUBEL. Yes, sir, but otherwise the system is the same.

IMPROVED PROTECTION EQUIPMENT, ELECTRICAL SUBSTATIONS, AND TRANSFORMER STATIONS

Senator MONTOYA. You are requesting $75,000 for installation of improved protection equipment, electrical substations and transformer stations. Briefly explain the requirement for this installation and why you consider it an urgent request.

Mr. HENLOCK. That is one of the items that I did touch on a few minutes ago. It is a 2-year program, expected to cost $150,000. Since we can not obligate more than $75,000 in 1 year, Mr. Rubel recommended that we limit our request to that amount. He feels it is urgent to do this work to guarantee Congress the maximum protection it can have against short circuit failures.

Senator MONTOYA. At the end of the 2-year period, do you feel that you will have completed this type of system? And after you have completed it, if you have, when do you anticipate needing more of this type of work in the Capital?

Mr. RUBEL. We do not anticipate any more expenditures for this project, Mr. Chairman. This is an improvement in the art that has taken place in the last 20 years. We had to put pressure on some manufacturers to develop new items for our applications. But we and others in the industry feel that these items are very essential pieces of protective equipment. They will protect not only the continuity of electric service in the buildings, but they also will prevent wreckage of very expensive transformers and switchgear. So you might consider this expenditure an item of insurance.

Senator MONTOYA. Have you had a lot of damage caused——

Mr. RUBEL. Fortunately, we have not had any serious damage. But there have been incidents throughout the country where serious short circuits have damaged millions of dollars worth of equipment. It is like all insurance. You have to die to win.

CAPITOL EXTENSION: 1970 EMERGENCY SHORING AND REPAIRS AND FEASIBILITY STUDY

Senator MONTOYA. Last year on the extension of the Capitol funds were included in the Legislative Branch Appropriation Act of 1970 for emergency shoring and repairs on the west-central front of the Capitol and for a non-Governmental study on the feasibility and cost of restoring the west-central front.

STATUTORY PROVISION

I ask that the pertinent provision of Public Law 91–145, signed by the President on December 12, 1969, be printed at this point in the record.

(The excerpt follows:)

EXTENSION OF THE CAPITOL

For an additional amount for "Extension of the Capitol", $2,275,000, to be expended under the direction of the Commission for Extension of the United States Capitol as authorized by law: *Provided*, That such portion of the foregoing appropriation as may be necessary shall be used for emergency shoring and repairs of, and related work on, the west central front of the Capitol: *Provided further*, That not to exceed $250,000 of the foregoing appropriation shall be used for the employment of independent nongovernmental engineering and other necessary services for studying and reporting (within six months after the date of the employment contract) on the feasibility and cost of restoring such west central front under such terms and conditions as the Commission may determine: *Provided, however*, That pending the completion and consideration of such study and report, no further work toward extension of such west central front shall be carried on: *Provided further*, That after submission of such study and report and consideration thereof by the Commission, the Commission shall direct the preparation of final plans for extending such west central front in accord with Plan 2 (which said Commission has approved), unless such restoration study reort establishes to the satisfaction of the Commission:

(1) That through restoration, such west central front can, without undue hazard to safety of the structure and persons, be made safe, sound, durable, and beautiful for the foreseeable future;

(2) That restoration can be accomplished with no more vacation of west central front space in the building proper (excluding the terrace structure) than would be required by the proposed extension Plan 2;

(3) That the method or methods of accomplishing restoration can be so described or specified as to form the basis for performance of the restoration work by competitive, lumpsum, fixed price construction bid or bids;

(4) That the cost of restoration would not exceed $15,000,000; and
(5) That the time schedule for accomplishing the restoration work will not exceed that heretofore projected for accomplishing the Plan 2 extension work: *Provided further*, That after consideration of the restoration study report, if the Commission concludes that all five of the conditions hereinbefore, specified are met, the Commission shall then make recommendations to the Congress on the question of whether to extend or restore the west central front of the Capitol.

WEST FRONT EMERGENCY SHORING AND REPAIRS

Senator MONTOYA. Will you please address yourselves to the following points.

The condition of the west-central front at the present time.

Two, exactly what shoring and repair work has been or is scheduled to be completed? And what is the cost?

Mr. HENLOCK. That is an item with which Mr. Campioli is familiar.

Senator MONTOYA. Another item that I would like to have you cover, Mr. Campioli, is the details concerning the employment of the nongovernmental engineering and/or other concerns for the restoration study, and the present status of that study and the timetable.

Mr. CAMPIOLI. Mr. Chairman, last year we were allowed $25,000 for repairs to the emergency shoring that was installed in 1965 and 1968. The shoring, when first installed, was installed with the premise it would be in place for 5 years and that by that time a decision would be made as to whether the west front would be extended or some other solution arrived at to correct the condition.

The shoring that was installed in 1965 is now 5 years old and requires additional attention. For that purpose, the Congress allotted $25,000. A portion of this work has been let out to bid and has been placed under contract. The contractor is now in the process of fabricating items of work which will be used on the site.

A remainder of the portion of the work covered by the $25,000 will be done through the use of employed day labor under the supervision of our own personnel.

Included in this $25,000 was a request made by our outside engineer, Dr. Clair, that an additional set of readings be made of the 88 horizontal points and 40 vertical points that were installed when the emergency shoring was placed. We have had four readings in the past. This additional reading will require the services of the civil engineer and land surveyor who took the original readings, to make one additional set and will also require the analysis of these readings by Dr. Clair, who has been overseeing the west-front-wall condition since 1964.

PRESENT CONDITION

Senator MONTOYA. What is the condition there now?

Mr. CAMPIOLI. We have had our stone specialist examine the west-front sandstone walls periodically since last summer. He has been furnishing me with monthly diagrammed sheets showing the process that has taken place in connection with cracks.

You will note from these various diagrams that the black lines indicate the cracks that existed prior to 1968, when the wall repair work was last done. Since that time the readings taken in November show

old cracks that have opened and new cracks that have occurred. The readings shown in green on these diagrams, taken in December, likewise, show old cracks which have reopened and new cracks which have occurred. And the readings in January, indicated in blue, show the same condition with respect to every one of the wall surfaces of the old sandstone portion of the building.

In addition to many of the old cracks which were pointed and caulked in 1968, in order that they would not admit water, many of these have reopened further, in addition to which new cracks that did not exist at that time have occurred.

Senator MONTOYA. What does that mean?

Mr. CAMPIOLI. It would indicate that, in accordance with discussions I have had with our engineer, Dr. Clair, additional movement is taking place in these west front walls.

Senator MONTOYA. Is the movement more rapid than heretofore, or is it about the same?

Mr. CAMPIOLI. It is difficult to tell, Mr. Chairman, because these records have not been kept too long. The first record of these cracks shown on drawings was made in 1960. They were used in the 1964 study of the condition of the west wall. They have been observed from then on, but we do not have a month-to-month record going back to 1960 to make it possible to indicate whether this condition is accelerating or not.

Senator MONTOYA. You say you started these readings in 1960?

Mr. CAMPIOLI. Yes. There was a long period of time during which nothing of this nature was done except occasional casual observations.

Senator MONTOYA. Since 1960, do you show a rapid rise in the number of cracks this year over last or previous years?

Mr. CAMPIOLI. It would appear to me that it is a rapid rise; however I cannot categorically say that it is. But based on my experience with the building now for about 13 years, it looks like it is a rapid rise, even considering the fact that many of the old cracks date back to before the turn of this century.

Senator MONTOYA. Could they be cracks in places that have been filled or covered before and are therefore not new cracks?

Mr. CAMPIOLI. With respect to any of that type that show up and were not recorded in 1960, unless we can get up to them and examine them closely, it is hard to say whether they are old cracks reopened or new ones. But if they were not recorded in 1960 and have shown up since, we have recorded them as new cracks.

Senator MONTOYA. Are there serious cracks?

Mr. CAMPIOLI. There are a couple of them that occur in places which to me are not serious. However, there are cracks that are beginning to expand in these two internal corners of the west-central wing, which may be serious.

Oddly enough, on this particular crack [pointing] on the House side, the crack is also reflected on the interior face of that wall as a vertical crack at the second floor level and extends for the entire height of the wall. Such a condition would indicate that this west central wing may be moving slightly to the west.

BUILDING MOVEMENT

Senator MONTOYA. Would that be from the pressure from the dome? Is that in that area?

Mr. CAMPIOLI. The dome is this dark central area in the middle of this place. There also existed two interior courts here [pointing]. I would rather doubt that that is the situation. I think it is more the situation from the fact that this building was built on the edge of a slope. Over a long period of time there has been some subsidence of the soil, settlement due to the weight of the building and expansion and contraction. This movement may have taken place because of such conditions.

Senator MONTOYA. How much movement has taken place?

Mr. CAMPIOLI. We have not been able to get up to this crack to measure the movement, as it is located two stories above the ground. But we have examined the wall with powerful field glasses in order that we can see the crack. I would say it is in the nature of the thickness of your fingernail.

Senator MONTOYA. Have you noticed any movement in this particular place before?

Mr. CAMPIOLI. There was a small crack evident before, in one of these corners. But now this particular crack has extended to almost the entire height of the second and third floors.

Senator MONTOYA. Don't you have authority under the appropriation bill we passed last year to use any part of that money for shoring that may become necessary?

Mr. CAMPIOLI. Yes, we do.

Senator MONTOYA. It is a continuing item, isn't it?

Mr. HENLOCK. Yes, it is.

Mr. CAMPIOLI. We have one more set of readings pending. As soon as the readings are complete we are going to refer this whole matter to Dr. Clair and have him make his further recommendations of what should be done.

Senator MONTOYA. When are you going to have those readings?

Mr. CAMPIOLI. We hope to take them during the month of April.

Senator MONTOYA. Maybe by that time we will not have closed the hearing record.

Would you ask Dr. Clair to submit his own statement with respect to the readings and his interpretation of those readings?

Mr. CAMPIOLI. Yes, sir.

(The documents will be furnished to the subcommittee.)

STATUS OF WEST FRONT STUDY

Senator MONTOYA. Tell us more about the contract which has been entered into for the feasibility study.

Mr. ROOF. Mr. Chairman, I have a summary here of what has been done to date.

Senator MONTOYA. This will be made a part of the record at this point.

(The summary follows:)

1. *December 12, 1969.*—The president signed the Legislative Branch Appropriation Act, which carried the funds for the employment of independent non-gov-

ernment engineering and other necessary services for studying and reporting on the feasibility and cost of restoring the west central front of the Capitol.

2. *Shortly thereafter.*—The Speaker asked me to work directly with him in carrying forward the procedures leading to selection of a firm or individual to undertake the restoration study. I have, therefore, served the Speaker in this matter, rather than representing our Office.

3. *December 16, 1969.*—Four (4) days after the President signed the Act, the Speaker, as Chairman of the Commission in charge of this project, sent letters to all Members of the Commission, outlining the action taken by the Congress through the Appropriations Committees and quoting pertinent provisions of the conference report on this matter. He proposed that the American Society of Civil Engineers, a professional engineering society, which had taken no position on either extension or restoration and who could offer "independent judgment on this proposition in the spirit of the conference report" be requested to review the material available and then suggest to the Commission the names of several engineers or engineering firms, with experience in restoration and reconstruction of old buildings such as the Capitol.

4. *December 20, 1969.*—Several members of the House Appropriations subcommittee approached the Speaker and asked him to consider also asking the deans of engineering of several of the leading universities throughout the Country to offer their opinions on well qualified firms to make the study. The Speaker agreed with this proposal, and asked me to contact the other Members of the Commission and ask them to consider requesting the opinions of the deans, in addition to the American Society of Civil Engineers. This I did.

5. *January 2, 1970.*—The Speaker advised me that he had received concurrence from all Commission members except one and asked me to check the matter out with the Member's staff. We found that all Commission Members were in agreement on the proposed procedures.

6. *January 12, 1970.*—The Speaker sent letters to the deans and the American Society of Civil Engineers, requesting their assistance.

7. *Early in March, 1970.*—The Speaker advised me that he had received replies from the American Society of Civil Engineers and all but a few of the deans (15 of the 19 deans responded to the Speaker).

8. *March 9, 1970.*—The Speaker sent requests to the firms or individuals recommended to undertake the study, requesting their brochures and other information which would show their capabilities to undertake the study; also requesting to be advised whether they had previously been associated with the project, or had any predisposition for or against the extension or restoration work. There were, of course, numerous overlappings of the recommendations of the American Society of Civil Engineers and the various deans of engineering. We eliminated from the list of firms recommended several firms which had previously been associated with the project. Letters went out to 26 firms or individuals. No replies had been received by the Speaker when I saw him yesterday.

PROCEDURES TO SELECT FIRM INITIATED BY SPEAKER

Mr. Roof. As you know, on December 12, 1969, the President signed the bill which carried this item. Shortly thereafter, Speaker McCormack asked me to work directly with him in carrying forward the procedures leading to the selection of the firm or the individuals to undertake the restoration study.

I have, therefore, served the Speaker in this matter rather than representing the Architect's Office.

On December 16, 4 days after the President signed the act, the Speaker, as Chairman of the Commission in charge of the project, sent letters to all members of the Commission, outlining the action taken by the Congress through the Appropriations Committees and quoting pertinent provisions in the conference report on this matter.

He proposed that the American Society of Civil Engineers, a professional engineering society, which has taken no position on the extension or the restoration and who could offer their independent judg-

ment on this proposition in the spirit of the conference report, be requested to review the material available and then suggest to the Commission the names of several engineers or engineering firms, with experience in restoration and reconstruction of old buildings such as the Capitol.

CONSULTATION WITH UNIVERSITIES, DEANS OF ENGINEERING

On December 20, several members of the House Appropriations Committee asked the Speaker if he would also consider asking the deans of engineering of several of the leading universities throughout the country to offer their opinions on well-qualified firms to make the study.

The Speaker agreed and asked me to contact the other members of the Commission and ask them to consider requesting the opinions of the deans, in addition to the opinion of the American Society of Civil Engineers. This I did.

APPROVAL OF PROCEDURE BY COMMISSION

On January 2, 1970, the Speaker advised me that he had received concurrence of all Commission members except one, and he asked me to check the matter out with that member's staff.

As a result, we found that all of the members of the Commission agreed to the proposed proedure.

REQUESTS FOR ADVICE TO DEANS AND ASCE

On January 12, the Speaker sent letters to the deans and the American Society of Civil Engineers, requesting their assistance.

Mr. Chairman, along with those requests, we sent the Legislative Branch Appropriation Act, which carried the item, the House hearings on the item, the Senate hearings on the item, the House floor debate on the passage of the bill, the Senate floor debate on the passage of the bill, the House floor debate on the passage of the conference report, the Senate floor debate on the passage of the conference report, and the conference report itself—which, in effect, embodied the agreement between the House and the Senate.

RECEIPT OF REPLIES

Early in March 1970, the Speaker advised me that he had received replies from the American Society of Civil Engineers and all but a few of the deans. His files showed that 15 of the 19 deans had responded to his request.

On March 9, 1970, the Speaker sent requests to the firms or individuals recommended to undertake the study, requesting their brochures and other information which would show their capabilities to undertake the study, also requesting to be advised of whether they had previously been associated with the project or had any predisposition for or against the extension or restoration work.

There were, of course, numerous overlappings in the recommendations of the American Society of Civil Engineers and the various deans.

We eliminated from the list of the firms that were recommended any firms that to our personal knowledge had been previously connected with our office on this project.

REQUESTS FOR BROCHURES AND OTHER INFORMATION

As a result, the Speaker sent letters to 26 firms and individuals. I talked to him yesterday at lunch, and he said he hadn't received any replies.

I think, Mr. Chairman, the next move would be, of course, to get these brochures and information in and to digest them and to present them to the Commission members. Hopefully, they will then be in a position to make a decision on the firm to do the study.

NO FIRM SELECTED AS OF THIS DATE

Senator MONTOYA. So actually there has been no firm selected?

Mr. ROOF. No firm has been selected.

Senator MONTOYA. Have you received specific recommendations as to firms from the deans?

Mr. ROOF. Yes. Most of the deans recommended one or more firms. The American Society of Civil Engineers recommended, as I recall, nine firms.

As I said, there were overlappings. In other words, a firm could be recommended by the American Society of Civil Engineers and by one, two, or three deans.

Senator YOUNG. We are right back where we started from a couple of years ago.

Senator MONTOYA. That is correct. I don't cherish the idea of going in to the Senate with an innovation of the status quo.

CAPITOL GROUNDS

Senator MONTOYA. Do you have any more questions on this, Senator Young?

Senator YOUNG. No, thank you.

Senator MONTOYA. The next item is "Capitol Grounds," for which you are requesting $881,800, which is a net decrease of $20,500 in the last year's adjusted appropriation.

However, you are requesting certain increases over your base in the amount of $51,100. And I would like to go into these a bit.

First, let me place pages 41 to 48 of the justifications in the record.

(The justifications follow:)

1970 appropriation in annual act		$874,100
Pay Supplementals: Wage-Board $23,900; Civilian Pay Act, $4,300		28,200
Total appropriations - 1970		902,300
Deductions		
Replacement of sections of concrete sidewalks adjacent to East Front Plaza - Nonrecurring item allowed for 1970, not required for 1971	$ 21,800	
Resurfacing Delaware Avenue, between Constitution Avenue and C Street, Northeast, and D Street between Louisiana Avenue and New Jersey Avenue, Northwest - Nonrecurring item allowed for 1970, not required for 1971	12,000	
Improvements to Senate Parking Lots, Squares 723, 724, and 725, located in north area of Capitol Grounds - Nonrecurring item allowed for 1970, not required for 1971	32,000	
Purchase of a new 2-1/2-ton dump truck in replacement of an old 1951 International 2-1/2-ton dump truck used daily for the removal of trash from the buildings and grounds in the Legislative Group - Nonrecurring item allowed for 1970, not required for 1971	5,800	(-) 71,600
Base for 1971		$830,700
Additions		
MANDATORY ITEMS		
Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 2, 1969, under the Coordinated Federal Wage System, affecting 75 employees, carried		

Additions (continued)

MANDATORY ITEMS (continued)

under this appropriation, paid at new rates for 8 months in fiscal year 1970, and required to be paid at such rates for 12 months in fiscal year 1971 --Additional funds required.....	$ 8,900
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..	2,000
Within-grade salary advancements authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	500
Overtime and Holiday Pay (5 U.S.C. 5544) increased from $92,510 to $94,510, resulting from base pay changes authorized by law..	2,000
Contribution to retirement fund (under "Personnel Benefits") increased from $41,750 to $45,150, of which $500 is required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates and $2,900 from increase of retirement contribution from 6-1/2% to 7-1/2% for Congressional employees, effective January 1, 1970, under amendatory provisions of Section 102 of Public Law 91-93.....	3,400
Total Increase - MANDATORY ITEMS.....	$ 16,800

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS

Replacement of electrical motor control center, feeders, and pump suction control, required for operation and lighting of display fountains in north area of Capitol Grounds: Nonrecurring item.....$ 9,000

Operation of the display fountains, located in the north area of the Capitol Grounds, are dependent upon mechanical equipment located in a masonry enclosure in the Senate Garage. This equipment was installed at the time the underground garage was constructed in 1931-1932. The display fountains were also constructed at that time as a part of the landscape development of the area of the Capitol Grounds, north of Constitution Avenue, added to the Capitol Grounds in 1930-1935.

The large display fountain is located above the roof of the garage and consists of a granite structure with high jets of water spouting from the top of the center and smaller jets on the lower level. In the lower park area, three bubbler fountains are built into a concrete wall faced with granite, located on the north side of the fountain terraces. Both the large display fountain and the bubbler fountains are provided with electrical illumination for use at night.

The mechanical equipment in use consists of 3 circulating pumps, a 30,000-gallon surge tank, gages, controls, and valves for operation of the fountains and the fountain lights. The motor control center not only serves the fountain pumping equipment and air compressor, but also the ventilating and air-handling fan motors located throughout the garage, sump pumps, condensate pump motors, and miscellaneous power and lighting.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

The motor control equipment and wiring, after more than 37 years of use, have reached the point where they must be replaced, not only because of their obsolescence and the inability to any longer obtain replacement parts for repairs, but also because their continued deterioration is becoming hazardous to operating personnel.

The $9,000 estimate is based on $4,500 for replacement of the motor control equipment, $1,500 for replacement of associated wiring, and $3,000 for labor costs for employment of electricians to make the replacements. This item is urgently needed.

Purchase of power sweeper for cleaning sidewalks - Nonrecurring item.....$ 3,600

In 1962, in order to improve efficiency of operations and keep abreast of expanded workload, a power sweeper was purchased at a cost of $7,000 for cleaning streets and roadways in the Capitol Grounds. This has proved a good investment and enabled the grounds force to keep current with this work.

For many years, the grounds maintenance force has had to devote part of their time to keeping the sidewalks in the Capitol Grounds clean by manual use of push brooms. In 1935, the total area of the grounds was 120 acres. During the period 1956 to 1965, the total area was expanded to 155 acres. With the construction of buildings and other improvements in the added areas, there are now many more sidewalks to be kept clean in frequently travelled areas. The point has now been reached where it is no longer possible, by use of broom-sweeping, to keep abreast of the increased workload required to keep these sidewalks in proper condition. There are many miles of sidewalks in the Capitol Grounds, as well as interior walks, approaches, porticoes and terraces.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

For 1971, in order to improve efficiency of operations and keep abreast of expanded workload, it is requested that $3,600 be allowed for purchase of a power sweeper for daily use in cleaning both smooth concrete and exposed aggregate sidewalks.

Purchase of Wood Chipper - Nonrecurring item.....$ 3,600

Up until the Spring of 1968, all tree limbs, tree branches, shrubbery twigs, and brush, removed from the Capitol Grounds, were disposed of by burning at the District Government's Tree Nursery located adjacent to the Botanic Garden Poplar Point Nursery. Since the Spring of 1968, the District Government has discontinued the burning of brush and other such material at their Nursery, finding the smoke and fumes objectionable in this area of the City.

Following such discontinuance, we were allowed to dispose of such material, by burning, at the Kenilworth dump for a temporary period. Since December 1969, we have been unable to dispose of our material at this dump, due to its discontinuance for such use.

In order to provide for proper disposition of such material, it is requested that $3,600 be allowed for 1971 for purchase of a wood chipper which will grind our tree limbs, branches, brush and other similar material into a medium textured mulch which can be reused on the grounds in mulching our existing shrubs.

Replacement of 1956 stake body truck - Nonrecurring item.....$ 5,300

For 1971, $5,300 is requested for purchase of a new 12-foot flat bottom truck, with removable stake sides and hydraulic tail gate, standard gear shift, single speed rear axle and power brakes, in replacement of a 1956 Ford stake body truck, acquired 8 years ago as surplus property.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Due to its age and constant use, this truck can no longer be kept in economical or satisfactory repair, repair parts being all but impossible to obtain, and should be replaced. This truck is used daily for the removal of trash from the buildings and grounds in the Legislative Group and for other heavy hauling operations.

Replacement of 2 pick-up trucks - Nonrecurring item.....$ 4,300

For 1971, $4,300 is requested for purchase of two 1/2-ton pick-up trucks in replacement of two 1951 Chevrolet 1/2-ton pick-up trucks, acquired 10 years ago as surplus property.

Due to their age and constant use, these trucks can no longer be kept in economical or satisfactory repair, repair parts being all but impossible to obtain, and should be replaced. These trucks are used daily in the maintenance operations of the Capitol Grounds for hauling and transporting of plant material, mowers, and other light equipment and materials.

Maintenance, Taft Memorial - increased from $400 to $8,900.....$ 8,500

Since 1961, $400 has been provided annually for care and maintenance of the Taft Memorial, with the exception of the fiscal year 1969 when an additional amount of $2,200 was allowed for nonrecurring improvements.

This Memorial, erected in the northwest section of the Capitol Grounds under authority of Senate Concurrent Resolution 44, 84th Congress, was completed and accepted by Congress in 1959. It was erected, from non-governmental

OTHER INCREASES - NONRECURRING ITEMS (continued)

funds, by the Robert A. Taft Memorial Foundation. Section 4 of the Concurrent Resolution requires the Memorial to be maintained by the government, as follows:

> "Sec. 4. After the completion of the memorial according to the approved plans and specifications, it shall be accepted on behalf of the people of the United States by the Congress and thereafter shall be maintained by the Congress as a part of the Capitol Grounds."

For proper preservation of the Memorial, an additional amount of $8,500 is requested for 1971. Satisfactory conditions are maintained in the console and relay rooms through use of mechanical type dehumidifiers installed in those rooms, which are electrically heated and completely isolated.

However, with respect to the remainder of the tower, the four mechanical type dehumidifiers installed in that area are failing to control moisture conditions sufficiently to prevent penetration of moisture through the interior masonry walls. The interior of the tower, other than the console and relay rooms, is not heated and is subject to changing atmospheric conditions, making control of moisture accumulation difficult.

Under the funds requested for 1971, it is proposed to replace the 4 mechanical type dehumidifiers with two permanent honeycomb fixed desiccant wheels. 75% of the wheel face area will be available for the absorption of dehumidifying flow circuit and 25% for the reactivation circuit, which will insure proper dehumidification regardless of atmospheric changes. The cost of the desiccant dehumidifiers, including installation, is $2,500.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Under the remainder of the estimate, $6,000, it is proposed, as a protective measure against moisture penetration, to waterproof the interior walls with two coats of waterproof coating; also to caulk the open vertical joint at the four vertical columns in the Carillion Room, and to patch and dowel two critical spalls at the southeast and southwest corners.

This work should be done in the interest of the preservation of the structure.

Total - NONRECURRING ITEMS	$34,300	
TOTAL ADDITIONS	(+)	$ 51,100
Total Estimate for 1971		$881,800

REPLACEMENT OF MOTOR CONTROL EQUIPMENT

Senator MONTOYA. With respect to the $9,000 increase for replacement of the electrical-motor-control center, and so forth, for the plaza display fountains, you indicate that this is an urgent request. Please describe the hazardous condition of the existing equipment.

Mr. RUBEL. Mr. Chairman, the existing equipment has been in operation since about 1932. Obviously, it is obsolete equipment. The circuit breakers are filled with oil, which is flammable. They have reached the end of their useful life, and they are unsafe to continue in operation.

If the fountains are to be operated continuously, we should replace this equipment, that is, the switch-gear equipment and the electrical cables. The insulation has deteriorated with increasing age.

PURCHASE OF POWER SWEEPER

Senator MONTOYA. Explain the request for a purchase of a power sweeper and the purchase of a wood chipper at $3,600 each.

Mr. PINCUS. One of the main purposes for purchasing a power sweeper would be to help improve the efficiency of the operation of sweeping of the sidewalks on the grounds. Presently, all this work is done by men pushing brooms. There are several miles of sidewalks on the grounds, and we feel that this sweeper would help the operation greatly.

Senator MONTOYA. Is that going to reduce the manpower requirements?

Mr. PINCUS. It won't change the manpower requirements sir. These men will be used for other much-needed gardening duties.

PURCHASE OF WOOD CHIPPER

We are constantly picking up brush and twigs from the trees, and are constantly pruning the trees in the Capitol Grounds. We are faced with the problem of how to dispose of this material.

In the past years we were allowed to burn this brush at the District of Columbia nursery; however they no longer let us burn this material there. We now have to take this brush and debris several miles away from the Capitol Grounds. We feel that if we were allowed to purchase this chipper, it would help the operation and we could use this ground-up material as a mulch on the grounds.

REPLACEMENT OF TRUCKS

Senator MONTOYA. It is very interesting.

You are requesting three new trucks, one at $5,300 and the two others totaling $4,300. Last year you were authorized a new 2½-ton truck.

If your request this year is allowed, how current or modern will this make your fleet?

Mr. PINCUS. Our fleet is still rather obsolete, sir. Up until a few years ago, most all of our vehicles came from GSA surplus. We are having difficulties in finding vehicles at the GSA surplus; therefore, we now have to replace our obsolete vehicles with new vehicles.

LIST OF SERVICE VEHICLES

Senator MONTOYA. Can you give us now for the record a complete list of the service vehicles under the jurisdiction of your office—by type, age, and year?

Mr. PINCUS. Yes, sir.

(The document follows:)

CAPITOL GROUNDS EQUIPMENT AS OF FEB. 1970

1	1956	Chevrolet Carryall
1	1956	Chevrolet Station Wagon
1	1961	Buick Station Wagon
1	1964	Dodge Station Wagon
1	1963	Plymouth Station Wagon
1	1951	Chevrolet Cargo Truck 1/2 ton
1	1951	Chevrolet Pickup Truck 1/2 ton
2	1957	Chevrolet Pickup Truck 1/2 ton
1	1964	Dodge Pickup Truck 1/2 ton
1	1968	Dodge Pickup Truck 1/2 ton
1	1966	Ford Pickup Truck 1/2 ton
1	1961	Ford Utility Truck
1	1952	Dodge Truck w/500 gal. Hardie Sprayer mounted
1	1955	Ford Stake Body Truck 1-1/2 ton
1	1961	Ford F-600 Dump Truck
1	1965	Ford F-600 Dump Truck
1	1966	Ford F-600 Dump Truck
1	1952	International, Dump Truck 2-1/2 ton
1	1963	International, Dump Truck,1700
1	1968	International, Dump Truck, 1800
1	1950	Case, Tractor
1	1952	Case, Tractor w/front end loader 1/2 cu. yd.
1	1965	Case, Tractor w/front end loader 1-1/2 cu. yd.
1	1957	International, Cub Lo-Boy Tractor
1	1968	International, Cub Lo-Boy Tractor w/hammer knife mower
2	1964	Toro, Tractors, w/r gang mower units each
1	1962	Wayne, Single Gutter Broom Street Sweeper

1	1966 Worthington, 125 Air Compressor
1	Ingersol Rand, 315 Air Compressor
2	Hardie Sprayers, 50 gal.
1	Leaf Loader, model 1200 Giant-Vac
2	Toro, power mower, Star Lawn 30" cut
1	Toro, " " Sport Lawn 21" cut
4	National, power mower, 25" cut
2	National, " " 84" cut
6	Rotary power mowers 20" cut
5	Rotary power mowers 19" cut
6	Hand Mowers
4	Jari, power scythe 36" cut
4	Generator, Onan, 1000 watt, for electric grass shears
1	Sprayer, Model C, Kelley-Creswell, Traffic line marker

BREAKDOWN OF WORK FORCE

Senator MONTOYA. Please also provide a current breakdown of the work force employed under this appropriation.

Mr. HENLOCK. That breakdown, Mr. Chairman, is shown on page 50 of the justification, which I submit to you now.

(The justification follows:)

The Architect performs his duties under authority of the Acts of August 15, 1876 (19 Stat. 147), March 4, 1929 (45 Stat. 1694), and July 31, 1946 (60 Stat. 718), as amended by the Act of October 20, 1967 (81 Stat. 275). A regular force of 78 gardeners, helpers, laborers, mechanics, and supervisory personnel is required for 1971, the same number as allowed for 1970. A breakdown of the force is as follows:

20 men for trimming, cultivating, weeding, planting, transplanting, spraying, pruning, grass cutting, and other gardening functions.
5 men for tree surgery work.
5 men on lawn irrigation systems.
6 men for care of grounds of 3 House Office Buildings and Capitol Power Plant.
2 men for care and maintenance of landscaped areas around and above underground garages.
12 men for cleaning walkways, approaches, porticoes and terraces, and assisting in heavy landscape and gardening work.
4 men on sewer and concrete work.
1 man operating heavy equipment, such as grader, bulldozer and tractor loader.
5 men for maintenance of motor and other mechanical equipment.
12 men on trucks, hauling and removing trash and debris from the Capitol Grounds and the buildings in the Legislative Group.
1 man for janitorial work in locker rooms and toilets.
5 men for direction, supervision, and clerical work.

In inclement weather, the Capitol Grounds men are also used for such work as repair and sharpening of tools, repair of equipment, cleaning debris from the Capitol, and other miscellaneous cleaning work. They are also used for raking and removing leaves, and for snow removal, and assist in preparing for functions, band concerts, parades, unveiling exercises and other ceremonies in the Capitol, Flag Day exercises, Inaugural Ceremonies, and the like.

MAINTENANCE, TAFT MEMORIAL

Senator MONTOYA. This next request of $8,900, an increase of $8,500 over the base figure of $400, is for the maintenance of the Taft Memorial.

Why such a large increase in 1 year?

Mr. HENLOCK. That amount is requested to try to correct deficient dehumidification conditions within the memorial shaft, and also to waterproof the interior of the shaft, to try to protect against penetration of moisture and spalling of stone.

Mr. Campioli can explain the need more fully. May I add for the record, however, that under the law, since 1959 when the memorial was completed—having been built under private funds—we have been, and are required by the statute to maintain it as a landscape feature of the Capitol Grounds. We have only asked $400 annually during those 11 years, with the exception of 1969, when an additional amount of $2,200 was allowed for that year for nonrecurring improvements. Most years we have spent very little—anywhere from zero up to $200. It has averaged about $318 a year in the overall 11-year period. Excluding the 1969 nonrecurring allotment of $2,200, it has averaged only $144 a year.

Senator MONTOYA. Do you expect that next year you might require the same amount?

Mr. HENLOCK. Mr. Campioli feels we not only will, but that there will be need for a greater amount after this work is done.

CONDITION OF MEMORIAL

Mr. CAMPIOLI. I have some small photographs here, Mr. Chairman, that explain some of these conditions better than words can. The proposed work is a first-step operation in a two-part project, where we will be doing some interior waterproofing, interior dehumidification. We plan to take care of a couple of conditions on the outside which can be reached from either the ground or from within the carillon room up at the top of the tower where the bells are located.

But, beyond that, exterior repointing and caulking of the joints, all the way up the exterior of the marble shaft, will require scaffolding the exterior, as a separate operation.

We would like to do this work as a two-part operation in order to observe the results of the immediate work, before proceeding to the caulking of the exterior.

NATURE OF EXPENDITURES

Senator MONTOYA. Is the sum of $8,500 plus the $400 used for maintenance of the Taft memorial, or is only the $400 used?

Mr. HENLOCK. Actually, we consider the entire item to be one of maintenance. The $8,500 additional requested for 1971 is for nonrecurring maintenance improvements to correct excessive dehumidification conditions and to waterproof the interior walls of the shaft; $400 would be for any miscellaneous minor items that might be required, which, as I stated, in a number of years has not been necessary to expend at all.

Senator MONTOYA. How much did you spend on the Taft memorial last year altogether?

Mr. HENLOCK. We spent in 1969, out of a $2,200 allotment, $1,732. But, as you will see from our statement, the expenditures have been small ever since the fiscal year 1960.

Senator MONTOYA. We will make this a part of the record.

(The document follows:)

Statement of actual expenditures made for maintenance of Taft Memorial during the 10-year period, 1960–70

Fiscal year:	
1960	$57
1961	591
1962	None
1963	138
1964	174
1965	None
1966	None
1967	281
1968	203
1969	1,732
Total expended	$3,176
Average per year	$318
Average per year, excluding 1969 expenditure for nonrecurring improvements	$144

Increase in Maintenance or Repair

Senator Montoya. In other words, you are reaching the period where you have to increase your maintenance or repair to get it back in high gear again.

Mr. Henlock. That is correct.

Senator Montoya. In 1960, your total expenditure was $57. That was for the first year.

Mr. Henlock. Yes, sir.

Senator Montoya. Then you did some repairs in 1961. The next year you had none. So it has been in the low 100's until last year, when you expended $1,732.

Mr. Henlock. That is correct, sir.

Senator Montoya. Now are you increasing it up to $8,900. Is that correct?

Mr. Henlock. For this 1 year.

Senator Montoya. Do you have any existing dehumidifiers now?

Mr. Henlock. There are several. This is to provide an improved type of dehumidifiers that will provide a greater moisture absorption.

Senate Office Buildings

Senator Montoya. For the maintenance and operation of the Senate Office Buildings, you are requesting $3,852,500, a net increase of $396,200 over your 1970 adjusted appropriation.

Pages 52–64 of your justifications will be placed in the record at this point.

(The justifications follow:)

1970 appropriation in annual act		$3,310,000
Pay Supplementals: Wage-Board, $85,100; Civilian Pay Act, $61,200		146,300
Total appropriations - 1970		3,456,300
Deductions		
Installation of legislative light signals in Old and New Senate Office Buildings: Nonrecurring item allowed for 1970, not required for 1971	$ 28,000	
Replacement of obsolete restaurant equipment: Nonrecurring item allowed for 1970, not required for 1971	28,000	
Purchase of fork-lift truck in replacement of an old, obsolete fork-lift truck, worn beyond economical repair, required for unloading delivery trucks entering the New Senate Office Building garage and for relamping the garage and outside lamps of both buildings: Nonrecurring item allowed for 1970, not required for 1971	6,000	
Furniture for Armed Services Committee: Nonrecurring item allowed for 1970, not required for 1971	35,000	
Replacement of typewriter desks and flat-top desks in Old Senate Office Building: First year allotment under a 16-year program of replacement of all the desks in the Old Building	38,600	(-) 135,600
Base for 1971		3,320,700

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 2, 1969, under the Coordinated Federal Wage System, affecting 298 employees, carried under this appropriation, paid at new rates for 8 months in fiscal year 1970, and required to be paid at such rates for 12 months in fiscal year 1971 - Additional funds required..... $ 30,000

Within-grade promotions, authorized under the Prevailing Rate System, for Wage-Board employees compensated under such system.... 6,200

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 5,500

Additional funds required for compensation, for 4 additional months in the fiscal year 1971, for 7 new positions on the charforce and 1 new position of stonemason allowed for 8 months period (November 1, 1969 to June 30, 1970) in the fiscal year 1970..... 12,600

Overtime and Holiday Pay increased from $273,200 to $281,200, resulting from base pay changes authorized by law..... 8,000

Contribution to retirement fund (under "Personnel Benefits") increased from $155,300 to $172,500, an increase of $17,200, of which $6,400 is required by 5 U.S.C. 8334, covering government contribution to this fund resulting from increased base pay rates and $10,800 from increase of retirement contribution from 6-1/2% to 7-1/2% for Congressional employees, effective January 1, 1970 under amendatory provisions of Section 102 of Public Law 91-93..... 17,200

Total Increase - MANDATORY ITEMS..... $ 79,500

Additions (continued)

OTHER INCREASES - ANNUAL RECURRING ITEMS

Annual Painting, increased from $40,000 to $50,000.....$ 10,000

This allotment provides for annual painting of offices, corridors, and other areas; refinishing of woodwork, cleaning of venetian blinds, cleaning marble and washing corridor walls, in both Senate Office Buildings.

The $10,000 increase is requested to meet increases in painters' wages and additional painting required during an election year. Painters' wages have increased from $5.31 per hour, including fringe benefits, as of March, 1968, to $5.90 per hour, including fringe benefits in 1970, an increase of 10%.

Of the $10,000 increase requested for 1971, $4,000 is to cover the increase in painters' wages, and $6,000 for additional painting normally required in an election year. This is a conservative increase, based on past years' experience in election years.

Furniture Repairs, increased from $7,500 to $10,000..... 2,500

This represents an increase of $2,500 over the amount allowed for 1970 and provides for the necessary materials for refinishing, reupholstering and other repairs to furniture throughout the two buildings.

The increase requested for 1971 is to cover the rising cost of materials, and also results from the fact that the furniture in the New Senate Office Building is now needing more repairs and refinishing than heretofore.

There has been no increase provided under this allotment for the past 10 years -- the last increase having been granted in 1961. An amount of $9,556 was required to be expended for this item in 1969, and the amount requested would more nearly reflect present actual expenditure requirements for this allotment.

Additions (continued)

OTHER INCREASES - ANNUAL RECURRING ITEMS (continued)

Supplies and Materials, increased from $68,000 to $75,000.....$ 7,000

This allotment provides cleaning, carpentry, plumbing, heating, electrical, hardware, toilet, and general miscellaneous supplies required annually for the care of the two Senate Office Buildings; also for replacement of fluorescent tubes and electric light bulbs in the two buildings.

The $7,000 additional requested for 1971 (an increase of approximately 10%) is required to cover increased costs occurring in practically every item of general supplies procured under this allotment. The increase would provide an additional $2,000 for cleaning materials; a $2,000 increase in electrical supplies; a $2,000 increase for carpentry materials, particularly lumber; and a $1,000 increase for plumbing supplies. Expenditures under this allotment have been rising and the amount of $75,000 would more nearly reflect present actual expenditure requirements for items procured under this allotment.

Maintenance, Air Conditioning and Refrigeration Systems, increased from $9,700 to $21,000..... 11,300

$1,000 of the $11,300 increase requested for 1971 is required to meet increased costs of replacement parts for Kitchen Refrigeration equipment and for heating coil replacements due to deterioration of pre-heat and re-heat coils in the central air-handling units of the Senate Office Buildings' air conditioning systems. The increase in the annual item would allow $10,700 for 1971 -- $9,700 having been allowed in 1970.

Additions (continued)

OTHER INCREASES - ANNUAL RECURRING ITEMS (continued)

The regular annual allotment provides filters, oil, grease, cleaning equipment, tools, paint, refrigerant, waste, anti-freeze liquid, repairs and minor improvements of the systems in the two Senate Office Buildings; also, for cleaning and chemically treating kitchen ducts and hoods in Senate Restaurant facilities located in those buildings.

Of the $11,300 increase requested for 1971, $10,300 is requested for the following two nonrecurring items:

$8,500 for replacement of major components of the refrigerating units supplying the refrigerated drinking water system in the Old Senate Office Building.

At the present time, the domestic drinking water system in the Old Building depends, for its refrigerated water, upon two units known as "water chillers". These units contain a complex of tubes and baffles, known as the refrigerant circuit. Refrigeration is metered into the tube complex and, as it is metered, it absorbs the heat from the water being pumped through the shell and lowers the water to a temperature suitable for drinking.

Although the existing circulating system, including pumps and storage system, is of non-ferrous construction and is still in satisfactory condition, the existing water chillers are constructed of black steel and are, accordingly, subject to corrosive action, with resultant discoloration of the refrigerated drinking water. These chillers, after many years of use, have finally corroded to the point where they require replacement.

Under the amount of $8,500 it is proposed to replace the two existing corroded, steel water chillers with two new stainless steel water chillers, which will not be subject to corrosion and will eliminate present deficiencies.

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

$1,800 for purchase of one spare tube bundle required for converters on the hot water heating system in the Old Senate Office Building, and for repair of two existing tube bundles. In order to insure uninterrupted service in the event of breakdowns, it is necessary to have this spare equipment on hand for immediate use.

The term "tube bundle" refers to a complex arrangement of tubes encased in a shell. As live steam is injected into the shell and passes through the water circuit, the steam raises the temperature of the water being pumped through the tubes to a degree required for domestic hot water use.

When a rupture develops it necessitates the complete shut down of the equipment involved. Being a specialty item and not stocked locally, they must be secured from the manufacturer, with best delivery between 6 and 8 weeks. Emergency tube replacement can be done locally, usually in a minimum of 3 days depending on the availability of copper tubes and the forming thereof. With this spare tube bundle, repairs could be effected within a few hours and comfort conditions maintained throughout the building.

Total Increases - RECURRING ANNUAL ITEMS.....$30,800

OTHER INCREASES - NONRECURRING ITEMS

Replacement of Exterior Marble Balusters Between Second Floor Colonnades, Constitution Avenue Side, and Above Entrances at Southwest and Southeast Corners, Old Building.....$56,500

The marble balusters on the Constitution Avenue side of the Old Senate Office Building, between the second floor

OTHER INCREASES - NONRECURRING ITEMS (continued)

colonnades, and those above the entrances at the southeast and southwest corners are now 61 years old, being a part of the original building construction.

A recent examination of these balusters discloses that deterioration of the balusters on the Constitution Avenue elevations and those above the southeast and southwest corner entrances has reached the point where they now require replacement. They show severe weathering and granulation, which is more advanced than in the case of the balusters in other areas. The turned balusters on the colonnade between the columns not only show severe weathering, but the marble is sugary in substance, rubs off easily to the touch, and spalling has taken place. The top and bottom plinths have lost their true profile; and the torus mould at the necking has completely disintegrated on a great majority of the balusters. Multiple open cracks and weathered seams have occurred in places, indicating advanced deterioration. If left in their present condition, they will constitute a hazard.

Under the amount of $56,500, it is proposed to remove the existing top rail over the defective balusters; remove the deteriorated balusters and provide new coping where necessary; installing, in all, 238 new marble balusters. The cost of the 238 new balusters is estimated at $32,400; of the new coping, $1,600; of removing the existing balusters and coping and installing the new balusters and coping, $18,500; miscellaneous and contingencies, $4,000.

Emergency power facilities for elevators, both buildings.....$ 80,000

For 1971, a nonrecurring amount of $80,000 is requested to provide emergency power facilities for the elevators in the two Senate Office Buildings.

OTHER INCREASES - NONRECURRING ITEMS (continued)

Requests for such purpose are also included in the 1971 estimates for the "House Office Buildings" and the "Library Buildings and Grounds, Structural and Mechanical Care", explained under those sections of the justifications.

Lighting

At present, both the Old and New Senate Office Buildings are provided with satisfactory emergency lighting systems, supplied from an emergency diesel-generator located in the New Senate Office Building. This diesel unit starts automatically when normal power fails. Accordingly, there is no concern over emergency lighting conditions.

Elevators

At present, neither the Old or New Senate Office Building has an emergency elevator system. Sufficient spare capacity in the 200 kilowatt emergency diesel-generator now provided for emergency lighting in those buildings is also available to provide emergency power facilities for the elevators in the two buildings if power service connections are extended to the elevator systems.

Under the amount of $80,000 requested for 1971, it is proposed to make necessary changes in the present installation to provide emergency power service for the elevators, through connections with the existing diesel-generator located in the New Senate Office Building.

The proposed installations would provide emergency elevator power within 10 seconds after loss of normal power, by remote automatic control, through installation of a control console in the elevator engineer's office in each building, equipped with an alarm which would operate when normal power fails and would also show if any elevators were trapped

OTHER INCREASES - NONRECURRING ITEMS (continued)

between floors. Any elevators so trapped would first be moved to the nearest landing to discharge their passengers; then continuous emergency power would be provided to a limited number of elevators to provide some vertical transportation for the duration of the outage. Under the proposed installation, the new centrally located control consoles would make it possible to control all elevators in each building from a single location in each building.

Background Information Giving Rise to Submission of This Estimate

The extensive blackout in the New York area that occurred several years ago, due to excessive electrical demands, has given rise to serious concern throughout the country of the importance of availability of emergency lighting and power facilities.

During recent years the demands for electric power in the United States have exceeded the estimates forecast by electric utility companies. Rapidly increasing air-conditioning demands, application of computerized techniques, and wider use of communication facilities, are a few of the contributing factors. Normal expansion of power facilities must now take into consideration whether expansions, as planned, will increase air and water pollution, or deplete natural resources.

Regional interconnection of utilities for the purpose of "pooling" surplus power for emergencies has helped to reduce the number of power failures to date, but the surplus power has been, and for the foreseeable future, will continue to be, considerably less than required to insure a reasonable degree of service continuity in any particular area.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Responsible engineers recognize the continued possibility of regional power failures, commonly referred to as "black outs", and are concerned about their hazards to building occupants. This is a subject of profound consideration by the President's Office of Emergency Planning, the Federal Power Commission, and many other agencies.

The consequences of power failures are well known and the only practicable solution is the provision of reliable stand-by facilities for vital services, including a minimum of emergency lighting, and a minimum of power for elevators to permit the prompt release of passengers who might be trapped in elevators by a power outage, as well as to provide a minimum of elevator service during power outages.

Renewal of plumbing system, Old Building.....$250,000

Under funds, totaling $250,000 provided in the Supplemental Appropriation Act, 1966, the first stage of renewing the 60 year old plumbing system in the three original wings of the Old Senate Office Building has been completed. The work has had to be performed over a 3-year period under a time schedule geared to avoidance of inconvenience to the building occupants and a minimum disruption of service. At the time these funds were provided, the committee was advised of the necessity of conducting the work in this manner.

At that time, the committee was also advised that it would be necessary to perform the overall replacement program in two separate stages -- the second stage to be undertaken following completion of the first stage.

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Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Work Accomplished Under First Stage

Under the $250,000 appropriated for the first stage, all of the water, sanitary, and fire protection piping systems in the basement of the Old Building have been replaced with new equipment; 6 of the 40 pipe risers serving tiers of toilet room facilities on the four floors above the basement have been replaced with new risers; and lavatories, water closets, and other fixtures in toilet rooms served by the 6 risers have been replaced with new equipment.

Work to be Accomplished Under Second Stage

Under the $250,000 requested for 1971 for the second stage, the remaining 34 pipe risers will be replaced; also, the toilet room fixtures, water pipes, waste and soil pipes, and contingent installations associated with the 34 risers serving all floors above the basement level. This will complete all work required for renewal of the entire plumbing system in three original wings of the Old Building, which has been in service since 1909. These are the Wings facing Constitution Avenue, Delaware Avenue, and C Street.

All installation work must be performed by in-house mechanics on time schedules compatible with the activities of the building occupants.

The age and state of deterioration of the plumbing system in the Old Building make the need for these funds, requested for 1971, urgent. The work will be carried forward as quickly as occupancy conditions will permit; but, since it will necessarily extend over a period of more than one year, we are requesting that the $250,000 be made available on a "No Year" basis.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

It may be of interest to state that during the period 1966-1968 the old plumbing system in the Cannon House Office Building, which had been in service since 1908, was completely renewed as a part of the program of remodelling the Cannon Building into 3-room suites.

New Typewriter Desks and Flat-Top Desks.....$ 35,000

The amount of $35,000 represents the second year allotment of a 16-year program of replacement of all the desks in the Old Building -- an initial amount of $38,600 having been allowed in 1970 to commence this program.

From 1956 through 1969 an annual allotment was provided for the purchase of 50 typewriter desks and 10 flat-top desks, in order to fill service requirements in the Old Building. During hearings last year on the 1970 Legislative Branch Appropriation Bill, the Senate Appropriations Committee was advised that in addition to the initial allotment requested for 1970, it was proposed to request an annual amount of $35,000, commencing with the fiscal year 1971, to carry this 16-year program to completion.

Many of the desks in the Old Building are original desks furnished when the building was originally occupied in 1909. Although the desks in the Old Building have been repaired and refinished throughout the years, to such extent as feasible, and replacements made under limited funds available, the point was reached last year where it became necessary to commence a complete replacement program, extending over a 16-year period. Constant complaints are received about the general condition of the

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

desks now in use, many of which are beyond further repair. The furniture repair shop is full, the year around, with furniture waiting to be repaired, but it is impossible to keep up with the wear and tear of the old furniture.

In addition, many of the desks in the New Building, now in use for eleven years, are in need of refinishing, but cannot be taken care of because of the constant backlog of old furniture waiting in the shop to be repaired, the small size of the furniture shop, and the constant heavy demands on the shop personnel. Lack of available space for shop expansion makes employment of additional shop personnel impractical.

The desks to be acquired under the proposed 16-year program are to be purchased through the Federal Supply Schedule.

The amount of $35,000 would provide for the purchase of 50 flat-top executive desks, 34" x 60"; 25 right-compartment typewriter desks, 34" x 60"; and 25 left-compartment typewriter desks, 34" x 60".

Total Increase - NONRECURRING ITEMS.....$421,500

TOTAL ADDITIONS.....(+) $ 531,800

Total Estimate for 1971.....$3,852,500

ANNUAL RECURRING ITEMS

Senator MONTOYA. First, will you highlight briefly the request for the annual recurring items, some of which I note call for rather impressive increases?

MANDATORY ITEMS

Mr. HENLOCK. On page 53, we detail the mandatory items of $79,500, the largest single item being $30,000 for wage board rate increases effective November 2, 1969, which were effective 8 months in the current fiscal year, for which we are asking a supplemental appropriation. The $30,000 is simply to provide for the 4 additional months in the fiscal year 1971.

ANNUAL PAINTING

We have increased our painting allotment, shown on page 54, from $40,000 to $50,000. Of the $10,000 increase asked, $4,000 is to meet a 10-percent increase in painters' wages, including fringe benefits, that have occurred since March 1968, when the $40,000 allotment was established; and $6,000 additional for added painting normally required in election years.

That amount was submitted by Mr. Caraway, based on his experience in election years.

Senator MONTOYA. Added painting what?

Mr. HENLOCK. In an election year, where a greater number of movements normally occur.

Senator MONTOYA. Do you expect a lot of movements this year? (Laughter.)

FURNITURE REPAIRS

Mr. HENLOCK. For furniture repairs, I might say that the increase requested is consistent with the way rise in expenditures has occurred in the past several years. For furniture repairs, we ask to increase that item from $7,500 to $10,000, or a $2,500 increase, and that, as stated, is to meet rising costs. There has been no increase provided under this allotment for the past 10 years.

SUPPLIES AND MATERIALS

We are no longer able to meet deficiencies in this allotment through miscellaneous savings from other sources. For supplies and materials, we have increased that item by $7,000, from $68,000 to $75,000. That is to keep abreast with present expenditure requirements, similar to the increase we requested for Supplies and Materials under the "Capitol Buildings" appropriation. There has been an increase in the cost of lumber, carpentry, cleaning, and similar supplies.

Senator MONTOYA. What would you say the increase in these housekeeping items amounts to percentagewise?

Mr. HENLOCK. We have estimated over 10- to 15-percent overall. We have actually figured about 10 percent to cover the rise.

Senator MONTOYA. To cover the rises over what period of time?

Mr. HENLOCK. For the past several years, we had in 1967 and 1968, $60,000; in 1969, $65,000; in 1970, $68,000. Actually, we had to spend $68,000 in 1967, $68,800 in 1968, and had to expend over $80,000 in

1969. And we will undoubtedly need to spend our full 1970 allotment of $68,000 to meet requirements this year.

Senator MONTOYA. Mr. Caraway?

Mr. CARAWAY. I think increase in Senate personnel has resulted in added requirements, too, Senator.

Senator MONTOYA. I am just trying to compare for the record the increase in the cost of maintenance in this particular item over previous years. Some years it showed a 5-percent increase, as you have stated.

Mr. CARAWAY. I have been going mostly on what we spent over the last 2 or 3 years.

Senator MONTOYA. I think the witness has already stated that.

Mr. CARAWAY. Yes, he has.

MAINTENANCE, AIR CONDITIONING AND REFRIGERATION SYSTEM

Mr. HENLOCK. Under the next item, we are asking $11,300 increase under the air-conditioning and refrigeration allotment; $1,000 of that increase is simply to meet rising costs under the annual allotment of $9,700. Of the balance, a nonrecurring item of $8,500 is requested to replace the major components of the refrigerating units supplying the refrigerated drinking water system in the old building.

The point has been reached where the tubes and other parts through which the refrigerants pass have become corroded to such extent after a good many of years of use, that they now require replacement.

We feel it is of utmost importance to keep the drinking water facilities in good condition.

The other part of the increase is a $1,800 item for small repair parts that are needed for the hot-water heating system in the old building.

REPLACEMENT OF EXTERIOR MARBLE BALUSTERS

Then we come to the nonrecurring items, starting on page 57. We ask $56,500 to replace the exterior marble balusters between the second floor colonades on the Constitution Avenue side of the old building and also above the entrances to the southwest and southeast corners.

Senator MONTOYA. Will you explain what these are?

Mr. CAMPIOLI. We have photographs that will illustrate the conditions which now prevail. These are the balusters in question (pointing), which show the deterioration of the marble. Photographs have been taken at various points along Constitution Avenue and at the two ends of the building. You can see from these photos a state of progressive deterioration.

The moldings at the top of the baluster and at the bottom in some places are hardly recognizable. This elevation drawing shows in red all of the balusters that will be required to be replaced before complete disintegration takes place and some of these balusters and railings fall to the ground.

Senator MONTOYA. Is that caused by the weather?

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. How old are they?

Mr. CAMPIOLI. They are part of the original building that was built and completed prior to 1910, over 60 years ago. For some reason or other, the marble balusters and railings have deteriorated more on the southerly elevation than on any of the other sides of the building. This may be due to weather exposure, moisture infiltration, freezing, or other conditions.

EMERGENCY POWER FACILITIES FOR ELEVATORS

Mr. HENLOCK. The next item is $80,000 to provide emergency power facilities for the elevators in both the new and old buildings.

Might I say we have similar requests under the "House Office Buildings" appropriation and also have them under the "Library Buildings" appropriation. We now have emergency lighting service provided through a diesel generator located in the New Senate Office Building, that will provide emergency lighting, in the case of power failure, in both the Old and New Senate Office Buildings. We do not, however, have such emergency service for elevators.

In order to make sure hereafter that we do have such service for elevators, and particularly being more conscious than ever of the urgency of such need since the national blackout several years ago in the eastern part of the United States, Mr. Rubel has strongly recommended that an allotment be provided to make connections to the existing diesel generator, which has sufficient spare capacity to provide emergency service for the elevators as well, in the case of power failures.

Senator MONTOYA. Is this emergency generating equipment to take care of both the office needs and the elevators?

Mr. RUBEL. Yes, sir. Fortunately, the existing generator is large enough, that is, the machine in the New Senate Office Building, to take care of the emergency lighting in the corridors, stairwells, and other critical areas, so that both buildings can be evacuated safely in the event of a power blackout. It would also take care of bringing elevators, stalled between floors, to the nearest floor and release trapped passengers. Also subsequently to release all of the passengers from stalled cars. There would also be sufficient power to operate three or four elevators continuously, so long as the blackout or other emergency might exist.

I might say the outlook for power blackouts is not improving. The situation may be critical next summer.

Senator MONTOYA. Why do you say that?

Mr. RUBEL. There are many factors involved.

First of all, the country as a whole is using a great deal more electricity than anybody anticipated.

Secondly, the nuclear powerplants are not being completed on scheduled time. Some of them are 5 and 7 years late, which means that there is a shortage in the gross amount of power available.

Transmission lines have not been built to tie systems together to provide for the more reliable transfer of power between regional networks.

This situation, according to the Federal Power Commission, will be with us for at least 5 or 10 years.

Senator MONTOYA. Senator Young?

Senator YOUNG. I would like to go in this elevator business a little later, maybe. But I would like to ask one question at this point.

Elevator service is a rather touchy one with me. How many elevator operators do you have? I notice you list 48.

Mr. CARAWAY. We are short. We employ the operators the committee sends over to us. We always have a shortage of from 18 to 20 operators. We call in substitutes when necessary to take care of the manually operated cars.

Senator YOUNG. Not all the time. These elevators over here on the corner nearest the Capitol are supposed to have operators, and don't have operators half the time.

Mr. CARAWAY. We have to cover the old building, Senator. These are cars over here we can operate without operators. I think the cars in the new building are better off without operators.

Senator MONTOYA. I think you operate them faster without operators.

Mr. CARAWAY. I would rather not have any operators on them in these cars. But in the old building, we have to have operators. But when we are short, we take the operators off here and put them over there in the old building.

Senator YOUNG. If you have a good operator, it makes a lot of difference.

Mr. CARAWAY. I don't think we should have operators on any of these cars in this building. I think you get better service, as the chairman says——

Senator MONTOYA. What about the new elevator that you have there? I thought it was going to be for the Senators. Now everybody is using it.

Mr. CARAWAY. I am waiting to hear from the Rules Committee just what they want to do, Mr. Chairman.

Senator MONTOYA. Every time I get on the Senators' elevator there, which I thought that was supposed to be used to dispatch us down at the bottom, I see staff using it.

Mr. CARAWAY. When you push a Senator's button——

Senator MONTOYA. The staff is doing the same thing.

Mr. CARAWAY. That is something we can't help, Senator, unless we put a man on every floor.

Senator YOUNG. The alternative would be to limit their use to Senators only, unless you had keys or something like judges have.

But I quit using them entirely for about a week. Yesterday I thought I would try them again.

I understood you had one man placed on the basement floor, one on the ground, and one on the first floor to supervise these elevators. I pushed the button on the fifth fioor and a fellow got on after me. And he said, "Are you in a hurry?" I said "Yes." He had already pushed the button for his floor, so we went up to the sixth floor.

Senator MONTOYA. I almost missed a rollcall the other day.

Senator YOUNG. When I came back, the young fellow directed me over to the elevator. A fellow with a whole bunch of luggage got on, going to the first floor. We stopped again.

This is a regular occurrence. It is a farce.

Senator MONTOYA. I just don't want the record to be left up in the air on this, because actually these elevators are to be used by us to get quickly to the Senate floor, specifically during rollcalls. If they were designed for Senators and staff used them we have not accomplished much.

Senator YOUNG. Really, Senators have lost their priority. We used to be able to push a button, or the operator would, and you would go to your floor. Over here, if no Senator is using the elevators, the sign "Senators Only" doesn't mean a thing.

Senator MONTOYA. These boys on the elevators don't recognize a Senator. It is embarrassing to tell him to take you straight up in front of the other people, or straight down.

But I understand the Rules Committee is taking this subject up tomorrow.

Senator YOUNG. Something has to be done.

I will wait for further questions.

RENEWAL OF PLUMBING SYSTEM

Senator MONTOYA. For the renewal of the plumbing system in the old building, you are requesting $250,000 for the second stage in this program. Will these funds complete the project?

Mr. HENLOCK. It will, sir. It will complete the replacement of all the plumbing in the three original wings of the Senate Office Building, that are over 60 years old. We have necessarily geared the replacement program, timewise, to the convenience of the occupants of the building, Senators and staff and others. And that is why it takes from 2 to 3 years to effect each stage of the work.

But we are asking for the full amount required to complete the job, so that we will have available adequate funds to do as much work as can be done in any one period.

Senator MONTOYA. When do you expect a similar renewal program for the fourth wing?

Mr. RUBEL. There will not be any renewal program needed in the fourth wing. You do mean the First Street wing?

Senator MONTOYA. Yes.

Mr. RUBEL. No, sir. That was well done when it was built. It has copper pipes throughout the plumbing system.

Senator MONTOYA. As far as you know, nothing in the foreseeable future?

Mr. RUBEL. Yes, sir; nothing in the foreseeable future.

Mr. HENLOCK. In 1966-68 we renewed the plumbing in the Cannon Building, which is of similar age, as part of the remodeling of that building into three-room suites.

DESK REPLACEMENT PROGRAM

Senator MONTOYA. With respect to the desk-replacement program in the old building, for which you are requesting $35,000 in fiscal 1971, how is this program progressing?

Mr. CARAWAY. The bids have been accepted. We spent, I think, around $30,000 so far.

Senator MONTOYA. Were you able to get very good deals for these desks?

Mr. CARAWAY. Slightly over $300 each on the average, which includes 60 executive and 30 typewriter desks.

Senator MONTOYA. How does that compare with previous prices?

Mr. CARAWAY. Somewhat more. There was a time when we could buy them for less through GSA.

Senator MONTOYA. It is a better desk than what you have been using?

Mr. CARAWAY. Yes and they have center locks which we require.

Senator MONTOYA. Will you provide for the record an itemization of the type of desks contracted for in fiscal 1970 and the number involved and the cost of each?

Mr. CARAWAY. Yes, sir.

(The document follows:)

Quantity	*Description*
60	Desks, wood, traditional, type I—Executive, size —60 inches wide by 34 inches deep by 30 inches high, walnut finish, center drawer lock mechanism, typewriter compartment in left pedestal.
15	Desks, wood, traditional, type II—Secretarial, size 1–60 inches wide by 34 inches deep by 30 inches high, walnut finish, center drawer lock mechanism.
15	Desks, same as item No. 2 above, except with typewriter compartment in right pedestal.

NOTE.—These desks were purchased through open competitive bids for the lump sum price of $30,000 or an average of $333 each. No unit prices are stated in the contract.

LEGISLATIVE LIGHTING SIGNALS

Senator MONTOYA. What is the status of the installation of legislative lighting signals in both buildings, which program was approval last year?

We were led to believe that as soon as the appropriation was approved that within a matter of minutes the lighting signals would be working in every Senator's office. I was led to believe that the preliminary wiring had already been done.

Mr. RUBEL. Mr. Chairman, I have no recollection of such a discussion with respect to time required for the installation.

Senator MONTOYA. I don't know whether it was done off or on the record.

Mr. RUBEL. It is true that the wiring is in the building. In this building, for example, all of the clocks have to be replaced with new clocks. The clocks installed in this building originally do not have a large enough space behind the face of the clock to accommodate all of the electrical and electronic equipment necessary to operate the signal lights. All of the materials have been ordered. Some of the materials are long-delivery items. We are still waiting for them.

We manufacture these clocks ourselves in our electronic shop. About 80 of them for the new building are ready except for items not delivered as of this date. In the old building we are using the present clocks with the wood frames. There is room enough in the old wood cases to install all of the electronic and electrical devices for signal light operation.

Senator MONTOYA. Are they buzzing with the lighting system now?

Mr. RUBEL. No, sir.

There are 400 clocks to be dealt with by our force of five or six employees, who have many other duties to perform.

Senator MONTOYA. Are you in the process of installing some of them?

Mr. RUBEL. We do the assembly work in the Architect's electronics shop. We buy standard clocks. The relays and electronic parts for operating the legislative light signals are installed in the cases of standard clocks. We do the wiring within the clock case. This work involves 100 separate operations for each clock. Once that is done in the clock, it takes 5 minutes to hang it up on the wall and have it in operation.

Senator MONTOYA. How many have you installed so far?

Mr. RUBEL. That clock (pointing) has been here for several years, pending action on previous appropriation requests for signal lights. This morning we installed one in the office of the Appropriations Committee.

Senator MONTOYA. Is that the first one?

Mr. RUBEL. Yes, sir. We are waiting for the parts to come in so that we can complete the work in our shop. All parts were ordered between January 6 and February 10, 1970.

We have had a similar program in progress in the Longworth Building. We have just finished that project. Then, too, the appropriation act carrying funds for the Senate Office Buildings was not approved as a public law until December, which has had an impact on our workload.

Senator MONTOYA. The only reason I am concerned about this is because there have been quite a few Senators who do not hear the buzzer in their own offices, and some of them have actually missed rollcalls.

Mr. RUBEL. Mr. Chairman, I have been concerned about the legislative light signal project in the Senate Office Buildings for more than 5 years. As you will recall, we have asked for this appropriation repeatedly.

Senator MONTOYA. You have had some complaints about the buzzer not ringing, haven't you?

Mr. RUBEL. Yes, sir. That is bound to happen without visual signals. Some people miss the first ring. Consequently they miss the count.

ACQUISITION OF PROPERTY

Senator MONTOYA. Last year, $1,250,000 was included in the bill for the acquisition of land and property in the block to the east of the New Senate Office Building. What is the situation at the present time with respect to that acquisition program?

Mr. HENLOCK. A meeting was held by the Senate Office Building Commission in charge of the project on February 19. At that time they voted to proceed with the acquisition in the same manner as other properties have been acquired in the past on the Senate side and also on the House side south of Independence Avenue; namely, by utilizing the services of the land-acquisition staff of the Department of Justice.

We have been collaborating with them. They are helping to draft appraisal contracts which we will enter into, shortly, on their recom-

mendation. We have been authorized to employ two appraisers. Members of the Lands Acquisition Division have also been negotiating with a title-searching company. After the appraisers' reports are received, or at least well-advanced in preparation, then we have been authorized to ask to have condemnation proceedings instituted, but with the agreement no property will go to condemnation trial until there has been a serious effort made to first negotiate through purchase arrangements.

That would also be handled, as it has been handled in the past, by skilled negotiators in the Department of Justice's Land-Acquisition Division.

Senator MONTOYA. Has any move been made toward negotiation?

Mr. HENLOCK. No, sir. Until the appraisers are employed, which will be shortly, we are not in the position to do that.

But it is being worked out in accordance with the program approved by the Senate Office Building Commission at its meeting on February 19, 1970.

SENATE GARAGE

Senator MONTOYA. The next appropriation is the $80,000 requested for the Senate garage. The justification page will be inserted in the record at this point.

(The justification follows:)

1970 appropriation in annual act	$76,600
Wage Board Pay Supplemental	3,400
Total appropriations - 1970	80,000
Deductions	None
Additions	None
Total estimate for 1971	$80,000

This appropriation provides for the following items:

Personnel Compensation and Personnel Benefits: (same amounts for fiscal years 1970 and 1971)	$73,100
General Annual Repairs: (same amounts for fiscal years 1970 and 1971)	3,500
Supplied and Materials: (same amounts for fiscal years 1970 and 1971)	3,400
Total	$80,000

TOTAL PARKING SPACES AVAILABLE

Senator MONTOYA. Your request contemplates no additional personnel or increased funds for supplies or repairs. Is that right?

Mr. HENLOCK. Yes, sir.

Senator MONTOYA. I would like to have provided for the record, as you have done before, a list of all parking spaces available throughout the Hill complex.

Mr. HENLOCK. Yes, sir. We have that information with us, which we will be glad to put in the record.

(The information follows:)

PARKING FACILITIES, CAPITOL BUILDINGS AND GROUNDS

February, 1970

HOUSE SIDE

	Spaces		
Assigned by the Select Committee on Parking:			
Garage Spaces:			
Rayburn Building Garage	1,663		
Cannon Building Garage	301		
Underground Garages in two Squares south of Longworth and Rayburn Buildings	1,267		
Total garage spaces			3,231
Surface spaces on Plaza, streets, and lots:			
Capitol Plaza curb	42		
Capitol Plaza center	112		
Southeast triangle	32		
Congressional Drive	52		
Southwest Drive	108		
Southeast Drive	30		
East Capitol Street (for Press)	36	412	
Parking Lot No. 1 by Congressional Hotel-	101		
Parking Lot No. 4, triangle south of Rayburn Building	121		
Parking Lot No. 5 (Square 639)	165	387	
Total House spaces on Plaza, streets and lots			799
Visitors parking lot by Congressional Hotel			85
Total spaces - House Side			4,115

SENATE SIDE

	Spaces		
Assigned by the Senate Committee on Rules and Administration:			
New Senate Office Building garage	160		
Senate Garage (formerly Legislative Garage) under fountain west of Old Senate Office Building	182		
Total garage spaces			342
Surface spaces on streets or parking lots, assigned by the Sergeant at Arms of the Senate:			
Capitol Area (reserved spaces):			
Capitol Plaza	173		
Maryland Avenue Drive	50		
Northeast Drive	59		
Northwest Drive	92		
East Capitol Street (for Press)	36	410	
Street Parking (reserved spaces):			
C Street, N.E.	39		
California Street, N.E.	62		
Constitution Avenue	51		
D Street, N.E.	50		
E Street, N.E.	16		
Delaware Avenue, N.E.	87		
First Street, N.E.	40		
Louisiana Avenue, N.W.	85		
New Jersey Avenue, N.W.	32	462	
Parking lots (reserved spaces):			
Lot A, Square 724	100		
Lot B, lower level, Square 724	26		
Lot B, upper level, Square 724	25		
Lot C, Square 724	37		
Lot D, Square 724	39		
Constitution Ave. Lot, Square 725	99		
Second Street, N.E. Lot, Square 725	130	456	
Parking Lot:			
First and D Street, N.E. Square 723 (used for Senate employees on first-come, first-served basis)		405	
Total Senate Spaces on streets and lots			1,733
Total spaces - SENATE SIDE			2,075

SUMMARY

		Spaces
Total spaces available	HOUSE SIDE	4,115
	SENATE SIDE	2,075
GRAND TOTAL - HOUSE AND SENATE SIDES		6,190

PARKING LOT IMPROVEMENTS

Senator MONTOYA. In the bill last year, funds were provided to enlarge the First and D Streets lot. Has that work been completed?

Mr. CAMPIOLI. Yes, sir.

Senator MONTOYA. How many additional spaces did you provide as a result of that work?

Mr. CAMPIOLI. Approximately 100 spaces.

Senator MONTOYA. Additional?

Mr. CAMPIOLI. Yes, sir.

CAPITOL POWER PLANT

Senator MONTOYA. For the Capitol Power Plant, $3,638,300, a net increase of $105,500 is requested.

Pages 85–97 of the justifications will be placed in the record at this point.

(The justification follows:)

1970 appropriation in annual act		$3,512,000
Wage-Board Pay Supplemental		20,800
Total appropriations - 1970		3,532,800

Deductions

Renovations and repairs to structures: Nonrecurring item allowed for 1970, for repairs and other work required to be performed principally on the exterior of the main structure housing the plant equipment, constructed in 1910, to insure preservation of the structure and the equipment which it houses	$225,000	
Survey and study of power plant expansion needs to service the Library of Congress James Madison Memorial Building authorized to be constructed in Square 732, directly east of the Cannon House Office Building	50,000	
Modifications and repairs to steam distribution system; First year allotment under 3-year program, allowed for 1970, for repairs to cross connections and replacement of shut-off valves in steam mains that have been in service, varying from 15 to 30 years	75,000	(-) 350,000
Base for 1971		3,182,800

MANDATORY ITEMS

Additions

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 2, 1969, under the Coordinated Federal Wage System, affecting 87 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1970, and required to be paid at such rates for 12 months in fiscal year 1971 - Additional funds required	27,000

42-807 O - 70 - 13

Additions (continued)

MANDATORY ITEMS (continued)

Within-grade promotions, authorized under the Prevailing Rate system, for Wage-Board employees compensated under such system	$ 5,100
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	1,900
Increased Pay Costs authorized by Public Law 90-206, "Federal Salary Act of 1967": Amount required for fiscal year 1971 to cover cost of pay increases, effective July 14, 1969, to offset 1970 absorption and additional pay period in 1971	4,000
Contribution to retirement fund (under "Personnel Benefits") increased from $58,070 to $63,570, of which $1,500 is required by 5 U.S.C. 8334, covering government contribution to this fund resulting from increased base pay rates and $4,000 from increase of retirement contribution from 6-1/2% to 7-1/2% for Congressional employees, effective January 1, 1970 under amendatory provisions of Section 102 of Public Law 91-93	5,500
Total Increase - MANDATORY ITEMS	$43,500

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS

Purchase of electrical energy - increased from $1,520,000 to $1,625,000.....$105,000

Expenditures under this allotment have been rising annually, due to increased consumption requirements resulting from new construction, alterations and other building and mechanical improvements, improved and additional lighting and power installations, expansion of steam-generating and refrigeration installations, acquisition and installation of extensive computer equipment and extensive use of business machines, and other changes, additions, and improvements required to keep apace with growth in Congressional requirements and other activities in the Legislative Branch.

Several instances of improvements, now in progress, which will add to the electrical load in the fiscal year 1971 are the additional accommodations in the Capitol being provided for operations of the office of the Attending Physician of Congress, including X-Ray facilities; improved lighting being installed in the Longworth House Office Building; placing in service of 3 additional elevators in the New Senate Office Building; increased use of network facilities by Congressional Committees.

The last increase in rates for electrical energy, supplied by the Potomac Electric Power Company for the Washington Metropolitan area, was approved by the Public Utilities Commission, April 22, 1959. The rate then fixed amounted to an average of one and one-tenth cents per kilowatt hour for energy furnished the buildings under the Architect of the Capitol. That rate has obtained, without change, through the 11 year period, April 1959 to February 1970.

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

New Rate Effective February 1970

The Committee was advised, last year, that there was then pending before the Public Utilities Commission a request by the Potomac Electric Power Company for approval of an increase in utility rate charges.

The Utility Company requested a 13 percent increase. This request is now under consideration but, as an interim measure, a temporary increase of 5 percent was approved by the Public Utilities Commission, effective February 1970. Final action on the request for a permanent increase is expected to occur by June 30, 1970.

As a result of the 5 percent increase approved, the cost of electrical energy purchased by the Capitol Power Plant will increase from one and one-tenth cents to one and thirteen-hundredth cents per kilowatt hour, for the last 5 months of the fiscal year 1970, resulting in a deficiency of approximately $45,000.

Anticipated Deficiency, Fiscal Year 1970

In addition to the added cost of $45,000 resulting from the 5 percent increase, present electrical consumption indicates the use of a total of 143,500,000 kilowatt hours for the fiscal year 1970, instead of 138,000,000 kilowatt hours upon which the 1970 appropriation was based, resulting in a further deficiency of $61,000 -- or a total deficiency of $106,000. It may be possible to absorb $46,000 of this cost through savings under other allotments, which would reduce the need for a Supplemental appropriation for the fiscal year 1970 from $106,000 to $60,000.

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

Estimate, and Anticipated Cost, Fiscal Year 1971

The 1971 Budget includes request for $1,625,000 for purchase of electrical energy, based on the purchase of 148,000,000 kilowatt hours at one and one-tenth cent per kilowatt hour. This estimate was prepared last Fall, prior to the February 1970 increase, and was predicated on a more conservative consumption rise than is now occurring.

Present indications are that consumption requirements in the fiscal year 1971 will be close to 152.000,000 kilowatt hours.

The reforecast from 148,000,000 to 152,000,000 kilowatt hours at the old rate of one and one-tenth cents per kilowatt hour amounts to an increase of $44,000. The 5 percent increase granted as a temporary rise, if computed for the fiscal year 1971, amounts to another $83,000. If, as more likely, a permanent increase of 10 percent is approved by the Public Utilities Commission, July 1970, then, instead of $83,000 the 1971 estimate would require an upward adjustment of $166,000 due to this rise in rate.

A reforecast of funds required for purchase of electrical energy for the fiscal year 1971 therefore indicates the need for an amount, varying from $127,000 to $210,000, over and above the total of $1,625,000 requested in the 1971 Budget.

However, since the amount required to be added is indeterminate at this time, no modification is being made in the 1971 budget submission at this time. Instead, it is proposed to request such additional amount as may be required in a Supplemental Appropriation, after more accurate figures are available for consideration.

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

Comparative Kilowatt Hour Consumption and Costs, Fiscal Years 1965 to 1971

Fiscal Year	Kilowatt Hour Consumption	Expenditure for Electrical Energy
1965	93,867,907 KW hrs.	$ 1,052,573
1966	112,801,545 KW hrs.	1,244,868
1967	119,562,905 KW hrs.	1,332,771
1968	128,679,892 KW hrs.	1,415,775
1969	135,161,243 KW hrs.	1,487,713
1970	143,500,000 KW hrs.	1,626,000 (Est.)
1971	152,000,000 KW hrs.	(1,750,000-(Min. Est.)
		(1,835,000-(Max. Est.)

Buildings Supplied with Electrical Energy

Since 1951, all electrical energy required for the Capitol, Senate and House Office Buildings, Library of Congress Buildings, Senate Garage, Capitol Power Plant, U. S. Supreme Court Building, and Capitol Grounds street, park and flood-lighting systems has been purchased from the Potomac Electric Power Company and paid from annual appropriations for the Capitol Power Plant, at rates negotiated by the General Services Administration for use throughout the Washington Metropolitan area by Government agencies.

Fuel - increased from $532,000 to $624,000.....$ 92,000

Coal and fuel oil are procured under this allotment. The 1971 estimate provides for procurement of the same quantity of coal as allowed for 1970 (33,000 tons), and the same quantity of fuel oil as allowed for 1970 (2,600,000 gallons). The increase of $92,000 results from increase in rate per ton for coal and rate per gallon for fuel oil, explained as follows:

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

Coal

The 1970 appropriation was allowed on the basis of 33,000 tons at $10.45 per ton -- a total of $345,000. The 1971 estimate is based on 33,000 tons at $13.00 per ton -- a total of $429,000, or an increase of $84,000 over the amount allowed for 1970.

Coal for the Capitol Power Plant is purchased through the Federal Bureau of Supply, General Services Administration, under authority of Public Law 152, 81st Congress, as amended. Bids for fuel are received in April or May each year by that Bureau and the fuel is contracted for with a provision in the contract allowing for changes in wage and freight rates. About half of the coal now being used at the Plant comes from Coal Mountain No. 12 and the other half from the Cedar Grove and Chilton mines, both of the Island Creek Sales Company, and is shipped from Coal Mountain and Monclo, West Virginia. It is a nut and slack coal.

At present, 60 percent of the total steam output is produced by coal-fired equipment.

The contract, now in effect, provides for a cost of $12.20 per ton, as compared to $10.45 the year before. The 1971 estimate, based on $13.00 per ton, is considered a conservative figure.

Fuel Oil

The 1970 appropriation was allowed on the basis of 2,600,000 gallons at seven and two-tenth cents per gallon -- a total of $187,000. The 1971 estimate is based on 2,600,000 gallons at seven and one-half cents per gallon -- a total of $195,000, or an increase of $8,000 over the amount allowed for 1970. The fuel oil for the Plant is also purchased through supply

Additions (continued)

OTHER INCREASES - RECURRING ANNUAL ITEMS (continued)

schedules of the Fuel Branch, General Services Administration. The 1971 estimate is considered a conservative figure.

At present, 40 percent of the total steam output is produced by oil-burning steam generators.

Total Increase - RECURRING ANNUAL ITEMS.....$197,000

OTHER INCREASES - NONRECURRING ITEMS

Modifications and repairs to steam distribution system.....$ 90,000

For 1970, $75,000 was allowed, as an initial allotment under a 3-year program, for replacement of shut-off valves and repairs to cross connections in the steam distribution system, many of which have been in service from 15 to 30 years and have reached the point where repairs and replacements can no longer be deferred without impairment to the services furnished by the Capitol Power Plant.

As the Committee was advised last year, the amount requested under each of the 3-year allotments is controlled by the amount of work that can be scheduled for performance without interruption to service, in specific critical areas. The estimated cost of the work required to be performed in the fiscal year 1971 amounts to $90,000. This is work that should not be deferred, in view of the fact that the service supplied by the Capitol Power Plant through these mains is indispensable for occupancy of the buildings which they serve.

OTHER INCREASES - NONRECURRING ITEMS (continued)

For purposes of record, the following pertinent information with respect to the vital importance of these mains, furnished to the Committee last year, is repeated in this year's justifications.

The backbone of the Capitol Power Plant's underground steam distribution system is a dual pipeline about 1-1/2 miles long, starting at the Capitol Power Plant located at E Street and New Jersey Avenue S.E., and terminating at the Government Printing Office located at North Capitol and G Streets, N.W. This trunkline for the transportation of high pressure steam has several branch connections along its route to provide steam service to the Library Buildings, the Folger Library, the Supreme Court Building, the Senate Office Buildings, the City Post Office adjacent to the Union Station, and also the Government Printing Office. The pipe sizes in the trunkline vary from a maximum of 16 inches in diameter at the Capitol Power Plant to 14 inches in diameter at the Government Printing Office. These two parallel pipes are commonly called steam mains.

Normally only a single pipe is used to transport the steam from the Power Plant to the consumer buildings. The second pipe is a standby main, normally always available to provide continuous service in the event of a failure in the so-called hot pipe. In other words, one of the dual steam mains normally is "hot" and the other main normally is "cold".

This flexible design permits the tunnel maintenance crew to make repairs on the cold pipe with the hot pipe in service, and without interrupting the service to any building.

Since each building can be served with steam from either of the two steam mains, a so-called crossover station must be available at the entrance to each building to permit the

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

expeditious transfer of the building service connection from one main to the other main by the manipulation of several stop valves. Such valves must be capable of being closed tight to prevent backfeeding of steam from the hot main to the cold main. If these critical stop valves do not function properly and an attempt is made to repair the cold pipe, the safety of the personnel performing the work can be endangered by exposure to leaking high pressure steam and/or hot condensate. Therefore it follows that improper functioning of the stop valves in the crossover stations defeats the flexibility provided in the original design of the system.

Some of the existing stop valves in crossover stations have been in continuous service for over 30 years. As the result of constant exposure to heat, moisture, and the eroding effects of high velocity steam flow, the seats of the valves have deteriorated and they are no longer capable of providing tight shutoff. Consequently when repairs must be made by the tunnel crew, the work must be accomplished with extreme caution to avoid accidental exposure to the harmful effects of high pressure steam and hot condensate. Furthermore, the valve stem packings must be renewed occasionally under less than ideal conditions.

Although used valves can be repaired by adequately equipped machine shops, we have determined that the cost of such repairs is only slightly less than the cost of a new valve. Therefore it is our recommendation that all old valves be replaced with new products having a useful life of another 30 years.

Relocation and replacement of steam distribution mains and pressure reducing valve stations and other work within the Capitol Power Plant.....$ 90,000

The need for this work, required to be performed within the Main Capitol Power Plant building housing the steam-generating equipment, is explained, as follows:

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

The present generating steam pressure of the boilers at the Capitol Power Plant is 200 pounds per square inch. This high-pressure steam is collected from the boilers in two steam mains running in a north-south direction for almost the entire length of the North and South Boiler Rooms. Steam is conveyed to the building distribution systems by means of piping systems which connect to the steam mains near the mid-point of the North and South Boiler Rooms, through pressure reducing valve stations located along the east and west walls of the North Boiler Room and, from there, to the respective distribution tunnel piping systems.

New equipment has recently been installed in the North Boiler Room under a Power Plant Expansion program, including 4 oil-fired steam generators and a highly efficient water treatment plant. In order to provide better access for safe maintenance to the recently installed equipment as well as facilitating maintenance work which must be performed annually on the pressure reducing valve stations and existing stop valves, it is requested that funds be allowed for 1971 for installation of new steam distribution tunnel supply mains at the northern end of the North Boiler Room, where provisions have been made for the connection of new tunnel supply mains and better access exists for maintenance work required. The existing pressure reducing valves would be relocated and incorporated in the relocated mains. The necessary engineering and design work will be performed by members of the Architect's staff. Field work will be performed under contract.

Repairs to chimneys.....$ 30,000

The two radial brick chimneys at the Capitol Power Plant have recently been inspected and results of that inspection indicate that repairs must be made to prevent

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

progressive damage. These chimneys are 174 feet in height and 11 feet in diameter at the top. The chimneys are over 60 years of age, having been a part of the original plant construction in 1910. They were cut down from 212 feet to 174 feet in 1952.

The inspection made revealed defects in the internal lining at the uppermost portion of the chimneys, including several cracks in the brickwork and the loss of anchorage in the metal banding at the top.

These chimneys were last repaired in 1966. Due to the normal effects of corrosive gases discharged to the atmosphere through the stacks and expansion within the chimneys, resulting from thermal stresses associated with elevated flue gas temperatures, it is a prudent procedure within the industry to repair chimneys periodically as required.

In order to prevent further deterioration, resulting in more costly repairs, it is urgently recommended that funds in the amount of $30,000 be allowed for 1971 to repair the existing deficiencies. This work will be performed under contract by specialists in chimney repairs.

Installation of additional protective relays for refrigeration equipment.....$ 5,000

The eight refrigeration machine electric motor-drives at the Capitol Power Plant are presently protected by current limiting relays of the instantaneous type. These existing protective relays must necessarily have a "trip setting" sufficient to allow the normal starting current (which is approximately 5 times the full load current rating) to energize the motor-drives.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

To provide additional protection for these large motor-drives (six 2500 horsepower and two 1250 horsepower), it is recommended that $5,000 be allowed for 1971 for purchase of 24 thermal relays, for installation by maintenance personnel. The thermal relays will provide the motor-drives with over-current protection at full load rating. In view of the advancing age of this expensive machinery, the additional automatic protection proposed assumes greater significance.

Accordingly, a non-recurring appropriation, in the amount of $5,000, is requested to provide this additional protection.

Total Increase - NONRECURRING ITEMS	$215,000	
TOTAL ADDITIONS		(+) $ 455,500
Total Estimate for 1971		$3,638,300

PURCHASE OF ELECTRICAL ENERGY

Senator MONTOYA. Regarding your request for an additional $105,000 for the purchase of electrical energy, please comment on this and specify whether you will have to request supplemental funds for both fiscal years 1970 and 1971.

Mr. HENLOCK. Mr. Chairman, Mr. Rubel, I am sure, is prepared to enlarge upon my remarks in any way you wish.

Just briefly, the purchase rate per kilowatt-hour remained fixed at an average of 1 1/10 cents per kilowatt-hour from 1959 until this past February, when a temporary increase of 5 percent was granted by the Public Utilities Commission. That increase is now being reconsidered, under a request for a permanent increase. The local public utility is requesting a 13-percent permanent increase. Mr. Rubel would not be surprised if it winds up with approval of a 10-percent permanent increase, effective this coming July.

Therefore, the estimate for 1971 we put in the budget last fall and which we have not changed, is not based on any increased rate costs, but on increased consumption, which has been rising on a fairly steady and uniform level from year to year over the past 5 or 6 years, as shown on page 90 of the justifications.

SUPPLEMENTAL FUNDS REQUIRED

But we do know, as stated on page 88, that we will require a supplemental appropriation of between $60,000 and $75,000, at least, for the fiscal year 1970, in order to pay this 5-percent increase since February, which amounts to about $45,000, plus funds for additional consumption.

Consumption has been greater this year than anticipated, which, when added to the $45,000 deficiency, would make for around a $106,000 supplemental appropriation need; but Mr. Rubel feels we may make some savings on fuel, which, if applied, may reduce the deficiency to around $60,000 to $75,000.

Incidentally, might I say, we were requested today by the House committee staff to submit whatever we need in the way of a supplemental request to the Bureau of the Budget this coming week or, preferably, during the remainder of this week.

The point we want to stress is that our figure in the 1971 budget is not realistic, because it does not include either the 5-percent increase that has occurred since the estimate was submitted, or a 10-percent increase more likely to be approved.

Senator MONTOYA. You will have to ask for another supplemental, then?

Mr. HENLOCK. We suggest that, based on the 5-percent increase which we know is definite up to this point, we submit a budget amendment for 1971 to cover that amount, and then anything in excess of that amount, which may be approved at a later date, we would ask in a supplemental appropriation bill next year.

If there is anything about the operation of the plant, such as fuel use and matters of that nature, Mr. Rubel is prepared to discuss such matters.

INCREASE IN FUEL COSTS

Senator MONTOYA. I would like to have Mr. Rubel's comments on the increase for coal and fuel oil.

That is reflected in this item, isn't it?

Mr. RUBEL. Yes, sir. The increase does not reflect a greater usage of coal. We are now using a greater proportion of fuel oil than in past years. There are several reasons for that circumstance.

Senator MONTOYA. Are the fuel costs less?

Mr. RUBEL. Fuel costs are going up, particularly for coal. We were one of the first plants to adopt the use of low-sulfur-content bituminous coal to foster the air-pollution program. In fact, we started in 1967, before air pollution regulations were promulgated.

ASH CONTROL

Senator MONTOYA. What are you doing about containing the ash?

Mr. RUBEL. We took care of that in 1950, when the plant was designed. The modernized plant was properly equipped to remove as much as possible of the emissions, that is, the particulate emissions. In fact, we remove about 98 percent of the particulate emissions by the use of mechanical dust collectors and electrostatic precipitators installed at the time the plant was rebuilt, between 1950 and 1954.

AIR POLLUTION CONTROL

So as far as air pollution abatement is concerned, our plant has a very good record. In fact, it is the model plant around here, according to the District Government smoke inspectors. There are unavoidable gaseous emissions, like sulfur dioxide and the oxides of nitrogen, that are not visible but are discharged into the atmosphere. The amount of sulfur dioxide that is emitted to the atmosphere can be controlled to some extent by using fuels that have low-sulfur content.

That is why in 1967 we started buying a premium-priced coal with relatively low sulfur content. The cheaper coals have 1.5 to 2 percent sulfur content.

Fuel oil, in the past, has had 2½ percent sulfur in it. That fuel has been one of the offenders insofar as sulfur dioxide emission is concerned.

The petroleum industry, in view of the publicized air-pollution program, is reducing the sulfur in the oil. It was reduced to 1 percent, beginning July 1, 1969, by blending diverse grades of residual oils.

Senator MONTOYA. HEW has entered into a research contract with a company on the coast, which company have preliminary research—which has come up with a combustion type of process which burns garbage and other solid wastes, and you can put a generating type of plant into it, that is part of it, and it contains all the waste including the fumes.

Mr. RUBEL. It sounds very interesting.

Senator MONTOYA. It is very feasible.

Mr. RUBEL. But not yet generally available.

IMPACT OF MADISON LIBRARY ON CAPITOL POWER PLANT

Senator MONTOYA. It is not available yet. But the early research indicates that it is feasible.

What will the new Madison Library do to the fuel or electricity requirements and to this budget?

Mr. RUBEL. I made a report on that subject last year, sir. As I recall, the impact of the Madison Memorial Library on the cost of purchased power, fuel and miscellaneous items was in the neighborhood of $750,000 a year.

Senator MONTOYA. That is what it will require?

Mr. RUBEL. Yes, sir. That takes care of the air-conditioning and heating. The refrigeration for air-conditioning is provided by the Capitol Power Plant, where the bulk of electric power is consumed. That report appeared in last year's hearings.

PAYMENT OF UTILITY BILLS FOR LEASED BUILDINGS

Senator MONTOYA. Do you have any way to pay your utilities on the present buildings that the Library of Congress leases?

Mr. RUBEL. We have nothing to do with that, sir. The Library of Congress makes those arrangements.

Senator MONTOYA. Yes, I know. But do they pay utility bills on that?

Mr. RUBEL. I presume they do. I am not familiar with the terms of their rental agreements. Some of those buildings are rented from private owners, and others are rented through GSA, as I understand it.

Senator MONTOYA. We are trying to save some rental by building the Madison Library extension, some rental that approximates $2 million a year. If we are going to add $750,000 to the fuel bill which we are not paying now, then that constricts the amortization feasibility of the building.

IMPACT OF MADISON LIBRARY ON CAPITOL POWER PLANT

Mr. HENLOCK. Mr. Rubel refers to page 301 of the Senate hearings of last year, in which he stated the estimated cost for purchase of electrical energy for the Madison Library as $362,200; of electrical energy to operate additional refrigeration equipment at the plant required by the proposed new building, $242,800; purchase of refrigerants and other items required at the plant and for the chilled water distribution system, $39,000; and additional fuel for supplying the new building with steam from the plant, $87,000; which make up the total $729,000 figure to which Mr. Rubel referred.

Mr. RUBEL. Mr. Chairman, I would like to mention that those figures were developed a year ago and they do not take into consideration the latest increases in fuel and electric power costs.

Senator MONTOYA. I assume that. But your figure now is $800,000.

Mr. RUBEL. Only for the Madison Memorial Library?

Senator MONTOYA. No, for electrical energy and the other utilities to service the Madison Building. Is that what your figure was?

Mr. RUBEL. My figures were developed a year ago, sir, for the impact of the Madison Memorial Library Building.

Senator MONTOYA. So it would be more now?

Mr. RUBEL. Yes, sir. The price of coal in the past year has gone up from $10.05 to about $11.50 a ton. Next year it may be $15 a ton.

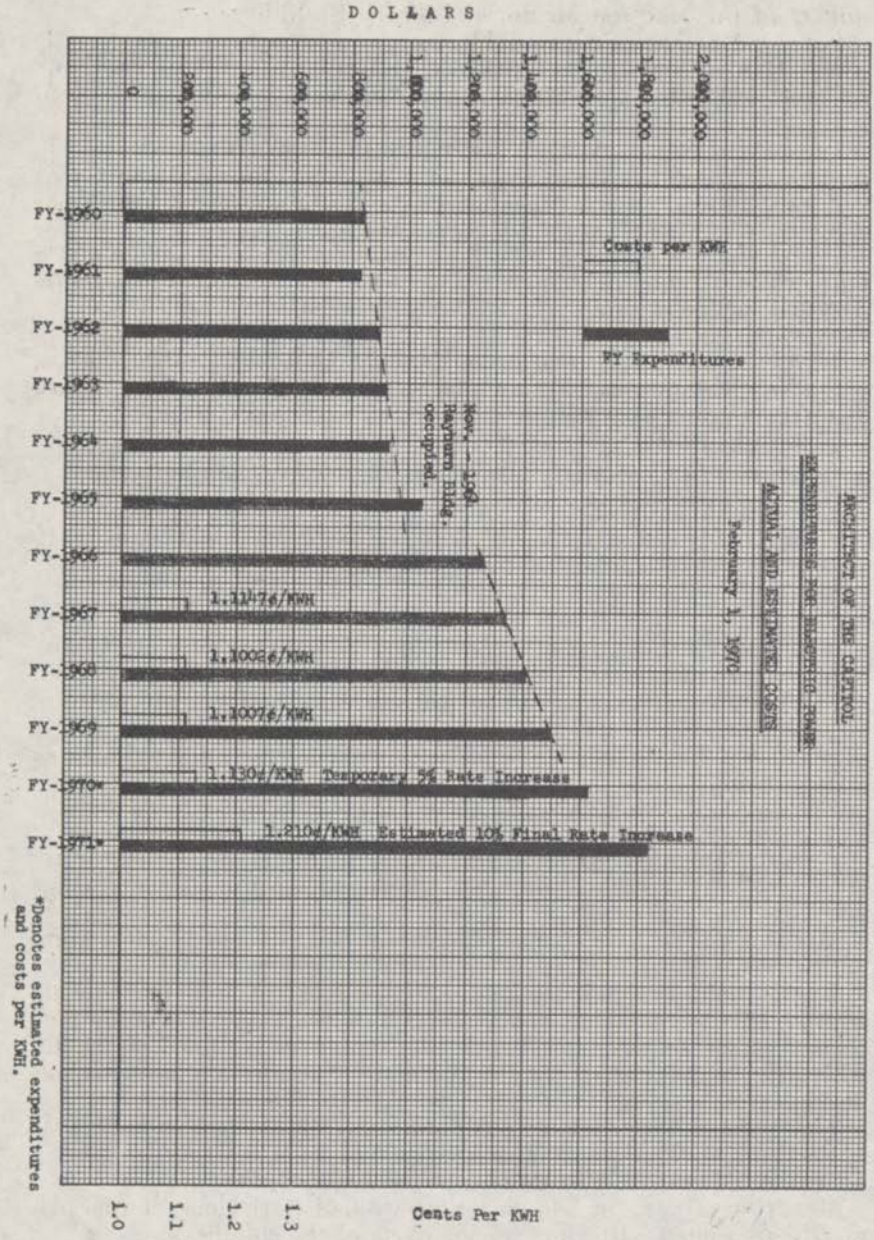
EXPENDITURES FOR ELECTRICAL ENERGY

Senator MONTOYA. I would like to have a table showing the expenditures for electrical power put into the record.

Mr. RUBEL. This graph, which I present for the record, is interesting because it shows a change in the rate of increase in recent years. You will notice the rate was much flatter in earlier years than in recent years.

We had a big increase when the Rayburn Building was occupied in 1964. Now the rate of rise is much steeper. The fact is that we are using more power each year.

(The table follows:)


DOLLARS
0
200,000
400,000
600,000
800,000
1,000,000
1,200,000
1,400,000
1,600,000
1,800,000
2,000,000
FY-1960
FY-1961
FY-1962
FY-1963
FY-1964
FY-1965
FY-1966
FY-1967
FY-1968
FY-1969
FY-1970*
FY-1971*
Costs per KWH
FY Expenditures
New - 300 Payment Bldg. occupied.
1.112¢/KWH
1.100¢/KWH
1.100¢/KWH
1.130¢/KWH Temporary 5% Rate Increase
1.210¢/KWH Estimated 10% Final Rate Increase
ARCHITECT OF THE CAPITOL
EXPENDITURES FOR ENERGY RWMR
ACTUAL AND ESTIMATED COSTS
February 1, 1970
1.0
1.1
1.2
1.3
Cents Per KWH
*Denotes estimated expenditures and costs per KWH.

NONRECURRING ITEMS

Senator MONTOYA. You have two nonrecurring items at $90,000 each. Will you explain these?

REPAIRS TO STEAM DISTRIBUTION SYSTEM

Mr. HENLOCK. Last year you approved $75,000 as a part of a 3-year program to make urgent replacement of shutoff valves and other equipment in the steam distribution lines, extending from the Power Plant to the Government Printing Office, a distance of a mile and a half or more. They have been in service, 15 to 30 years, and require replacement now.

The amount asked for 1971 would continue the program and is, in Mr. Rubel's judgment, urgent for maintenance of steam distribution service—affecting all of our buildings on Capitol Hill and others served by the plant.

RELOCATION AND REPLACEMENT OF STEAM MAINS AND VALVE STATIONS AT PLANT

Senator MONTOYA. Do you consider the second request, namely, to replace the mains and other things in the plant, to be an urgent one?

Mr. RUBEL. Yes, sir.

Senator MONTOYA. Is this something that could be deferred?

Mr. RUBEL. It is creating a difficult condition at the plant, Mr. Chairman, because we recently installed a new water treatment system, which has created a crowded condition in the area of certain pressure reducing valves. I would not like to see it deferred. I consider it urgent because it is difficult for men to work in the congested area as it now exists.

REPAIRS TO CHIMNEYS

Senator MONTOYA. Please discuss the remaining two items, the repairs to the chimney and the additional protective relays for refrigeration.

Mr. RUBEL. We have two brick chimneys, each about 175 feet high, built in 1907. They have been in continuous service since 1910.

Brickwork which is put together with mortar requires periodic attention, such as pointing and remortaring. Such operations are performed on the exterior brickwork. The chimneys are lined internally where the temperatures are 300° or more. Such linings do wear out periodically.

This request has primarily to do with the replacement or the repair of the linings of the two chimneys.

Senator MONTOYA. You do this periodically, don't you?

Mr. RUBEL. Yes, sir. The last time we had work done, it was primarily associated with the exterior parts of the chimneys.

Senator MONTOYA. Do you do it on the inside, too?

Mr. RUBEL. If we are allowed this appropriation, the majority of work will be done on the inside of the chimneys. It is essential to have it done soon.

RENOVATION OF EXTERIOR OF BUILDINGS

Senator MONTOYA. Has the major renovation work for which $225,000 was approved last year been completed? This was on the exterior of the main structure.

Mr. RUBEL. No, sir; this work has not been completed. The drawings and specifications are being prepared. We had to give priority to the work in the steam tunnels to expeditiously correct some unsafe conditions. The contract for part of the work in the steam tunnels, for which the money was appropriated last December, was awarded last week.

We have a limited engineering force working on all of these projects. We must allocate their time according to the urgency of the needed improvements.

Senator MONTOYA. Are you expending the full $225,000 this year?

Mr. RUBEL. No, sir. That is a 2-year program, sir. The $225,000 appropriation was allowed for 2 years.

Senator MONTOYA. So it will be a carryover.

Mr. HENLOCK. The money you appropriated last December was made available to June 30, 1971.

Senator MONTOYA. But you have no contract on this yet?

Mr. RUBEL. No, sir.

POWER PLANT EXPANSION STUDY

Senator MONTOYA. What conclusions were reached as a result of of the study funded last year concerning Power Plant expansion needs in order to provide service to the Madison Library buildings?

Mr. RUBEL. Mr. Chairman, some events have taken place since last August, primarily having to do with air pollution, noise abatement, and water pollution, which make me believe that we had better expand the scope of the survey and study and not restrict it to the needs of the Madison Memorial Library Building. In my opinion, the study should now cover the questions of noise, air pollution, and water pollution, as well as the expansions needed for the Madison Memorial Library Building.

We have received a signed petition from 100 residents that live within one block of the Capitol Power Plant, complaining about dirt and noise. We have also received a report that was prepared by the HEW stating, in substance, that the Power Plant was excellently designed, very well equipped, and operated expertly. It also states that we have all the equipment necessary to reduce the pollution of the atmosphere. Nevertheless, it concludes by stating that we had better stop burning coal and oil and convert to the use of natural gas.

Senator MONTOYA. Wasn't that a self-serving declaration by one member of the family in behalf of another?

Mr. RUBEL. I wouldn't know, sir.

Mr. HENLOCK. Mr. Chairman, Mr. Rubel prepared and submitted to the House Appropriations Committee earlier this month, for the record, three lengthy statements on this subject as related to the plant—air-pollution control, future plans for the plant, natural-gas availability, and other related considerations

Do you wish the same pages put in the record of your hearings?

Senator MONTOYA. Yes.

(The statements follow:)

AIR POLLUTION AND ITS CONTROL AS RELATED TO UNITED STATES CAPITOL POWER PLANT

Factors contributing to air pollution

The kinds of air pollution prevalent to-day are by-products of many of the most important trends of our way of life. Rising demands for products, services, and energy; advancing technology; growing population; and increasing urbanization all are contributing factors. The pollution resulting from the combustion of gasoline, diesel oil, kerosene, coal, fuel oil and natural gas make up the bulk of the annual total pollutant emissions in this country. It is reported that automobiles and other forms of transportation discharge about 60 percent of the total pollutant emissions in the United States. Power plants presumably discharge about 14% of the total emissions in this country. Assuming that the previously-quoted percentages are reasonably accurate, the balance of 26% includes pollutants emitted by industrial plants, refuse disposal plants, and a wide assortment of heating plants in public buildings, commercial buildings, hospitals and residences.

Nuclear electric-generating plants do not pollute the atmosphere but they do cause undesirable thermal pollution of harbors, rivers and streams. Furthermore, the disposal of their radioactive wastes is troublesome.

Excavations for building foundations, freeways, utilities and the like also pollute the air with particles of dirt and dust that create a nuisance for residents in the immediate vicinity of such operations. The circulation

of ordinary street and highway dust by vehicular traffic and high winds is another factor that is seldom, if ever, mentioned by pollution abatement specialists.

Transportation emissions are discharged to the atmosphere from the exhaust pipes of automobiles, trucks, buses, locomotives, construction machinery and aircraft engines. Emissions from steam-powered electric-generating plants are discharged from smoke stacks (chimneys) with heights varying from 150 feet to 800 feet. Diesel-electric plants usually discharge their emissions at relatively low altitudes through exhaust pipes or stacks.

By-products of combustion

The by-products of combustion differ significantly for the several types of fuels heretofore mentioned. For the layman they can be generalized as (1) particulates and (2) noxious gases. Particulates are minute suspended particles which may or may not be visible, depending on their size, degree of concentration, or both. All noxious gases are invisible. Water vapor sometimes emitted by smoke stacks may or may not be visible, depending on physical conditions in the locality. Such emission is harmless. The more popular term "smoke" applies to products of combustion rendered visible by the presence of small particles of unburned carbon which finally settle as soot. A well designed, properly maintained and expertly-operated coal or oil burning plant does not emit smoke. Nevertheless, such plants do emit particulates and noxious gases in varying degrees of magnitude depending upon the efficiencies of the fuel-burning units and the flue gas control equipments associated with the fuel-burning units.

Particulate emissions

Particulate emissions from the stacks of coal-fired units consist primarily of carbon, silica, alumina and iron oxide in the fly ash. All but the smallest of the submicron particles of fly ash can be removed by control equipment (dust collectors and electrostatic precipitators) before flue gases are discharged to the atmosphere. What has been done at the Capitol Power Plant to minimize the discharge of particulates is described hereinafter.

Because fuel oil has a significantly lower ash content than coal (normally in the ratio of 1 to 100), equipment for the control of fly ash emission is not generally used in oil-fired installations. For all of the steam generating units at the Capitol Power Plant and the premium fuels burned therein, it can be demonstrated arithmetically that for equal heat inputs (British thermal units) the fly ash emission from the oil-fired units without particulate emission control is approximately equal to the fly ash emission from the emission-controlled coal-fired units. Consequently, the high cost of particulate emission control equipment, other than smoke recorders, could not be justified for the oil-fired units at the Capitol Power Plant.

Noxious gases

The invisible noxious gases emitted by coal and oil-fired steam generating plants include, among other compounds, significant quantities of oxides of sulfur and oxides of nitrogen, and some carbon monoxide. It is the opinion of scientists and other knowledgeable persons that the presence of such gases in the atmosphere is harmful to humans, plants,

animals and materials. Combustion of natural gas yields comparable quantities of oxides of nitrogen, but the production of fly ash and sulfur oxides is very low by comparison with solid and liquid fuels. Prior to the introduction of the 1968 models, automotive vehicles emitted large volumes of carbon monoxide, a gas that may be lethal at relatively low concentrations. Devices included in newer models are providing some relief for this major source of contamination. Automotive vehicles emit insignificant quantities of sulfur oxides or particulates.

Control of particulate emissions

Air pollution abatement agencies concerned with steam-generating plants appear to be concentrating their efforts on the control of particulate and sulfur oxide emissions. Although such plants burning coal, residual fuel oil or natural gas emit substantial volumes of nitrogen oxides, little, if anything, is found in the literature on the control of such emissions. It is conceded, however, that nitrogen oxides also are harmful to humans, plants, animals and materials. Furthermore, nitrogen oxides produced by stationary and vehicular sources of combustion apparently contribute to photochemical smog.

As previously stated, controls are available for particulates. They include mechanical dust collectors, electrostatic precipitators and smoke recorders. Such devices have been in use in large steam generating stations for 40 years or more. Unfortunately there are presently no fully-tested

commercially-available systems for the control of sulfur and nitrogen oxides yielded by fuel combustion. The emission of sulfur oxides can be controlled to a limited degree by the use of fuels having a low sulfur content. However, low-sulfur-content coal is available only from a few mines and the increased demands manifested in 1969 as the result of the anti-pollution program already is restricting its supply. During the past few months the Capitol Power Plant has been compelled to use three of its four oil-fired steam generators and only one of the three coal-fired steam generators for this reason, whereas ordinarily the coal-fired steam generators would be used exclusively during the heating season. During the past two years the petroleum industry fortunately has seen fit to reduce the sulfur content of residual fuel oil from 2-1/2% to 1%, thus making the sulfur oxide emissions for both coal and fuel oil reasonably comparable.

Pollution from coal-and oil-burning plants

It cannot be denied that all coal and/or oil burning plants do pollute the atmosphere in varying degrees depending upon the apparatus utilized and the operational precautions employed to minimize objectionable smoke stack emissions. Furthermore, repetitive but brief operations such as soot blowing, rapping of precipitator electrodes and starting up of cold furnaces, all of which produce smoke for short periods of time, are unavoidable in the operation of such plants. Also, equipment malfunctions and inadvertences on the part of operating personnel will occasionally result in smoke emissions. All of these circumstances have long been known to the engineering profession.

An authoritative college test titled "Fuel and Gas Analysis", published in 1920, states in the introduction of Chapter IX that:

> "The estimation of particles held in suspension in gases is daily becoming of greater importance on account of legal restriction on pollution of the air and on account of insistence on closer control of industrial operations by manufacturers."

Foresight in plant changes

The former Architect of the Capitol, David Lynn, and the consulting engineers engaged by him in 1950 to design enlarged steam-generating facilities for the Capitol Power Plant as part of a major changes and improvement program authorized by the Congress were cognizant of the effects of air pollution. Consequently they included in their design every available means capable of providing virtually smokeless combustion and minimal pollution of the atmosphere. The practices they employed in 1950 are still used in well-designed new plants.

As indicated in the previous paragraph, the new coal-fired steam generators placed in operation at the Capitol Power Plant were at that time selected and equipped in anticipation of the problem facing the Nation today. To attain the objectives desired by the Architect, spreader-type stokers, mechanical dust collectors, electrostatic precipitators and smoke recording devices were included in the contract specifications prepared in 1950 - 1951. The mechanical dust collectors and electrostatic precipitators operating in series were designed to remove 98.5% of the particulate matter from the products of combustion generated in the furnaces of these steam generators. Clinkers and ashes discharged from the grates of the spreader stokers are collected in closed hoppers and conveyed to the ash silo by a dust-tight ash disposal system. The same ash

disposal system is used for removing the residue from the hoppers associated with the mechanical dust collectors and the electrostatic precipitators.

The newer oil-fired steam generators placed in operation in 1965 are equipped with the most sophisticated available fuel-burning equipment so as to insure virtually perfect combustion when properly operated. Because the ash content of residual fuel oil is insignificant, no mechanical dust collectors or electrostatic precipitators were provided in this installation.

In 1967 a closed-circuit television system, with cameras trained on the stack outlets, were installed to provide constant surveillance of visible stack emissions. Television monitors are located on the operating floor of the boiler room and in the Chief Engineer's office. The psychological effect on the operators has been gratifying.

HEW Air pollution report

In a report titled "Report on Air Pollution - Capitol Power Plant - Washington, D.C." published on August 22, 1969 by the Commissioner, National Air Pollution Control Administration, the following statement appears on Page 1:

> "Because of its location, air pollution from the plant was found to be a problem even though the plant is well equipped, well operated, and well maintained, and even though it complied with present Federal and local air pollution control regulations and recommendations."

Also the smoke inspectors for the District of Columbia repeatedly have made complimentary statements concerning the efficient operation of the Capitol Power Plant. In their opinion the Capitol Power Plant is a model for emulation by other large installations in the District.

Another statement appearing on Page 3 of the HEW report reads as follows:

> "For the types of fuel burned the Capitol Power Plant is well equipped, well maintained, and well operated for air pollution control. The boilers are of modern design and are properly installed. The coal-fired boilers are equipped with a mechanical collector-electrostatic precipitator system designed to remove at least 98.5% of the fly ash from the combustion gases. All boilers are equipped for automatic combustion control and for monitoring the optical density of emissions from individual units. In addition a television system is installed for monitoring emissions from the twin stacks. Inspections of the plant indicated that equipment is presently in excellent condition. Interviews with plant personnel and manufacturers' representatives who call upon the plant fail to reveal any personnel deficiencies that might be the cause of excessive air pollution."

Despite the quoted commendations, the HEW report recommends the following drastic measures:

> "It is recommended that because of the proximity of the Capitol Power Plant to Capitol Hill and the surrounding residential area that either natural gas be substituted at the Capitol Power Plant for the coal or residual oil fuels presently being burned, or that combustion be discontinued; whichever alternative is the most feasible. It would seem feasible to discontinue combustion at the plant by substituting purchased steam; however, a comprehensive study would be required to confirm this. In some areas of the United States steam is being purchased from steam-electric generating plants in quantities nearly the same as Capitol Power Plant requirements at a cost of $0.80 per thousand pounds. It is suggested that the plant make further study of this alternative. This most probably would involve increased emissions at a power plant location more distant from the Capitol Hill historic buildings; possibly the Buzzard Point Power Plant."

Any study of a comprehensive nature with respect to the future operation or discontinuance of operation of the Capitol Power Plant would have to take many diverse factors into consideration and no hasty or generalized conclusions should be attempted in this matter.

Accordingly, a separate statement has been prepared, incorporating therein a long range view with respect to future disposition of the Capitol Power Plant.

FUTURE PLANS - CAPITOL POWER PLANT

Origin of Capitol Power Plant

In 1900 or shortly thereafter when plans for fireproof office buildings for occupancy by the Senators and Representatives were developed, the sources of heat, light, and power for the Capitol and the Office Buildings were important considerations. The early heating systems in the central portion of the Capitol included warm air furnaces, Franklin stoves and wood-burning fireplaces. Electricity was generated by a small plant located on the site of the Rayburn Building. The House and Senate Wings of the Capitol, completed in 1857 and 1859 respectively, were heated by separate heating plants still in use in 1900. The Library of Congress, completed in 1897, also had in use a heating plant for that building. After making a survey of the situation, a well-known consulting engineering firm engaged by the Architect of the Capitol at the direction of the Congress determined that the needs for heating and lighting, and for power for elevators, in the four buildings then constituting the Capitol Hill complex could be advantageously supplied by a single power plant equipped to generate electricity for light and power, and steam for space heating and other purposes.

Having determined the feasibility of a central power plant, a site was selected in the southeast sector of the District of Columbia, about 1/2 mile south of the Capitol Dome. This site formerly was known

as Garfield Park. The determining factors leading to the selection of this site were its suitable juxtaposition to the buildings on Capitol Hill, its proximity to the tracks of the Pennsylvania Railroad and its convenient distance to the Anacostia River, at that time an appropriate source of cooling water for steam condensers. On April 28, 1904 the design and construction of a central plant was authorized by the Congress. This plant, now known as the Capitol Power Plant, was completed and placed in operation in 1910. It has the distinction of being one of the earliest 25-cycle alternating current electric-generating plants in this country. The seven-acre plot and more than two thirds of the original building still are in use.

Areas surrounding plant

For a 1-mile radius encircling the plant site, the circumscribed area includes the Capitol Hill complex, the Union Station, the National Art Gallery, the new Southwest Mall, the Washington Navy Yard and its adjacent Annex, some private residences, and numerous small industrial plants and commercial establishments. The Pennsylvania Railroad right-of-way and the new Southwest and Southeast Freeways are routed on a diametral chord oriented approximately west-northwest on the compass card. Most of the private residences are concentrated in the northeast sector of the aforementioned circular area. Many of these residences are row houses probably constructed in the last decade of the 19th century. A number have been restored by more recent owners.

Plant Changes, 1910-1950

Since 1910 many changes and improvements have been made in the Plant's facilities. The original steam boilers were removed in 1923 and replaced by a second generation of steam boilers. In 1938 a one-story extension was constructed at the east end of the turbo-generator room to house six refrigeration machines and associated auxiliary equipment. This addition constituted the first large central refrigeration plant in this country planned for use in conjunction with air-conditioning equipment operating in remotely-located buildings. It provided air conditioning for the Capitol, the two House Office Buildings then in existence, and the Old Senate Office Building.

Changes under 1950 program

In 1950 a major program of changes and improvements authorized by the Congress was initiated. The second generation of steam boilers was replaced by three modern coal-fired steam generators which still are in use. The original refrigeration machines, having become inadequate and obsolescent, were replaced by four larger machines almost doubling the capacity of the 1938 installation. Under the same program arrangements were made in 1950 with the Potomac Electric Power Company to supply electricity at consumer cost to the Capitol, the three Legislative Office Buildings then in existence, the Supreme Court Building and the two Library Buildings. One-half of the electrical load was transferred to the local electric utility system in September 1950. The remainder of the load was transferred in 1951, at which time generation of electricity was finally discontinued at the Capitol Power Plant. Subsequent electrical changes in

all of the aforementioned buildings progressively eliminated the use of 230-volt, 25-cycle alternating current and 120-volt direct current. During this conversion program both 25-cycle and 60-cycle alternating currents were supplied by the Potomac Electric Power Company. The 25-cycle alternating current for elevators and other machinery was supplied through 6600/230-volt transformers and the direct current was provided by existing D.C. generators driven by 25-cycle motors.

1950 Expansion Program

With the prospects of an extension to the East Front of the Capitol, an Additional House Office Building, the Cafeteria in the courtyard of the Longworth Building, and the eventual installation of air-conditioning facilities in the Old Library Building, another major expansion of facilities program was authorized by the Congress in 1958. Under this program four oil-fired steam generators were installed in a space vacated by some of the second generation steam boilers installed in 1923. Because of the age and inadequacy of the coal-handling system completed in 1910, this new expansion program included the construction of a new coal-handling system and coal-car siding. To provide additional refrigeration capacity for air conditioning the contemplated new construction and the old Library Building, two additional machines were installed in the extension to the east end of the old turbo-generator room, and two more machines were installed in the space previously occupied by two of the four abandoned 25-cycle alternating current turbo-generators. The Capitol Power Plant facilities, including the extensive steam and chilled water systems associated therewith, represent an investment of at least 25 million dollars.

Because the buildings served with steam for heating and chilled water for air conditioning produced by the Capitol Power Plant are remotely located from this source of supply, there are extensive systems of underground pipe tunnels which emanate from the Capitol Power Plant and traverse the Capitol Hill complex. The piping systems within these tunnels have branch connections for supplying either steam or chilled water, or both, to the buildings requiring such services. A steam pipe tunnel extends beyond the Union Station Plaza to serve the City Post Office and the Government Printing Office with steam for space heating and other purposes.

Further Plant Expansion

In view of the prospective construction of an additional Library Building and a probable extension to the New Senate Office Building, another major power plant expansion program, including new pipe lines for the adequate distribution of chilled water, must now be contemplated. In anticipation thereof, the Congress included in the 1970 Appropriation Act a sum of $50,000 to be expended by the Architect of the Capitol for a survey and study of power plant expansion needs to service the Library of Congress James Madison Memorial Building authorized to be constructed in Square 732, directly east of the Cannon House Office Building. In the spring of 1969 when the Architect of the Capitol requested this appropriation, the judgement supporting this request was sound and valid. Subsequently thereto developments of major importance have materialized and reconsideration of this appropriation is imperative and urgent. The essence of these developments is included hereinafter.

42-807 O - 70 - 15

Studies to include air pollution factors

The developments previously mentioned are primarily related to the recently publicized concern about air pollution, and to the public awareness thereof brought about by the news media, Federal agencies, and prospective suppliers of equipment and materials.

The subject of air pollution generally and a description of the sophisticated control systems employed since 1950 at the Capitol Power Plant, to minimize this public nuisance and possible health hazard, has been covered in a separate statement presented to this Committee. It is interesting to note that pollutants which are obvious to our eyes and noses receive the greatest amount of publicity, but it does not necessarily follow that such readily detectable pollutants adversely affect the public health. Additionally, it is a meaningful fact that the Capitol Power Plant, because of its superior installations and the sensitivity of its operating personnel to the adverse effects of air pollution, has a far better record in the realm of air pollution abatement than other similar plants located within a 3-mile-radius circle centered on the Plant's geographical location.

In addition to the air pollution nuisance now being emphasized, the Federal Government and the public generally are becoming very sensitive to the problems of noise and water pollution. These two factors also are vitally related to the operations of the Capitol Power Plant. Discussions related thereto are included later in this report.

Air Pollution Complaints

Reverting to the subject of air pollution, several critical events have occurred since last August. They are as follows:

(1) In response to instructions from the Commissioner, National Air Pollution Control Administration (Durham, North Carolina) following testimony before the Sub-Committee on Appropriations, House of Representatives, an assessment was made by that agency with regard to the circumstances prevailing at the Capitol Power Plant and in the surrounding area. This Agency's report is dated August 22, 1969. In substance this report commends the equipment, maintenance, and operation of the Capitol Power Plant as related to air pollution control. Nevertheless, the report is concluded by recommending drastic changes of vital concern to the Legislative Branch, as indicated in the following quotation:

> "It is recommended that because of the proximity of the Capitol Power Plant to Capitol Hill and the surrounding residential area that either natural gas be substituted at the Capitol Power Plant for the coal or residual oil fuels presently being burned, or that combustion be discontinued; whichever alternative is the most feasible. It would seem feasible to discontinue combustion at the plant by substituting purchased steam; however, a comprehensive study would be required to confirm this. In some areas of the United States steam is being purchased from steam-electric generating plants in quantities nearly the same as Capitol Power Plant requirements at a cost of $0.80 per thousand pounds. It is suggested that the plant make further study of this alternative. This most probably would involve increased emissions at a power plant located more distant from the Capitol Hill historic buildings; possibly the Buzzard Point Power Plant."

A copy of this report was forwarded to the Architect of the Capitol by Congressman Robert L. F. Sikes on December 3, 1969. The Architect's response dated February 16, 1970 is appended to this statement.

(2) On November 20, 1969 a memorandum from Mr. Peter A. Hornbostel, addressed to Congressman Sikes, enclosed a petition signed by

Mr. Hornbostel and 101 of his "neighbors". Mr. Hornbostel resides at 452 New Jersey Avenue, S.E., about 300 feet northeast of the Capitol Power Plant. The petition reads as follows:

> "We, the undersigned, residents of Capitol Hill S.E. in the area surrounding the Capitol Heating Plant of New Jersey Avenue and E Street S.E., protest against the air and noise pollution which needlessly emanates from that plant. Despite repeated protests in the past, that plant continues to foul our air with grey ash and dust. Harsh, jarring noises emanating from the plant throughout the night disturb our sleep. We demand that the competent authorities take effective action NOW, without further delays, to curb the air and noise pollution caused by the plant."

Copies of Mr. Hornbostel's memorandum and of the signed petition are appended to this statement.

(3) Within the past few weeks, Executive Order 11507 was issued by the President. It is captioned "Prevention, Control, and Abatement of Air and Water Pollution at Federal Facilities." Under Section 5 of this Order, headed "Procedures for Abatement of Air and Water Pollution at Existing Federal Facilities," the President directs all Federal agencies to complete or have underway no later than December 31, 1972 procedures ensuring that all their facilities are designed, operated and maintained so as to comply with prescribed air and water quality standards. Fortunately the Capitol Power Plant has been complying with the currently prescribed standards for air quality for many years. However, water pollution and noise abatement procedures present significant problems for the Legislative Branch of the Government under whose jurisdiction the

Capitol Power Plant is operated. The water pollution and noise abatement problems associated with the operations at the Capitol Power Plant will require extensive research to establish practical solutions at reasonable costs. To resolve these problems, and other considerations related to the proposed construction of the Madison Memorial Library Building and an extension to the New Senate Office Building, will compel an immediate comprehensive engineering study culminating in the development of new facility designs and the preparation of cost estimates. Such study will require the services of a competent consulting engineering firm capable of resolving not only the immediate problems created by the imminent construction of the Madison Memorial Library Building, but also possessing competence in the fields of noise abatement and disposal of contaminated aqueous wastes.

Comprehensive Plan

(4) Because of price escalations brought about by intrinsic scarcity, significantly increasing demand brought about by the air pollution abatement program, increased wage rates, higher freight rates and added costs resulting from mine safety regulations recently enacted, the delivered cost of low-sulfur-content coal is rising precipitously. In fiscal year 1967, when the use of such coal was introduced by the Capitol Power Plant in the interest of air pollution abatement, the cost was $9.43 per ton delivered. The present-day cost of deliveries not already under contract is reported to be $14.55 a ton. Current reliable information indicates that the cost of low-sulfur-content coal in fiscal 1971 may be $15.00 a ton delivered, or higher.

(5) The proposed comprehensive plan for the National Capital, prepared by the National Capital Planning Commission in February 1967 and directed to the Commissioners of the District of Columbia, Heads of Federal Agencies and Citizens of the District of Columbia, contemplates extensive construction of Federal buildings and other major improvements in the "South Capitol Street - Buzzard Point - Navy Yard Area." Under this plan the Capitol Power Plant would become an incongruous structure and activity. The Commission's report states that the aforementioned area is one of the most neglected in the city. It further states that "the development of Federal office buildings in that area would create a frame for the Capitol, if the new buildings are grouped in an orderly fashion." It is also contended that such development would rid South Capitol Street of its multiple commercial and industrial uses, and would provide a proper gateway to the Capital City. Your attention is directed to the implied significance of the photograph of the Capitol Power Plant which appears, without comment, on page 148 of the National Capital Planning Commission report.

HEW Recommendations

Previously in this statement, the several recommendations submitted by the Commissioner of the National Air Pollution Control Administration with regard to the Capitol Power Plant and its surrounding area were quoted verbatim from his report, dated August 22, 1969. Concisely restated, the Commissioner's recommendations call for the substitution of natural gas for the coal and fuel oil presently being burned; or the substitution of purchased steam for heating

the buildings on Capitol Hill, thus permitting the discontinuance of steam generation at the Capitol Power Plant. Furthermore, the petition submitted by the local residents demands not only immediate effective action to curb air pollution, but it also demands curbing the noise pollution caused by the plant. Additionally, another branch of HEW recently has made a study of the contaminated aqueous wastes discharged into the Anacostia river by way of the flume used from 1910 to 1952 for conveying river water for use in the plant's steam condensers formerly associated with the abandoned 25-cycle electric generators. Because some of these recommendations and demands involve matters of far-reaching policy and directly affect the operation of the Legislative Establishment, and since compliance with any or all of them would involve substantial expenditure of funds, these matters are of such importance that they require presentation to the House Office Building Commission for deliberation and guidance before any other steps are taken by the Architect of the Capitol.

Complexity of study

Any engineering study encompassing all of the aforecited recommendations and demands would have to take many diverse factors into consideration and no hasty or generalized conclusion should be attempted in this matter. For example, to provide the chilled water for the air conditioning systems in the proposed Madison Memorial Library Building and in the probable future extension of the New Senate Office Building, it would appear advantageous to install steam-turbine-driven refrigeration compressors at the Capitol Power Plant, in lieu of electrically-driven compressors similar to those now in use. Such an installation would provide a reasonably uniform load for the

Capitol Power Plant's steam generating equipment throughout 12-months of each year, without increasing the Plant's annual labor cost. However, this procedure would increase somewhat the noise factor now already objectionable, and the volume of air pollutants emitted by the Capitol Power Plant's stacks, thus defeating to some extent the aims of the air pollution abatement program and the demands of some of the nearby residents. Based on the assumption that two or more steam-driven refrigeration compressors would be installed in the Capitol Power Plant to accommodate the anticipated increased air conditioning loads, this Committee was informed last year that the impact on the Capitol Power Plant might result in a $10,000,000 expenditure for new plant facilities, and for additional chilled water distribution mains.

Cost of comprehensive study

It is believed that the cost of a comprehensive study, such as that hereinbefore mentioned, including all of the new considerations recommended and demanded, would be in the order of $150,000. This broader study logically would take the place of the more limited $50,000 study confined to the Madison Library Building, previously requested by the Architect and allowed by the Congress in the 1970 appropriation. At the time the request for $50,000 was made, it had already been established that the Capitol Power Plant was operating well within the prescribed air pollution abatement standards, the noise complaint was confined to a single source which could be corrected inexpensively, and the contaminated waste problem appeared to be insignificant in comparison to the river pollution contributed by other sources.

Because of the lack of time since these new objections have been raised, the Architect has not had an opportunity to adequately develop facts to present these matters to the House Office Building Commission, under whose direction the Capitol Power Plant is, by law, operated. If your Committee so wishes, the Architect would be glad to present the recommendations of the Commissioner of the National Air Pollution Control Administration, the demands of the local residents and the water pollution problem to the House Office Building Commission and report back to the Committee before the 1971 appropriation bill is enacted.

Concern in future changes

With utmost deference and respect to the views of others, the Architect of the Capitol urges all parties concerned with the essential functions of the Capitol Power Plant to exercise restraint and sagacity before deviating radically from the sound principles conceived in 1900 and so ably implemented in the 7 succeeding decades. No change in the present functions of the Plant should be seriously considered without exploring, with the aid of carefully-selected technological competence, all of the short and long range aspects of the essential and reliable services now provided by the Capitol Power Plant. The imperative need for the continuity of such services, preferably under the full control of a Congressional body, cannot be over-emphasized.

ARCHITECT OF THE CAPITOL

AIR POLLUTION

THE PROBLEM OF NITROGEN OXIDES

March 1970

Nitrogen oxides are objectionable because of the brownish color that nitrogen dioxide gives the atmosphere, and also because of their tendency to promote formation of the photochemical smog generally associated with automobile exhaust. These oxides apparently produce various eye irritating compounds, and a class of powerful plant poisons. The HEW estimates that in this country alone, about eight million tons of nitrogen oxides are emitted to the atmosphere annually. This is about one third of the annual emission of sulfur dioxide. Control of sulfur dioxide is the first target of the air pollution abatement agencies.

Control of oxides of nitrogen is still somewhere in the future. Although processes for the destruction or capture of these gases have not yet been developed on a power-plant scale, techniques have been devised for decreasing the formation of these gases during combustion. These techniques will probably be the first line of attack for control of stationary sources of nitrogen oxides. The term "stationary sources" includes power plants utilizing coal, oil and gas, industrial boilers, incinerators, home-heating systems, the kitchen gas range, etc.

The oxides of nitrogen in automobile exhaust are accompanied by carbon monoxide and unburned hydrocarbons - namely acetylene, benzene, etc.

When exposed to sunlight, the carbon monoxide gas and hydrocarbons combine with nitrogen oxides to form the notorious Los Angeles smog.

Perhaps as a result of higher operating temperatures, larger stationary combustion sources emit more oxides of nitrogen per unit of heat released than do smaller sources. The principal stationary sources of oxides of nitrogen are large fossil-fuel-burning power plants. Such plants also emit gaseous sulfur dioxide.

The amount of sulfur dioxide generated per ton of fuel consumed is precisely fixed by the sulfur content of the fuel. On the other hand, in the case of the formation of oxides of nitrogen, the amount formed per ton of fuel burned has little to do with the composition or nature of the fuel. The concentration of oxides of nitrogen in the stack of a power plant depends primarily on temperature profile, gas residence time, and oxygen and nitrogen concentration profiles in the furnace. All these factors are functions of furnace design, stoker or burner design and operation.

The so-called "clean heat" advertised by the natural gas industry in T.V. commercials causes the yellowish deposit on the walls and ceilings of kitchens. When this "clean heat" is used in the furnaces of large steam generating plants the oxides of nitrogen produced by the combustion processes are emitted to the atmosphere. On the other hand, the clean heat advertised by the electric utilities is, in fact, clean at the point of

utilization such as the domestic kitchen range, but the electric generating plants that produce this clean heat are included among the air pollution offenders. Therefore, we are faced with a vicious circle of events that concern the public and perplex the practical engineer. How can the public's demand for essential utilities be fulfilled without causing some form of air pollution? Much research and development, followed by enormous expenditures for equipment, may eventually solve the technological problems. However, many social, political and economic problems will also require satisfactory solutions.

REQUEST FOR ADDITIONAL STUDY FUNDS

Senator MONTOYA. What are you doing with respect to that recommendation?

Mr. RUBEL. I would like to see the request increased from $50,000 to $150,000 to cover the broader scope previously mentioned. Since the Madison Memorial Library plans will now proceed on an accelerated schedule, it would be desirable to make this larger sum available in the current fiscal year.

Senator MONTOYA. Do I understand you to say, then, that HEW's survey was not very conclusive?

Mr. RUBEL. They were very positive in their recommendations. The first recommendation was that we stop burning coal and oil and consider the use of natural gas. They further indicated that this procedure would require a rather comprehensive study, and a determination not only of the capital investment, but also the operating cost.

Their second recommendation was that we abandon generating steam at the Capitol Power Plant and endeavor to buy steam from the Potomac Electric Power Co.

In theory, those are possible solutions, but there are many ramifications involved. It is one thing to say everybody should burn natural gas and we will have no sulfur dioxide and no particulate emissions. But what is the available supply of natural gas in the country as a whole? What is the supply locally? Such questions must be studied and resolved. It is another thing to say that we will reduce the sulfur dioxide emissions by burning low-sulfur-content coal, which we have been doing since 1967. Then everybody else gets on the bandwagon for low-sulfur-content coal. Naturally, the price goes up, and there are only about two mines operating that can supply low-sulfur-content coal. Those are some of my reasons for saying that there are many ramifications that must be considered.

REQUEST FOR ADDITIONAL FUNDS

Senator MONTOYA. There is no request here for $150,000 for a further study, is there?

Mr. ROOF. Mr. Chairman, Mr. Rubel presented two full statements on these subjects to the House committee and said that he recommended $150,000. But due to a shortage of time we had not had an opportunity to appear before the House Office Building Commission, who has charge by law of the plant. So the House Appropriations Subcommittee said they would take the item under advisement.

We expect to ask the House Office Building Commission to determine shortly whether they concur in the request. I assume at that time, if the Commission approved it, we would then submit an estimate and a formal request to you.

Mr. HENLOCK. A budget amendment is recommended. Our suggestion would be to ask for $150,000 for 1971 rather than increasing the amount of $50,000 allowed for 1970 and carrying such amount forward with the additional amount. We would like to follow a simplified procedure.

DETERMINATION OF AMOUNT REQUIRED

Senator MONTOYA. What makes you think that $150,000 would be just the right amount?

Mr. RUBEL. I cannot say that it is just the right amount, sir. But I have been in the consulting engineering field for many years. Consequently, I have some measure of the fees that are charged for a survey of this type. I hope I am asking for enough. I think it will cover all aspects that will be included in the scope of the survey.

Senator MONTOYA. I am not trying to encourage you to ask for more. I am just trying to bring the figure down.

ENLARGED SCOPE OF STUDY

Mr. RUBEL. Since the plant has been in its present location since 1910, a reassessment of the overall situation is in order. The environment of the area is changing. The plans for the future development of that part of the city are a matter of record. I can foresee in the next 25 years a radical change in that area of the city. Perhaps the plant's location will not be appropriate at that time.

I think we should look forward 20 or 25 years and make plans for the future now, to avoid large investments that might have to be scrapped in a few years.

That is my purpose in recommending a comprehensive study, including all angles such as sources of fuel, types of fuel, how to take care of the Madison Memorial Building in the most economic way and other matters, all covered in one report.

(Additional information follows:)

MARCH 19, 1970.

Hon. JOSEPH M. MONTOYA,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This refers to our testimony before your subcommittee relating to the need for a comprehensive engineering study of the Capitol Power Plant, encompassing expansion of such plant to provide steam and refrigeration services to the James Madison Memorial Library of Congress Building and any changes that should be made in the interest of air, water, and noise pollution which might be caused by the plant.

This matter was presented to the House Office Building Commission today and the following resolution was agreed to unanimously by that Commission:

"*Resolved*, That the House Office Building Commission concurs in the recommendations of the Architect of the Capitol that (1) a comprehensive engineering study of the Capitol Power Plant be undertaken, encompassing expansion of such plant to provide services to the James Madison Memorial Library of Congress Building and any changes that should be made in the interest of air, water, and noise pollution which might be caused by the operation of the plant, and giving full consideration to the long-range function of the plant in its present location; and (2) directs the Architect to submit to the Appropriations Committees a request in the amount of $150,000 to carry out such study."

We therefore urge that your committee include $150,000 for this purpose under the "CAPITOL POWER PLANT" appropriation item in the pending Legislative Branch Appropriation Bill, 1971.

With best wishes, I am

Sincerely yours,

MARIO E. CAMPIOLI,
Acting Architect of the Capitol.

AMOUNT OF ENERGY SUPPLIED

Senator MONTOYA. How much energy do you supply through the Capitol Power Plant? And can you equate this with a city of any size?

Mr. RUBEL. When you talk of energy, do you mean electrical energy?

Senator MONTOYA. Yes.

Mr. RUBEL. We do not generate electrical energy at our plant.

Senator MONTOYA. You purchase it and then distribute it?

Mr. RUBEL. Yes, sir. We generate steam for heating and provide chilled water for air conditioning. If you are referring to the amount of electrical energy we buy, it amounts to about $1,600,000 a year. Offhand I cannot relate that amount to a particular sized town, or to a specific population.

Mr. HENLOCK. On page 90 of our justifications, we show our energy consumption.

Mr. RUBEL. That is in kilowatt-hours. It actually is some measure of town size, if you think of residences alone. The average residence uses about 2,500 kilowatt-hours a year. We are now using close to 150 million kilowatt-hours a year. That would take care of quite a few residences.

Senator MONTOYA. About how many?

Mr. RUBEL. It would be about 60,000 homes.

Senator MONTOYA. I just wanted to develop this to lay terms, just what kind of service we are getting there and for what use, more or less, in terms that we can understand.

In other words, you are serving a city equivalent to 60,000 residences. There is an average of four to a residence. So that would be 240,000 people.

EXPANSION OF FACILITIES, CAPITOL POWER PLANT

Under the expansion of facilities item, you are requesting $50,000 in contract authority liquidation. Why do you need this? If allowed, what would then be your balance of contract authority?

Mr. HENLOCK. If allowed, we would have $285,000 yet to be appropriated. You have appropriated $6,165,000 since 1959. In other words, the project has been geared to our building expansion program. The $50,000 is simply to pay bills covering obligations either incurred or to be incurred between now and June 30, 1971.

We have obligated all of the funds appropriated, to February 1 of this year, except $272,132. Our unpaid obligations, together with obligations to be incurred, will require disbursement of $50,000 in fiscal year 1971 over and above the amount now available.

Senator MONTOYA. To complete the record, I will ask that pages 101 to 109 of the justifications be inserted at this point.

(The justification follows:)

Contract Authority

Public Law 85-895, 85th Congress, approved September 2, 1958.

Amount of Contract Authority	$6,500,000

Amount of Contract Authority appropriated to date

Supplemental Appropriation Act, 1959	$ 750,000
Legislative Branch Appropriation Act, 1960	2,500,000
Legislative Branch Appropriation Act, 1961	2,500,000
Legislative Branch Appropriation Act, 1968, as amended by Supplemental Appropriation Act, 1968	115,000
Legislative Branch Appropriation Act, 1970	300,000
Total appropriated to date	$6,165,000
Amount of Contract Authority yet to be appropriated	$ 335,000

APPROPRIATION REQUESTED FOR FISCAL YEAR 1971 TO LIQUIDATE CONTRACT AUTHORITY	$ 50,000

42-807 O - 70 - 16

EXPLANATION OF 1971 APPROPRIATION REQUEST

Of the total amount of $6,165,000 appropriated for this project to date $5,892,868 has been obligated to February 1, 1970, leaving as of that date an unobligated appropriation balance of $272,132.

During the period, February 1, 1970 and June 30, 1971, it will be necessary to obligate an additional $322,132 for the following items: completion of work, now under way, of replacement of the deteriorated cork insulation on the 24-inch pipes in the chilled water tunnel under South Capitol Street, extending from the Capitol Power Plant to the Longworth Building, installed in 1938, and rehabilitation of the structural steel frames supporting the pipes in this tunnel; replacement of 80 percent of the steam distribution system, extending under Independence Avenue S.W. from First Street to the Botanic Garden, which supplies steam for heat for the Main Conservatory and the Botanic Garden Office Building; and for administrative and miscellaneous expenses related to such work.

Work performed during the fiscal years 1969 and the fiscal year 1970, to date, and required to be performed during the remainder of the fiscal year 1970 and the fiscal year 1971 has had to be geared to completion of the Underground House Garages in Squares 637 and 691 and related work in the vicinity of the garages.

Work proposed to be performed in the fiscal year 1972 under the balance of the Contract Authority provided in Public Law 85-895 consists mainly of modifications to the piping systems serving the Government Printing Office and the City Post Office, and other miscellaneous steam connections. Funds for such work will be requested in the 1972 Budget.

DISBURSEMENTS TO DATE

Of the total of $5,892,868 obligated to February 1, 1970, $5,789,275 has been disbursed, leaving an obligated balance of $103,593 yet to be disbursed. The total estimated amount required to be disbursed during the period, February 1, 1970 to June 30, 1971, covering the present unpaid obligations of $103,593 and obligations totaling $322,132, necessary to incur during the period ending June 30, 1971, amounts to $425,725. As only $375,725 is available to cover such disbursements ($6,165,000 appropriated less $5,892,868 disbursed to date), it is necessary to request an appropriation of $50,000 for liquidation of contract authority in the fiscal year 1971.

There follow (1) a description of work performed and to be performed under the project and (2) a detailed financial statement of obligations incurred for work under this project, to February 1, 1970.

Description of Work Performed and to be Performed

Public Law 85-895, 85th Congress, approved September 2, 1958, authorized and directed the Architect of the Capitol, under the direction of the House Office Building Commission, to effect changes, improvements, and expansion in the facilities of the Capitol Power Plant and its steam and chilled water distribution systems, necessary to provide steam and chilled water for the Rayburn House Office Building and for other improvements and projects then under way or proposed, and authorized the appropriation of a total amount of $6,500,000 for such purpose.

At that time, eight new construction projects were contemplated or in progress: The Rayburn House Office Building, the cafeteria in the courtyard of the Longworth House Office Building, the garage in the courtyard of the Cannon House Office Building, the new Senate Subway Transportation System, the House Subway Transportation System, remodelling of the Cannon House Office Building, remodelling of the Longworth House Office Building, Extension of the East Central Front of the Capitol and other changes and improvements authorized under the Extension of the Capitol Project; also, replacement of the 60-year old heating system in the Main Library of Congress Building with a new heating and air-conditioning system. Most of these improvements have now been completed.

In effecting the changes, improvements, and expansion in the Capitol Power Plant and its steam and chilled water distribution systems, it has been necessary to gear the same to the time-table under which the new projects have been accomplished. The Capitol Power Plant program has been geared accordingly and 90 per cent of the work authorized by Public Law 85-895 has now been completed or placed under contract.

Improvements and changes effected, to date, have included the following: Two 1100-ton refrigeration machines, complete with geared drives and 1250 horsepower electric motors, and two 2200-ton refrigeration machines, complete with geared drives and 2500 horsepower electric motors, have been installed at the Capitol Power Plant's refrigeration plant. Installation of these four machines has increased the capacity of the refrigeration plant from a total of 8,800 tons to 15,400 tons.

As an adjunct to these installations, a 3-cell cooling tower having a capacity equivalent to the condensing requirements of three 2200-ton refrigeration machines was constructed on the Capitol Power Plant grounds.

An additional chilled water pump of 9800-gallons per minute capacity, having hydraulic characteristics identical with those of three existing chilled water pumps, was installed at the plant. The four pumps now have a total pumping capacity of 39,200 gallons per minute at an imposed head of 245 feet of water.

A dual piping system, consisting of one chilled water supply main and one return main, was installed from the southeast corner of the Old Senate Office Building to the Senate Terrace of the Capitol Building. This new section of chilled water piping established a physical connection between previously separate east and west distribution systems, thus providing a complete loop circuit from and to the Capitol Power Plant. This loop circuit has made possible a redistribution of the chilled water supply to all buildings connected to the system -- a compelling requirement brought about by the construction of the Rayburn House Office Building.

A new railroad siding has been constructed on the Virginia Avenue side of the Capitol Power Plant Grounds. The new track system is designed to accommodate storage for eight 70-ton coal cars, while 8 additional cars of like capacity can be delivered to or removed from the plant grounds. This new siding has substantially expedited the coal-handling process and has eliminated the frequent car derailments and other hazards experienced with the old track system.

Four oil-fired steam generators, each having a capacity to produce 50,000 pounds of steam every hour, were installed at the plant. The addition of these oil-fired steam generators has increased the installed steam generating capacity of the Capitol Power Plant from 330,000 pounds per hour to 530,000 pounds per hour.

Oil storage facilities, installed at the plant, include two 10,000 gallon underground steel tanks connected by a concrete tunnel to an underground concrete storage tank with sufficient capacity to store 200,000 gallons of fuel oil.

The antiquated coal-handling system, placed in operation in 1910 and designed to alternately deliver coal from the storage yard or track hopper to the coal bunkers within the plant, was removed from service in the spring of 1965; was demolished, and replaced by a modern system of hoppers, inclined belt conveyors, oil-fired car-thawing devices and a mechanical car shaker. The new system is capable of delivering variable quantities of coal up to approximately 200 tons maximum each hour from either a track hopper where coal is dumped from the cars, or from a coal-yard hopper in the storage yard; so that coal can now be conveyed from the track hopper to the bunkers, from the track hopper to the storage yard, or from the storage yard to the bunkers through separate systems of inclined conveyor belts.

Modifications and extensions to the portion of the west steam distribution system located under South Capitol Street, extending from Canal Street to Independence Avenue, have been completed.

A new water treatment plant has been installed in the east side of the north boiler room of the Capitol Power Plant.

Replacement of the deteriorated cork insulation on the 24-inch pipes in the chilled water tunnel under South Capitol Street, extending from the Capitol Power Plant to the Longworth Building, installed in 1938, and rehabilitation of the structural steel frames supporting the pipes in this tunnel are now in progress and expected to be completed by April 1, 1970.

The work of replacement of 80 percent of the steam distribution system, extending under Independence Avenue S.W., from First Street to the Botanic Garden, which supplies steam for heat for the Main Conservatory and the Botanic Garden Office Building, is expected to be placed under contract by June 30, 1970 and to be completed in the fiscal year 1971.

Modifications to the piping systems serving the Government Printing Office and the City Post Office and other miscellaneous steam connections are expected to be accomplished in the fiscal year 1972.

The following page contains a detailed financial statement of the project.

FINANCIAL STATEMENT, EXPANSION OF FACILITIES, CAPITOL POWER PLANT PROJECT

Total Appropriated for project, to date	$6,165,000
Total Obligations incurred to February 1, 1970:	
Boiler Plant Expansion	
Steam generators and accessories	$ 256,450
Auxiliary equipment, piping and electrical work	699,581
Fuel oil system storage tanks and pumps	248,673
Railroad siding and site improvements	284,983
Coal-handling gear and coal storage yard	340,859
General construction	145,194
Removal of equipment, demolition and miscellaneous	41,037
Engineering services	97,251
Subtotal	$2,114,028
Refrigeration Plant Expansion	
Compressors, foundations and accessories	$ 731,985
Auxiliary equipment, piping and controls	314,201
Cooling tower, pumps, piping and accessories	346,188
Substation power distribution and control	226,972
General construction	89,604
Removal of equipment, demolition, and miscellaneous	70,370
Engineering services	5,702
Subtotal	$1,785,022
Distribution System Expansion	
Steam distribution modifications, additions and improvements	$ 400,152
Chilled water distribution modifications, additions and improvements	407,713
Subtotal	$ 807,865
Consulting Engineering Services, administration, and contingencies	$1,185,953
GRAND TOTAL OBLIGATIONS (2/1/70)	(-)$5,892,868
APPROPRIATION BALANCE	$ 272,132

Salaries and Expenses, Botanical Garden

Senator Montoya. For salaries and expenses of the Botanical Garden, $672,800 is requested, a net increase of $49,000 over the adjusted 1970 appropriation.

Pages 154 to 161 of the justifications will be placed in the record at this point.

(The justifications follow:)

1970 appropriation in annual act.....$599,800

Pay Supplementals: Wage-Board $17,500; Civilian Pay Act, $6,500..... 24,000

Total appropriations - 1970..... 623,800

Deductions

Caulking limestone basin, Bartholdi Display Fountain, and office building steps.....(-) 1,500

Base for 1971.....$622,300

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 2, 1969, under the Coordinated Federal Wage System, affecting 51 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1970, and required to be paid at such rates for 12 months in fiscal year 1971--Additional funds required..... $ 5,800

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..... 3,700

Within-grade salary advancements authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 900

Overtime and Holiday Pay increased from $69,300 to $71,000, resulting from base pay changes authorized by law..... 1,700

Additions (continued)

MANDATORY ITEMS (continued)

Contribution to retirement fund (under "Personnel Benefits") increased from $32,165 to $34,765.....$ 2,600

This amount is required to be contributed by the government in fiscal year 1971 under the provisions of 5 U.S.C. 8334. The additional amount results from increase in base pay rates. ($400) and from 6-1/2% to 7-1/2% increase in government contribution for Leg. employees ($2,200) eff. 1/1/70.

Total Increase - MANDATORY ITEMS.....$14,700

OTHER INCREASES - REGULAR ANNUAL ITEMS

General Annual Repairs, increased from $8,500 to $11,500.....$ 3,000

For 1970, $8,500 was allowed for this item, which provides for repair and maintenance of the greenhouses and other buildings and equipment at the Main Garden and the Nursery. The buildings at the Main Garden include the Conservatory and Office Building. The Nursery buildings include two brick boiler houses and 16 greenhouses.

In addition to the regular annual amount of $8,500, a $3,000 increase is required for 1971 for repairs to the heating system at the Nursery, consisting of replacement of 800 lineal feet of 2" fin type radiation pipe, including necessary fittings and electronic parts for the control valves, fire eyes, pumps and fans. A total of 4,288 lineal feet of convector piping used in the heating systems of the 8 greenhouses at Poplar Point Nursery, constructed in 1960-1961, will require replacement over a 5-year period at a total estimated cost of $15,000, spread over a 5-year period.

Additions (continued)

OTHER INCREASES - REGULAR ANNUAL ITEMS (continued)

The heating system for the 8 new greenhouses is a forced hot water system with two finned-tube convectors located along each longitudinal side and the ends of the greenhouses. In some cases additional finned-tube convectors are located in the gables of the greenhouses. An inspection of the heating system has revealed varying degrees of external corrosion on the convectors ranging from severe to light, resulting in the necessity for the eventual replacement of the entire 4,288 lineal feet of convectors, commencing with replacement of approximately 800 lineal feet of the more severely corroded piping in the fiscal year 1971 under the requested amount of $3,000.

The useful life of the finned-tube convectors of the type used at the Poplar Point Nursery greenhouses is limited to a 5 to 10 year period due to the warm and humid environment, as well as the presence of concentrated chemicals in the fertilizers. These units are operating nine months of the year, seven days a week, twenty-four hours a day, and in order to insure an adequate heating system the first phase of the replacement program should be undertaken in fiscal year 1971.

The $3,000 amount requested for 1971 is for the purchase of materials only -- all necessary labor will be accomplished with Botanic Garden personnel at the Nursery. This item is urgently needed.

Supplies and Materials, increased from $12,000 to $14,000.....$ 2,000

For 1970, $12,000 was allowed for this item -- for 1971,$14,000 is requested -- an increase of $2,000 to meet increased costs of supplies and materials that

Additions (continued)

OTHER INCREASES - REGULAR ANNUAL ITEMS (continued)

have gradually risen over the years since 1964, when the last increase of 20% was allowed for this allotment.

The allotment provides all miscellaneous materials and supplies for the garden and the Nursery, including fuel, electric supplies, flower pots and tubs, gas and oil for motor vehicles and tractors, hardware and tools, labels and boxes, manure and fertilizers, insecticides, fungicides and scalecides, medical and office supplies, paint, brushes, periodicals and books, and towels.

Total Other Increases - REGULAR ANNUAL ITEMS.....$ 5,000

OTHER INCREASES - NONRECURRING ITEMS

Replacement of Brass Hinges on Ventilators, Main Conservatory....$ 4,500

An amount of $4,500 is required for 1971 to replace the brass hinges on the electrically controlled ventilators of the Main Conservatory installed in the building in 1931-1933 at the time of its construction.

The heavy duty brass hinges used on the large and very heavy type of ventilators at the Conservatory are corroded, many are broken, and have now deteriorated to the point where they are badly in need of replacement. An inspection of the ventilators and hinges revealed that hinges on all the ventilators are in the same state of deterioration. As proper ventilation is one of the prime requirements in the continued operation of the Conservatory, it is urgent that this work be accomplished at an early date. The present hinges are now 37 years old, exceeding the normal expected life of 25 years for hardware of this nature.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

The amount of $4,500 will be used to purchase 450 pairs of hinges at $7.00 per pair ($3,150) and the balance of $1,350 is for the purchase of large brass screws and other needed items of hardware for the replacement of the hinges.

The work involved, in completely removing and lifting the ventilators out of place from heights ranging from 12 to 85 feet from the ground level, removing and replacing the hinge assemblies and reinstalling the ventilators in their original position, is to be accomplished by the Botanic Garden personnel.

Insulation of Steam and Condensate Lines, Dry Moat Area, Main Conservatory.....$ 2,300

The insulation on the steam and condensate pipes of the Main Conservatory, which are located in a covered dry moat completely encircling the building, was installed in 1931. In the case of the main corridor and the show areas, the pipes are located under removable concrete sections, whereas in the rest of the Conservatory they are located in open trenches approximately 3 feet in width and of varying depths, completely hidden from the view of the general public.

Over the years, the insulation material has been gradually deteriorating and falling off, causing an ever-increasing heat loss to planted areas and show areas. As the material has deteriorated and dropped off, it has caused clogging of drains and basins and finally became necessary last year to completely remove the deteriorated insulation material. Upon removal of the material, the steam and condensate lines were cleaned and painted with an anti-rust type aluminum paint and are now ready to be re-insulated.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Under the amount of $2,300, it is proposed to cover all steam and condensate lines with a fire retardant insulation, covered by a vapor-barrier type jacket, which is recommended for this type of installation. All necessary fittings are to be covered with the same approved type of insulation.

Testing Condition of Structural Aluminum Framing, Main Conservatory.....$ 3,000

An amount of $3,000 is requested for 1971 for the purpose of having the National Bureau of Standards test sections of the structural aluminum framing of the Main Conservatory, much of which is located at heights not readily accessible for inspection.

During recent installation of new lighting fixtures at the Conservatory, a very definite and possibly serious corrosion of some of the structural interior framing adjacent to the high roof areas of the palm house section was disclosed. Subsequently, various photographs were taken at different locations of the structural members, which indicated severe or total deterioration of some of the structural members and connections due to corrosion. In some members, corrosion has occurred midway and in others at the connections. For example, in one instance, a completely corroded connection plate, originally connecting a diagonal angle in a horizontal bracing truss, was discovered. Only the opposite connection kept the angle from falling. The structural framing member was completely removed for safety sake.

The central and highest part of the Conservatory is the palm house, approximately 85 x 92 feet with an interior height of 85 feet at the center line. In the main bay,

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

66 feet in width, steel columns 56 feet high are surmounted by arched aluminum cantilever trusses, having a cantilever projection of 20 feet; the opposite cantilevers supporting triangular trusses of a 27-1/2 foot span. It is in this general area, where compression riveting was used to join the plates and trusses, that the corrosion is taking place.

In order to replace or repair the defective aluminum framing, the composition of the aluminum and the degree of corrosion must first be determined. The $3,000 amount requested will provide for the National Bureau of Standards to conduct a complete test for the origin of the corrosion as well as the composition of the aluminum, in order that we may subsequently proceed with repairs or replacement of the defective material.

Replacement of Tractor Shovel.....$15,000

An amount of $15,000 is requested for 1971 to replace a 1950 model tractor shovel which has been taken out of service because it is no longer economically feasible to repair, and replacement parts are no longer obtainable.

This piece of equipment is used for mixing and transporting large quantities of top soil from the soil area at the Nursery to both the new and old range of greenhouses or to the potting houses. It is also used for the loading of soil and other heavy materials into dump trucks for use at the Main Conservatory and the garden areas, which constantly require new soil, peat moss, and fertilizers, because plant material is changed from season to season. The tractor shovel is also used for

42-807 O - 70 - 17

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

picking up piled-up trash material from the Botanic Garden work areas, loaded into trucks, and hauled out weekly from the Nursery. During the winter months this equipment is used for snow removal.

A tractor shovel fully equipped with tires, lights and all safety equipment, capable of road or nursery service, is proposed to be purchased. This piece of equipment is vitally important for the day-to-day work necessary for the satisfactory operation of the Botanic Garden.

Replacement of Dump Truck.....$ 6,000

A nonrecurring amount of $6,000 is requested for 1971 for the purchase of a new 8-cylinder dump truck with standard transmission and heated cab suitable for winter use as a replacement for a 1951 GMC dump truck no longer economically repairable and continually out of service while undergoing extensive shop repairs.

This vehicle is required to haul top soil, mulch and sand to the Greenhouses, the Main Conservatory and the garden areas. It is also used to transport small tractors and tillers to garden areas, to haul trash to the dumping area weekly and to provide general hauling the year around.

Total Other Increases - NONRECURRING ITEMS.....$30,800

TOTAL ADDITIONS.....(+)$ 50,500

Total Estimate for 1971.....$672,800

GENERAL ANNUAL REPAIRS

Senator MONTOYA. Please highlight your requests with respect to this particular item. Which do you consider absolutely essential?

Mr. HENLOCK. The amount for general annual repairs is an essential item, to start a 5-year program of replacing the piping used in the heating system at Poplar Point Nursery, which supplies heat to the greenhouses at the nursery. There is a $2,000 increase in supplies and material, which we must have if we are to keep abreast of current costs requirements. Those are the annual maintenance items.

We do have a nonrecurring item for replacing the brass hinges on the ventilators in the main conservatory; also an item to reinsulate the steam and condensation lines around the main conservatory.

And there is the final item of repairs that is urgently recommended, which is $3,000 for testing the condition of the structural-aluminum framing in the main conservatory. Much of this framing is at a height of 85 feet above ground and will require careful examination to determine the cause of some disintegration which we know has occurred in the aluminum. Under the funds asked, we propose to have the Bureau of Standards, which has facilities to do so, to make examination and tests, give us a report, and let us know what is required in their judgment in the way of work necessary to be done for preservation.

REPLACEMENT OF TRACTOR SHOVEL

We do ask $15,000 to replace a tractor shovel that has been in use for many years. It is a 1950 model. It is used in the nursery for mixing and transporting large quantities of top soil and for other necessary purposes.

REPLACEMENT OF DUMP TRUCK

Also, we ask to replace a dump truck, at the cost of $6,000, which is a 1951 model. We can no longer keep it in repairs. It is used to haul top soil, mulch, and sand to the greenhouses, conservatory, and other garden areas.

Senator MONTOYA. Are there any other statements that you wish to make?

VISITORS' INTEREST IN GARDENS

Mr. HENLOCK. Only that the interest in the Botanic Garden seems to continue. We now average 300,000 or more visitors a year at the main conservatory, which is in keeping with the number that has been coming for a good many years now.

TESTING CONDITIONS OF STRUCTURAL ALUMINUM FRAMING

Mr. CAMPIOLI. Mr. Chairman, the $3,000 item for which we are asking funds for the testing of the structural aluminum in the main conservatory will result in our requesting funds next year for the actual repair.

These photographs indicate the serious deterioration that has occurred at some of the aluminum members up in the loft area of the

conservatory. You can tell from this photograph how high the area in question is. This condition has resulted through either bird droppings mixed with moisture or from some other cause. Some of the aluminum plates that are supporting some of the members of the roof trusses are failing.

As you can see in these photographs, the extent of the deterioration that resulted in one of the members having to be removed as it was completely separated from its bearing.

Senator MONTOYA. Is this a sample of it?

Mr. CAMPIOLI. Yes, sir; this is a portion of the aluminum plate showing the extent of deterioration. I call this condition to your attention as we will be asking for additional funds next year for the actual work.

Senator MONTOYA. That will be all, gentlemen. Thank you very much.

SUBCOMMITTEE RECESS

The subcommittee will recess until 10 a.m. tomorrow morning, when we expect to listen to testimony with respect to the Library of Congress.

(Whereupon, at 4:55 p.m., Tuesday, March 17, the subcommittee was recessed, to reconvene at 10 a.m. on Wednesday, March 18.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1971

WEDNESDAY, MARCH 18, 1970

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

The subcommittee met at 10 a.m. in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senator Montoya.

LIBRARY OF CONGRESS

STATEMENT OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS

ACCOMPANIED BY:

JOHN G. LORENZ, DEPUTY LIBRARIAN OF CONGRESS
ELIZABETH E. HAMER, ASSISTANT LIBRARIAN OF CONGRESS
WILLIAM J. WELSH, DIRECTOR, PROCESSING DEPARTMENT
PAUL L. BERRY, DIRECTOR, REFERENCE DEPARTMENT
LEWIS C. COFFIN, LAW LIBRARIAN
GEORGE D. CARY, DEPUTY REGISTER OF COPYRIGHTS
LESTER S. JAYSON, DIRECTOR, LEGISLATIVE REFERENCE SERVICE
EDMOND L. APPLEBAUM, ASSISTANT DIRECTOR FOR ACQUISITIONS AND OVERSEAS OPERATIONS, PROCESSING DEPARTMENT
ROBERT S. BRAY, CHIEF, DIVISION FOR THE BLIND AND PHYSICALLY HANDICAPPED
PAUL R. REIMERS, COORDINATOR OF INFORMATION SYSTEMS
WILLIAM W. ROSSITER, BUDGET OFFICER
DONALD C. CURRAN, DEPUTY BUDGET OFFICER

1970 APPROPRIATION AND 1971 BUDGET REQUEST

Senator MONTOYA. The subcommittee will be in session.

The first witness this morning will be Dr. L. Quincy Mumford, Librarian of the Library of Congress. Dr. Mumford, do you have a statement?

Dr. MUMFORD. Yes, Mr. Chairman. I have a brief summary statement which I would like to present, if I may.

Senator MONTOYA. You may do so.

Dr. MUMFORD. First, I thank you for the opportunity to present a brief summary of the requests for the Library and then my staff and I will be happy to respond to your questions as we go through the budget justification document.

Under all headings the requests total $51,846,000, representing an increase of $5,536,000 over the fiscal 1970 level. U.S.-owned foreign currencies (not hard dollars) for the Public Law 480 program account for $545,000 of this increase, and a little over $1 million is for such built-in costs as in-grade salary increases, annualization of new positions and pay increases granted in fiscal 1970, and price increases.

To continue the development of automation in the Library, I am requesting an increase of $960,000, and to complete the mechanization of the Card Division, I am requesting an increase of $700,000. For books and other library materials, including publications for the blind and physically handicapped, and for the preservation of books, an additional $560,000 is requested.

In all, I am requesting 207 positions, of which 98 are under the appropriation "Salaries and Expenses, Library of Congress," and are for such basic library services as acquiring, cataloging, preserving, and servicing library materials, and for supporting activities. Of the remainder, 68 are for the Legislative Reference Service, 15 for the Copyright Office, 11 for the Card Division, and 15 for the Division for the Blind and Physically Handicapped.

1971 Increases

For the most part these increases represent the normal growth required of any research library. The Library is cataloging more than twice as many books as it did a decade ago and the receipt of all types of material continues to grow year by year. More books, more use of more materials, more subjects to deal with, more requests from Members of Congress, more complex technology to master and to apply, and more need to help and cooperate with other libraries all add up to the continuing need for the Library to grow. It must acquire current material as it appears and provide the services to make the collections effectively useful.

Automation

To meet the increasingly complex demands on these collections new methods must be found. One promising approach is the application of computer technology to these problems. A substantial part of the increase is for this purpose. To bring the vast array of materials in the Library under effective control and to supply information about them when needed requires the development of methods far different from those of the past. At the current rate of growth, the servicing of the Library's collections will, before many years pass, become cumbersome beyond the point acceptable to users unless we proceed now with the automation program.

The Library has continued to make good progress with the automation funds provided in fiscal 1970, not only in the further development of the Central Bibliographic System but also in several applications of computer technology in the Legislative Reference Service, the Processing Department, the Reference Department and the Copyright Office. At the same time the Library is establishing basic standards and building the essential bibliographic apparatus for a national library network. In fiscal 1971, the Library is ready to take further steps forward in automating operations and services in all these areas.

Based on sound management principles, after projects have been developed and tested with the resources of the Information Systems Office and have become operational in a particular department, funds to continue the automated operation are requested in the budget of that department. As a result, in fiscal 1971 requests for such continuing services are included in four departments of the Library.

Proposed Increases in Automation Budget

About half of the $960,000 increase requested for automation development is for computer equipment. Library computer-based programs have progressed to the point where machinery of greater capacity is needed to operate the programs already developed as well as those scheduled to become operational during fiscal 1971.

Computer terminals and associated equipment necessary to proceed with a data system designed to aid the Legislative Reference Service in serving Members of Congress, and for the next stage of the Central Bibliographic System, cannot go forward without upgrading the present equipment. The ability to increase the computer configuration is, in fact, the key to continuing the development of all automation programs.

Automation in the Card Division

The Card Division is another area where, because of the repetitive nature of the work in selling 60 million cards a year, modern computer technology can be effective. This division was established at the turn of the century to make Library of Congress cataloging available to other libraries at a reasonable price. It is currently serving more than 20,000 libraries and provides an indispensable contribution to the educational institutions of the Nation.

In September 1968, the first stage of a two-stage automation and mechanization program was initiated in order to begin the development of a modern card-distribution system. Stage two of this program, for which $700,000 is requested, is scheduled to go into operation this fall. This stage will provide copies of catalog cards on demand from customer orders and will eliminate the necessity of storing vast quantities of catalog cards. I am confident that the final result will be a speedy, efficient system which will benefit all libraries.

PRESERVATION OF LIBRARY MATERIALS

The problems of preservation are becoming more and more serious and complex. As we proceed with the preservation of the vast and invaluable collections of the Library we shall also provide leadership for the Nation's libraries in attacking the problems of deteriorating paper. In the 2 years since the centralized program was instituted, we have made considerable progress, and to continue and enlarge this program I am requesting 18 additional positions and also a $180,000 increase for necessary technical equipment and such supplies as chemicals, film, and the like.

REFINANCING OF POSITIONS

There are 16 positions in the Library's request (13 in the Administrative Department and 3 in the Office of the Librarian) which are not new positions, but which require refinancing. In the past decade the Library has been performing sizable tasks for other agencies on working fund advances, of which the Library of Congress has received a percentage for overhead.

Because of budget reductions, mainly in the Department of Defense, the amount received from this source has been reduced by over $3.5 million, which has resulted in a loss of about $445,000 a year in overhead receipts. These overhead funds have been used primarily to add personnel in those areas where there was a direct workload impact from these projects and for other central services of the Library.

As long as these funds were available, I asked Congress for very little additional assistance for these general central-service activities, even though they were experiencing the normal workload growth which results from managing larger staffs, from expanding regular programs, and from more complex operations. With outside projects being reduced, the direct workload to support these projects is also decreasing, but the overall workload is not decreasing in the same proportion. The 16 positions for which the Library is requesting budget support are essential for continuing normal Library activities.

The space situation continues to be critical. The Library is renting or using federally-owned space at nine locations in the Washington metropolitan area, in which we occupy 510,000 square feet, and for which $1.8 million is being spent annually by the Library and the General Services Administration.

JAMES MADISON MEMORIAL BUILDING

In the fiscal 1970 budget for the Architect of the Capitol, $2.8 million was allowed to complete the working drawings and specifications for the James Madison Memorial Building based on the contingency that the authorization was increased from $75 million to $90 million. A bill to raise the ceiling has passed Congress and was approved by the President on March 16, 1970.

In the Architect's fiscal 1971 budget, $15,610,000 is requested for excavation, construction of the mat and walls to the first floor, and for the purchase of stone, which must be contracted for years in advance of the actual need for it or it will not be available and further serious delays could be occasioned.

The Library's space needs continue to grow at a rate of 45,000 to 50,000 square feet a year. The $394,000 decrease in my request under the heading of Rental of Space represents a lease which will be taken over by General Services Administration for the 1971 fiscal year.

I cannot stress too strongly how essential the Madison Building is in meeting our responsibilities to the Congress and to the Nation. I trust, therefore, that funds will be made available so that rapid progress can be made and further outlays for rental can be avoided.

I appreciate being able to present these highlights of the budget. My staff and I are here to answer your questions and to describe our needs in greater detail.

RENTAL SPACE

Senator MONTOYA. This last figure about space requirements each year, namely, 45,000 to 50,000 square feet per year increase, and the availability only of 510,000 square feet through the Madison Building, where is that going to leave us 10 years from now?

Dr. MUMFORD. Before that time, Mr. Chairman, I hope we will be occupying the Madison Memorial Building. The new building has been planned to allow for growth for 15–20, or more years.

Senator MONTOYA. You have all of this space all over town, which you indicate amounts to 510,000 square feet. How much space do we have in the plans for the Madison Library?

Dr. MUMFORD. We have approximately 1.7 million square feet net planned for the Madison Memorial Building. The 510,000 feet of rental space we expect to absorb within that 1.7 million in the Madison Building.

Senator MONTOYA. So the Madison Library will take care of your needs for approximately 20 to 25 years?

Dr. MUMFORD. That is our expectation.

COMPUTER EQUIPMENT

Senator MONTOYA. With respect to the computer equipment, are you still leasing this computer equipment?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. Are you buying any of it?

Dr. MUMFORD. I would like to ask Mr. Reimers to respond.

Mr. REIMERS. No, sir, we are leasing all of the equipment, because we are looking forward to more advanced equipment; for our present needs we are continuing to lease.

Senator MONTOYA. Are you expending any money for surveys to determine the feasibility of computer equipment in any phase of our operation?

Dr. MUMFORD. No, sir, not at the present time.

FEASIBILITY OF AUTOMATION

Several years ago with a grant from a private foundation we had a very extensive survey made by some of the most outstanding experts in the country in the field of computer utilization. They came up with a report which, in effect, said that it was not only possible, feasible, but desirable and economical to computerize the bibliographic information of the Library and recommended and urged that efforts be made to begin that kind of a program. Since that time we have had two additional studies made on this subject.

That is what we are working toward an automated central bibliographic system which includes the bibliographic information contained in our cataloging and also, as I indicated in my previous statement, automating related activities in the Legislative Reference Service, Copyright Office, and other parts of the Library.

LOSS OF REVENUE FROM DEPARTMENT OF DEFENSE

Senator MONTOYA. Will you explain a little more lucidly or with more detail the support that you have received from, say, the Department of Defense for undertaking part of your overhead?

Dr. MUMFORD. Yes. Since 1948 we have been doing work for components of the Department of Defense. This has been primarily culling information from open source literature, on various subjects and topics, and putting it together in the form in which the Defense Department would like to have it. But due to a reduction in program, and I presume it is primarily due to reduction in funds available to the Department of Defense, they have felt it necessary to curtail this program.

This has resulted in considerable loss of the gross receipts.

Senator MONTOYA. How much revenue will you be losing in this next fiscal year?

Dr. MUMFORD. Approximately $2.7 million. We have been collecting overhead receipts of 15 percent for this in order to provide the support needed for these activities.

Senator MONTOYA. I notice on page 2 the working fund advances and allocations, which are the funds that you speak of, I think. In 1969 you were receiving from these sources $13,149,732. It went down in 1970, this year, to $9,052,628, and you expect it to go down further in 1971 to $6,398,000.

Dr. MUMFORD. That is correct, sir.

That naturally means a loss to us of the overhead receipts to support this work. It was necessary for us to add additional staff for personnel and various administrative functions to support this work.

While the reduction in the program has meant a reduction in the need for this support help, over those years, the normal workload of the Library was increasing, but we weren't asking for additional positions to support this increased workload.

Now we need a minimum number of people to continue the normal operations of the Library aside from this special work.

(Additional information appears on p. 455.)

COMPARATIVE SUMMARY OF APPROPRIATIONS AND APPROPRIATION ESTIMATES

Senator MONTOYA. To finance the activities of the Library of Congress for the fiscal year 1971, you are requesting a total of $51 846,000, which is an increase of $5,536,000 over your adjusted fiscal year 1970 appropriation.

Of course, there is a total of 207 new positions throughout the Library. At this point I want to place in the record the pertinent summary tables from the justifications, tables 1, 2, and 3.

(Tables 1, 2, and 3 follow:)

TABLE I

Comparative Summary of Appropriation and Appropriation Estimates

	1970 Appropriation	Pay Raise Proposed Supplemental	1970 Adjusted	1971 Requested	Increase or Decrease 1971 over 1970
Salaries and Expenses, Library of Congress	$19,061,500	$1,321,500	$20,383,000	$22,520,000	$2,137,000
Salaries and Expenses, Copyright Office	3,124,000	274,000	3,398,000	3,694,000	296,000
Salaries and Expenses, Legislative Reference Service	4,135,000	414,000	4,549,000	5,484,000	935,000
Salaries and Expenses, Distribution of Catalog Cards	7,728,000	359,000	8,087,000	9,087,000	1,000,000
Books for the General Collections	750,000	----	750,000	800,000	50,000
Books for the Law Library	140,000	----	140,000	140,000	----
Salaries and Expenses, Books for the Blind and Physically Handicapped	6,997,000	56,000	7,053,000	7,598,000	545,000
Salaries and Expenses, Organizing and Microfilming the Papers of the Presidents and Other Great Americans	118,800	13,200	132,000	136,000	4,000
Total, Regular Appropriation	42,054,300	2,437,700	44,492,000	49,459,000	4,967,000
Collection and Distribution of Library Materials (Special Foreign Currency Program)	1,802,000	16,000	1,818,000	2,387,000	569,000
Total	$43,856,300	$2,453,700	$46,310,000	$51,846,000	$5,536,000

TABLE II

Summary of Budgeted Positions 1969, 1970, 1971

Appropriated Title	1969 Total Number	1970 Total Number	1971 Total Number
Salaries and Expenses, Library of Congress	1,533	1,581	1,679
Salaries and Expenses, Copyright Office	324	332	347
Salaries and Expenses, Legislative Reference Service . . .	311	328	396
Salaries and Expenses, Distribution of Catalog Cards . . .	604	604	615
Salaries and Expenses, Books for the Blind and Physically Handicapped	64	72	87
Salaries and Expenses, Organizing and Microfilming the Papers of the Presidents and Other Great Americans . . .	15	15	15
Collection and Distribution of Library Materials (Special Foreign Currency Program)	10	10	10
Total	2,861	2,942	3,149

Note: The total number in each instance includes the full-time equivalent of part-time positions. Totals above do not include native personnel hired in connection with the Special Foreign Currency Program.

TABLE III

Summary of Increases and Decreases Requested
Fiscal 1971

Increases	Salaries and Expenses Library of Congress	Copyright Office	Legislative Reference Service	Distribution of Catalog Cards	Books for the General Collections	Books for the Blind and Physically Handicapped	Organizing and Microfilming the Papers of the Presidents and Other Great Americans	Collection and Distribution of Library Materials (P.L. 480)	Total
To maintain present level of staff and service in 1971:									
Ingrade increases and reallocations (including personnel benefits)	$ 309,330	$ 60,211	$ 82,338	$ 88,684	----	$ 14,093	$3,240	----	$ 557,896
Annualization of pay and retirement increases (including personnel benefits)	100,000	17,300	25,100	23,900	----	3,500	760	----	170,560
Annualization of new positions from 1970 (including personnel benefits)	93,500	16,000	61,000	----	----	18,000	----	----	188,500
Accident Compensation	1,296	----	----	----	----	----	----	----	1,296
Postage	----	----	----	18,000	----	9,600	----	----	27,600
Pay increase at Government Printing Office	----	----	----	55,000	----	----	----	----	55,000
Increased cost of acquisitions	----	----	----	----	50,000	----	----	----	50,000
Total cost to maintain present operating level in 1971	504,126	93,511	168,438	185,584	50,000	45,193	4,000	----	1,050,852
To meet increased workload, to strengthen service, and to reduce arrearage:									
Salaries, new positions (including personnel benefits)	(98) 871,874	(15) 145,969	(68) 736,562	(11) 61,416	----	(15) 110,927	----	----(207)	1,926,768
Telephone service	----	33,000	----	----	----	----	----	----	33,000
Printing, Forms	----	10,000	30,000	----	----	----	----	----	40,000
Printing, Publications	15,000	----	----	----	----	11,500	----	----	26,500
Printing, Catalogs	----	6,500	----	53,000	----	----	----	----	59,500
Phase II - Card Division Mechanization	----	----	----	700,000	----	----	----	----	700,000
Preservation of Materials	180,000	----	----	----	----	----	----	----	180,000
Automation Study	960,000	----	----	----	----	----	----	----	960,000
Health Services	----	4,000	----	----	----	----	----	----	4,000
Publication Contracts	----	----	----	----	----	47,880	----	----	47,880
Books and Library Materials	----	3,000	----	----	----	----	----	----	3,000
Books in Raised Characters	----	----	----	----	----	72,000	----	----	72,000
Sound Reproductions	----	----	----	----	----	257,500	----	----	257,500
Total increases to meet increased workload, etc.	2,026,874	202,489	766,562	814,416	----	499,807	----	----	4,310,148
Total increases, regular appropriations	2,531,000	296,000	935,000	1,000,000	50,000	545,000	4,000	----	5,361,000
Decreases									
Rental of Space	-394,000	----	----	----	----	----	----	----	-394,000
Net increases, regular appropriations	2,137,000	296,000	935,000	1,000,000	50,000	545,000	4,000	----	4,967,000
Collection and Distribution of Library Materials (Special Foreign Currency Program):									
Foreign Currencies	----	----	----	----	----	----	----	545,000	545,000
U. S. Dollars	----	----	----	----	----	----	----	24,000	24,000
Total increases, Special Foreign Currency Program	----	----	----	----	----	----	----	569,000	569,000
Total increases, Library of Congress	2,137,000	296,000	935,000	1,000,000	50,000	545,000	4,000	569,000	5,536,000

CHRONOLOGICAL TABLE OF APPROPRIATIONS AND POSITIONS

Senator MONTOYA. Also, I would appreciate it if you will provide for the record the chronological table of annual appropriations and authorized positions from 1939 up to and including the fiscal 1971 estimate.

Dr. MUMFORD. Yes, sir.

(The table follows:)

LIBRARY OF CONGRESS

ANNUAL APPROPRIATIONS AND AUTHORIZED POSITIONS 1939 - 1971

Year	Library of Congress 1/		Copyright Office 3/		Legislative Reference 4/		Card Distribution 5/	
	Amount	Positions 2/	Amount	Positions 2/	Amount	Positions 2/	Amount	Positions 2/
1939	$ 1,666,800	698	$ 305,400	136	$ 131,500	39	$ 365,000	82
1940	1,743,987	792	337,460	146	138,700	54	409,560	92
1941	2,040,618	842	352,840	150	154,580	60	444,260	117
1942	2,218,847	876	334,740	148	171,005	66	454,375	127
1943	2,089,262	972	337,920	155	187,440	68	434,090	129
1944	2,497,862	882	355,759	129	219,751	65	533,953	121
1945	2,542,200	912	368,000	131	213,000	62	531,605	114
1946	3,062,405	962	370,700	149	275,276	72	542,100	115
1947	3,545,060	995	626,925	192	569,100	131	791,482	129
1948	3,419,700	951	626,925	180	500,000	113	750,000	156
1949	3,820,271	964	781,800	211	541,500	117	897,375	149
1950	4,170,120	1,009	851,228	224	751,598	159	1,026,736	166
1951	4,355,180	1,014	929,500	239	790,000	151	1,102,600	173
1952	4,815,483	1,010	1,027,010	239	866,300	151	1,172,750	174
1953	4,880,812	1,011	1,052,909	239	869,300	151	1,235,107	179
1954	4,810,272	1,002	1,100,000	244	901,721	151	1,264,800	188
1955	4,815,636	971	1,123,900	238	897,300	144	1,349,100	190
1956	5,143,064	973	1,238,475	247	1,054,932	158	1,402,359	192
1957	5,310,593	1,007	1,287,547	256	1,067,387	158	1,487,100	204
1958	6,217,345 6/	1,063 6/	1,329,655 7/	238 7/	1,267,000	163	1,715,000	221
1959	6,748,300	1,091	1,397,256	236	1,390,300	171	1,878,635	223
1960	7,159,890	1,147	1,450,000	245	1,455,400	180	1,981,300	238
1961	8,122,800	1,172	1,588,800	247	1,780,200	208	2,172,700	265
1962	8,455,000	1,211	1,600,000	247	1,809,200	208	2,347,000	288
1963	10,074,380	1,253	1,673,560	247	1,960,820	215	2,754,370	319
1964	9,726,000	1,276	1,781,000	252	2,119,000	220	3,042,000	331
1965	11,001,800	1,365	1,914,200	255	2,412,800	224	3,810,100	393
1966	11,994,700	1,426	2,072,500	268	2,586,200	228	4,100,300	400
1967	13,524,100	1,418	2,329,000	293	3,010,500	263	4,648,600	439
1968	15,810,968 10/	1,477 10/	2,532,832	308	3,349,323	286	6,422,800	564
1969	$18,019,300	1,533	$2,987,800	324	$3,870,000	311	$7,250,000	604
1970	20,383,000	1,581	3,398,000	332	4,549,000	328	8,687,000	604
1971 (estimate)	22,520,000	1,679	3,694,000	347	5,484,000	396	9,087,000	615

LIBRARY OF CONGRESS

ANNUAL APPROPRIATIONS AND AUTHORIZED POSITIONS 1939 - 1971

Books for the Blind and Physically Handicapped		Books for General Collections	Books for Law Library	Books for Supreme Court	Presidential Papers	
Amount	Positions 2/	Amount	Amount	Amount	Amount	Positions 2/
$ 275,000	4	$149,500	$ 70,000	$ 8,000	$ ----	--
275,000	8	118,000	85,000	----	----	--
325,000	8	148,000	85,000	10,000	----	--
350,000	8	248,000	90,000	20,000	----	--
370,000	8	173,000	90,000	20,000	----	--
370,000	8	198,000	95,000	20,000	----	--
500,000	8	198,000	85,000	20,000	----	--
500,000	10	525,000	150,000	20,000	----	--
500,000	16	370,000	125,000	20,000	----	--
1,000,000	16	300,000	95,000	20,000	----	--
979,400	17	300,000	95,000	24,000	----	--
1,000,000	18	300,000	95,000	25,000	----	--
1,000,000	20	270,000	85,500	22,500	----	--
1,000,000	20	270,000	85,500	22,500	----	--
1,000,000	20	270,000	85,500	22,500	----	--
1,000,000	21	270,000	90,000	22,500	----	--
1,000,000	21	260,000	90,000	25,000	----	--
1,006,678	21	300,000	90,000	25,000	----	--
1,067,481	24	300,000	90,000	27,500	----	--
1,206,000	25	320,000	90,000	27,500	----	--
1,367,900	25	320,000	90,000	30,000	106,800	15
1,619,400	28	350,000	90,000	30,000	106,800	18
1,723,200	29	400,000	90,000	35,000	112,800	17
1,786,100	31	470,000	90,000	38,000	112,800	19
1,893,910	31	570,000	110,000	----8/	112,800	19
1,900,000	33	670,000	110,000	----	112,800	15
2,458,600	36	670,000	110,000	----	112,800	15
2,681,600	38	780,000	125,000	----	112,800	15
4,603,100	54	800,000	125,000	----	112,800	15
5,968,234	59	590,000 11/	125,000	----	112,800	15
$6,668,000	64	$665,000	$125,000	----	$118,860	15
7,053,144	72	750,000	140,000	----	132,000	15
7,598,000	87	864,000	140,000	----	136,000	15

LIBRARY OF CONGRESS

ANNUAL APPROPRIATIONS AND AUTHORIZED POSITIONS 1939 - 1971

Preservation of Motion Pictures		Revision of Annotated Constitution		Special Foreign Currency Program 9/		Alaskan Church Records	TOTAL	
Amount	Positions 2/	Amount	Positions 2/	Amount	Positions 2/	Amount	Amount	Positions 2/
$ ----	--	$ ----	--	$ ----	--	$ ----	$ 2,971,200	959
----	--	----	--	----	--	----	3,107,707	1,092
----	--	----	--	----	--	----	3,560,298	1,177
----	--	----	--	----	--	----	3,886,967	1,225
----	--	----	--	----	--	----	3,701,712	1,332
----	--	----	--	----	--	----	4,290,325	1,205
----	--	----	--	----	--	----	4,457,805	1,227
----	--	----	--	----	--	----	5,445,481	1,308
----	--	----	--	----	--	----	6,547,567	1,463
----	--	----	--	----	--	----	6,711,625	1,416
----	--	----	--	----	--	----	7,439,346	1,458
----	--	----	--	----	--	----	8,219,682	1,576
----	--	----	--	----	--	----	8,555,280	1,597
----	--	----	--	----	--	----	9,259,543	1,594
----	--	----	--	----	--	----	9,416,128	1,600
----	--	----	--	----	--	----	9,459,293	1,606
----	--	----	--	----	--	----	9,560,936	1,564
----	--	----	--	----	--	----	10,260,508	1,591
----	--	----	--	----	--	----	10,637,608	1,649
----	--	----	--	----	--	----	12,172,500	1,710
60,000	2	----	--	----	--	----	13,389,191	1,763
60,000	2	----	--	----	--	----	14,302,790	1,858
60,600	2	----	--	----	--	----	16,086,100	1,940
60,600	2	25,000	1	400,000	4	----	17,193,700	2,011
60,600	1	----	2	679,900	4	15,000	19,905,340	2,091
50,000	1	----	--	978,000	9	----	20,488,800	2,137
50,000	1	----	--	1,541,500	10	----	24,081,800	2,299
50,000	1	----	--	1,848,500	10	----	26,351,600	2,386
50,000	1	----	--	2,268,000	11	----	31,471,100	2,494
----12/	--12/	----	--	2,229,443	12	----	37,141,400	2,721
$ ----	--	$ ----	--	$1,009,000	10	$ ----	$41,712,900	2,861
----	--	----	--	1,818,000	10	----	46,310,000 13/	2,942
----	--	----	--	2,387,000	10	----	51,846,000	3,149

1/ From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Library proper; salaries and expenses, Library buildings; salaries and expenses, union catalogs; general printing and binding, miscellaneous expenses; contingent expenses; photoduplication expenses; expenses, Library of Congress Trust Fund Board; motion picture project; security of the collections; penalty mail; Sunday opening, Library proper; Sunday opening, Library buildings.
2/ Includes the full-time equivalent of part-time and temporary positions.
3/ From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Copyright Office; and printing the catalog of title entries of the Copyright Office.
4/ From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Legislative Reference; Index to State legislation; revision of the Annotated Constitution of the United States of America.
5/ From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, distribution of catalog cards; and printing, catalog cards.
6/ Includes $117,345 comparative transfer of 20 positions from Copyright Office.
7/ Excludes $117,345 comparative transfer of 20 positions to Library of Congress.
8/ Transferred to Judiciary Branch.
9/ Includes U. S. Dollar Support personnel only.
10/ Includes comparative transfer of $210,000 from Books for the General Collections; $50,000 and 1 position from Preservation of Motion Pictures.
11/ Excludes comparative transfer of $210,000 to Salaries and Expenses, Library of Congress.
12/ Excludes comparative transfer of $50,000 and 1 position to Salaries and Expenses, Library of Congress.
13/ Includes proposed pay raise supplemental of $2,453,700 (House Document No.).

REVENUE-PRODUCING ACTIVITIES

Senator MONTOYA. Also, please provide a brief statement of those activities of the Library which are revenue-producing, indicating the actual receipts for fiscal year 1969 and the actual reimbursements to the Treasury as a result of these activities.

Dr. MUMFORD. Yes, sir.

(The table follows:)

Receipts returned to the Treasury, 1969

Copyright fees	$1,879,831
Sale of catalog cards and publications	5,965,111
Gifts to the United States and other miscellaneous items	51,000
Total	7,895,942

STAFF TRANSFER FROM GOVERNMENT PRINTING OFFICE

Senator MONTOYA. As I recall, the Congress allowed 73 new positions in last year's bill, which when added to your base of 2,861 for fiscal year 1969, would total 2,934.

Yet your total for fiscal year 1970 indicates an increase of 81 new positions. How do you account for that?

Dr. MUMFORD. I think the answer to your question, Mr. Chairman, is that that was accounted for by the transfer of eight staff members from the Government Printing Office. We formerly had much of our binding repair work done by the Government Printing Office.

We felt that we could coordinate this program better if that staff was transferred to us along with the money that we were paying for the work. We were thus able to obtain eight additional positions.

Senator MONTOYA. So instead of paying GPO for the work, you brought these people in?

Dr. MUMFORD. We do the work ourselves and pay the people ourselves.

Senator MONTOYA. What has been your percentage of increase over, say, the last 5 years; that is, exclusive of this 1971 request?

Dr. MUMFORD. Increase in appropriated dollars or staff?

Senator MONTOYA. In staff.

Dr. MUMFORD. The table on page 2 indicates the total figures. May we supply that percentage for the record?

Senator MONTOYA. Yes.

(The table follows:)

Total staff supported on direct appropriations

	Cumulative percentage increase
1966:	
Number: 2,386	
1967:	
Number: 2,494	4.5
1968:	
Number: 2,721	14.0
1969:	
Number: 2,861	19.9
1970:	
Number: 2,942	23.3

SALARIES AND EXPENSES

Senator MONTOYA. For the main Library appropriation, "Salaries and expenses," you are requesting $22,520,000, an increase of $2,137,000 over the adjusted 1970 appropriation. Under this heading, you are requesting 98 new positions.

I will insert in the record pages 4 through 19 of the justifications.

(The justification follows:)

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS

1970 Regular Bill	$19,061,500
Proposed supplemental due to pay increases	1,321,500
1970 adjusted	$20,383,000
1971 Estimate	22,520,000
Net increase	$ 2,137,000

Analysis of Increases and Decreases

Decreases:

1. Rental of space ..... - $394,000

Space rental 1970	$998,000
Space rental 1971	604,000
Net decrease	$394,000

In 1971 the General Services Administration will assume responsibility for the annual rental cost of $394,000 for the space occupied by the Copyright Office at Crystal Mall, Virginia.

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)

Increases:

1. Ingrade increases ..... + $309,330

Funds are requested to cover within-grade increases, reallocations, and wage-board increases as follows:

Salaries	$288,198
Personnel benefits	21,132
Total	$309,330

To absorb this amount would mean the equivalent of approximately 28 positions could not be filled.

2. Annualization of pay and retirement increases ..... + 100,000

This request is necessary to provide for annualization of the 1970 pay raise effective July 14, 1969; and annualization resulting from the one-half percent increased Federal payment for employee retirement benefits, effective January 12, 1970.

Salaries	$57,600
Personnel benefits	42,400
Total	$100,000

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)

3. Annualization of new positions from 1970 ..... + $ 93,500

Forty new positions were authorized under this appropriation in fiscal year 1970, but funding was provided for only eight months; therefore we must ask for annualization of these positions to cover the four months discounted in the fiscal year 1970 appropriation.

Salaries	$86,645
Personnel benefits	6,855
Total	$93,500

4. Accident compensation- reimbursement to Bureau of Employee Compensation ..... + 1,296

The Library's reimbursement to the Bureau of Employees' Compensation for benefits and other payments for fiscal year 1969 exceeded the amount budgeted for those purposes in 1968 by $1,296.00.

5. Printing, Publications ..... + 15,000

Publications costs have been increasing at a rate of approximately 5 percent a year in recent years. In addition, the Library plans to have the supplement to the Guide to the Study of the United States and the guide to the

Mexican documents in the Harkness collection ready for publication in fiscal year 1971. These two major guides have been long in preparation and will cost considerably more than usual Library publications.

6. Preservation of Materials ..... + $180,000

Restoration and Preservation of Books, Manuscripts, etc. - Increase of $72,000

Increases are requested to replace more deteriorated bindings, to increase the number of serials being bound, and to apply hard cover bindings to an increasing number of paper bound volumes. Increases also are needed to cover special supplies, materials, and chemicals used in preservation, including those used in the restoration shops as well as manuscript and microfilm boxes, cases for storing magnetic tapes, and other storage facilities used in lieu of binding.

Preservation of Deteriorating Books, Newspapers, etc., by Microreproduction - Increase of $48,000

An increase of $30,000 is requested to enable the Library to microfilm approximately 3,000 more brittle books in 1971 than in 1970. An addi-

tional $18,000 increase is requested to cover the higher cost of purchasing microfilm copies of current newspapers in lieu of binding them.

Preservation of Deteriorating Motion Picture Film and Other Photographic Material - Increase of $40,000

The increase is needed to provide additional funds to cover operating costs and overhead for the use of nitrate film storage vaults at Wright-Patterson Air Force Base, Ohio, as well as transportation costs and other related costs. A significant portion of the increase will be used to cover the operating costs of the Library's newly established dry processing laboratory for nitrate film. Some will be used for processing deteriorating nitrate film negatives in the Historic American Building and the Early American Architectural collections of the Library.

Preservation of Sound Recordings - Increase of $20,000

The requested increase is needed to make a more rapid conversion of the

large collection of deteriorating sound recordings in the Library's collections, because deterioration is occuring faster than conversion with present funds can handle.

7. Automation Studies ..... + $960,000

Central Bibliographic System Design and Application Subsystem - Increase of $364,000

The increase is requested to permit progress from completed studies to implementation of portions of the central bibliographic system. Implementation will be in the Order Division and the Loan Division. In addition, work will be continued and expanded on how to automate the Authority File (a basic information file in the cataloging process), and on development of filing rules and subject controls.

The MARC System - Increase of $111,000

The increase is needed to continue development of the MAchine-Readable Cataloging (MARC) system. The additional funds will allow

for expansion of the MARC data base to include non-book materials, including some serials and audio-visual materials.

Related Systems Including the Legislative Reference Service and Copyright Office - Increase of $19,000

The increase is requested to better serve the Legislative Reference Service by expansion of the Administrative Terminal System, and the Library of Congress Congressional information network. Both systems provide immediate access to the computer from remote terminals located inside or outside the Library of Congress. The increase also is needed to design and implement an automated system for the Copyright Office which would record every application, item, and fee received by the Office, and which would efficiently match, add to, sort, file, locate, and search this material while it is in process in the Office.

Computer Equipment and Related Costs - Increase of $466,000

Increases are needed to augment the computer configuration in the

Library and for related costs such as training of staff in the use of the equipment and certain maintenance costs.

8. New positions requested (98) $871,874

Processing Department (21)

To achieve and maintain currency in the preparation and distribution of MARC II tapes (4)

2 GS-9 and 2 GS-6	$32,404
Contribution to health insurance	240
Group life insurance	108
Contribution to retirement	2,268
Total	$35,020

To begin automation of book purchasing operations (5)

5 GS-6	$34,410
Contribution to health insurance	300
Group life insurance	115
Contribution to retirement	2,409
Total	$37,234

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)

To expand cataloging of audio-visual materials (4)	
4 GS-9	$37,280
Contribution to health insurance	240
Group life insurance	124
Contribution to retirement	2,610
Total	$40,254
To provide assistance in the Selection of Material (1)	
1 GS-12	$13,389
Contribution to health insurance	60
Group life insurance	44
Contribution to retirement	937
Total	$14,430

To maintain currency in preparing cards for filing into catalogs and editing of catalogs (7)

1 GS-12; 2 GS-9; 1 GS-7; 2 GS-3; and 1 GS-2	$53,862
Contribution to health insurance	420
Group life insurance	180
Contribution to retirement	3,770
Total	$58,232

Total Processing Department $185,170

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)

Reference Department (18)

To meet increased demands for, and to provide additional capabilities in reference and circulation services, and to organize increasing amounts of materials to make it readily available to readers (18)

1 GS-13; 1 GS-12; 6 GS-9; 2 GS-7; 5 GS-5; 1 GS-4; and 2 GS-3	$146,635	
Contribution to health insurance	1,080	
Group life insurance	489	
Contribution to retirement	10,264	
Total	$158,468	
Total Reference Department		$158,468

Law Library (2)

To perform legal research and reference service and assist in recommendation of materials; to provide editorial direction to program of preparing current Guides (2)

1 GS-12 and 1 GS-9	$22,709
Contribution to health insurance	120
Group life insurance	76
Contribution to retirement	1,590
Total	$24,495

Total Law Library $24,495

Administrative Department (53)

To meet increased workload from operation of rental space (11)

1 GS-9; 6 GS-5; 2 WG-3; 1 WS-2; and 1 WG-5	$70,649
Contribution to health insurance	660
Group life insurance	235
Contribution to retirement	4,945
Total	$76,489

42-807 O - 70 - 19

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)

To expand the services of the Space Management Office (2)	
1 GS-13; and 1 GS-11	$27,045
Contribution to health insurance	120
Group life insurance	90
Contribution to retirement	1,893
Total	$29,148
To expand the services of the Computer Center (6)	
1 GS-13; 1 GS-12; 1 GS-9; 2 GS-5; and 1 GS-4	$56,395
Contribution to health insurance	360
Group life insurance	188
Contribution to retirement	3,948
Total	$60,891

To refinance positions currently funded from project overhead (13)

1 GS-13; 1 GS-12; 3 GS-11; 1 GS-9; 2 GS-7; 1 GS-6; 3 GS-5; and 1 WP-12	$120,209
Contribution to health insurance	780
Group life insurance	400
Contribution to retirement	8,415
Total	$129,804

To meet increased workload in Management Services (3)

1 GS-6; and 2 GS-5	$ 19,234
Contribution to health insurance	180
Group life insurance	64
Contribution to retirement	1,346
Total	$ 20,824

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)

To expand services and meet increased workload in the Preservation Office (18)		
1 GS-12; 1 GS-9; 1 GS-7; 3 GS-6; 1 GS-4; 2 GS-3; 1 GS-2; 2 WG-2; 3 WB-125; 1 WB-129; 1 WB-124; 1 WB-123	$138,455	
Contribution to health insurance	1,080	
Group life insurance	462	
Contribution to retirement	9,693	
Total	$149,690	
Total Administrative Department		$466,846

Office of the Librarian (4)

To provide research and secretarial support for the immediate Office of the Assistant Librarian (1)

1 GS-7	$ 7,639
Contribution to health insurance	60
Group life insurance	25
Contribution to retirement	535
Total	$ 8,259

To refinance positions current funded from project overhead (3)

1 GS-11; and 2 GS-7	$26,511
Contribution to health insurance	180
Group life insurance	89
Contribution to retirement	1,856
Total	$28,636

Total Office of the Librarian $36,895

Total increases $2,531,000

Net increase $2,137,000

PRINTING AND PUBLICATIONS

Senator MONTOYA. On subitem No. 5, page 6, for printing, publications, you are requesting an additional $15,000.

What is your base appropriation for this item?

Mrs. HAMER. $76,500, Mr. Chairman.

Senator MONTOYA. Will you please identify these publications for which you are requesting this printing money?

Mrs. HAMER. We published about 26 titles a year. Of those 26, 19 are monographs and—that is, in book form. Then there are continuing publications, such as the *Annual Report* of the Librarian of Congress to the Congress, which is required by law, and a quarterly journal, which is a supplement to the *Annual Report*.

From 40 to 50 percent of the amount appropriated for general publications goes to continuing publications so that only about one half of the money we receive for publications can be spent on new titles, that is, new publications.

Senator MONTOYA. Tell me about that journal, that monthly journal.

Mrs. HAMER. The law requires the Librarian to make reports to the Congress on the acquisition of materials to the Library. In time, the Annual Report of the Librarian became in large part a report on acquisitions, and consequently we were not reporting on other activities. Permission of the Congress was obtained a number of years ago to break our report into two different parts, one, the administrative report and, two, the report on the acquisitions.

The Quarterly Journal of the Library is now a report on new materials acquired by the Library, as well as those that haven't been previously described. These materials are described under such handings as music, manuscripts, Hispanica, and so on.

GUIDE TO THE STUDY OF THE UNITED STATES

Senator MONTOYA. What is this guide to the study of the United States which is referred to?

Mrs. HAMER. That is a publication that came out several years ago and it has been, I suppose, the all-time popular publication of the Library of Congress. Over $180,000 has been reported in sales and the Government Printing Office has itself gone back to press to keep this book in stock.

It is now not up-to-date, of course, and we have been engaged in the last several years in preparing a supplement to it. This is a selective bibliography of recently published monograph relating to the study of the history of the United States.

BOOKS ACQUIRED THROUGH COPYRIGHT

Senator MONTOYA. How many books do you acquire through the copyright law every year? What is the average?

Dr. MUMFORD. About 90,000 are added to the collections. Actually, the Copyright Office registers other various types of materials that are not added to the collections of the Library.

When we get to the Copyright Office, there is a table which we would like to insert in the record.

PUBLICATIONS PROGRAM

Mrs. HAMER. May I say, Mr. Chairman, in regard to publications, that this additional $15,000 requested won't allow us to increase our program at all. It will only allow us to keep abreast, because of current increases in printing and related prices and because of the information explosion. I will give you an example.

A list of official publications of West Africa in 1962 had 568 entries and in the last edition it had 2,431 entries. It shows that there is more material to be described.

ACQUISITIONS THROUGH GIFT

Senator MONTOYA. Have you received any new collections this year by gift?

Dr. MUMFORD. Yes, sir. We received a very outstanding collection rather recently from Mr. H. P. Kraus of Hispanic manuscripts relating to the early exploration and settlement of the Americas. It is a very unusual and a very valuable collection.

In terms of dollars, it is hard to estimate.

Senator MONTOYA. How many volumes do you have in that collection?

Mr. MUMFORD. Mr. Berry, do you recall how many pieces there are in the Kraus collection?

Mr. BERRY. There are 30 groups of manuscripts, consisting of over 160 pieces.

Dr. MUMFORD. This collection consists of correspondence between the rulers of Spain and the administrators of Spanish colonies, including descriptions of the daily operations of the administrators of the settlements and colonies, it is very rich in material for study of early Spanish-American history.

PROCESSING DEPARTMENT

Senator MONTOYA. You are requesting 98 new positions, 21 for the processing department. Of these, five are requested to begin automation of the book purchasing operations.

How are book purchasing operations automated?

Dr. MUMFORD. Part of this appropriation request is directed toward implementing an automation program in our Order Division. I would like to request Mr. Welsh to speak to that, if I may.

Mr. WELSH. We have proposed, Mr. Chairman, to prepare a machine-readable record on magnetic tape of the information that is presently transcribed by a typewriter, so that we can accumulate the information in the machine and thereby, control our fiscal and statistical records, provide for current, more comprehensive, and more detailed records of our purchasing operations.

We intend then to use this record created at the earliest point of receipt of library materials to control the bibliographic data throughout the cataloging process. We think this will be an extraordinary opportunity to determine whether a record created at the earliest point can be updated and can assist us in our processing operations.

Senator MONTOYA. Do you anticipate further implementation?

Mr. WELSH. Yes, sir.

Senator MONTOYA. So that means more new positions as we go along.

Mr. WELSH. This is possible, sir. We are not able to predict at this moment. The five positions in the order division will enable us to control about 155,000 items that are purchased. This is still largely an experiment to see whether the record that is generated there can be used in subsequent processes.

It is entirely conceivable that we will be able to provide more efficient service and not need to ask for additional staff for this purpose.

There is another division, however, that is also responsible for acquisition. If we should decide to automate that activity, we will have to come back to the Congress for additional staff.

Dr. MUMFORD. At some point, Mr. Chairman, we would hope that these automation activities would reduce the amount of manpower required for normal growth in manual operations.

POSITIONS REQUIRED FOR AUTOMATION

Senator MONTOYA. How many additional positions will you require as a result of this automation for this year?

Mr. WELSH. We are requesting in the processing department five for the order division operation and an additional four to maintain currency in converting bibliographic data to make available on magnetic tape about 64,000 English language titles. So the request for automation for the processing department is nine for this year.

Senator MONTOYA. As a result of this implementation?

Mr. WELSH. Yes, sir.

Dr. MUMFORD. At this point, Mr. Chairman, would you like to have us give you an overall picture of what we are undertaking to do in automation?

Senator MONTOYA. Yes, I would like to hear from you.

Before I hear from you, Doctor, I would like to ask this further question: When do you anticipate that this automation, this implemented automation, will be installed, the operation, and in operation?

Mr. WELSH. Some parts of it, of course, as Dr. Mumford has said, are operational, such as the first phase of automation of the card division. Other phases of it will be operational this year.

Senator MONTOYA. What stage this next fiscal year?

Mr. WELSH. Toward the end of this fiscal year we hope to be able to produce some of our book catalogs through the use of the machine readable record. If I may take a moment, this sheet I have here illustrates the technique that we now employ to produce these catalogs.

The catalog records prepared by the Library of Congress and those submitted by almost 1,000 other libraries are compiled in Catalog-Maintenance Division. They type the entries for outside library reports and they mount them as shown here. They have to alphabetize them, of course.

The 1968 annual edition of this publication represented 14 volumes and it took us 6 months to prepare the copy for the printer. In an automated system, the information would be put in the machine readable form through a program written for the computer. The arrangement, the alphabetizing would be done by the computer which hopefully could reduce the preparation time down by 50 percent.

This basic tool, then would be available to the Library of Congress and to the public, which subscribes to it, at a much earlier date.

Senator MONTOYA. Wouldn't you then have less need for positions?

Mr. WELSH. We anticipate that in this particular activity—the preparation of book catalogs—there will be a reduction in staff, yes, sir.

Senator MONTOYA. So you are making allowances for that here?

Mr. WELSH. We are not at this, time because this is still in the developmental stage. It will be quite some years before we can actually achieve the final result. We will have to put all of our current cataloging in machine readable form before we can achieve that result.

Senator MONTOYA. Let me know when you do reduce those positions, will you, because I want to know.

Mr. WELSH. Yes, sir.

AUTOMATION PROGRAM

Dr. MUMFORD. Would you now like a résumé on the automation?

Senator MONTOYA. Yes, Doctor.

Dr. MUMFORD. I would like to ask Mr. Reimers, Coordinator of Information Systems, to present that.

Mr. REIMERS. I have several charts that may be of interest. The first relates to the overall plan for the automation of the Library. We are looking at a data utility for the Library. In order to achieve this, each form of material must be entered into automated files by a distinctive input procedure.

Senator MONTOYA. What do you mean by monographs?

Mr. REIMERS. A monograph is a publication complete in one printing. As a nonlibrarian, I don't know that my librarian friends agree with this definition, this is as opposed to a journal, for example, which continues through time.

Input procedures consist of developing a format to describe the work, very explicitly. I have here, as an example a format for monographs which was issued last year by the Government Printing Office. This format is used for describing monographs and has been accepted as a standard by a large number of organizations.

Senator MONTOYA. What would be the input on that book?

Mr. REIMERS. The input on this book would be the author, the title, the place and date of publication, and all of the things which normally appear on the Library of Congress card. This would go into the machine store, but since the computer cannot look at a card and say, "This is the first line and, therefore, must be the author," we have to tag this to tell the machine, "This is the author."

We use a three-digit tag to say this. In order to make this very specific, we have to develop formats and procedures. I have here the procedures which were developed in the Library and have been widely used to input the information for monographs. For each form of material, we produce a format and the procedures necessary to describe that form of material very, very precisely for the computer.

Once the information has been entered, however, all forms of material can be combined into a single store. From this combined store, as Mr. Welsh says, we can produce a book catalog not limited to any form of material. We can produce, for example, a book catalog and,

as Mr. Welsh says, we will be producing catalog cards, using the same data stores.

MACHINE READABLE CATALOGING

Essentially, we will be using the same information for a large number of uses. At this point in the chart we show MARC records. In April of last year we began to distribute machine readable tapes to interested libraries. Magnetic tapes go out to libraries weekly.

Senator MONTOYA. For what purpose?

Mr. REIMERS. The tapes are used on individual library computers to produce their kind of materials; a research library might produce its own book catalog. Stanford University, the University of Chicago, and a number of other large research libraries are using these tapes.

Several of the States had been developing cooperative programs so that they can serve all of the libraries in the State using one tape. There are now 75 subscribers. The distribution of thees tape make possible library automation at a large number of places.

We are putting this material into machine form only once, just as in 1901 we printed cards at one point and distributed them to many libraries so they would not have to print their own cards. In the machine age, we are producing tapes at a central place and distributing them, so that individual libraries do not have to input records.

Senator MONTOYA. How do you get the output?

AUTOMATED BIBLIOGRAPHIES

Mr. REIMERS. We do this by a selection procedure. As Mr. Welsh says, it is not possible now to produce complete catalogs by machineable methods, but we can produce, for example, special listings from the data base. We had a request from the Legislative Reference Service to produce a special listing on environmental sciences, which we did. We chose some 39 headings and the machine then selected all records containing these subjects from the data base, which now consists of about 40,000 monographs.

The full bibliography is rather large. A shorter bibliography deals only with conservation. For this we decided to search on "conservation of natural resources" and the computer selected all books under this heading. It looked at a tag which said, "This is the subject," looked for "Conservation," withdrew all appropriate records, alphabetized them, formated them, and printed the result on a high-speed printer.

Senator MONTOYA. What about this environmental bibliography? This would take a lot of printing, wouldn't it?

Mr. REIMERS. Yes, sir, that took a fair amount of printing on a high-speed printer. It required somewhere around a half-hour. The printer operates very, very rapidly.

Senator MONTOYA. Do you furnish these to other libraries?

Mr. REIMERS. We have made these listings primarily for use in the Library of Congress. For the most part, other libraries operate their own computer programs to produce their own listings.

MARC SUBSCRIPTION SERVICE

Mrs. HAMER. Using our tape.

Senator MONTOYA. Do they buy the tape?

Mr. REIMERS. Yes, sir, it is available on a subscription basis. We send out weekly a minireel of tape to each of the subscribers.

Senator MONTOYA. Do you make money on this tape or is it just on a reimbursable basis for just expenses?

Mr. REIMERS. It is largely on a reimbursable basis at the present time.

Dr. MUMFORD. Generally, it is on the same basis as the distribution of catalog cards, which we started in 1901, when the Congress authorized us to make available the cataloging which the Library of Congress was doing to other libraries at cost.

Senator MONTOYA. You may proceed, Doctor.

Dr. MUMFORD. Do you want to cover other aspects of automation?

CENTRAL BIBLIOGRAPHIC SYSTEM

Mr. REIMERS. I have some other charts, if you are interested in more detail.

Senator MONTOYA. Yes, I am very interested in this.

Mr. REIMERS. This chart explains our automation program at the present time. An item comes in and a worksheet is produced; the worksheet and item travel together until the worksheet is completed. Toward the end of the process, the item goes into the collection and the worksheet goes up to a file conversion operation where it is edited. Tags are added to the various specific data fields and the completed record goes into a catalog file.

At the present time, we are producing the tapes which I mentioned and also producing special listings. The same worksheet goes to the Government Printing Office and the catalog cards are produced. This is our present operation.

Dr. MUMFORD. I don't think we have given a definition of what the acronym Marc means. It stands for machine readable cataloging. The cataloging information contained on these cards is converted to tape.

ORDER DIVISION AUTOMATION

Mr. REIMERS. As the Order Division is automated, we will produce with a single keystroke a record to produce our purchase requisitions and when the book is received, we will be able to produce a payment voucher.

We will have a process control card as a byproduct of this. After the requisition is sent out to the vendor, we hold the card. When the book comes in, we use the card to produce the payment voucher automatically. We are trying to get the machine to do more work and people to do less.

Also, using this process control card, we can produce a catalog worksheet. We will have flowing through the system the worksheet, the process control card, and the item.

At a point in time, however, we can use the process control card, which we produced previously to call up the partial record so that we don't have to re-keystroke. The title will probably be the same. The author may have changed at the point of descriptive cataloging, because we would then establish a standard form for the author's name. At another point, we will bring the record up to date and put it into the catalog file. From this file we can produce listings, including the book catalogs that Mr. Welsh mentioned for those materials for which we have complete coverage.

RETROSPECTIVE MATERIALS

We have been talking only about current material. We also have a project funded by the Council for Library Resources for inputting noncurrent material. This material obviously does not flow through the entire system.

Senator MONTOYA. You have part of that system now, don't you?

Mr. REIMERS. Yes, sir.

Senator MONTOYA. You have the whole system now, but you want to broaden it, is that it?

Mr. REIMERS. We have this Marc system shown at the end of the chart. When we install the Order Division System we will have both ends covered. One of the principles of data processing is that information should be captured as soon as possible in the operation. This has been true in, I think, most data processing operations. Up to the present time we have been collecting information early enough in the operation to serve the library community, but not early enough to serve the Library of Congress in the most effective way.

DESCRIPTIVE CATALOGING DIVISION

Senator MONTOYA. On page 29, with reference to the Descriptive Cataloging Division, you state, "In fiscal year 1969 our cataloging staff cataloged 4,843 commercial film titles." That is a little over 1,600 per staff member per year. Just what judgmental examinations are involved in this type of work?

Mr. WELSH. This is the process of cataloging to which Mr. Reimers referred. A professional employee examines the material, indicates the author, title, place of publication, date of publication, publisher, determines the subject matter of the publication, and assigns subject headings and a classification number to it.

The information is then produced on a 3×5 catalog card. Eventually cataloging information about audiovisual materials will be included in our magnetic tape distribution program. The record produced is the standard for use by the Library of Congress and is filed in our card catalog. It is also the record distributed by the Card Division to over 20,000 subscribers, for use in their card catalogs.

Senator MONTOYA. Does the cataloger have to read the book?

Mr. WELSH. He does not have to read it. Tables of contents and prefatory matter frequently provide sufficient information.

The jacket of the book also may give an indication of the contents of the book.

Senator MONTOYA. Is 1,600 per staff member per year a reasonable amount?

Mr. WELSH. Yes, sir.

Senator MONTOYA. You anticipate a cataloging workload of about 9,000 titles a year and are requesting four additional cataloger positions, is that right?

Mr. WELSH. Yes, sir.

REFERENCE DEPARTMENT

Senator MONTOYA. For the reference department for which you are requesting 18 new positions, I will ask that pages 47 to 49 of the justification be placed in the record.

(The justification follows:)

To meet increased demands for, and to provide additional capabilities in reference and circulation services, and to organize increasing amounts of material to make it readily available to readers

General Reference and Bibliography Division

1	GS-9	Reference Librarian and Bibliographer	$ 9,320
1	GS-9	Reference Librarian	9,320
2			$ 18,640

Geography and Map Division

2	GS-9	Catalogers @ $9,320	$ 18,640
1	GS-4	Library Technician	5,522
3			$ 24,162

Loan Division

1	GS-7	Library Technician	$ 7,639

Manuscript Division

Center for the Coordination of Foreign Manuscript Copying

1	GS-13	Historian	$ 15,812
1	GS-5	Secretarial Assistant	6,176
2			21,988
1	GS-9	Manuscript Cataloger	9,320
3			$ 31,308

Music Division

1	GS-9 Acquisitions Librarian	$ 9,320

Orientalia Division

1	GS-5 Library Technician	$ 6,176

Prints and Photographs Division

1	GS-12 Technical Officer	$ 13,389

Serial Division

1	GS-5 Library Technician	$ 6,176

Slavic and Central European Division

1	GS-7 Senior Processing and Reference Assistant	$ 7,639

Stack and Reader Division

2	GS-5 Senior Deck Attendants @ $6,176	$ 12,352
2	GS-3 Deck Attendants @ $4,917	9,834
4		$ 22,186
		$146,635
	Personnel benefits	11,833
18	positions	$158,468

EMPLOYEES

Senator MONTOYA. How many employees are presently employed in the Reference Department?

Mr. BERRY. A total of 528 positions, Mr. Chairman.

Dr. MUMFORD. Would you like Mr. Berry to give a brief summary of these requests, which are scattered through several divisions in the Reference Department? The Reference Department has custody of the general collections and provides service.

Senator MONTOYA. I think it would be helpful, yes.

Mr. BERRY. Mr. Chairman, the Reference Department, as the Librarian has said, is responsible for service and custody of the ever-growing collections of the Library of Congress. As I pointed out last year when you asked questions about the indices of growth and workload in the Department, one of our chief indexes is the size of the collections, which have increased nearly 60 percent in the past 10 years. These collections are not only book materials, but materials in other forms such as motion pictures, maps, prints and photographs, serials, manuscripts, music, and other library materials. These are handled in 13 of our divisions which have not only had the problem of maintaining and organizing, handling, and servicing this material, but in responding to requests from the users who come into the Library and from those who make use of the collections from outside of the Library.

We have the responsibility for servicing about 2 million pieces of material a year in our reading rooms in the Library. We answer some 750,000 reference inquiries with this particular staff.

The 18 new positions that we are asking for are in 10 of these 13 divisions. Virtually all of these positions are at the grade GS–9 or below. Most of them are requested to handle and take care of the work that I have mentioned of serving materials and trying to maintain some kind of control over them.

GEOGRAPHY AND MAP DIVISION

In the Geography and Map Division, you may recall our discussion last year of the plan of cataloging single maps through an application of automation techniques.

Senator MONTOYA. What progress have you made on that?

Mr. BERRY. We have made excellent progress this year. We were not granted all of the positions that we had requested last year, but we have put three people on that work. And they are turning out, each of them, about 2,000 records.

They will be able to do some 6,000 or 7,000 map records this year. We are asking for two additional catalogers and an additional machine typist, so that we can increase that output to, we hope, somewhere near 10,000 to 12,000 records a year.

This would be a very important development in the control of single maps which will aid not only the Library of Congress, but will have some uses in tying into the automation program that Mr. Reimers described so that other libraries may benefit from this kind of cataloging record, too.

There are other similar positions in other parts of the Department relating to control and service of the collections.

LIBRARY'S ROLE IN AUTOMATION

Senator MONTOYA. How do you compare in automation with the other libraries of the world?

Mr. LORENZ. In many respects the Library of Congress is leading the way in library automation not only in this country, but in the world. One of the achievements that we are proudest of is in setting a standard format for machine readable cataloging data which the American Library Association, the Association of Research Libraries, and also the International Standards Organization are adopting, so that we have a real possibility now of establishing not only a national network based on library automation, but in many respects an international network.

We are cooperating very closely with the British National Bibliography, for example. Many other national bibliographies abroad are also seriously considering adopting the same techniques, the same standards that the Library of Congress has developed.

So this has been a very significant achievement, Mr. Chairman.

Senator MONTOYA. Thank you.

CENTER FOR COORDINATION OF FOREIGN MANUSCRIPT COPYING

You indicate on page 35 as one of your objectives for fiscal year 1971 the establishment for a center for the coordination of foreign manuscript copying.

Will you give us more detail on this?

Mr. BERRY. Mr. Chairman, there is more detail on that item on pages 55 and 56. What we are asking for here are two positions to continue the work that was started through a grant to the Library of Congress from the Council on Library Resources with the objective of attempting to maintain some sort of a centralized record and to coordinate a variety of activities that are going on throughout the country to obtain access to and make photocopies from the archival resources throughout the world that have a direct interest to American scholars.

There is much material in archives throughout the world that bear upon American history or upon other subjects that are being studied throughout the United States. A number of different organizations, universities, professional societies, for example, are engaging in programs for obtaining access to these archival records and to make photocopies of them.

Much of this effort has been uncoordinated. It was felt that a coordinated program would be far more beneficial and far more efficient and would serve the purposes of scholars better than an uncoordinated program.

We have been working on this now for several years and I think the work to date has proved the benefits in this kind of a coordinated effort.

We are providing information to the library and scholarly communities throughout the country through a semiannual report.

We have successfully encouraged several cooperative microfilming programs.

Senator MONTOYA. Do you sell the microfilm to other libraries?

Mr. BERRY. We don't under this program. What we are actually doing for the most part is making known to the library and scholarly

community the availability of microfilms. Some of these films are actually produced abroad. We have organized and coordinated the acquisition of these film records for the institutions and organizations within this country.

Senator MONTOYA. You don't do any of the filming yourself?

Mr. BERRY. We are not doing any filming under this program, sir.

CONTROL OF MAP COLLECTIONS

Senator MONTOYA. Thank you.

Last year I recall that you were concerned about the control of your increasing map collections. You requested a number of new positions. What has been the result?

Mr. BERRY. This is what I was describing a few moments ago, Mr. Chairman. As I reported, we are preparing about 6,000 to 7,000 of these records under this new system. The remaining work in the Geography and Map Division on the control of maps is pretty much the same as it has been in past years.

They prepare other kinds of control records for map sets and for atlases. This work has continued.

Senator MONTOYA. Do you do any photostating or duplicating or photographing of these maps?

Mr. BERRY. They are available for photocopying for those users who want such copies.

Senator MONTOYA. Do you do quite a bit of this?

Mr. BERRY. We sell some 2,500 to 3,000 photocopies of maps a year. It is a rather substantial activity and very beneficial. We have the largest collection of maps in the world. It is frequently used for reference purposes.

ADMINISTRATIVE DEPARTMENT

Senator MONTOYA. The bulk of your new positions requested is in the administrative department. Fifty-three new positions are requested. Why is there such a large increase in 1 year? What is your base operation now? That is, number of employees?

Dr. MUMFORD. 425 positions, sir.

Senator MONTOYA. You want 53 new positions?

Dr. MUMFORD. There are several categories here, Mr. Chairman, that are involved in these positions that are being requested for the Administrative Department. A number of them—18 positions—are requested in connection with the preservation program. We have talked before about the great problem of preserving the collections of the Library which are deteriorating and due primarily to the poor quality of paper produced since around 1860 and 1870.

PRESERVATION PROGRAM

We are asking for money to replace more deteriorated bindings to increase the number of serials being bound, and to apply hard cover bindings to an increasing number of books that come in with paper covers on them.

That is one part shown on page 7 of the justifications.

Then for the microfilming of deteriorating books and newspapers, we are asking for an increase of $30,000. That would enable us to

do more microfilming of books that are too brittle to bind, and of old newspapers that are deteriorating and have to be microfilmed in order to preserve the contents.

CONVERSION OF MOTION PICTURES

We also are asking for additional money for the conversion of some of the old motion pictures that are on nitrate film to safety film. The nitrate films deteriorate and will be lost eventually if they are not converted.

We are also asking for some additional money to preserve sound recordings. The Library has an invaluable collection of recordings, but the state in which some of them are in will mean that they will not be preserved permanently unless we transfer them to safety tape. We have an operational program going on with respect to sound recordings.

Then there are other categories. Mr. Lorenz, do you have the reference?

BUILDINGS MANAGEMENT

Mr. LORENZ. Yes.

There are 11 positions in the buildings management office which are to assist us in relocating collections which is necessary as a result of the many moves that the Library has made into quarters outside of the two central buildings.

A great deal of shifting of collections has had to be planned. We hope that this shift which is needed now very badly will be the last major shift that we have to make before the Madison Library is completed.

DATA PROCESSING OFFICE

In addition, we are requesting six new positions for the data processing office. This is because of the increased activities as a result of the growing automation programs in the Library.

Then, of course, we have the group of positions that we have requested for refinancing as a result of the decrease in administrative working funds, resulting from a reduction in income from the Defense Department activities.

Senator MONTOYA. You are asking for 13 new positions there, aren't you?

Dr. MUMFORD. They are not new positions, Mr. Chairman.

Senator MONTOYA. To finance the 13 positions that were previously financed by the overhead reimbursement?

Dr. MUMFORD. That is correct.

POSITIONS IN THE OFFICE OF ASSISTANT LIBRARIAN

Mrs. HAMER. We also have a request to refinance three positions in my office, Mr. Chairman, the Office of the Assistant Librarian. Would you like to discuss that now?

Senator MONTOYA. Yes; I wish you would.

Mrs. HAMER. The Office of Assistant Librarian is concerned with the overall administration of the Library of Congress, as, of course, you know. It also is responsible for coordinating international and

congressional relations programs for the Library as well as other special programs, such as policy document writing, and liaison with commissions and other organizations concerned with library and cultural affairs.

We are asking for one new position, as distinct from the refinancing of three positions in the Office of the Assistant Librarian. The new position is strictly to help us handle the workload in my immediate office.

The other three positions are in staff offices within the Office of the Assistant Librarian and they are all central-services positions, which, as a matter of policy, have been supported by these overhead funds that we have received from the projects.

INFORMATION OFFICE

As has been explained, we are requesting the refinancing of certain positions. One is a GS–7 position in the Information Office to help man the information counter in the Library's main building.

We have about 1.7 million visitors a year coming into the Library's buildings and they have many, many questions. We have found by experience that it is expedient and efficient to have them go to one place to get their information and directions.

Last year, that counter alone handled about 35,000 inquiries. The information office also has a heavy workload, so we need to refinance that position very much.

PUBLICATIONS OFFICE

The two other positions for which we are requesting refinancing is a GS–7 editor and a GS–11 typographer-designer in the Library's Publication Office.

In the last decade, we have only had two additional budgeted positions in that office, a GS–5 and a GS–7. So you see we have not been asking you for budgeted positions, but have been using the overhead working funds for help.

During that same decade, the number of titles, or publications, that we have handled has increased about 55 percent and the number of pages have just about doubled. Our workload has been going up with the normal increase of the Library's regular programs.

These three jobs for which we are asking refinancing are not directly affected by the projects that are now being reduced, but, as I said, they are central-services positions.

ADMINISTRATIVE DEPARTMENT POSITIONS

Dr. MUMFORD. Mr. Chairman, if I may go back to the Administrative Department, we have recited on some of the requests included there, but if it does not seem excessive, it would clarify the whole picture if we were to put pages 88–104 in the record, because there are about five or six different categories of positions for the ones you mentioned.

Senator MONTOYA. Yes, I have just gone over them. They will be inserted at this point in the record.

(The justification follows:)

Justification of new positions requested

To meet increased workload from the operation of rental space

Buildings Management Office

1	GS-9	Administrative Officer	$ 9,320
6	GS-5	Guards (Privates)(Special Policemen) @ $6,176	37,056
2	WG-3	Laborers @ $5,678	11,356
1	WS-2	Laborer Foreman	6,843
10			$64,575

Central Services Division

1	WG-5	Truck Driver	$ 6,074
			$70,649
		Personnel benefits	5,840
11		positions	$76,489

The Library is currently leasing space through the General Services Administration in 9 locations in the Washington area. Each of the leased buildings requires guarding, handling of shipments, transportation of personnel, consultation, and administrative liaison with GSA.

A GS-9 Administrative Officer is requested to serve as a divisional administrative assistant to the Chief of the Buildings Management Office, who has no assistant in his office, except for one secretary, and is not able to give proper attention to the demands of outlying buildings. Although the General Services Administration is responsible for the leasing of these buildings, there are numerous problems which must be handled by the Library in connection with each building. All cases of building defects, failures in utility services, and requests for building alterations must be investigated and resolved through agreements with GSA and the owners. Disputes must be adjudicated and work orders to GSA must be prepared. With 9 locations in widely scattered areas in the metropolitan area, this position is in itself a full time job.

Six Guards (Privates)(Special Policemen) are requested to guard the two most recent leased areas at Crystal Mall in Arlington and South Pickett Street in Alexandria. Both of these buildings require a one-man 24-hour guard service. By GSA standards this would require 9.4 guards. However, only six are requested here because other Federal tenants at Crystal Mall are sharing in the cost.

One WG-5 Truck Driver, one WS-2 Laborer Foreman, and two WG-3 Laborers are needed to handle the increased workload in moving material and personnel between the leased buildings and the principal Library buildings. In fiscal year 1970 one truck driver was provided for Crystal Mall, but with the addition of Pickett Street property, where Geography and Map Division and other miscellaneous services are housed, it is necessary to provide additional shuttle service.

To expand services of the Space Management Office

1	GS-13 Assistant Space Management Officer	$15,812
1	GS-11 Space Analyst	11,233
		$27,045
	Personnel benefits	2,103
2	positions	$29,148

These positions are requested in order to provide the necessary support and assistance to the Space Management Officer in carrying out the Library's extensive space utilization and planning activities.

This office is responsible for coordinating the over-all space management programs in all buildings occupied by the Library, and for assisting in the coordination of planning for the James Madison Memorial Building.

In addition to the two principal Library buildings, we have, over the past six years, dispersed the Library's staff and storage operations into nine (9) rented or leased buildings totaling in excess of 500,000 square feet. This additional space was obtained to relieve the critical space congestion within the Main and Annex Buildings and to provide for the continuing increases in staff and collections. During the period over which we have been moving staff and operations to outside buildings there has not been sufficient time for the alignment of operations and collections within the main Library buildings. We are therefore now faced with major space adjustments involving staff and collections within and between the two Library buildings.

The first phase of these space adjustments has started with the approval of thirty (30) approved moves of mainly staff operations. Each of these moves require extensive space planning work and will take months for completion. The second phase of adjustments will involve for the most part the relocation and shifting of the Library's classified collections, and will also require considerable space planning work.

In addition, the office will become heavily involved in the many facets of planning for the Madison Memorial Building.

To expand services of the computer center

Data Processing Office

1	GS-13 Assistant Data Processing Officer	$15,812
1	GS-12 Senior Programmer Analyst	13,389
1	GS-9 Computer Room Supervisor	9,320
2	GS-5 Computer and Peripheral Equipment Operators @ $6,176	12,352
1	GS-4 Control Clerk	5,522
		$56,395
	Personnel benefits	4,496
6	positions	$60,891

In the last decade the equipment configuration of the Library's computer center (Data Processing machine room) has grown from a small punched card operation initially installed for the payroll to a relatively sophisticated complex which performs a large variety of bibliographic, fiscal, and statistical functions. During this entire period no increases in personnel have been requested from the Congress to augment the permanent staff of eight.

In fiscal year 1971 the Library plans to upgrade its hardware configuration further and funds for this purpose are requested under the Automation heading. To use this equipment

effectively, a full operating system which allows multi-program operation and the use of many more remote terminals is being planned. This increase in sophistication is required for new programs being developed for service to Congress and for on-line input of cataloging data. The use of the computer, which is now on a regular two-shift basis, must be stepped up to three shifts in fiscal year 1971. To continue the development and growth of the computer center, six positions are requested.

To refinance positions currently funded from project overhead

Financial Management Office, Management Services

1	GS-7	Assistant Procurement Agent and Printing Specialist ..	$ 7,639
1	GS-5	Budget Assistant and Secretary	6,176
1	GS-5	Supervisory Time and Leave Clerk	6,176
1	GS-5	Payroll, Time and Leave Clerk	6,176
4			$ 26,167

Personnel Office

1	GS-11	Supervisor of Health Services	$ 11,233
2	GS-11	Position Classification Specialists @ $11,233	22,466

To refinance positions currently funded from project overhead (continued)

Personnel Office (continued)

1	GS-9	Employee Development Officer	$ 9,320
1	GS-7	Personnel Assistant	7,639
1	GS-6	Personnel Clerk	6,882
6			$ 57,540

Central Services Division, Management Services

1	GS-12	Coordinator, Duplicating Activities	$ 13,389
1	WP-12	Power Collator Operator	7,301
2			$ 20,690

Office of the Assistant Director for Management Services

1	GS-13	Management Analyst	$ 15,812
			$120,209
		Personnel benefits	9,595
13		positions	$129,804

In fiscal year 1969 the Library received $7,587,152 from other agencies for working fund advances, which included a 15 percent charge for overhead. Due to budget reductions in these agencies, mainly the Department of Defense, the amount being received in fiscal year 1970 from this source has been reduced to about $4,500,000, and prospects for fiscal year 1971 indicate that receipts will be further reduced.

This decrease in outside funds has caused a substantial reduction in funds available to the Library. In fiscal year 1969, for example, some $980,000 in overhead was received from this source, while in fiscal year 1970, and probably in fiscal year 1971, receipts will be reduced by approximately $500,000.

In past years these funds have been used primarily to add personnel in those service areas which felt an impact from the addition of these projects, such as the Personnel Office, Financial Management Office, Buildings Management Office, and Duplicating Unit of the Central Services Division, all of which are units of the Administrative Department. During this same period normal workloads in these areas rose steadily. As long as these funds were available, however, the Library did not ask Congress for additional assistance. As a consequence virtually no positions for these activities have been requested during the past decade. During this decade the project staff grew by only 189 positions while appropriated library positions

increased by 998, indicating that the bulk of the added workload was actually related to the appropriated sector. However, in the past ten years only 31 positions have been requested and allowed for the entire Administrative Department. Eight of these were to service leased buildings and not related to normal workload increases.

With outside projects being reduced, the workload to support these projects is also decreasing, but not in the same proportion. The Library is prepared to absorb about two-thirds of this loss in funds during 1971, but it cannot absorb the other third without severely damaging normal Library services. The funds for the 13 positions requested here will be used to finance employees already on board and being paid from the working funds.

Ten of the positions requested for 1971 are in the Financial Management and Personnel areas, where the workload has increased at a level comparable with the increases in over-all staff and budgets, but where only one new appropriated position was requested and allowed in more than ten years. The number of Library employees has increased about 50 percent in the last ten years and a number of complex, specialized programs have been added, including overseas activities and specialized recruiting of personnel.

Two of the needed positions are in the Duplicating Unit of the Central Services Division where since 1964 the number of impressions produced has increased from 9,000,000 to 14,000,000. This increase is exclusive of additional work supported by funds from other agencies and the Legislative Reference Service.

One position provides the Administrative Department with the staff capability for the administration, supervision, or performance of work involved in the study, analysis, evaluation, development or improvement of managerial policies, practices, methods, procedures, and/or organizational structures. The incumbent serves as the principal management analyst for the Library; he is concerned with long-range planning on a broad base, with the solution of major management problems, and development of new and improved management techniques, support procedures, and controls to achieve Library goals. This management and evaluation service is a function of the Department's responsibility for planning, implementing, directing, and coordinating administrative management services and programs of the Library.

To meet increased workload in Management Services

Central Services Division, Management Services

1	GS-6	Composing Machine Operator	$ 6,882
1	GS-5	Duplicating Clerk	6,176
2			$13,058

Financial Management Office, Management Services

1	GS-5	Property Clerk	$ 6,176

To meet increased workload in Management Services (continued)

3 positions	$19,234
Personnel benefits	1,590
	$20,824

The composing machine operator position is needed to meet the constantly growing production of cold type composing which is used to prepare bibliographical materials. A production of more than 1,000 pages of camera-ready copy, which involves complex formatting and coding, is projected for the current year. The duplicating clerk position is required solely because of a drastic increase in workload in the Duplicating Unit. Total impressions have increased 36 percent, from 33 million to over 41 million from 1968 to 1969.

The Property Clerk position is needed to properly manage the Library's property acquisitions effort, and to support the proper maintenance of the Library's inventory control program.

Preservation Office

18 positions	$138,455
Personnel benefits	11,235
	$149,690

The Preservation Office of the Library was reorganized in 1967, in order to centralize all preservation and restoration activities in one office and to provide a more effective and comprehensive program to deal with the complex and growing problems faced by the Library in preserving and restoring its collections.

In fiscal year 1969, the Congress approved the first of several new positions and the increased funds necessary to support an expanded preservation effort. This was the first year of a planned five-year program to bring preservation activities up to a level at which the Library could not only maintain currency with new preservation needs, but could also begin to reduce the serious backlog of preservation work. For fiscal year 1970, the Congress approved the new position of Research Officer. The fiscal year 1971 budget request is the third year of the five-year program. With continuing support, the Library can provide the necessary staff and facilities to maintain and preserve the vast collections entrusted to it. In December 1969, the Council on Library Resources approved an initial grant of $70,000 for the purchase of the basic start-up equipment required to establish a research laboratory for the investigation of unsolved problems in the deterioration and preservation of library materials. The present request for 18 positions represents the staff support necessary for the next step

in the Library's preservation program, and to eliminate extensive backlogs in the binding and preservation of serials and related materials.

To give additional support for Preservation Research Laboratory

1	GS-12 Paper Chemist	$13,389
1	GS-9 Laboratory Technician	9,320
1	GS-6 Secretary	6,882
		$29,591
	Personnel benefits	2,350
3	positions	$31,941

Approval in 1970 of the position of Research Officer and the grant of $70,000 in equipment start-up funds by the Council on Library Resources have assured the establishment of the Library's Research Office. The three above positions will provide the necessary technical support for major scientific investigations into the many critical unsolved preservation problems.

To meet increased workload in Binding Office

1 GS-3 Inspector	$ 4,917
1 GS-3 Labeler	4,917
1 GS-2 Labeler	4,360
	$14,194
Personnel benefits	1,221
3 positions	$15,415

The above positions are required to handle the significant increase in materials which must be processed for binding. During 1968, the Binding Office received and processed more than 150,000 items. In 1969, the same staff processed over 178,000 volumes (an increase of 16 percent). The 1971 budget is requested to provide funds for nearly a ten percent increase in materials bound. Without additional supporting staff the Library cannot keep pace with the flood of new materials which must be bound in order to preserve them, or with old materials with bindings which are deteriorating more rapidly than present funds can cope with.

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To augment staff of Restoration Shops

2	WB-125	Rare Book Binders @ $10,338	$20,676
1	WB-125	Rare Book Binder (Map)	10,338
1	WB-129	Map Restorer (Map)	9,942
1	WB-124	Bindery Worker (Map)	5,782
1	WB-123	Bookbinder	9,651
			$56,389
		Personnel benefits	4,496
6		positions	$60,885

The above positions are required to augment the staff of the restoration shops in order that the Library may provide treatment for the rapidly increasing number of items which must be preserved. For example, many maps are printed on poor grade paper which has a relatively short life expectancy. Heretofore, the Library has not been able to provide deacidification treatment for more than a few thousand sheets each year, although treatment should be given to more than 100,000 sheets each year. With the recent move of the Geography and Map Division to rented quarters, the Library has been able to provide adequate physical facilities for a first-class map restoration shop capable of handling some 150,000 to 200,000 sheets each year. Three of the above positions will be assigned to this shop.

Although the Library has one of the great collections of rare books in the world, it has not been able to keep abreast of the deterioration of these materials. Nearly 5,000 volumes dating from the 16th, 17th, and 18th centuries (including 300 items dating from the very beginning of printing) in the Law Library collections have scarcely been touched. Nearly all urgently require restoration treatment. The two rare book binders requested above will enable the restoration shop to make a start on restoring and preserving these materials.

To meet increased workload in Preservation Microfilming Office

1	GS-7 Searcher	$ 7,639
2	GS-6 Collators @ $6,882	13,764
1	GS-4 Assistant	5,522
		$26,925
	Personnel benefits	2,215
4	positions	$29,140

The above positions are required to process and prepare for microfilming the increasing number of materials which are in such an advanced stage of deterioration that they can no longer be used in their conventional form. Despite the screening of such materials and

the assignment of priorities in microfilming to those for which there are reader requests, the number which must be microfilmed annually if they are to be preserved, is far greater than the present staff can handle.

To meet increased workload in Collections Maintenance Office

2	WG-3 Collections Maintenance Workers @ $5,678	$11,356
	Personnel benefits	953
2	positions	$12,309

These positions are requested to cope with the large quantities of materials which must be shifted to new quarters each year. In 1969 the Collections Maintenance staff planned and moved collections totaling more than 2,000,000 volumes. In 1971, the workload is expected to be significantly greater. More importantly, the Library must begin now to clean and organize the collections for the move to the Madison Memorial Building.

OFFICE OF ASSISTANT LIBRARIAN

Senator MONTOYA. For the Assistant Librarian you have, I take it, three positions.

Mrs. HAMER. We are requesting four, sir. One is for a new position and three are for refinancing.

Senator MONTOYA. You want the research and secretarial position and then the others are refinanced positions?

Mrs. HAMER. That's right, sir.

Senator MONTOYA. You need a good editor-writer. Didn't you have one before?

Mrs. HAMER. We had only one budgeted position in the Publications Office that is concerned strictly with editing. That is the position of Assistant Publications Officer, who also has administrative duties to perform. We are in need of additional support there.

FUNDS AVAILABLE FROM OTHER SOURCES

Senator MONTOYA. We have already gone into this, but I think on page 95, there is a different figure, if I remember correctly. On page 95 you refer to the overhead charges and state due to budget reductions in these agencies, mainly the Department of Defense, the amount being received in fiscal year 1970 from this source has been reduced to about $4.5 million. How much money is made available each year to the Library from all sources?

I think we reflected a few minutes ago that the sum you anticipated for this year was approximately $7 million, but are you referring in this item just to the revenue which you received from the Department of Defense?

Dr. MUMFORD. Yes, sir. We have not touched upon the Law Library, Mr. Chairman, which is a very important department of the Library.

LAW LIBRARY

As you know, it has probably the largest aggregation of legal material of any library in the world, including both American-British law and foreign law. We are asking for two positions there.

The justification is on page 76 and page 77.

Senator MONTOYA. Will you go into that?

Dr. MUMFORD. May I ask the Law Librarian to speak to that?

Mr. COFFIN. Yes, sir, Mr. Chairman, we are asking for a GS–12 legal specialist, who will concentrate in working on legal research for Congress, the executive branch, and the judiciary in the area of Vietnamese law. We do not have anyone in the Law Library at the present time who knows Vietnamese.

We anticipate a good many questions on personal status arising from the marriages, divorces, adoptions and so on that will be forthcoming.

Senator MONTOYA. You have already had some of those questions; haven't you?

Mr. COFFIN. We have had some of them. We need someone who can assist in making the proper recommendations for the acquisition of Vietnamese materials, for interpreting the law, translating and writing the reports.

HISPANIC LAW

The second position is one in our Hispanic Law Division. We are requesting an editor-bibliographer partly to assist in bringing up to date the indexing of the official gazettes of Latin American countries, Spain and Portugal, and sessions of Spain and Portugal.

As I am sure you are aware, sir, the primary source materials for the law of most of these countries, especially the Latin American countries, are not indexed. The law itself appears in the official gazettes (the Diario Oficial) and because only Spanish, Portuguese and English are involved, we can, with a minimum staff, do the indexing and make reports on the current law of these countries.

The index will be included in a publication to be issued by a private publisher. We have an index that covers the years 1950–1960. It was issued outside the Library with information which we supplied from the Law Library.

INDEXING

We do have a backlog in this indexing, if you would care to look at this. Here, for example, is a copy of the official gazette for which some of these entries have been made.

Moreover, over the years we have published information concerning guides to the law and legal literature of a number of the countries of Latin America. There is one for Peru. Here is one for Mexico. These and several others need to be brought up to date with work to begin as soon as we can have the services of the GS–9 position requested.

Senator MONTOYA. Does Peru or any of these other countries have this kind of a guide?

Mr. COFFIN. You mean compiled in the country itself?

Senator MONTOYA. Yes.

Mr. COFFIN. Not so far as I know, sir. Some of the countries may have but I understand that requests have been made (and granted) to translate some of our *Guides* into Spanish. We have 13 *Guides* altogether. I think the last one was published in 1947. Certainly they need to be brought up to date.

Senator MONTOYA. What about these countries? Do they have the kind of reporting system that we have in this country?

Mr. COFFIN. No, Sir. You see, we do not find in these countries the official secondary source material, the compilations that you find in the United States and in Europe. But as you know, their law is based on the European civil law.

Senator MONTOYA. The law reports, the decisions of the courts, that is what I am talking about. Do they have a reporting system like the National Reporter System that we have in this country?

Mr. COFFIN. They do not have such a system.

Senator MONTOYA. How do you cite cases in those countries?

Mr. COFFIN. The court reports and digests, for example, are described in this Guide for Mexico on page 115. It says that they follow the principles of the civil law and the decision of the court of last resort in Mexico does not constitute a precedent as it does in the countries where *stare decisis* obtains.

I do not find a note concerning the citations. We have specialists who handle these questions in the Hispanic Law Division. For example, we have a Cuban attorney and an American attorney (born and reared in Puerto Rico) both of whom are at least trilingual. We have a Filipino attorney, too, in this Division.

In the European area, we have European-trained attorneys and there are in the Far Eastern and Near Eastern divisions, attorneys who were trained in their home areas.

Senator MONTOYA. I have had a lot of inquiries about the status of the law in given countries in Latin America. Nobody can answer those questions.

Mr. COFFIN. Because there is no index to Spanish law, it is difficult to answer the inquiry without a great deal of research. Through having an additional bibliographer, we hope to bring up to date in English the information from the gazettes of these Latin American countries.

Senator MONTOYA. Why haven't they adopted the *stare decisis* in those countries?

Mr. COFFIN. I don't know, sir.

POSITIONS SUPPORTED BY ADMINISTRATIVE OVERHEAD

Senator MONTOYA. Thank you very much.

Please provide a statement for the record tabulating all positions in the Library heretofore supported by administrative overhead working funds, and for which you are now requesting appropriated funds by position, location in the Library and salary costs.

Dr. MUMFORD. Yes, sir.

(The table follows:)

Positions currently funded from project overhead for which refinancing is requested

Financial Management Office, Management Services			
1	GS-7	Assistant Procurement Agent and Printing Specialist ..	$ 7,639
1	GS-5	Budget Assistant and Secretary	6,176
1	GS-5	Supervisory Time and Leave Clerk	6,176
1	GS-5	Payroll, Time and Leave Clerk	6,176
4			$ 26,167
Personnel Office			
1	GS-11	Supervisor of Health Services	$ 11,233
2	GS-11	Position Classification Specialists @ $11,233	22,466
1	GS-9	Employee Development Officer	9,320
1	GS-7	Personnel Assistant	7,639
1	GS-6	Personnel Clerk	6,882
6			$ 57,540
Central Services Division, Management Services			
1	GS-12	Coordinator, Duplicating Activities	$ 13,389
1	WP-12	Power Collator Operator	7,301
2			$ 20,690
Office of the Assistant Director for Management Services			
1	GS-13	Management Analyst	$ 15,812
Information Office			
1	GS-7	Information and Editorial Assistant	$ 7,639
Publications Office			
1	GS-11	Typographer-Designer	$ 11,233
1	GS-7	Editor-Writer	7,639
2			$ 18,872
			$146,720
		Personnel Benefits	11,720
16	positions		$158,440

DETERIORATION AND PRESERVATION OF LIBRARY MATERIALS

Senator MONTOYA. On page 99 you state that the Council on Library Resources approved an initial grant of $70,000 for the purchase of basic startup equipment required to establish a research laboratory for the investigation of involved problems in the deterioration and preservation of library materials.

How much is this laboratory projected to cost when completely established?

Dr. MUMFORD. I think this grant will provide the basic equipment as needed for the laboratory. I would say it would equip it pretty fully. Then we are asking for some additional staff, of course.

Mr. LORENZ. Beyond this, it would be operational costs, Mr. Chairman.

Dr. MUMFORD. We are asking for $180,000 for some supplementary equipment and materials, such as chemicals, microfilm, and supplies of various sorts.

Senator MONTOYA. Is the Council going to continue the financing of this laboratory?

Dr. MUMFORD. Once the equipment is acquired, there will be no need for additional equipment. The grant is not for financing personnel.

COUNCIL ON LIBRARY RESOURCES

Senator MONTOYA. What is the Council on Library Resources?

Dr. MUMFORD. It is a subsidiary or arm of the Ford Foundation. Many years ago the Ford Foundation felt there was a great need for experimentation and development of better means of dissenting seminating information in libraries. It established this Council on Library Resources with an initial grant, and supplemental grants have since been made. The Council has its own Board of Directors. It makes grants to various institutions to pursue particular areas or problems in the library field.

Senator MONTOYA. Where is this Council based?

Dr. MUMFORD. It has headquarters in Washington.

Senator MUMFORD. Not at the Library?

Dr. MUMFORD. No, sir, there is no connection between the Library and the Council. But naturally many of the problems of the Library of Congress are of common concern to the Council. From time to time the Council has made grants to us to investigate or explore particular problems.

GIFTS AND GRANTS TO THE LIBRARY

Senator MONTOYA. How much do you receive in grants per year on an average?

Dr. MUMFORD. Last year the schedule on A–4 reflects that we received $1,361,346 in various types of grants and gifts to the Library for particular purposes.

Senator MONTOYA. Can you separate that into how much you received and utilized for salaries or do you use this money for salaries?

Dr. MUMFORD. A large part of it would be used for salaries. We can separate it and give you a breakdown.

Senator MONTOYA. I just want to get an idea as to how much these gifts contribute to your overhead expenses.

Dr. MUMFORD. They have helped us a great deal in investigating problem of which we couldn't give highest priority.

I would like to say an additional word about the preservation program.

We are planning a 5-year program. This is the third year of the program to bring the level of operation up to where we can make a rather massive impact on the preservation of Library materials.

PRESERVATION LABORATORY

Senator MONTOYA. Are you doing any research on this?

Dr. MUMFORD. Yes, sir; this laboratory will be doing research. We hope to find answers to some of the questions and problems presented in the preservation of deteriorating Library materials.

Senator MONTOYA. You have been doing this since 1967; haven't you had a laboratory up to now?

Dr. MUMFORD. No, sir; we have relied upon the information that was revealed mainly through the William Barrows Laboratory in Richmond. Mr. Barrows is now deceased. This work is not being carried on in the way it was during his life. There is a great deal of research in the field of preservation that can be done.

Let me give you an example, Mr. Chairman. In order to preserve an original book, the pages need to be deacidified; in other words, the acid in the paper removed. At present, there is no known method of doing this except in a very laborious fashion, page by page, sheet by sheet. This is one of the things we hope to find—a quicker, better method of deacidification of books. This is just one of the problems that is involved in this experimental work in the laboratory.

Senator MONTOYA. How about getting paper that has no acid?

Dr. MUMFORD. We are working on that, too, in conjunction with the American Library Association, the Association of Research Libraries, and other groups to try to persuade publishers to publish books on nonacid paper, what we call permanent, durable paper so we won't have this problem 25 or 50 years from now.

Senator MONTOYA. The present request for 18 positions represents the staff necessary for the next step in the Library's preservation program?

Dr. MUMFORD. That is correct.

Senator MONTOYA. How will they be assigned and in what categories?

RESTORATION AND REPAIR OF BOOKS

Dr. MUMFORD. On page 100 there are three that will be involved in the laboratory. On page 101 there are three additional ones that will be involved in binding work. Our binding program has been a regular operation for a long, long time. We have more material to bind each year as more materials are published and received at the Library.

On page 120, there are six positions that are concerned with the preservation of rare materials. Our collections in the Rare Book Division need treatment very badly.

In order to be able to do more of the kind of restoration work on rare books, binding, and paper repair, if necessary, and mending, we are asking for additional help there.

Finally, on page 103, four positions are involved in increasing the microfilming program to be able to microfilm more material than we have been able to do up to now.

That, I think, covers generally the reservation program, Mr. Chairman.

STAFF FOR PRESERVATION LABORATORY

Senator MONTOYA. Last year with respect to your testimony in support of a research chemist's position, I asked the following question: "Do you envision having additional staff in the project?"

Mr. Rohlf responded on page 37 of the Senate hearings as follows: "Yes, sir; I am sure that over a period, a 3- or 4-year development period, the research laboratory should employ eventually a minimum of four or five persons, but we want to start with one research chemist and see how it develops from there."

Would you explain this large jump to 18?

Dr. MUMFORD. There are only three new positions that are directly concerned with the laboratory, a paper chemist, laboratory technician, and a secretary.

Mrs. HAMER. The increase Mr. Rohlf referred to was for the preservation research laboratory. This year we are requesting one GS–12 paper chemist and one GS–9 laboratory technician with a support position of the secretary. So, that is within the range of what he predicted last year.

Senator MONTOYA. You won't be asking for more next year, will you? Do you anticipate that?

Dr. MUMFORD. As I said a minute or two ago, we had planned a 5-year program to bring this preservation program up to the level where we could carry on a rather massive effort. This is the third year. We may be asking for additional help for this kind of work in the following year. But, we are approaching it as prudently as we feel we can.

Senator MONTOYA. Mr. Rohlf was not correct in his presentation last year?

Dr. MUMFORD. I think he was correct within the general context of his remark.

Senator MONTOYA. He said, and I quote, "The research laboratory should employ eventually a minimum of four or five persons, but we want to start with one research chemist and see how it develops from there."

Dr. MUMFORD. This would give us two research people and still would provide leeway of two additional within the context of his statement. I can't say, Mr. Chairman, that we will be coming back next year for additions to this staff.

Mrs. HAMER. It is not envisioned as a large operation, Mr. Chairman.

RESEARCH IN PRESERVATION OF LIBRARY MATERIALS

Senator MONTOYA. Isn't the Bureau of Standards doing any research in this?

Dr. MUMFORD. Not as far as paper preservation is concerned. They do some continuing research in this field, but it is limited.

Mrs. HAMER. We also need to know much more precisely than we do now the effect of humidity and of low temperature on the preservation of paper. Much research needs to be conducted in this field.

RENTAL SPACE

Senator MONTOYA. I would like to place in the record pages 110 to 112 of the justification which list the various locations outside of the Library proper which are occupied by Library activities.

(The justification follows:)

In fiscal year 1970, the Congress appropriated $998,000 for space rental for the Library of Congress. In fiscal year 1971, the General Services Administration will assume payment of the rent at Crystal Mall, Virginia, in the amount of $394,000. In fiscal year 1971, the appropriation for Salaries and Expenses, Library of Congress, will be decreased by that amount, $394,000.

The Library currently occupies (or will occupy during fiscal year 1970) the following space, through the General Services Administration, located off Capitol Hill:

	Location	Occupant	Square Footage	Estimated Rental Costs Fiscal Year 1971 LC	Estimated Rental Costs Fiscal Year 1971 GSA	GSA Maintenance Costs in Federally-Owned Buildings
1.	Suitland, Maryland	Motion Pictures	2,550	$ -----	$ -----*	$ 3,445
2.	Bldgs 159 and 159E, Navy Yard	Card Division, GPO Branch, Catalog Maintenance and Catalog Publication Division	74,205	-----	-----*	125,609
3.	Middle River, Maryland ..	Storage	39,780	-----	-----*	16,907
4.	1291 Taylor Street, N.W.	Division for the Blind and Physically Handicapped	83,995	-----	266,678	-----
5.	214 Massachusetts Avenue, N. E.	Information Abstracting	53,676	-----	259,330	-----
6.	2028 Duke Street, Alexandria, Virginia ..	Manuscripts and Newspapers	48,762	-----	144,547	-----

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS (CONTINUED)
RENTAL OF SPACE

7.	Building #1, Union and Cameron Streets, Alexandria, Virginia ..	Storage	3,330	3,500**	-----*	-----
8.	Crystal Mall Arlington, Virginia ...	Copyright Office	81,187	-----	394,000	-----
9.	800 South Pickett Street, Alexandria, Virginia	Geography and Map Division, Laminating, and Copyright Deposits	122,200	396,000	------	-----
		Total	509,685	$399,500	$1,064,555	$145,961
		Maintenance and related costs		204,500		
				$604,000		

*Federal Government owned
**Library reimburses GSA for maintenance costs

Summary	Square Footage	Rental Costs	GSA Maintenance Costs, Federally Owned Buildings
Federally owned buildings	119,865	$ -----	$145,961
Leases paid by General Services Administration	267,620	1,064,555	-----
Leases, moving and related costs paid by Library of Congress	122,200	604,000	-----
Total direct cost	509,685	$1,668,555	$145,961

Does not include guard service or imputed value of Federally owned buildings.

SPACE PROBLEMS

Senator MONTOYA. Will you comment briefly on your space problems?

Dr. MUMFORD. As I indicated in my preliminary statement, Mr. Chairman, the growth of the Library necessitates additional space each year. We grow at the rate of approximately 45,000 to 50,000 square feet a year. This is due primarily to the expansion of the collections and part of it is for additional working space.

Senator MONTOYA. Are you using all the space that you are renting now?

Dr. MUMFORD. Yes, sir. We are in the process of moving certain operations to utilize the space. For instance, the building on Pickett Street in Alexandria is not completely filled, but we have other activities schedued to go out there.

RENTAL COSTS

Senator MONTOYA. What are you paying for space per square foot?

Dr. MUMFORD. It varies depending upon the location. On page 111, we indicate what the Library of Congress is paying out of its appropriations, and what the General Services Administration is paying.

Senator MONTOYA. You have 509,000 square footage and you are expending $1,064,555?

Mr. ROSSITER. It is about $1,800,000, sir.

Senator MONTOYA. So you are paying a little over $3 per square foot for storage space?

Mr. ROSSITER. Only a small part is storage space. A great deal of it is office space.

Senator MONTOYA. What proportion is storage and what proportion is office space?

Mr. ROSSITER. I don't have the figure, sir.

Senator MONTOYA. More or less.

Dr. MUMFORD. A large part of it is workspace. Our Division for the Blind and Physically Handicapped is housed in an office-type building.

Senator MONTOYA. The point I am trying to make is that I think you are paying too much rent.

Dr. MUMFORD. Whenever there is storage involved, it is materials which the people need who are carrying on that activity. It is not dead storage.

Senator MONTOYA. I am not commenting on the dead storage. I am saying that you are paying over and above the national average per square foot for storage because most of your space is storage; isn't it?

Dr. MUMFORD. I would say, Mr. Chairman, that much more of it is working space than actual storage. As to the rates, they come within the schedules of the General Services Administration. They have categories of what is a suitable or proper rate to pay for a particular type of building. They negotiate the contracts on these leases.

RATES FOR OFFICE BUILDINGS

Senator MONTOYA. I fully realize that. I have gone into those rates for office buildings in the country. Strictly office space is about $4.50 a square foot now. That is the average. For storage, it is about $1.50.

Dr. MUMFORD. That would not include air conditioning, probably.

Senator MONTOYA. No. If you put air conditioning in there, air conditioning costs the landlord a maximum of $1.75 per square foot. That can be amortized at the rate of probably 25 cents a year additional.

Dr. MUMFORD. It is possible that the rental rates in Washington are higher than the national average. I can't speak to that.

Senator MONTOYA. I really think that this is too high.

Dr. MUMFORD. We have to rely upon the General Services Administration in finding a building that is suitable for our purposes and then determine whether the rental that is being asked is a fair rental.

Senator MONTOYA. Of course, you don't make that determination. They make it. You just make the requisition for the space. I appreciate that.

But I wanted the record to show that I think this is very high rent for that kind of space.

Mr. LORENZ. A major part of the space we rent, Mr. Chairman, is office space. For example, in Crystal Mall, the Copyright Office space is almost entirely office space and the area we have on Massachusetts Avenue is almost entirely office space. These are two of the major holdings that we have in this total area.

Mrs. HAMER. The sooner we get the Madison Building, the less we will have to pay for rent.

Senator MONTOYA. That is what I am for, the Madison Building.

Dr. MUMFORD. Thank you.

AUTOMATION INCREASES

Senator MONTOYA. For the past several years, as I recall, the automation program of the Library has been funded at the rate of about $1.6 million a year. This year you are requesting $2,560,000, an increase of $960,000.

Will you please briefly describe the major objectives for this fiscal year which require such a large increase? What has been the total expended in this program since its inception?

Mr. ROSSITER. From 1966 through 1970, sir, it has been $5,295,000. If we were granted the request for 1971, it would be $7,855,000.

Senator MONTOYA. What is the cost of the computer rental at this time?

Mr. ROSSITER. $430,000 a year, sir.

Mrs. HAMER. About half of the increase we are requesting for automation this year is to upgrade our computer equipment so that we can carry on the program.

Senator MONTOYA. In your justifications commencing at page 118, you refer to the central bibliographic system and the MARC system. How do these two systems differ?

Dr. MUMFORD. Mr. Reimers?

CENTRAL BIBLIOGRAPHIC SYSTEM

Mr. REIMERS. The overall system is essentially the bibliographic system. This is the system through which the material flows. The MARC system is that subsystem which collects the information, puts it into final machinable form. It is now being used to produce the various products I showed you and also to produce the tapes that are distributed.

Senator MONTOYA. Bibliographic systems are the indexes that are manually prepared?

Mr. REIMERS. This will be part of the bibliographic system. Actually, the MARC system falls within this bibliographical system. We have carried this as a separate funding because the MARC system developed very early into a very large project. Actually, all of this falls within the same overall plan.

Dr. MUMFORD. I think it would be proper, Mr. Chairman, to say that the MARC system is a way of implementing the central bibliographic systems. That is the first step—to get cataloging on magnetic tape and then to store it into a central data base which will ultimately become the central bibliographic system.

ADMINISTRATIVE TERMINAL SYSTEM

Senator MONTOYA. You are requesting an additional $19,000 for expansion of the administrative terminal system and the Library of Congress congressional information network. What is your basic appropriation for these activities? Give me the workings of these two particular types of activity within the Congressional Library.

Mr. REIMERS. Sir, the administartive terminal system and the Library of Congress information system are those two systems which have been set up primarily to support the Legislative Reference Service.

We can distinguish between two kinds of information handling systems. The central bibliographic system is primarily called a document retrieval system. It doesn't give factual information. It gives a reference to the document. As a card catalog, for example, it doesn't itself carry information, it refers to a document.

The Legislative Reference Service, in order to meet the needs of the Congress, must develop specific facts. They must go to specific citations. They must go down to articles in journals, for example.

I mentioned, for example, our serials program in the central bibliographic system. This controls only the serial as a serial. It controls Life Magazine as Life Magazine but never opens the cover to describe articles. The Legislative Reference Service must get to the articles of the journal.

The Administrative Terminal System is being used to do two things. It is being used primarily as a so-called text editing system to put material into the system, to edit it, to get it into perfect form. Secondly, it is being used as a recall system to bring it out in the proper order. In regard to the "Digest of Public Bills," digests are typed in random order. They are corrected in the Administrative Terminal System and then are called out without any retyping in bill order number to produce the "Digest."

In addition to this, researchers in the Legislative Reference Service require access not only to the citations of bills themselves but also to the substantive content of bills and the Library of Congress information system will supply this kind of information.

AUTOMATION IN THE LEGISLATIVE REFERENCE SERVICE

Mr. JAYSON. Mr. Reimers has mentioned the "Bill Digest" which is now prepared with the assistance of a computer. I have here the last issue of the last session of Congress. You will notice that the content of the digest, which consists of two volumes, contains a summary of the bills, contains a very extensive index now with a good deal of cross references, contains a sponsor index, contains an action section which includes not only a summary of the bill but also the legislative history, modifications in the bill, and so forth.

This is prepared through the ATS system, the Administrative Terminal System, which in effect is an electric typewriter hooked up to the computer. Through the use of the ATS system, we have been able to cut back very considerably the time involved in preparing the "Bill Digest."

Each bill can be recalled from the terminal, from the computer, simply by reference to the particular labels that each entry has. Hopefully, as the system develops, we will have random retrieval. By that I mean if you would ask a question like, "What bills are pending with regard to veterans' affairs," the computer could be queried accordingly, and then there would be a printout of summaries of all bills on that subject. Similarly with all bills having to do with the agricultural program and so on.

Senator MONTOYA. You can't do that now?

Mr. JAYSON. We can do it now only be recalling specific bills.

Senator MONTOYA. Don't you have that index up to date?

Mr. JAYSON. Yes, but the index at the present time is prepared manually. In the future, it will be prepared by the machine itself.

Senator MONTOYA. How soon in the future?

Mr. REIMERS. Within this calendar year.

AUTOMATED INDEXING

Mr. JAYSON. Indexing is a tremendous problem because we want to have an index for the Bill Digest and for all the Legislative Preference Service materials—and there are a lot of them—which will be compatible with each other as well as with indexes to the materials that the Library is indexing covering all of the Library's publications.

We have had a small staff working on nothing but an index for this purpose for the past year and a half. They have now issued the first draft of this index. We call it LIV, which means LRS Indexing Vocabulary. Here we have listed all terms which are particularly adaptable to LRS types of material, public affairs oriented. The indexing terms used in here are compatible to the Library's subject heading list used to catalog the millions of volumes in the Library's collections.

By searching a particular term, eventally we will be able to pull out through the machine not only references to LRS reports, and articles, and materials which our bibliographers cited from current periodicals, but also references to all materials in the Library's collection itself. This has been a vast project, but it is very important to have similar indexing for all documents. Otherwise, when you query the machine, the machine would miss relevant documents.

Senator MONTOYA. Off the record.

(Discussion off the record.)

BRITTLE BOOKS

Dr. MUMFORD. We talked about preservation and we have two brittle books here. We have many volumes such as these on the shelves that have to be microfilmed. In some cases they are still in good enough condition to preserve them in the original, but these are two examples deterioration.

AUTOMATION FOR CONGRESS

Mr. JAYSON. In the other House, one of the subcommittees of the Committee on House Administration is making a broad survey of the possible applications of automatic data processing techniques to the operations of the Congress as a whole. They have set up a task force comprised of representatives of the Library of Congress, the Clerk's Office, and the GAO. The Library of Congress is being represented by the Legislative Reference Service.

They are making a broad survey of how computers can help Congress. This work is in progress at the present time.

Senator MONTOYA. Off the record.

(Discussion off the record.)

CONGRESSIONAL INFORMATION NETWORK

Senator MONTOYA. How long has the Library of Congress Congressional Information Network been in existence and what does it encompass?

Mr. JAYSON. The network relates to all of the automation projects that LRS has been developing in connection with its own services to the Congress, and hopefully at some point these will be available through direct access to the computer by the Congress itself.

I would say that we have been engaged in this for a period of about 3½ years. We began by bringing on an automation specialist who had a dual role, first, to act as our subject specialist for Members of Congress who were placing queries with us relating to automation, and secondly, to examine our own operation to see where automation would be feasible and economical in connection with our research services.

COPYRIGHT OFFICE: SALARIES AND EXPENSES

Senator MONTOYA. We turn now to the separate appropriations, "Salaries and expenses of the Copyright Office."

I will ask that pages 133–139 of the justification be placed in the record.

(The justification follows:)

1970 Regular Bill	$3,124,000
Proposed supplemental due to pay increases	274,000
1970 adjusted	$3,398,000
1971 Estimate	3,694,000
Net increase	$ 296,000

Analysis of Increases

1. Ingrade increases ..... + $ 60,211

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$ 56,098
Personnel benefits	4,113
Total	$ 60,211

2. Annualization of pay and retirement increases + $ 17,300

This request is necessary to provide for annualization of the pay raise effective July 14, 1969; and annualization resulting from the one-half percent increased Federal payment for employee retirement benefits effective January 12, 1970.

Salaries	$ 8,870
Personnel benefits	8,430
Total	$ 17,300

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE (CONTINUED)

3. Annualization of new positions from 1970 ..... + $ 16,000

Eight new positions were authorized under this appropriation in fiscal year 1970, but funding was provided for only eight months; therefore we must ask for annualization of these positions to cover the four months discounted in the fiscal year 1970 appropriation.

Salaries	$ 14,830
Personnel benefits	1,170
Total	$ 16,000

4. Local telephone ..... + 33,000

Telephone service for the Copyright Office is now billed separately at its Crystal City, Virginia location.

5. Printing ..... + 16,500

Printing Forms	$10,000

For increased cost of printing circulars and other forms

Printing, Catalogs (not to be added to the base in subsequent years)	6,500

To pay the printing costs for a Motion-Picture Cumulative Catalog 1960-1969

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE (CONTINUED)

6. Health Services ..... + $ 4,000

To reimburse the Defense Department for occupational health services provided at Crystal Mall, Virginia.

7. Books and Library Materials ..... + 3,000

To pay the increased cost of reference materials and to enlarge the reference library.

8. New positions requested (15) $145,989

Increasing registrations workload (9):	
1 GS-14; 1 GS-13; 1 GS-11; 4 GS-5; and	
2 GS-3	$80,114
Contribution to health insurance	540
Group life insurance	267
Contribution to retirement	5,608
Total	$86,529
To develop automation tools (2):	
1 GS-12; and 1 GS-9	$22,709
Contribution to health insurance	120
Group life insurance	76
Contribution to retirement	1,589
Total	$24,494

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE (CONTINUED)

To maintain and improve other services (4):		
2 GS-9; 1 GS-7; and 1 WG-5	$32,353	
Contribution to health insurance	240	
Group life insurance	108	
Contribution to retirement	2,265	
Total.....	$34,966	
Total increases		+ $296,000

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE (CONTINUED)

General Statement

The Copyright Office is responsible for:

Administering the copyright law,

Examining and registering claims to copyright,

Recording assignments and related documents,

Furnishing copyright data and general information to the public,

Fully indexing and cataloging all registrations and printing catalogs of copyright entries,

Studying the existing law in order to make recommendations for its revision to the Congress.

Copyright operations result in cash receipts which are forwarded to the "General Receipts" account of the Treasury Department. When the value of materials selected by the Library of Congress and transferred to its permanent collections is added to the cash receipts, these operations produce income which exceeds expenditures, as shown for fiscal 1969 in the following table:

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE (CONTINUED)

The following table compares income and obligations for fiscal years 1966 to 1971:

	1966	1967	1968	1969	1970 Estimate	1971 Estimate
Income						
Fees applied	$1,470,249	$1,812,036	$1,865,488	$1,879,831	$1,940,000	$1,995,000
Estimated value of materials selected by the Library ...	1,443,149	1,649,220	2,297,668	1,925,780	2,407,225	3,009,031
TOTAL	$2,913,398	$3,461,256	$4,163,156	$3,805,611	$4,347,225	$5,004,031
Obligations:						
Salaries	$1,963,239	$2,207,684	$2,410,604	$2,732,950	$3,121,000	$3,347,000
Other obligations	104,834	118,242	120,577	253,059*	272,000*	329,000*
TOTAL	$2,068,073	$2,325,926	$2,531,181	$2,986,009	$3,393,000	$3,676,000
Ratio of total income to obligations	140%	149%	164%	127%	128%	136%
Ratio of fees applied to obligations	71%	78%	74%	63%	57%	54%

* Includes $100,000 for Microfilm Project

Senator MONTOYA. You have a cash return on this operation; do you not?

Dr. MUMFORD. Yes, sir. The fees that are received for registration are returned to the Treasury. The materials which become available for the Library's collections through the deposited materials for registration also have a monetary value. We have a table on page 138 which reflects the amount received from fees and also the value of the materials that are received.

Senator MONTOYA. Are these moneys returnable to the Treasury?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. Do you draw on this revenue?

Dr. MUMFORD. No, sir.

Senator MONTOYA. In other words, these moneys are not used for current overhead expenses?

Dr. MUMFORD. No, sir; not at all. The operation is financed through the direct appropriation and the receipts are returned to the Treasury.

Senator MONTOYA. Would you state for the record or supply for the record the amount of revenue which you received which is returnable to the Treasury?

Dr. MUMFORD. Yes, sir. We can at this point ask for page 138 to be inserted in the record.

Senator MONTOYA. That will be included in the record.

(The information follows.)

Income: (1969)

Fees applied ..... $ 1,879,831.00

Estimated value of materials transferred to the Library of Congress: (1969)

Class of Items	Received	Items Selected	Average Price	Total Value of Items Selected
Books	164,958	90,435	$ 7.48*	$ 676,453.80
Periodicals	171,347	171,347	1.04	178,200.88
Motion Pictures	4,571	1,499 (5,996 reels)	150.00 (per reel)	899,400.00
Music	103,164	25,021	4.80	120,100.80
Maps	4,102	4,102	7.50	30,765.00
Prints, Pictures, and Works of Art	32,169	2,086	10.00	20,860.00
	480,311	294,490		

Subtotal estimated value of materials 1,925,780.48

TOTAL INCOME 3,805,611.48

Obligations: (1969)

Salaries $2,732,950.00

Other obligations 253,059.00

TOTAL OBLIGATIONS $2,986,009.00

RATIO of total income to obligations 127%

RATIO of fees applied to obligations 63%

* Discount price

VALUE OF COLLECTIONS

Senator MONTOYA. Is that all that you received, the sum of $1,879,831?

Dr. MUMFORD. Yes, sir; that is fees and then below is the value of the items selected for the Library's collections. This naturally relieves the Library of the obligation to purchase such material.

Senator MONTOYA. In addition to this, you receive books, periodicals, motion pictures, music, maps, prints, pictures, and works of art, the value of which totals with the fees applied the amount of $3,805,611.48?

Dr. MUMFORD. Yes, sir.

As to the needs of the Copyright Office, its workload, I would like to ask the Deputy Register to speak to that, Mr. Chairman, Mr. Cary.

Senator MONTOYA. Yes, Mr. Cary?

WORKLOAD

Mr. CARY. At the Copyright Office, we find ourselves in the situation where we have, of course, no control over the work that we do. Our work is to register, where appropriate, the claims to all copyrights that are created in the United States and submitted to us for registration.

Of course, with the rising number of writings and productions of all sorts of cultural activities each year, we find that the applications that come to us increase at an average of about 3 percent per year. So, our workload is something that we have no control over.

One other item that I should mention is that on April 1 of last year we were one of the parts of the Library that were moved out of the annex building into this rented space that you were speaking about at Crystal City.

I must say that as far as I am aware, the amount that we pay for rental over there comes to roughly what you had mentioned as an average, $4.50 a square foot. But since we have moved over there, instead of being on one floor of the annex building, we are now on five floors of this office building. I am really surprised to find the extra amount of work that is needed to just physically move mail around or for the employees to go from one floor to another, waiting on those automatic elevators that are usually going in the other direction, so that the increase in actual movement over there has slowed us down to a certain degree. We feel that it would really take roughly 10 percent more people, at least in one area of our operations, to do the same amount of work that we would have done over at the Library. Of course, we are not asking for that.

Senator MONTOYA. I take it that when you move to the Madison, you will have 10 percent less requirement?

Mr. CARY. I hope so. I understand we are going to be only on two floors there. So that what we are really asking for here today is a total of 15 new positions, nine of which are based upon the normal increase in registrations, four of which are based on work which does not relate to registrations and two of which are based upon the automation program which is under survey by the Information Systems Office; they

are making a survey of our procedures to see to what extent our operations can be automated. We feel we need two people to work with that office, that is two people who are copyright specialists and know our particular needs and who also possess some knowledge of information systems. So we find ourselves requesting a total of 15.

AUTOMATION

Senator MONTOYA. What is the use of automation if you are going to have to increase your force?

Mr. CARY. Personally, I think automation, from what I have read about it, doesn't always result in a decrease in personnel. The theory of it, I suppose, is that it is a more efficient way of doing what you would normally have to hire more people later on to do.

Senator MONTOYA. That is a good rebuttal.

Dr. MUMFORD. We are not at the point yet of application of automation to the copyright office. It has to be worked out before it can become operational.

Senator MONTOYA. This is quite an increase in new positions, 15 new positions. You requested eight last year and we gave you all your positions.

Mr. CARY. Yes.

STAFF

Senator MONTOYA. How many employees—positions do you have in the copyright office?

Mr. CARY. We have a total of 332 now.

Senator MONTOYA. You are asking for 15 more than 332?

Mr. CARY. Yes, sir—332 plus 15, or a total of 347.

Senator MONTOYA. How much has your workload increased?

Mr. CARY. We find that over a period of years it averages around 3 percent per year. Some years it will go 5 to 6 percent, other years it will be at a break-even point. At the present time, for the current fiscal year, we are running slightly over 2 percent. So it is close to the average.

Senator MONTOYA. From your justifications, it would appear that the move to Crystal City has created some problems. I refer to the request for a driver, additional health services, additional phone services, additional reference books, additional staff since you say it requires more time to perform certain operations at Crystal City. How do you feel the added expense is justified?

Mr. CARY. Simply because of overcrowded conditions we couldn't stay in the Library and had to move somewhere. For example, take the telephone expense. We are in Virginia. It is my understanding that the telephone rates charged in Virginia are considerably higher than they are in the District of Columbia.

In Crystal City as far as the health services are concerned, we contribute a pro rata share with some of the other agencies—actually I think we pay this fee to the Department of Defense which is probably the largest inhabitants of that area over there—whereas at the

Library we utilized the Library's health services, as to the reference works, when we were in our own building at the Library, our people could go across the street to look up works that we did not have in our office, whereas in moving over here, we can't very well do that. So, we do need certain specific reference works which are duplications of what exists in the Library.

All of this, I think, adds up to a good reason why the Madison Building would be an excellent project. I am sure our employees would welcome getting back to Capitol Hill.

Senator MONTOYA. What about the driver that you are requesting?

Mr. CARY. The driver is for this purpose. we have a rental GSA car for the purpose of transporting some of our people who are constantly having to attend meetings, either at the State Department, Department of Justice, or back here at the Library, and in addition, under the law, we must each day make a deposit of our fees in the Treasury. So, the fees must be transported daily back to the Library or to the Treasury, depending on whether our deposits are to be made with or separate from those made by the Library.

Senator MONTOYA. You don't have any other drivers?

Mr. CARY. No, just the one driver. At present we are using a driver that the Library is furnishing us. But they need the driver. So we are requesting that for the next year.

LEGISLATIVE REFERENCE SERVICE

Senator MONTOYA. For the Legislative Reference Service, are you requesting a net increase of the $935,000? I ask that pages 152 to 155 and 160 to 167 be placed in the record at this point.

(The justification follows:)

APPROPRIATION: SALARIES AND EXPENSES, LEGISLATIVE REFERENCE SERVICE

1970 Regular Bill	$4,135,000
Proposed supplemental due to pay increases	414,000
1970 adjusted	4,549,000
1971 Estimate	5,484,000
Net increase	935,000

Analysis of Increases

1. Ingrade increases ..... + $ 82,338

Funds are requested to cover the cost of within-grade increases and reallocations as follows:

Salaries	$ 76,746
Personnel benefits	5,592
Total	82,338

2. Annualization of pay and retirement increases ..... + 25,100

This request is necessary to provide for annualization of the 1970 pay raise effective July 14, 1969; and annualization resulting from the one-half percent increased Federal payment for employee retirement benefits effective January 12, 1970.

Salaries	$ 13,300
Personnel benefits	11,800
Total	25,100

3. Annualization of new positions from 1970 ..... + $ 61,000

17 new positions were authorized under this appropriation in fiscal year 1970, but funding was provided for only eight months; therefore, we must ask for annualization of these positions to cover the four months discounted in the fiscal year 1970 appropriation.

Salaries	56,779
Personnel benefits	4,221
Total	61,000

4. Printing ..... + 30,000

This increase is requested to pay for the increasing volume of printing and duplicating performed in the Library's Duplicating Unit for the Legislative Reference Service. Work consists of duplicating reports prepared for Members and Committees of Congress, and copies of published

articles appearing in magazines, newspapers, and technical reports. The volume of work has increased from nearly 10 million impressions in 1968 to nearly 16 million in 1969, an increase of 61 percent.

5. New positions requested (68) ..... + $736,562

To augment staff of two new divisions (12):

2 GS-17; 1 GS-15; 1 GS-13; 1 GS-12; 2 GS-9; 2 GS-7; and 3 GS-5	$161,188
Contribution to health insurance	720
Group life insurance	537
Contribution to retirement	11,283
Total	173,728

To implement automation (15):

2 GS-14; 5 GS-11; 1 GS-9; 4 GS-6; 2 GS-5 and 1 GS-4	$147,949
Contribution to health insurance	900
Group life insurance	493
Contribution to retirement	10,357
Total	159,699

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To meet increased workload and maintain quality of service (41):

2 GS-14; 2 GS-13; 10 GS-11; 6 GS-9; 8 GS-7;		
8 GS-5; 3 GS-4; 1 GS-3; and 1 GS-2	$373,299	
Contribution to health insurance	2,460	
Group life insurance	1,245	
Contribution to retirement	26,131	
Total	403,135	
Total increases		+ $935,000

The continuing disproportionate relationship between growth of workload and growth of staff in terms of percentages from fiscal 1947 forward (1947 marks the permanent establishment of LRS) is shown in Table I. Table II shows the total number of Congressional inquiries handled by the Service during each year, fiscal 1947 through (estimated) 1970, the number of budgeted positions in the Service during each such year, and the percentages of increase in positions and in volume of inquiries over fiscal 1947.* It is significant that during 22 of the 24 years since enactment of the Legislative Reorganization Act of 1946, the number of inquiries has exceeded that of each prior year. Today, in fiscal 1970, the staff is 2½ times larger than it was in 1947, but the volume of inquiries is now 7 times larger.

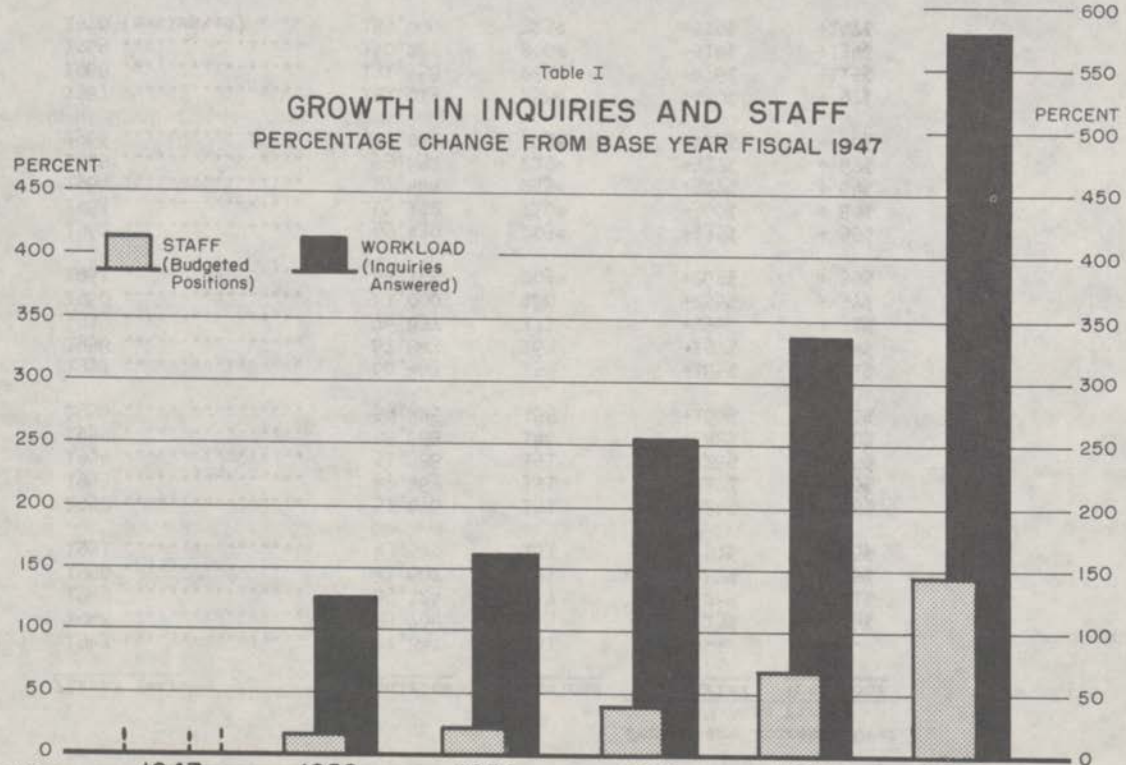
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*Because calendar year statistics are not available during this entire period, Tables I and II are based upon fiscal year figures.

Table I

GROWTH IN INQUIRIES AND STAFF

PERCENTAGE CHANGE FROM BASE YEAR FISCAL 1947



Fiscal Years	1947	1952	1956	1960	1965	1970
Inquiries Answered	22,841	51,076	59,425	81,000	100,000	155,000 (est.)
Permanent Staff	131	151	158	180	219	323

TABLE II

Increased Workload Compared to Increased Staff, 1947 - 1970

Fiscal Year	Inquiries	Positions	Percentage Increase Over 1947 Base Figure: Inquiries	Positions
1947	22,841	131	----	----
1948	25,704	113	+ 13%	- 14%
1949	29,124	117	+ 28%	- 11%
1950	41,602	151	+ 82%	+ 15%
1951	43,549	151	+ 91%	+ 15%
1952	51,076	151	+124%	+ 15%
1953	49,463	151	+117%	+ 15%
1954	51,588	151	+126%	+ 15%
1955	56,666	144	+148%	+ 10%
1956	59,425	158	+160%	+ 21%
1957	60,443	158	+165%	+ 21%
1958	67,843	163	+197%	+ 24%
1959	76,857	171	+236%	+ 31%
1960	81,000	180	+255%	+ 37%
1961	84,195	203*	+269%	+ 55%
1962	99,430	203*	+335%	+ 55%
1963	105,152	210*	+360%	+ 60%
1964	97,444	215*	+327%	+ 64%
1965	99,832	219*	+337%	+ 67%
1966	117,062	223*	+413%	+ 70%
1967	121,013	258*	+430%	+ 97%
1968	131,558	281*	+476%	+115%
1969	140,267	306*	+514%	+134%
1970 (estimated)	155,000	323*	+579%	+147%

* Does not include $25,000 provided for temporary assistance

Table III shows the Congressional requests received by the Service on a weekly basis, comparing calendar years 1960, 1964, and 1969. It shows, as similar charts have shown in the past, that the workload has been reaching new peaks every year, and that the duration of the periods of peak workload has lengthened in each succeeding year, thus putting the researchers under more concentrated pressure for longer periods of time each year which, in turn, creates the arrearages and other difficulties that affect timely and adequate response to Congressional requests. Table IV provides a month-by-month breakdown of inquiries answered by the Service during calendar 1969 and shows the percentage of increase for each such month over the corresponding months of the previous 5 years. It demonstrates that the summer and fall months no longer provide any significant easing of workload or time to "catch-up", as they did 5 years ago. The pressure of workload remains heavy throughout the year.

Table III

LEGISLATIVE REFERENCE SERVICE

Total Recorded Congressional Requests Received

By Week, 1960, 1964 and 1969

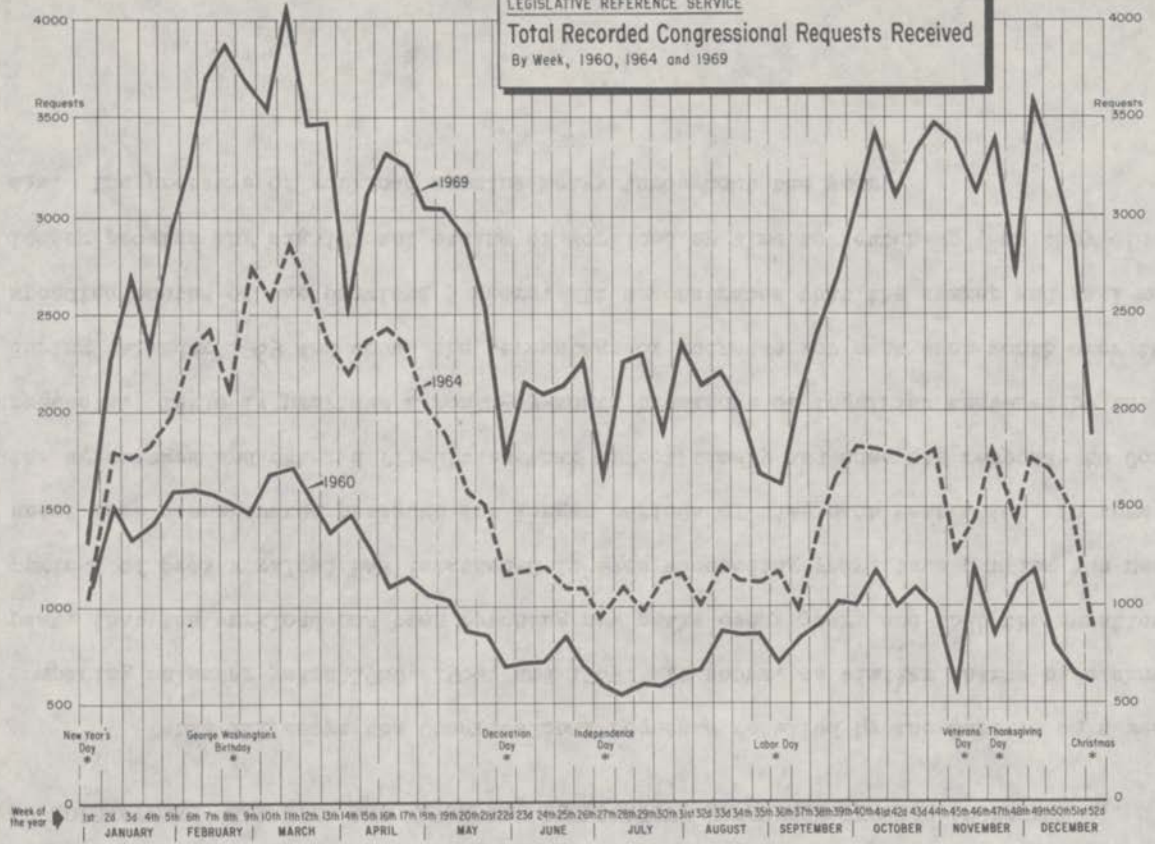


TABLE IV

Inquiries Answered
Percentage of Increase or Decrease

	Calendar 1969	1969 over 1968	1969 over 1967	1969 over 1966	1969 over 1965	1969 over 1964
January	11,681	--	+ 16	+ 25	+ 45	+ 31
February	15,048	+ 9	+ 18	+ 21	+ 34	+ 50
March	16,321	+ 9	+ 2	+ 12	+ 10	+ 33
April	16,157	+ 24	+ 26	+ 40	+ 33	+ 45
May	13,135	+ 21	+ 12	+ 32	+ 53	+ 81
June	10,557	+ 40	+ 15	+ 34	+ 42	+ 85
July	10,547	+ 16	+ 32	+ 58	+ 47	+116
August	9,762	+ 23	- 3	+ 30	+ 27	+ 88
September	10,876	+ 26	+ 18	+ 43	+ 27	+ 75
October	16,400	+ 27	+ 38	+ 59	+ 66	+106
November	14,049	+ 55	+ 29	+ 57	+ 43	+118
December	13,280	+ 37	+ 37	+ 83	+ 61	+ 96
Total	157,813	+ 22	+ 19	+ 38	+ 39	+ 70

Table V provides a breakdown of the inquiries handled by the Service during calendar 1964 through 1969 by reference to their source. It also gives a breakdown of the types of responses employed by the Service in answering those inquiries. Member and Committee inquiries rose from approximately 40,000 in 1964 to over 88,000 in 1969, a massive increase of more than 121% during this five-year period. The 1969 total was 28% higher than 1968. Constituent inquiries rose from 53,000 in 1964 to almost 70,000 in 1969, up 31%. The 1969 total was 15% higher than 1968. Written responses rose from some 12,000 in 1964 to 17,000 in 1969, an increase of 45%. The latter 1969 figure was 10% less than 1968 reflecting the effects of the enormous increase in overall workload during 1969 when, because of their overload, researchers had to substitute materials, photocopies, books or telephone responses for written reports in order to meet deadlines.

TABLE V

Types of Responses
Calendar Years 1964 through 1969

Source of Inquiries	CALENDAR YEAR 1964	1965	1966	1967	1968	1969
Member and Committee	39,847	53,402	56,108	70,322	68,787	88,285
Constituent	53,090	60,226	57,929	62,119	60,376	69,528
Total Inquiries	92,937	113,628	114,037	132,441	129,163	157,813
Types of Responses						
Reports and Memoranda	6,274	8,265	7,270	8,867	10,769	10,312
Draft Statements	1,890	2,620	2,557	2,598	2,215	2,125
Letters	1,248	1,373	1,333	670	142	331
Translations	2,258	3,175	3,665	4,628	5,891	4,223
Maps, Charts, and Graphs	54	43	45	99	72	57
Total Written	11,724	15,476	14,870	16,862	19,089	17,048
Materials (previously prepared LRS reports, photocopies, and other selected loan and expendable materials)	64,286	77,058	78,945	91,044	88,379	111,251
Telephone and In-Person	16,927	21,094	20,222	24,535	21,695	29,514
Total Types of Responses	92,937	113,628	114,037	132,441	129,163	157,813

APPROPRIATION: SALARIES AND EXPENSES, LEGISLATIVE REFERENCE SERVICE (CONTINUED)

The workload during calendar 1969 continued the accelerated concentration in the ratio of Member to constituent inquiries. Member requests represent the more substantive and time consuming inquiries. During calendar 1964 there were 40,000 Member inquiries, comprising 43% of the total volume; during 1969, Member inquiries rose to over 88,000, comprising 56% of the total. Table VI sets out the figures comparing 1969 with the previous 5 years. It should be noted in this connection that Member inquiries involved 82% of total LRS research time during calendar 1969. Constituent inquiries, comprising 44% of the total volume, involved only 18% of total research time (almost all at the lowest professional staff level.)

TABLE VI

Member-Constituent Inquiries Compared by Percentages of Total

Calendar Year	Member	% of Total	Constituent	% of Total	Total
1964	39,847	42.9%	53,090	57.1%	92,937
1965	53,402	47.0%	60,226	53.0%	113,628
1966	56,108	49.2%	57,929	50.8%	114,037
1967	70,332	53.1%	62,119	46.9%	132,441
1968	68,787	53.3%	60,376	46.7%	129,163
1969	88,285	55.9%	69,528	44.1%	157,813

NEW POSITIONS

Senator MONTOYA. You are requesting 68 new positions for this service this year, Mr. Jayson. Will you please explain why so many positions are needed this year? Do you want to read it, or do you want to insert it in the record and then summarize it?

Mr. JAYSON. I would prefer to read it.

Senator MONTOYA. Go ahead.

Mr. JAYSON. Mr. Chairman, included within the Library's budget is the request of the Legislative Reference Service for an increase of $935,000. This amount includes approximately $168,000 for ingrades, reallocations, and certain annualizations, $30,000 for increased costs of printing and duplicating, and approximately $737,000 to fund 68 new positions.

In our presentation before the Appropriations Committee in the other House, I supplemented the data set forth in our justification book with a statement giving additional background to our request for 68 new positions. In the past, that committee, like this one, has been responsive to the needs of the Service. But as of this moment, I do not know what action that committee will take with regard to our fiscal 1961 request. Since the need to strengthen staff is urgent, and since the request in proportion to the need is realistic, I believe it would be helpful to provide this committee with similar background.

The Legislative Reference Service is, as you know, a research arm of the Congress. It is the department of the Library, devoted exclusively to providing information, research, and materials to the Members, their committees, and their staffs. Over the years, Members have become accustomed to turn to the Service for assistance with almost every aspect of their official activities and responsibilities. And over the years, those activities and responsibilities have multiplied rapidly. On the one hand, the scope and complexity of legislative activity have grown enormously, and on the other, the individual Member's relationships with his constituency have similarly expanded.

SUBCOMMITTEE RECESS

Senator MONTOYA. Mr. Jayson, it is past the hour of 12. If you don't mind, we will suspend at this point, and then we will come back at 2 o'clock this afternoon. So, we will stand in recess until 2 o'clock this afternoon. I am sorry to interrupt you. I think it would be better for everybody.

(Whereupon, at 12:11 p.m. the subcommittee recessed, to reconvene at 2 p.m., Wednesday, March 18, 1970.)

(AFTERNOON SESSION, 2 O'CLOCK, WEDNESDAY, MARCH 18, 1970)

LIBRARY OF CONGRESS

STATEMENT OF LESTER S. JAYSON, DIRECTOR OF LEGISLATIVE REFERENCE SERVICE—Resumed

WELCOME TO NEW MEXICO VISITORS

Senator MONTOYA. The subcommittee will be in session.

I want to acknowledge the presence of many young constituents and other people here from Roswell, N. Mex. The young constituents

come from Goddard High School, which was named after Dr. Goddard, and they came to Washington to attend the hearing with respect to honoring Dr. Goddard and his work in establishing a proper memorial.

I want to extend to these constituents of mine a hearty welcome here this afternoon.

Mr. Jayson, you may proceed with your testimony.

Mr. JAYSON. Thank you, Mr. Chairman.

Over the years Members have become accustomed to turn to the Legislative Reference Service for assistance with almost every aspect of their official activities and responsibilities. And over the years those activities and responsibilities have multiplied rapidly.

On the one hand, the scope and complexity of legislative activity have grown enormously, and on the other, the individual Member's relationships with his constituency have similarly expanded.

INCREASED WORKLOAD IN LRS

Together, this has resulted in a great increase in the workload of Members. And since LRS works only for the Congress, this has had a direct and profound impact on us.

Mr. Chairman, I have appeared before this committee for several years discussing the nature of our problems, our workload, and our staff needs, and this committee has dealt with them sympathetically. Today, however, I must report to you that the problems and needs of the service have intensified drastically during the past year.

A review of our last year's records reflects a remarkable phenomenon—remarkable in the extraordinary rise in workload, remarkable in the pattern of the workload, and remarkable in the spread and intensity of many of the issues in which assistance was requested of us.

In terms of workload, there was an enormous surge in the total volume of inquiries we received from congressional offices last year. During calendar 1969 members and committees called on us to handle almost 158,000 requests for information and research, the highest total in the history of the service. This was some 29,000 more requests than we received in calendar 1968, a massive increase. It represents a 22-percent rise in workload within a single year. Viewed in longer range perspective, it reflects a 70-percent rise in overall workload during the past 5 calendar years.

PATTERN OF WORKLOAD

In terms of pattern of the wordload: In the past, our heaviest workload came during the first 6 months of the calendar year, especially during the spring, perhaps mirroring the demands made upon you and your staff at that time from committee work, from growing legislative activities on the floor, and from letters you receive from constituents.

During 1969, however, our fall workload rose to almost the same level as the first half of the year. In October we handled more inquiries from Members than in any single prior month in the history of the service. And there is no letup in sight.

Calendar 1969 was recordbreaking year, but during the first 10 weeks of 1970 we are already far ahead of where we were in 1969. We are now over 25 percent ahead of 1969.

Last year during our peak periods we received requests by telephone at the rate of almost 1,000 a day. The situation is the same today. And between 20 and 25 percent of these calls represent "rush" inquiries, meaning the member needs the answer before the end of the day.

TYPES OF REQUEST

What are these requests? What is stimulating this increased activity? They are not constituents. While our constituent totals are rising somewhat, the overwhelming increase in our total has been in the member and committee requests, the legislatively related inquiries. These are the requests that require more skill, more care, more detail, hence a greater effort by our staff.

What kind of requests do they seem to be? They are just what you would expect: vast numbers of queries about pollution problems, about crime, about Vietnam and the Middle East, about campus tensions, about inflation and unemployment, and so on.

They clearly reflect Congress preoccupation with the issues and problems facing the country. They range from the simple to the most difficult and complicated inquiries, requiring highly professional talents. They are for analyses of issues and comparisons of bills and statutes. They are for implications of, and alternatives to solutions being debated. They are for background reports. They are for assistance in structuring committee hearings. They are for factual data, newspaper searches, spot information.

But why this remarkable increase across the board? Why a jump of 29,000 congressional inquiries over the previous calendar year? Is it because legislative issues are becoming more complex, and Members are becoming more oriented to the use of specialists—their own legislative specialists in their committees and in LRS? It is because one party controls the legislative branch while the other the executive? Is it because Members and staffs are becoming more aware of the scope of the services LRS is capable of providing? Is it because staffs of many Members and committees are themselves overburdened? Is it because Members are increasingly seeking an independent source of research and information, one that is independent of the executive branch and private interests? Is it because Members are aware that we provide a more objective view than others? Or is it because Members simply have no other place to turn for the types of services we offer?

I do not know the answer. Maybe it is a combination of all of these factors. Maybe it is something else. But whatever the reason, the impact of this massive increase in workload has been overwhelming. It has seriously impaired our ability to provide timely responses. It has adversely affected the quality and depth of our work product. We, of course, have no control over the volume of our workload.

DISTRIBUTION OF PREPARED MATERIALS

Senator MONTOYA. What percentage of this work would you say calls for a response that is already prepared by the Library?

Mr. JAYSON. A substantial percentage of our responses are comprised of materials, as a result of multilithing our reports. This is one

of the expediting devices we now use. We prepare and then multilith reports on matters of general interest, matters on which we receive recurring questions.

Senator MONTOYA. Here is what I am referring to. For example, if you receive an inquiry about Vietnam, you already have stock on Vietnam in the Library?

Mr. JAYSON. That's right. LRS maintains a stock of its multilithed reports to respond to many types of inquiries.

Senator MONTOYA. What percentage of these inquiries can be serviced through this stock accumulation?

Mr. JAYSON. We have a table in the justification book, Mr. Chairman, which indicates the number of inquiries that are responded to by materials. On page 166 of the justification, you will see a table which reflects that during 1969 over 100,000 inquiries were answered with materials. These materials included previously prepared LRS reports, photocopies, and other expendable material.

Most constituent inquiries can be handled in this way. If a constituent writes to you and wants to know something about the Social Security Act, we have a Government pamphlet or an LRS report which we can send you to transmit to him.

But frequently, one of our general reports which the member may get in response to a general inquiry, may not provide the answer to his particular question. He may want a particular aspect of that question developed and then, of course, we have to research it more deeply, on an original basis.

Senator MONTOYA. According to this table, for 1969, 115,000 of these requests were serviced through materials previously prepared by LRS reports, photocopies, and other selected loan and expendable materials. So the only utilization of manpower that is required here is to go out and select the material that is responsive to the inquiry?

Mr. JAYSON. No; most of these reports are by LRS. These are original research works.

Senator MONTOYA. Yes; but they are already in stock.

Mr. JAYSON. To prepare one may take a month or 3 months, depending on the nature of the subject area.

Once they have been prepared, as you know, we then submit to every Member of Congress a listing of the multilith reports that we prepared during the prior month. Your office, if it is interested in a particular report, can simply telephone us and receive a copy of it.

RESPONSE TO INDIVIDUAL INQUIRIES

Senator MONTOYA. What particular percentage of the requests calls for a custom-made type of response?

Mr. JAYSON. The same table reflects that there were over 10,000 reports and memoranda prepared during the past year.

These, of course, are the things that require a great deal of research. That is where the bulk of our time is spent.

Senator MONTOYA. You may proceed.

Mr. JAYSON. Our people take pride in the fact that we rarely turn down a request from a Member's office for help. We recognize that our only reason for being is to assist the Member. Too often, however, we do have to limit, and sometimes very severely, the extent of the

help that our specialists are capable of providing and that Members or committees really need when they turn to us. The workload just will not permit us to do more.

During recent years, as our workload continued to climb far out of proportion to the size of our staff, we searched for and devised new techniques to meet the constantly rising demands made on our staff. We had to, or we never would have been able to keep up.

MULTILITHED REPORTS

We introduced multilithed reports to enable us to respond quickly to recurring requests on the same subject. We began distributing our monthly "green sheet" listing of multilithed reports to all congressional offices, so that they could tell at a glance what research reports were readily available.

We installed photoduplication equipment in all of our divisions so that prior LRS studies, and articles from journals and other periodicals could be reproduced rapidly and thus save the time of our typists. We sought and obtained blanket permission from many of the country's largest publishers to reproduce excerpts from their copyrighted works for our use in serving Congress' information needs.

Senator MONTOYA. Have you had any trouble with any of the companies in this respect?

Mr. JAYSON. They have cooperated marvelously. Most companies have been very cooperative.

We introduced data processing techniques to improve and speed up production of our "Bill Digest" and other publications and to provide more efficient bibliographic support for our researchers.

SCIENCE POLICY RESEARCH DIVISION

We established several new divisions: We organized our Science Policy Research Division to assist Members and committees in their legislative activity relating to science and technology; we set up our Congressional Reference Division to respond quickly to fact questions put to us by Members and to handle constituent inquiries on a mass production basis; last September we established our Environmental Policy Division to respond to congressional needs for specialized information in this ever-broadening subject field. And in our present budget request we seek approval to create a Defense Policy Division to handle the many requests we receive in that area.

TRANSLATIONS

To speed up our translating service, we now frequently provide summaries in lieu of word-for-word literal translations. To escape the crushing burden of our preparing hundreds of nationality day speeches, we distribute to Members' staffs "do-it-yourself" speech kits which provide information, material, and sample speeches about the nationality day involved.

ADDITIONAL TELEPHONE FACILITIES

We installed new telephone lines and added inquiry recorders to facilitate the intake of Members' requests. We installed a so-called

"hot-line" to provide while-you-wait responses to Members who need an immediate answer to a quick factual question. And we have introduced other techniques designed to improve the timeliness and adequacy of our responses to your inquiries.

But when it is all said and done, we still find ourselves swamped. The inquiries have been pouring in each year in greater quantities than we anticipate and, ironically, the faster or the better the service we provide, or the more extended our subject coverage, the more is expected of us.

I should emphasize, moreover, as I have in prior years, that a fair evaluation of our personnel needs must take into account not only the bare statistical evidence of the sharp increase in workload, but, perhaps more importantly, the frequency with which our plans for an orderly performance of our work are severely disrupted by unforeseeable events that burst upon us, and that require emergency work on a crash basis, often for a lengthy period of time.

IMPORT OF LEGISLATIVE ISSUES ON LRS

Last year I described to you the impact on our workload resulting from the nomination of Justice Fortas to be Chief Justice. The activity revolving around the Haynsworth nomination to the Supreme Court is illustrative of what happened this year. His nomination was announced in mid-August. The Senate finally rejected it on November 21, 1969.

During those 3 months, not less than four and usually five of our attorneys were engaged almost exclusively in responding to requests from many members—of the House as well as the Senate, from opponents as well as proponents—on a great variety of questions, usually on an oral "spot response" basis.

We were called upon also to prepare several comprehensive reports compiling and describing all of the decisions and opinions—approximately 1,500 in number—in which Judge Haynsworth participated or wrote during his almost 13 years as a Federal Court of Appeals judge, and we were asked to provide the appellate disposition of all these cases.

Then there were requests for more detailed analyses of particular cases in which he participated that were receiving wide publicity and attention and were the focal point of much debate. Similarly, there were queries about Judge Haynsworth's opinions in civil rights matters, and for an analysis of all school segregation decisions of the Court of Appeals for the Fourth Circuit during the entire period of his service on that bench.

Finally, when the issue resolved itself primarily into one of judicial ethics, we were deluged with requests concerning the applicable statutes, judicial canons of ethics, opinions of the American Bar Association committees on ethics and judicial appointments and related topics.

TAX REFORM ACT

The work we did in connection with the Tax Reform Act of 1969, is another illustration of an issue that tied up four and sometimes five members of our staff during virtually the whole calendar year. The

act was a major legislative achievement, with over 100 separate tax provisions, most of which were significantly amended in the course of the year's deliberations.

We were involved in every step of the legislative process, providing direct assistance to the House Ways and Means Committee, to the Senate Finance Committee, and to a great many individual members. Even before the opening of the 91st Congress our senior specialist in taxation prepared a summary of all significant proposals for tax reform which was multilithed and widely distributed.

Our staff was involved in a long succession of specific tax issues, analyzing proposals, providing background or historical information, providing revenue estimates tagged to particular proposals, pinpointing the arguments for and the arguments against, summarizing testimony, assisting in the drafting of statutory language and the preparation of committee prints and reports.

We responded to hundreds of inquiries about taxation of foundations, oil and gas depletion allowance, increasing personal exemptions, limitation of allowable tax losses on farm income, liberalizing the head-of-household provision, multiple surtax exemption, and a great many other related and often highly technical problems.

We were asked to compare the various versions of the bill, as reported by the respective House and Senate committees and as passed by each House. There was a great demand for summaries of the 255-page bill, at various stages and as finally passed, that would be both concise and accurate.

And finally there was a stream of requests—which continues unabated—to explain the impact of the bill on particular segments of the population, such as the elderly, small business, tax-exempt organizations, the housing industry, et cetera. And while this was going on, our staff, of course, had to deal intensively with a multitude of other tax issues that were not part of the tax reform package.

OTHER LEGISLATIVE REQUESTS

I could multiply these illustrations many times—the Santa Barbara oil spill, the moratorium, the administration's proposal for welfare reform, the rash of air carrier hijackings, the new lottery induction system—these are typical of the issues that emerge quite suddenly, result in hundreds of inquiries from congressional offices, and demand concentrated efforts of our specialists.

What does all this add up to? From our observation, it seems evident that Congress is seeking more in-depth, more evaluative and more authoritative assistance. There has been increasing reliance on our multidisciplinary staff to provide it.

We have the capability, we have the potential to provide this deeper assistance, but the sheer number of inquiries in relation to the size of our present staff is frustrating our ability to do a more effective job. The budget request this year is not designed to expand our present services. Its primary purpose is to meet the increased workload, and maintain the quality of our work product.

We hope, Mr. Chairman, that our request will receive this committee's favorable consideration.

INCREASE IN POSITIONS

Senator MONTOYA. How much of an increase in positions did you get last year?

Mr. JAYSON. We received 17 positions last year.

Senator MONTOYA. Why do you feel that 68 new positions are necessary this year?

Mr. JAYSON. This was based upon a continuing increase in workload far out of proportion to the increase in staff that goes back, I would say, to 1965—in fact all the way back to the time the organization was born in 1947? But I look at 1965 as a base figure, because that is the year when we were called before the Joint Committee on the Organization of Congress. We were asked to and did make a very intensive self-examination of the service, providing many memoranda to the committee. We found that at that time that with a workload of 100,000 requests a year, and a staff of about 223, that we were literally swamped and in a desperate situation.

WORKLOAD INCREASES

At that time we asked the Appropriations Committees to give us 300 employees to meet a workload of 100,000 inquiries. Thereafter, over a 4-year period, our staff was increased to 323 employees. But in the meantime, the workload has gone up to 158,000. We are just back in the same situation we were in 1965.

Senator MONTOYA. It has increased one-third?

Mr. JAYSON. No, Our workload has increased.

Senator MONTOYA. From 100,000 to 150,000 increase?

Mr. JAYSON. If you begin with calendar 1964—I prefer to use the calendar year, because that is parallel to the congressional session—our workload has increased 70 percent.

Senator MONTOYA. I am just taking your figures. The member and constitutent inquiries in 1969 were 157,000. You mentioned the figure of 100,000 when the manpower requirements were set at 300 people.

Mr. JAYSON. The difference is that in one instance I am using calendar figures and in the other instance fiscal year figures.

Senator MONTOYA. I am referring to a calendar year.

Mr. JAYSON. The calendar 1964 workload was 93,000 as the table reflects, which by calendar 1969 rose to approximately 158,000, of 70-percent increase.

NEW EMPLOYEES

Senator MONTOYA. What are you going to use these people for? You have lawyers and secretaries.

Will you categorize them?

Mr. JAYSON. Five of the 68 employees would be given to our New Environmental Policy Division. As you know, the problems of the environment are the most difficult and certainly one of the problems that is receiving more attention in Congress than almost anything else.

Seven of the employees would be used in connection with the beginning of a Defense Policy Division to respond to inquiries with regard

to defense. This would involve such questions as procurement, cost overrun, the draft, the reserves, the National Guard, weaponry and the like.

Fifteen of the employees would be involved in automation. Of those 15, nine are on hand at the present time, but are funded by development funds through Mr. Reimers' office, who testified this morning, of the Library's Information Systems Office. But as certain aspects of automation become operational, such as those used in the "Bill Digest" publication, the positions then have to be funded by the Department as distinguished from being provided out of development funds. Fifteen of those positions would be related to automation.

The remaining 41 positions would be spread through our Subject Matter Divisions. As you know, we have a Law Division, where we have attorneys and clerical assistants. We have an Economics Division handling such matters as transportation, housing, budget, and the like. We have an Education and Public Welfare Division, which handles matters ranging from social security to medicare to juvenile delinquency and the like.

We have a Foreign Affairs Division dealing with international relations and military matters. We have a Science Policy Research Division and several other divisions.

SPACE FOR NEW STAFF

Senator MONTOYA. Where are you going to place all of these men? I thought you were having a scarcity of space there.

Mr. JAYSON. As a result of some of the other units of the Library moving to the other nine outposts within the city, the Library is making room for some of our LRS expanded activities.

Senator MONTOYA. Will you be able to house 68 employees there in the Library proper?

Mr. JAYSON. We hope so.

Senator MONTOYA. Is that your intention?

Mr. JAYSON. We will be crowded and it may require the Librarian to do a little bit more juggling of space. Hopefully he would.

Senator MONTOYA. Can you think of anything else, Mr. Jayson, that you should testify to in view of our conversations this morning?

Mr. JAYSON. I do want to emphasize, Mr. Chairman, that while 68 employees seem like a lot, and certainly is more than we have asked for in any recent year, the workload is there. We find ourselves in a very serious situation today. We simply cannot provide the help that Members need.

We have to do it superficially, provide a prior report that may be obsolete in lieu of updating it and giving the Members the kind of help that they really need.

Members of Congress need information on a very current basis. One of the principal responsibilities of our staff is to keep current on all major issues that are before the Congress, so as to provide quick and accurate research information when needed. We can't do it if there is such an overload of work such as we have at the present time.

COST FOR POSITIONS

Senator MONTOYA. How much in salary will these 68 positions amount to in dollars?

Mr. JAYSON. Approximately $737,000.

Senator MONTOYA. What is your budget presently for this particular division?

Mr. JAYSON. The budget at the present time, I think, is about $4.5 million. This would bring it up to about $5.4 million.

Senator MONTOYA. Thank you, Dr. Mumford.

ARCHITECT OF THE CAPITOL

Library Buildings and Grounds, Structural and Mechanical Care

STATEMENT OF MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL

ACCOMPANIED BY CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER

1970 APPROPRIATION AND 1971 BUDGET REQUEST

Senator Montoya. For Library building and grounds; this comes under the Architect.

Mr. Henlock. Mr. Chairman, I assume Dr. Mumford and some members of his staff might wish to stay with us while our Library items are discussed.

Senator Montoya. We might have to ask the staff of the Library of Congress if the Architect is really serving their needs.

Dr. Mumford. We will be glad to try to respond, Mr. Chairman, if necessary.

Senator Montoya. For "Library buildings and grounds, structural and mechanical care," an appropriation of $1,593,200 is requested, which is a net increase of $520,600 over your adjusted 1970 appropriation.

Mr. Henlock. Yes, sir.

JUSTIFICATION

Senator Montoya. Pages 110 to 130 of the justifications will be placed in the record.

(The justification follows:)

1970 appropriation in annual act	$1,047,000
Pay Supplemental: Wage-Board	25,600
Total appropriations - 1970	1,072,600

Deductions

Installation of floor tile, Main Building: Item allowed for floor tile installations in the kitchen and serving areas of the cafeteria and in the cafeteria locker and rest rooms, Main Building, for 1970, not required for 1971	$ 28,000
Improved lighting, office areas, both buildings: 6th year allotment to improve the lighting in various offices and work spaces, both buildings	50,000
Equip part of bookstacks with Map Cases: Nonrecurring item allowed for 1970, not required under this appropriation for 1971, as map collections have been transferred to rented building in Alexandria, Virginia, requiring future appropriations for map cases to be provided under the "Furniture and Furnishings" appropriation	20,000
Replacement of 2 garage doors, subbasement shipping entrance, Annex: Nonrecurring item allowed for 1970, not required for 1971	2,300
Roof Repairs, Main Building: Nonrecurring item allowed for 1970, not required for 1971	10,000
Metal shelving for window embrasures, north and south stacks, Main Building: Nonrecurring item allowed for 1970, not required for 1971	16,000

Deductions (continued)

Clean and restore ceiling and wall decorations, Main Building: Nonrecurring item allowed for 1970, not required for 1971	$ 10,000	
Extension of pneumatic message tube system, both buildings: Nonrecurring item allowed for 1970, not required for 1971	3,200	
Materials handling and cleaning equipment: Nonrecurring items of equipment allowed for 1970, not required for 1971, consisting of 2 battery-operated fork lift trucks, 2 barrell trucks, 2 file case dollies, and 1 manual hydraulic lift to improve efficiency of moving operations, 1 electric trolley hoist, 4 vacuum cleaners, and 4 polishers	19,500	(-) $ 159,000
Base for 1971		$ 913,600

Additions

MANDATORY ITEMS

Wage-Rate Increases authorized by 5 U.S.C. 5341-5344: New wage rates, effective November 2, 1969, under the Coordinated Federal Wage System, affecting 62 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1970, and required to be paid at such rates for 12 months in fiscal year 1971--Additional funds required	$ 11,000
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	3,642
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	1,278

Additions (continued)

MANDATORY ITEMS (continued)

Additional funds required for compensation, for 4 additional months in the fiscal year 1971, for new position of GS-15 Engineer allowed for 8 months period (November 1, 1969 to June 30, 1970) in the fiscal year 1970.....$ 6,500

Contribution to retirement fund - increased from $42,520 to $45,300, an increase of $2,780, of which $800 is required by 5 U.S.C. 8334, covering Government contribution to this fund resulting from increased base pay rates and $1,980 from increase of retirement contribution from 6-1/2% to 7-1/2% for Congressional employees, effective January 1, 1970 under amendatory provisions of Section 102 of Public Law 91-93..... 2,780

Total Increase - MANDATORY ITEMS.....$ 25,200

OTHER INCREASES - NONRECURRING ITEMS

Maintenance and repair, air-conditioning and refrigeration systems, increased from $15,600 to $70,500.....$ 54,900

The regular annual amount of $15,600, the same as allowed for 1970, provides for the routine annual repair and maintenance of the various air-conditioning and refrigeration systems in both buildings. For 1971, two nonrecurring items, totaling $54,900, are requested under this heading, as follows:

$34,500 is required for 1971 for the replacement of the chilled water coils, including pipe, fittings, insulation and sheet metal materials, used in the 10

OTHER INCREASES - NONRECURRING ITEMS (continued)

central air-handling units in the Library Annex Building. These units have been in operation since 1938. The coils of these units were replaced in 1956, and have now had 13 years of continuous service, and have deteriorated to the point where rehabilitation is no longer possible and replacement is necessary in fiscal year 1971.

The cooling medium supplied to these units originally was 43° F water supplied to each into an open type spray system, the water temperature being maintained by three centrifugal refrigeration machines, located in the Library Annex, developing a total of 900 tons of refrigeration. In 1956, due to the obsolescence of the compressors, pumps and cooling towers, the building was connected with and has since been supplied with chilled water from the Capitol Power Plant, at which time the Central Air-Handling Units were rebuilt and new chilled water coils installed in each unit.

These same coils have now had approximately 13 years of continuous service and have deteriorated to a point where rehabilitation is no longer possible. The coils were manufactured of seamless hard drawn copper tubing, uniformly spaced throughout the width of the unit and encased in galvanized steel tube supports. The outside air with its impurities and the water spray combine, as it passes through the coil, react chemically with the galvanized steel frames and supports, eventually destroying the galvanized protection and attacking the steel, causing oxidation. Periodically as indications of rust appear on the frames and supports, the maintenance personnel remove the rust and paint the frames. Even with this continual maintenance the frames and supports continue to erode and the steel supports now

OTHER INCREASES - NONRECURRING ITEMS (continued)

have disintegrated almost entirely, allowing the tubes to sag and buckle. Temporary battens have been lashed to the coil frames to prevent breakage of the tubes. Any single tube rupturing or breaking would eliminate comfort conditioning to occupants served.

The amount of $34,500 is required for the purchase of materials only -- the installation of the chilled water coils is to be accomplished by our maintenance personnel at the Library.

$20,400 is required under the Air Conditioning allotment for 1971 for the replacement of the vacuum heating pumps used in the cooling and heating system, Library of Congress Annex Building. The combination vacuum and condensate pumping systems have been in continuous operation for 30 years. They are approaching the end of their useful life and repair parts are no longer available.

The air conditioning and heating systems in the buildings served by the Capitol Power Plant have developed from simple components into a vast network of complicated assemblies involving steam reducing stations, pre-heaters, small pneumatic operated steam valves, traps, strainers and condensate pumps. Unless condensate, air and non-condensible gases are properly discharged from the condensate return systems, optimum heating results cannot be attained.

Condensate should be returned to the steam generating plant to be re-used as boiler feed water, at an over-all cost much less than that required to process raw city water. Due to the age of the pumps and the obsolescence thereof, it is no longer possible to maintain them in good operating condition for this purpose.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

The sum of $20,400 is required for the purchase of pumps, pipes, fittings, conduit and electrical fittings. The installation of the pumps is to be accomplished by our maintenance force at the Library.

Installation of Floor Tile, Both Buildings.....$ 20,000

This is a special nonrecurring item required for 1971 for the installation of floor tile in converted areas and replacement of old, worn-out tile in the Main and Annex Buildings of the Library.

Funds for floor tile replacement in some large areas have been made available in recent years. However, over a period of years numerous changes in uses of spaces have been made -- from work areas to office or study rooms, from storage space to office or processing operations, and other changes from unfinished areas to workable spaces. The combination of all these moves with normal deterioration of floor tile in other areas necessitates commencement of a planned program to provide new floor surface treatment on the more critical areas each year.

The amount of $20,000 provides for the installation of new floor tile in 4 critical areas as follows: $11,000 for the Library Annex Building, basement level, east wing; $4,000 for the South Curtain area, cellar level, Main Building; $3,000 for the corridors and lobbies, third floor, west, Main Building; and $2,000 for offices and classrooms, third floor, west, Main Building.

Equip Part of Bookstacks, Annex, with Shelving.....$ 90,000

A nonrecurring amount of $90,000 is requested for 1971 to equip part of Deck 1, North, Annex Building, with 335 ten-foot double-faced sections of bookshelving, in bookstack areas formerly equipped with map cases.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Funds have been made available, from time to time, in past years for the purchase of bookshelving to replace temporary wooden hangers and original cast iron hangers and to provide new shelving for formerly unequipped stack spaces in deck areas of the Library Annex. An amount of $85,000 was allowed for bookshelving for bookstack areas of the Annex in each of fiscal years 1958 through 1963, and $85,000 was also allowed in 1965 for bookshelving in bookstack space left free by the removal of card catalog cases to space available at the Naval Weapons Plant.

The $90,000 amount requested for 1971 is to be used to equip, with bookshelves, deck areas vacated in 1969 by the transfer of map cases from bookstacks in the Annex to space in a building located in Alexandria, Virginia, now rented by the Library of Congress. Installation of these shelves will provide some relief for the storage of books, for which adequate storage facilities are now lacking.

The funds would provide for the purchase of 335 ten-foot double faced sections of bookshelving at $84,000; 13,400 wire book supports at $4,000; and 2,680 book supports with urethane (or equal) base at $2,000. The installation of the bookshelving will be accomplished by the work force under the Architect of the Capitol.

Alterations and Improvements, Rare Book Room, Main Building.....$ 38,000

A nonrecurring amount of $38,000 is requested for 1971 for modifications to the Rare Book Room, Main Library Building, by addition of two mezzanines, with enclosed spaces under each, at the north and south bays, to provide much-needed additional space.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

The Rare Book Room is of exceptionally fine architecture and all materials and workmanship used in the new construction must be of the highest quality to conform to or complement the existing fine architectural details of the Rare Book Room and its surroundings.

Under the amount requested, it is proposed to add two mezzanines which will provide approximately 940 square feet of additional space for the display of rare books. The mezzanines will be accessible by means of two new circular stairways proposed to be constructed. Beneath the mezzanines, approximately 940 square feet of present floor space is to be subdivided into five private offices or work stations. Glass and wood partitions are to be utilized to tie in with existing wood paneling. Necessary modifications to lighting, power and ventilation to accommodate the added facilities will also be made. The $38,000 estimate includes the cost of both labor and materials.

Improved lighting, office and other areas, both buildings.....$ 50,000

For 1971, $50,000 is requested -- the same as allowed for 1970 -- to complete the program, commenced in 1964, of improvement of the illumination in offices, corridors, and other areas in the Main and Annex Library Buildings.

With funds, totaling $270,000, available so far, lighting improvements have been effected in the following areas:

Annex Building

First, second, and third floor office and reading room areas.

One-half of the perimeter office areas on ground floor.

Corridors and elevator lobbies.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Main Building
Perimeter office areas, ground floor.
Hispanic and Wilson Rooms, second floor.
Octagon areas, ground floor.
North-south corridor, west side, ground floor.
Office areas and corridors, third floor.
Law Library Reading Room, second floor.
Law Library work areas, north curtain, second floor.
Offices created in two pavilions, corner areas, second floor.

Under funds presently available, the following areas are expected to be improved during the remainder of the fiscal year 1970:

Annex Building
Remaining half of perimeter office areas on ground floor.
Corridors on ground floor.
Office areas on fifth floor.

Main Building
Office areas on first floor.

Under funds requested for fiscal year 1971, it is proposed to improve the following areas:

Annex Building
Jefferson and Science Reading Rooms, fifth floor.

Main Building
Congressional Reading Room, southwest corner, first floor.
Office areas occupied by Legislative Reference Service, southwest curtain, first floor.

Both Buildings
Miscellaneous areas where lighting is substandard and inadequate.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Emergency power facilities for elevators, Main and Annex Buildings.....$ 85,000

For 1971, a nonrecurring amount of $85,000 is requested to provide emergency power facilities for the elevators in the Main and Annex Library Buildings.

As stated under the "House Office Buildings" justification, "black outs" and power failures are now subjects of profound consideration by the President's Office of Emergency Planning, the Federal Power Commission, and many other agencies.

The consequences of power failures are well known and the only practicable solution is the provision of reliable stand-by facilities for vital services, including a minimum of emergency lighting, and a minimum of power for elevators to permit the prompt release of passengers who might be trapped in elevators by a power outage, as well as to provide a minimum of elevator service during power outages.

Lighting

At present, both the Main and Annex Library Buildings are provided with satisfactory emergency lighting systems, supplied from an emergency diesel-generator located in each building. These diesel units start automatically when normal power fails.

Elevators

At present, neither the Main or Annex Library Buildings has an emergency elevator system. Sufficient spare capacity in the emergency diesel-generators now provided for emergency lighting in those buildings is also available to provide emergency power facilities for the elevators in the two buildings if power service connections are extended to the elevator systems.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Under the amount of $85,000 requested for 1971, it is proposed to make necessary changes in the present installation to provide emergency power service for the elevators through connections with the existing diesel-generators.

The proposed installations would provide emergency elevator power within 10 seconds after loss of normal power, by remote automatic control, through installation of a control console in the elevator engineer's office in each building, equipped with an alarm which would operate when normal power fails and would also show if any elevators were trapped between floors. Any elevators so trapped would first be moved to the nearest landing to discharge their passengers; then continuous emergency power would be provided to a limited number of elevators to provide some vertical transportation for the duration of the outage. Under the proposed installation, the new centrally located control consoles would make it possible to control all elevators in each building from a single location in each building.

The cost of work necessary to be done in the Annex Building is $50,000, and in the Main Building, $35,000.

Installation of an Additional Elevator in the Annex, and Modernization and Improvement of Two Elevators in Main Building.....$ 141,000

An amount of $141,000 is requested for 1971 in order to provide $125,000 for the installation of a new combination passenger and freight elevator in the Library Annex Building and $16,000 for the installation of new door operators, doors and hangers on Elevators No. 1 and 2 in the Main Library Building.

OTHER INCREASES - NONRECURRING ITEMS (continued)

When the Annex was built, 32 years ago, four passenger elevators were installed on the west side; but only two were installed at that time on the east side. Two additional elevator shafts, however, were constructed at that time on the east side so that hoistway space would be available for installation of two additional elevators when required by future demands.

A serious freight handling problem exists in the Library of Congress Annex Building, primarily because the present freight elevator No. 15, located at the north end, does not service the 5th floor, on which the Main Reading Room in that building is located. In order to move freight and materials to the 5th floor, it is at present necessary to use one of the front passenger elevators on the west side for this purpose, which interferes with normal passenger traffic which is heavier now than when the building was first occupied, and creates long waiting periods for passenger service.

In order to remedy this condition, it is proposed to install a combination freight-passenger elevator in one of the empty elevator shafts on the east side. The signalling system of the proposed elevator would be electrically interconnected with the other two automatically-operated elevators on the east side to provide automatic group operation of all three elevators. The electrical interconnection of the signalling system would result in improvement of the traffic-handling capability of the three-car group.

Under the $125,000 requested for 1971, a contract on a competitive bid basis would be let for the installation of the proposed combination passenger-freight

42-807 O - 70 - 25

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

elevator in one of the two existing vacant hoistways on the east side, which would not only be capable of servicing the fifth floor, but would also alleviate freight-handling conditions on the other floors, and would result in improving existing passenger service as well. As stated, it is further planned to arrange this additional elevator to operate in conjunction with existing elevators Nos. 7 and 8 for rush hour passenger service and switched to freight only during the other hours as needed.

$16,000 is required for the replacement of the power door operators, doors and hangers on elevators Nos. 1 and 2 in the Main Library Building.

These 2 elevators, each serving 6 landings, were installed in 1937. New Motor Generator sets were installed in 1957 and no other improvements have been made to date.

The power door operators, car and hoistway doors and door hangers are very noisy, obsolete and badly in need of replacement. Repair parts for the door engines and closers must be custom-made and as a result are more expensive than repair parts for modern equipment. Replacement of the out-moded equipment would reduce the cost of maintenance, improve elevator service and eliminate the noise in door operation.

Alterations to Provide Expanded Facilities for Data Processing Office, Ground Floor, Annex.....$ 40,000

A nonrecurring amount of $40,000 is required for 1971 for alterations and additions to the Data Processing Office located on the Ground Floor, South Curtain of the Annex Building.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

At the present time, one large room, approximately 29 feet by 52 feet, located at the southeast corner, ground floor, of the Annex, is used to house computer equipment and personnel operating the same. This room is now badly crowded and will become acutely so, with the delivery of additional equipment authorized to be purchased in 1970. The room is now supplied with a 15-ton air cooling unit. This unit is inadequate to meet current conditions and will become totally inadequate with the installation of additional computer equipment.

In order to provide adequate accommodations for existing equipment and equipment being procured this fiscal year, and also provide space in which to install additional equipment for which the Librarian is requesting funds in his 1971 Budget, it is proposed under the funds requested for 1971 to expand the present accommodations by utilization of an available area, approximately 40 feet by 28 feet, located adjacent to the present computer room, at its east end.

In making such expansion, it is necessary to remove an existing partition at the east end of the room now in use, thereby converting this room and the adjacent area into one large single room, and to install a new enclosure partition at the east end of the added space and a new partition at the north side of the added space; install a new suspended, acoustically treated, ceiling in the added area and in one-half of the existing area; install a raised floor in the added area; and make necessary air-conditioning and electrical power facility modifications. It is proposed, under this plan, to replace the existing 15-ton air-cooling unit with two 20-ton units, complete with proper high efficiency air filtration, cooling, heating, dehumidification, controls, and dry cooler.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Breakdown of Cost

Installation of raised floor (approximately 1,100 sq. ft.)	$ 7,000
Installation of new suspended ceiling (approximately 1,820 sq. ft.)	2,500
Installation of new partitions	3,000
Air conditioning and electrical power facilities	27,500
Total	$40,000

Reconditioning exterior windows and door openings, Main Building.....$ 80,000

A recent examination of the exterior window frames and exposed painted surfaces of the Main Library Building, constructed in 1897, indicates that, due to weathering, the point has now been reached where a major refurbishment program should be undertaken, beyond normal annual maintenance, requiring work from window belts, swinging scaffolds, and other equipment of a hazardous nature.

The exterior perimeters of the building were examined and it was determined that all window and door openings now require painting; the glass in the wood frame windows and the frames of these windows require reputtying; all of the windows in the four upper decks of the Northeast and Southeast Bookstacks need recaulking. In addition, a number of cracked window panels need to be replaced at the time the reputtying is accomplished.

Under the amount of $80,000 requested for 1971, it is proposed to do the work necessary to remedy these conditions and, at the same time, correct unsightly conditions which now exist with respect to North and South stack windows facing the courtyards, where

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

ductwork was recently installed for air conditioning the building and fire retardation panels were likewise installed. These windows, when viewed from other parts of the building, now present an unsightly appearance, as the ductwork and panels can be seen through the windows. Under the funds requested for 1971, it is proposed to remedy this condition by sand etching the exterior of the glass in these windows, thereby obscuring view of the ductwork and panels.

Under the amount of $80,000 requested for 1971, it is proposed to do the work recommended by contract, on a competitive bid basis.

Of this amount, $5,000 represents the estimated cost of sand etching the exterior of the glass of the windows through which ductwork and panels can now be seen; and $75,000 for all items of work necessary for proper preservation of the building.

Breakdown of Estimate

Painting the exterior frames of all windows in the Main Library Building (1,030 in all), including scaffolding and all related costs....$26,000

Reputtying the glass in 1,030 windows and the wood frames of these windows, Main Library Bldg. ... 44,500

Removing bronze catwalk bracket supports on walls of section of Main Building containing North and South stacks, facing courtyards, in order to permit scaffolding required for painting work (these supports being no longer required due to removal of the catwalks in past years and since then being a source of exterior wall stains)..... 1,000

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

Breakdown of Estimate (continued)

Replacing broken window panes and deteriorated wood frame sections	$ 1,500
Recaulking 112 steel frame exterior windows in Northeast and Southeast bookstacks, facing interior courts (northeast stack having been constructed in courtyard in 1927, and southeast stack in courtyard in 1910 and additions thereto in 1930)	2,000
Sand etching 385 window panes of sections of North and South stacks facing courtyards to eliminate view of ducts and panels recently installed in these window areas	5,000
Total	$80,000

Alterations and repairs, storm drainage system, Annex, and repairs to water supply and return lines.....$ 35,500

Of this amount, $7,500 is required as a preventive measure to safeguard against water seepage through the ceiling of a new storage area constructed from funds provided for such purpose under a 1967-69 appropriation. When the Annex was constructed over 32 years ago, an area on the perimeter of the building, at about cellar level, containing the footings which support the superstructure, was left unfinished. In order to help alleviate shortage of space needs, funds under the 1967-69 appropriation were expended to renovate 15,000 square feet of space in the northeast, north, and northwest

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

sections of these foundation areas to provide 200,000 cubic feet of valuable ventilated storage space. Work involved included leveling and grading the dirt floor, pouring a slab to furnish a concrete floor throughout, and providing ventilation, illumination, and improved access. During the final stages of completion of this work this Fall, there were revealed some latent moisture conditions in a room above, containing mechanical equipment and piping, that may affect the use of this space, unless remedied.

Such conditions can be remedied by replacement of deteriorated cork insulation on the main chilled water supply and return lines installed within the building in 1937 which will eliminate an excess condensation condition that has resulted from gradual deterioration of the cork insulation, which, from present indications, if not corrected may allow water formed by the condensation moisture to seep through the concrete floor slab above, which serves as the ceiling of the storage area, into the new storage space.

At the same time, some leaky pipe fittings should be replaced, and cracks and openings in the concrete floor of the equipment room directly above the storage area should be pointed and sealed.

For this work, $7,500 is requested for 1971.

Of the amount of $35,500 requested for 1971, $14,500 is required for replacement of 45 expansion joint fittings in the downspouts immediately underneath the Annex Roof, which have gradually deteriorated during the 32 years they have been in service and must now be replaced in order to prevent damage, from leaks, to the building and the collections which it houses.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

During the heavy rainstorms of July and August 1969, it became evident that the point has now been reached where deterioration has reached a state where these joints are approaching the end of their useful life and should be replaced. During the 1969 rainfalls, flooding conditions occurred in the Study Room sections on the Fourth Floor of the Annex and water escaped into two upper levels of the North Bookstack causing slight damage to some of the collections. These conditions have been carefully surveyed and the source of leakage traced to the expansion joints.

Of the amount of $35,500 requested for 1971, $13,500 is required to prevent flooding conditions now resulting from overloading of the storm drainage systems of the Annex.

The sewer outfall system has become increasingly overloaded in recent years due to the addition of numerous items of essential water operated equipment. The requirements of high pressure microfilm water washers, water-cooled air conditioning units for microfilm storage area, and the data-processing equipment and other special use areas are primarily responsible for constantly filling over half the pipe capacity even in dry weather operations.

An early saturation point is obviously reached during storm periods, causing the sewer system to back up into operational areas on the Sub-basement level, accompanied by flooding such areas. It has been necessary in the recent past to relieve this back pressure by providing an open standpipe overflow in the cellar level. In

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

storm periods this relief outlet overflows into the unfinished foundation area and at times of heavy storms still backs up for short periods, threatening Basement level operational areas.

To correct this flooding condition, it is proposed to install a combination backwater valve and by-pass in the constant flow line, designed to divert this water volume through a pumping system when back pressure is experienced, thereby freeing the full capacity of the gravity sewer to serve the storm drainage.

The work required to be performed to effect these corrective measures will be contracted for on a competitive bid basis - and all engineering services required will be provided by the Architect's staff.

These 3 items, totaling $35,500 are presented as needs for the fiscal year 1971, for the preservation of the building, its collections, and equipment.

Installation of new centralized fire security and service monitor system for both the Main and Annex Library Buildings.....$ 20,000

The Headquarters Office of the Guard Forces in the Main Building of the Library includes the annunciators and/or signal indicators for all fire, security and alarm systems in the building. In like manner, the Guard Office in the Annex Building includes similar equipment for monitoring similar systems in that building. Over the period of years a need for protection of specific isolated areas has been increased and in each instance the new monitoring requirement has introduced an additional separate annunciator or signal panel.

Additions (continued)

OTHER INCREASES - NONRECURRING ITEMS (continued)

This "add to" practice has resulted in a heterogeneous collection of equipment of various sizes, shapes and types, manufactured by Mosler, ADT, Farraday, Ellenco, Holtzer Cabot and others. There are at present eight separate panels of equipment, spread on three walls in the Guard Room, and all are in a questionable state of repair or operational readiness due to age and obsolescence.

A new modern, single, centralized annunciator signal panel embodying a modular circuitry concept is proposed for installation in the Headquarters Office in the Main Building. The new installation will provide space in a single cabinet to combine the signal and monitor systems of both buildings and in addition accommodate future security requirements, over and above the existing monitored systems, by the addition of appropriate module circuits. The proposed consolidation will additionally free valuable floor space in the Guard Rooms for other use.

The estimated cost of the proposed new equipment, including module circuit components for existing monitoring requirements, necessary wiring and electrical components, and installation expenses are estimated as $20,000. The physical work will be performed under a construction contract awarded after inviting competitive bids. All collateral engineering services will be provided by the Architect's staff.

Total Other Increases - NONRECURRING ITEMS..... $654,400

TOTAL ADDITIONS.....(1) $ 679,600

Total Estimate for 1971..... $1,593,200

EXPLANATION OF REQUESTS

Senator MONTOYA. Would you explain the justification for this particular request?

Mr. HENLOCK. Yes, Mr. Chairman; $25,200 represents mandatory items of increase, one-half of which is for Wage Board increases required by law.

INCREASE UNDER AIR-CONDITIONED ALLOTMENT

We show, on page 112 of the justification, an increase of $54,900 under the item of maintenance and repair, air-conditioning and refrigeration systems. We receive, each year, a normal allotment for air-conditioning and refrigeration maintenance of $15,600. For 1971, we ask a nonrecurring item of $34,500 to replace the chilled water coils in 10 central air-conditioning handling units in the Library Annex Building.

The units, themselves, have been in operation since 1938. The coils in these units, which need to be replaced, were installed in 1956. Since that time, chilled water for the air-conditioning system in the annex has been supplied from the Capitol Power Plant instead of from refrigeration sources within the building. The coils have deteriorated to the point where they must be replaced.

We also ask a nonrecurring increase of $20,400 to replace the vacuum heating pumps used in cooling and heating systems in the Library Annex which have been in continuous operation for the past 30 years, since completion and occupancy of the building. They are now approaching the end of their useful life.

Repair parts are no longer available. Their replacement is necessary to maintain uninterrupted service of this nature, in the Library Annex.

For any explanation beyond that, Mr. Markert, our new professional engineer recently appointed and now representing us at the Library, is here to testify.

DETERMINATION OF ESTIMATES OF COST

Senator MONTOYA. How did you arrive at these figures, say, for instance, $20,400 for the replacement of the vacuum heating pumps?

Mr. MARKERT. This was a quotation from a supplier.

Senator MONTOYA. Does this apply also to the other items?

Mr. MARKERT. Yes, sir.

Senator MONTOYA. You have received quotations?

Mr. MARKERT. Yes, sir. This request is just for the procurement of the items themselves. All labor will be in-house, accomplished by the maintenance forces. If approved, purchase of the materials will be effected under competitive bidding procedures. Our cost estimate is based on a quotation from a single supplier.

Senator MONTOYA. You have an item here for the installation of floor tile for both buildings, $20,000. Is that in particular rooms?

Mr. MARKERT. Yes, sir. It is identified as approximately 83,000 square feet in the east wing of the annex building, 3,485 square feet in the cellar of the main building and 2,690 feet on the third floor of the west main, where the page school and offices are located.

Senator MONTOYA. Is this a reasonable price for this kind of an installation?

Mr. MARKERT. Yes, sir. It varies for different areas, somewhere between 96 cents and $1.10 a square foot.

Senator MONTOYA. What is the national average?

Mr. MARKERT. About $1 a square foot installed.

IMPROVED LIGHTING

Senator MONTOYA. Then you have improved lighting, office and other areas, for both buildings, $50,000.

Mr. MARKERT. This has been a recurring item for the past 7 fiscal years.

Senator MONTOYA. Will you start a rotation again?

Mr. MARKERT. We do not anticipate it for the immediate future. Of course, there are always some deficiencies in any program of that long standing because circumstances do change with time. With Library activities and space allocations continually changing and expanding, some major lighting improvements will be unavoidable in the future.

EMERGENCY POWER FACILITIES FOR ELEVATORS

Senator MONTOYA. What is this emergency power facilities for elevators, $85,000?

Mr. HENLOCK. That is the same as the item we explained under the Senate Office Buildings appropriation and also mentioned that we are asking under the House Office Buildings appropriation.

We now have a diesel-generating unit in each of the two Library buildings, the main and the annex building. Those units have sufficient capacity over and above their present use for emergency lighting to enable us to connect with them to provide emergency service also for the elevators. If so connected, we will then always have emergency service for the elevators in case of power failures.

Senator MONTOYA. Do you have the space for this installation?

Mr. MARKERT. For the emergency power? Yes, sir.

Senator MONTOYA. Do you have the space for this installation or is it going to require new construction?

Mr. MARKERT. No, sir; no new construction. The wiring from the existing generators, and auxiliary devices associated with the elevator facilities will only be required.

Senator MONTOYA. What is the total that you are requesting for these repairs?

Mr. HENLOCK. For this particular item, we are asking $112,000 in the House Office Buildings appropriation, $85,000 in the Library, and $80,000 in the Senate Office Buildings appropriations, or a total of $277,000 for the seven buildings.

TOTAL INCREASES REQUESTED

Senator MONTOYA. You are actually requesting increases totaling $679,600. That is the total?

Mr. HENLOCK. Did you mean for this one particular item only?

Senator MONTOYA. I did, but overall you are asking for $679,600?

Mr. HENLOCK. That is correct, sir; for all of our Library items under this appropriation.

1971 REQUEST COMPARED TO PRIOR YEAR REQUESTS

Senator MONTOYA. Isn't that unusually large for any one given year?

Mr. HENLOCK. I would not say so, Mr. Chairman. The total required does vary from year to year, according to what needs develop and what changed conditions develop. As an example, a single item of $125,000 for an additional elevator, which is the next item you will reach, accounts for a good part of the overall increase.

Senator MONTOYA. Last year when I was handling this appropriation, and I asked you about the overall increase, you said, "We believe it will result in economical planning of future improvements and repairs." I am quoting you from last year's record.

I think it is going in the other direction; isn't it?

Mr. HENLOCK. If I might just glance back at our past appropriation record, we had in 1967, $1,411,800. Then it dropped to $1,018,000 in 1968; then to $1,013,000 in 1969; then last year, 1970, it went up to $1,047,000. If we add the pending pay supplemental, the 1970 total is $1,072,000.

Our request, it is true has gone up for 1971 to $1,593,200. The appropriation figures just stated, of course, reflect net increases and decreases. For instance, the gross increase asked for 1967 was $839,200; for 1968 it was $417,000. These 2 years reflect an average gross increase comparable to the gross increase asked for 1971.

Senator MONTOYA. Do you anticipate this will be a smaller figure next year?

Mr. MARKERT. It is difficult to answer, insofar as the programs that have been put into effect since last December are concerned. Of course, our efforts will be directed to making reductions which should be reflected next year on such items as maintenance, and operation.

There should be at least some stabilization in recurring items. But how much other areas will be affected cannot be forecast at the moment because the reorganization in the Architect's staff in the Library Buildings was accomplished only in the recent past.

Senator MONTOYA. What projects would you classify as absolutely essential for the fiscal year coming up?

Mr. MARKERT. Actually, I see none here that could be completely eliminated. Some reductions possibly can be effected. Random eliminations would be equivalent to redecorating a house and leaving the corner bedroom out.

5-YEAR NONRECURRING EXPENDITURES

Senator MONTOYA. Would you insert for the record at this point the expenditures for the last 5 years for similar maintenance items, not including the emergency generator facility, of course, because that is new completely.

I means repairs, such as electrical work and so forth.

Mr. MARKERT. We can provide that; yes, sir.

(The table follows:)

LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL AND MECHANICAL CARE

Table showing expenditures for 5-year period, 1965 to 1969, for nonrecurring repairs and improvements of a maintenance and replacement nature

Items of expenditure	Fiscal Year 1965	Fiscal Year 1966	Fiscal Year 1967	Fiscal Year 1968	Fiscal Year 1969
Cleaning and restoring ceiling decorations, Main Building	$ 7,046	$ 11,698	$ 10,159	$ 10,781	$ 9,888
Installation of floor tile, both buildings	5,129	4,322	—	27,006	4,000
Improved lighting, bookstack areas, Main Building	115,954	111,924	74,500	15,389	2,188
Improved lighting in offices and spaces other than bookstacks, both Buildings	31,183	15,392	52,248	65,673	71,382
Cleaning and redecorating Main Reading Room, Main Building, including improvement of lighting in Reading Room	232,133	—	—	—	—
Renovation of fourth floor, Annex	190,910	—	—	—	—
Repairs to marble tile, Main Building	37,482	19,363	—	—	—
Installation of acoustical tile ceilings, Main Bldg.	9,023	—	—	—	—
Replacement of plumbing, sewerage, and drainage systems, Main Building and grounds	449,437	66,175	29,098	634,657	28,164
Replacement of heating and ventilating system, Main Building, with air-conditioning system providing both heating and cooling	696,924	98,667	389,322	17,065	193,663
Replacement of book conveyors	—	—	65,015	20,000	194,486
Elevator repairs and improvements	—	—	—	129,238	10,844
Roof repairs, Main Building	—	—	5,331	4,992	—
Pointing exterior stonework, Main Building	—	—	10,182	27,795	—
Replacement of garage doors, Main Building	—	—	1,970	—	—
Replacement of wooden walkway to Flag Pole, Main Building	—	—	—	—	7,282
Construction changes, cellar areas, Annex	—	—	—	—	93,651
Total Expenditures	$1,775,221	$ 327,541	$ 637,825	$ 952,596	$ 615,548

CARRYOVER ITEMS

Mr. HENLOCK. When we were discussing the item "Capitol buildings," Mr. Chairman, we asked to be permitted to submit language, for consideration of the committee, providing for continuing unexpended balances under three appropriations and for making several items for 1971 available on a 2-year basis. With your permission, at this point I submit the suggested language, with explanatory notes, for the record.

Capitol Buildings appropriation

At the end of the appropriation text for "Capitol Buildings", shown on page 14 of the 1971 Budget, it is requested that the following paragraph be added:

" Not to exceed $125,000 of the unobligated balance of the appropriation under this head for the fiscal year 1970 is hereby continued available until June 30, 1971".

Due to late enactment of the 1970 Legislative Branch Appropriation Act, the work of installation of a speech reinforcement system in the Senate Chamber will extend into the fiscal year 1971, making it necessary to request that the amount of $125,000 provided for this work in the 1970 Act be continued available until June 30, 1971.

Senate Office Buildings appropriation

At the end of the appropriation text for "Senate Office Buildings", shown on page 16 of the 1971 Budget, it is requested that the following language be added after the word "expended":

"and of which $80,000 shall remain available until June 30, 1972".

It is requested that the amount of $80,000 for "Emergency power facilities for elevators, Old and New Senate Office Buildings", detailed on pages 58-61 of the justifications, be made available for a 2-year period as the work of installation, to be performed by journeyman electricians employed on a day-labor basis, may extend beyond June 30, 1971.

Library Buildings and Grounds, Structural and Mechanical Care appropriation

At the end of the appropriation text for "Library Buildings and Grounds, Structural and Mechanical Care", shown on page 20 of the 1971 Budget, after the amount "$1,593,200", it is requested that the following language be added:

" , of which $165,000 shall remain available until June 30, 1972".

It is requested that the amount of $85,000 for "Emergency power facilities for elevators, Main and Annex Library Buildings", detailed on pages 119 and 120 of the justifications, be made available for a 2-year period as the work of installation, to be performed by journeyman electricians employed on a day-labor basis, may extend beyond June 30, 1971.

It is requested that the amount of $80,000 for "Reconditioning exterior windows and door openings, Main Library Buildings", detailed on pages 124 to 126 of the justifications, be made available for a 2-year period as the work, to be performed by contract, on a competitive bid basis, may be necessary to extend beyond June 30, 1971, dependent upon site conditions encountered.

At the end of the appropriation text for "Library Buildings and Grounds, Structural and Mechanical Care", shown on page 20 of the 1971 Budget, as amended by the above-requested language, it is requested that the following paragraph be added:

" Not to exceed $29,500 of the unobligated balance of the appropriation under this head for the fiscal year 1970 and of the unobligated balance of the amount of $60,000 appropriated under this head for the fiscal year 1969 and continued available until June 30, 1970 is hereby continued available until June 30, 1971".

It is requested that the amount of $10,000 allowed for 1970 for "Roof repairs, Main Library Building", shown on page 110 of the justifications, and the amount of $19,500 allowed for 1970 for "Materials handling and cleaning equipment", shown on page 111 of the justifications, be continued available until June 30, 1971, as further study should be made before obligating these amounts, resultant from late enactment of the 1970 appropriation act.

It is requested that the amount of $60,000 allowed for 1969 and continued available in last year's act until June 30, 1970, for providing improved lighting for the grounds surrounding the Main Library Building be continued available until June 30, 1971, as special design work required has not reached the point where a contract can be placed before the end of the present fiscal year.

42-807 O - 70 - 26

LIBRARY OF CONGRESS

Furniture and Furnishing

STATEMENT OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS—Resumed

BUDGET REQUEST INCREASE

Senator Montoya. Under "Furniture and furnishing" you are requesting a net increase of $19,000 for fiscal year 1971. Please highlight the items requested and the pages 133–140 of the justifications will be inserted at this point in the record.

(The justification follows:)

1970 appropriation in annual act.....$350,000

Deductions

Nonrecurring items

Adding and calculating machines.....$ 3,300

One adding machine allowed for the Division for the Blind and Physically Handicapped, one for the Slavic and Central European Division for statistical work, and one for the Orientalia Division, to replace an obsolete manual machine.

Mailing equipment, Office of the Secretary..... 4,500

One electric heavy duty stapling machine allowed for closing mailing and shipping bags used for increasingly large outgoing shipments of books, pamphlets and similar materials; one bundle-tying machine to replace an old obsolete machine.

Mechanized Filing Unit, Financial Management Office..... 4,000

This unit allowed to replace 5-drawer letter-sized filing cabinets, located in Payroll Preparation Office.

Dictating equipment, Copyright Office..... 2,000

Four combination dictating-transcribing machines allowed to handle a growing volume of correspondence in the copyright Examining Division.

Motion picture viewing machines, Copyright Office and Prints and Photographs Division..... 4,100

One machine allowed for the Copyright Office for inspection of motion picture film deposited for copyright, in replacement of obsolete equipment; one machine for the Motion Picture Section of the Prints and Photographs Division to meet increased demands for reference service and for obtaining data for film cataloging.

Deductions (continued)

Nonrecurring Items (continued)

Filing cabinets, Copyright Office.....$ 3,000

Thirty-six 5-drawer legal-size filing cabinets allowed to replace a like number of old worn-out 4-drawer cabinets; at the same time providing more filing space in the same floor area.

Posting machine, Copyright Office..... 8,300

This machine allowed to replace a machine nearly 19 years old and obsolete.

Copying machine, Geography and Map Division, and Legislative Reference Service..... 1,400

One electrostatic copying machine allowed this division for use in its reference service to researchers.

Bookracks, Stack and Reader Division..... 2,000

Sixty two-shelf units allowed for installation on the tops of desks occupied by users of the research and study facilities.

Chairs for study desks and study rooms..... 7,500

Three hundred side chairs without arms allowed for the reference department to replace obsolete chairs and chairs damaged beyond economical repair used in the various study room and study desk facilities in both buildings.

Card catalog cases, Copyright Office..... 11,000

Eighty 15-drawer card catalog sections allowed to accommodate the normal growth in the Copyright Card Catalog maintained in the Copyright Office.

Deductions (continued)

Nonrecurring Items (continued)

Card Catalog Cases, Processing and Reference Departments.....$16,000
Allowed to accommodate normal growth and for replacement of old deteriorated sections of card catalog cases.

Duplicating equipment, Central Services Division..... 41,500
One offset press allowed for replacement of a machine 10 years old to meet demands for increasing production in the central duplicating plant; one roll sheet converter for use with an existing offset press to effect paper savings; one 12-station collator, with saddle stitcher, to supplement existing equipment to keep abreast of press production.

Microfilm and microfiche equipment..... 9,900
Allowed to service expanding collections; microfilm file cabinets to adequately house microfilm; microfiche cabinets to house collections to meet increased volume of research by Congressional request.

Book trucks, Stack and Reader Division..... 8,500
Twelve book trucks allowed, three to replace old book trucks and nine additional book trucks to handle increased workload in reader services.

Visible File Cabinets, Serial Record Division..... 25,500
Fifty cabinets allowed to accommodate addition of 80,000 serial record cards.

Tape packaging machines and other equipment, Division for the Blind and Physically Handicapped..... 2,500
Two electronic test benches and six laboratory work tables allowed for use in testing electronic equipment in connection with research and development program to improve library services to the blind and physically handicapped.

(-)$155,000

Base for 1971.....$195,000

Additions

BASED ON NEEDS DETERMINED BY THE LIBRARIAN OF CONGRESS

Card Catalog Cases, Copyright Division.....$ 11,000

Sixty 15-drawer, 3" x 5" metal sections, are requested for expansion and replacement in the Copyright Card Catalog, and 40 8-drawer, 4" x 6" metal sections are needed for growth in the assignment records file.

Card Catalog Cases, Processing and Reference Departments..... 51,900

The following items are required for 1971 to provide for expansion and to relieve congestion in the Processing and Reference Departments:

Processing Department ($43,500):

15-drawer wood sections, 3" x 5", as follows:

48 sections for National Union catalog Pre-1956 imprints supplement - $9,600.

144 sections for the Post-1955 Imprints Control File to permit transfer of cards, now spread out on large tables, to file drawers, at the same time freeing floor space for other use - $28,800.

4 60-drawer cabinets, 3" x 5", for expansion of the Shelf List through December 1972 - $2,800.

8 sections, 3 " x 5" and 4 sections, 4" x 6", for expansion of the printing and control files for the New Serial Titles publication, Serial Record Division - $2,300.

Reference Department ($8,400):

15-drawer wood sections, 3 " x 5", as follows:

16 sections for expansion of the Far Eastern Languages catalog in the Orientalia Division - $3,200.

26 sections to relieve crowding and for expansion of the catalog maintained in the Geography and Map Division - $5,200.

Additions (continued)

Duplicating Equipment, Central Services Division.....$ 21,000

Two offset presses to replace 2 old Model 1250 presses - $17,500. Attachment for existing folding machine to permit wider range of folding operations - $1,500. Color press attachment for existing offset press to facilitate 2-color printing - $2,000.

Annual Maintenance and Repair, Office Machines and Devices..... 5,000

Funds requested are required for the proper maintenance, repair, and reconditioning of approximately 2,454 office machines of various types essential to Library operations: 1,817 typewriters, 325 adding and calculating machines, and 312 other items such as duplicating machines, collators, copying devices, dictating and transcribing machines, microfilm readers, mailing machines, power files, book-keeping machines, and other office machines.

The increase of $5,000 is needed due to increase in the number of machines in use over last year and the higher costs for labor and repair parts.

Microfilm and Microfiche equipment..... 4,475

One microfilm reader needed by the Copyright Office to replace obsolete viewer not designed for roll film - $800; 1 microfilm reader requested to handle expanding service in the microfilm reading rooms - $1,400; 1 microfilm filing cabinet needed for proper housing of growing microfilm collection in the Manuscript Division - $250. The Serial Division has a requirement for 5 micro-film readers, with stands, to provide improved service to readers in the Newspaper Reading Room where newspapers on microfilm are extensively used - $2,025.

Additions (continued)

Book trucks, Stack and Reader Division.....$ 3,000

Eleven special book distribution trucks are requested for the Stack and Reader Division for use in the Annex in order to increase efficiency in the book distribution system.

Visible File Cabinets..... 10,750

Twenty-five cabinets are required by the Serial Record Division to accommodate an anticipated addition of 80,000 serial record cards to the serial file in fiscal year 1971 - $9,000. 4 cabinets are requested for the Orientalia Division and 1 for the Geography and Map Division for growth in the serial record files maintained in these two Divisions - $1,750.

Tape Packaging Machines and Other Equipment, Division for the Blind and Physically Handicapped..... 1,300

Four electric tape packaging machines to handle more efficiently increased mailing of bulk materials - $600. One manually operated pallet truck to facilitate handling of an increasing number of incoming and outgoing shipments - $700.

Map Case Sections, Geography and Map Division..... 23,875

Since the Geography and Map Division is no longer located in the Library Buildings, but now located in a rental building in Alexandria, Virginia, it is necessary that this item now be carried under Furniture and Furnishings rather than the Structural and Mechanical Care appropriation, as has been the case in previous years. Annual allotments have been allowed since 1963 for equipping part of the bookstacks in the annex with map cases to accommodate the constant expansion of map collections.

Additions (continued)

To relieve crowding, $23,875 is required for additional 5-drawer map case sections, in two sizes, to accommodate current acquisitions.

For 1971, $23,875 is requested for additional 5-drawer map case sections, resulting in an addition of $3,875 over last year's allotment.

Ultrasonic film cleaner, Prints and Photographs Division.....$ 15,000

One ultrasonic motion picture film cleaner is requested to assist in the maintenance and preservation of the rapidly growing motion picture collections.

Sorting Machine, Catalog Maintenance and Catalog Publication Division..... 11,000

A sorting machine is requested to increase the card sorting rate from the present 1,000 per hour under a manual system to 4,000 per hour.

Equipment and Office Machines, Card Division..... 5,000

The following items of equipment are requested: Encoding machine for accounting operations - $3,000; Addressing machine for addressing and mailing publications - $2,000.

Metal Storage Cabinets, Music Division..... 5,000

250 metal storage cabinets, designed to fit on existing bookstack shelving, are needed for the proper housing and maintenance of phonodisc sound recordings in the custody of the music division.

Additions (continued)

Numbering and Embossing Machines, Copyright Office.....$ 1,900

Four electric numbering machines are requested to serially number applications, certificates, deposits, and other records. These machines would replace present slow and cumbersome hand-operated machines - $900. 1 machine requested for embossing the Copyright seal and Registers' signature on official documents to supplement existing machine - $1,000.

Restoration Equipment, Preservation Office..... 1,400

One turning-in machine and two standing presses are required to handle increasing production in the restoration shop.

Duplicator, spirit process, Subject Cataloging Division..... 1,000

This machine is requested as a replacement for an old machine which is worn out and subject to frequent breakdowns.

Clothing Lockers, Stack and Reader Division..... 1,400

Forty-five clothing lockers are requested for deck and reading room employees.

TOTAL ADDITIONS.....(+) $174,000

Total Estimate for 1971..... $369,000

REPLACEMENT OF OBSOLETE MATERIAL

Mr. HENLOCK. Mr. Chairman, since the needs for furniture and furnishings are always determined by the Librarian, in other words, they determine these being strictly housekeeping operational items.

Dr. MUMFORD. Mr. Chairman, I would be glad to speak briefly to this.

These requests are based upon two main causes or reasons: One is to replace obsolete material that is worn out, and the other is a natural result of the growth of the Library, where some additional equipment is needed.

For example as our catalogs grow larger with the catalog cards such as you have in front of you there, it is naturally necessary to have more catalog cases to house them. The same thing is true in the Copyright Office. They need more cases for the records they are maintaining.

You will see this is divided into such equipment as I have been speaking to, adding and calculating machines to replace obsolete ones. Practically all of it is to replace obsolete equipment or what is needed as a result of growth.

I would be glad to have Mr. Foley, who is here, to speak in more detail to any particular item, who is Chief of our Contracting Procurement Office and has looked into these in detail more than I have personally, though I see everyday as I go through the Library the need for replacement of cases and for expansion of catalogs.

Senator MONTOYA. Would you include at this point in the record the nonrecurring items in this particular category, say, for the last 3 years?

Dr. MUMFORD. Yes, sir.

NONRECURRING ITEMS

Senator MONTOYA. And the actual cost of these nonrecurring items?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. And a description.

Dr. MUMFORD. We would be glad to.

(The document follows:)

NONRECURRING FURNITURE AND EQUIPMENT - 1968, 1969, 1970

Nonrecurring Furniture and Equipment - 1968	Appropriated
Card Catalog Cases, Copyright Office and Science and Technology Division	$ 13,300
Card Catalog Cases, Processing and Reference Departments	65,800
Adding and Calculating Machines	7,800
Dictating and Transcribing Machines, Various Departments	3,000
Microfilm Reading Machines	1,600
Recording Equipment	10,000
Equipment and Office Machines, Card Division	46,100
Visible File Cases, Serial Record Division	4,200
Duplicating Machines	1,000
Mailing Equipment, Office of Secretary and Division for Blind and Handicapped	8,800
Sealing and Embossing Machines, Copyright Office	1,200
Motion Picture Machine, Copyright Office	3,000
Reference Book Stands, General Reference and Bibliography Division	1,800
Tub Record Desks, Copyright Office	1,100
Book Trucks	5,700
Clothing Lockers, Buildings and Grounds Division	5,000
Duplicator, Offset, Office of Secretary	5,600
Total	$185,000

Nonrecurring Furniture and Equipment - 1969	Appropriated
Card Catalog Cases, Copyright Office	$ 7,700
Card Catalog Cases, Processing and Reference Departments	28,000
Duplicator, Offset, Office of Secretary	6,000
Microfilm Reading Machines	1,400
Equipment and Office Machines, Card Division	62,000
Book Trucks	1,800
Mailing Equipment, Office of Secretary	13,000
File Cabinets, Copyright Office & Reference Dept	8,700
Duplicating Machine, Offset, Copyright Office	3,700
Document Sorter, Copyright Office	10,000
Check Signing and Endorsing Machine, Disbursing Office	1,600
Preservation and Restoration Equipment, Preservation Office	7,500
Equipment and Office Machines, Division for Blind and Physically Handicapped	8,600
Total	$160,000

Nonrecurring Furniture and Equipment - 1970	Appropriated
Card Catalog Cases, Metal, Copyright Office	$ 11,000
Card Catalog Cases, Processing and Reference Departments	16,000
Duplicating Equipment, Central Services Division	41,500
Microfilm and Microfiche Equipment	9,900
Book Trucks	8,500
Mailing Equipment, Office of the Secretary	4,500
Equipment and Office Machines, Division for the Blind and Physically Handicapped	2,500
Filing Unit, Mechanized, Financial Management Office	4,000
Dictating Equipment, Copyright Office	2,000
Motion Picture Viewing Machine, Copyright Office and Prints and Photographs Division	4,100
Posting Machine, Copyright Office	8,300
Filing Cabinets, Copyright Office	3,000
Adding and Calculating Machines	3,300
Visible File Cabinets	25,500
Copying Machines, Geography and Map Division and Legislative Reference Service	1,400
Bookracks, Stack and Reader Division	2,000
Chairs for Study Desks and Study Rooms	7,500
Total	$155,000

USE OF ADDING MACHINES

Dr. MUMFORD. If there is any one item you would like to have more detail on than the justification gives here, we would be glad to speak to it.

Senator MONTOYA. You have adding and calculating machines, $3,300. You have apparently three machines that are going to be used for three divisions. What do you use adding machines for in the Library?

Dr. MUMFORD. Certainly one think is maintaining statistics on the work we perform.

Mr. Foley, can you speak to each of these Orientalia Divisions, Division for the Blind and Physically Handicapped and the Central European Division?

Mr. FOLEY. Those machines were provided during the current fiscal year.

Senator MONTOYA. Yes; I know. But what do you use adding machines and calculating machines for in the Division for the Blind and Physically Handicapped?

DIVISION FOR THE BLIND AND PHYSICALLY HANDICAPPED

Mr. FOLEY. The Division for the Blind and Physically Handicapped carries on an accounting and contracting operation and an inventory operation where they need to have this sort of equipment available to perform the functions.

Senator MONTOYA. How do they use it? What do they use it for?

Mr. FOLEY. They use it for accounting work.

Senator MONTOYA. Do they use it all the year around?

Mr. FOLEY. I believe so, yes, sir.

SLAVIC AND CENTRAL EUROPEAN DIVISION

Senator MONTOYA. Then you have one for the Slavic and Central European Division for statistical work. Did you have any before?

Mr. FOLEY. I think that was a replacement for an old machine they had before.

ORIENTALIA DIVISION

Senator MONTOYA. And the Orientalia Division?

Mr. FOLEY. That would be similar to the Slavic and Central European Division where they keep statistics on reader services and reference services and things of that sort and they have to make reports at the end of the year on the various services provided to readers and to Congress

Dr. MUMFORD. I think we can have further elabortion upon the uses, Mr. Chairman. Mr. Welsh or Mr. Bray, Chief of the Division for the Blind and Physically Handicapped may respond.

Mr. BRAY. Mr. Chairman, in the Division for the Blind, 90 percent of our appropriation is in the purchase of talking books and braille books in different numbers of copies. The calculator is in constant use. One book will take five records and the next will take eight perhaps and they are directed to 45 regional libraries. So there is quite a bit of calculating for purchase purposes and quota book number purposes.

Senator MONTOYA. I was just wondering. I never saw an adding machine or calculating machine in the Library.

Mr. BRAY. We make a lot of use of ours.

Senator MONTOYA. I worked in a library for 3 years.

Mr. WELSH. Mr. Chairman, may I present some examples?

The Processing Department is responsible for acquiring, cataloging, and distributing the cataloging information to 20,000 subscribers. In the Card Division we maintain very elaborate statistical and financial controls so that we know where our moneys are being spent.

In the Processing Department generally, we keep very careful statistics on the acquisition and cataloging of materials, so that we can as a management technique evaluate our program to be sure that the dollars are being spent wisely.

CARD CASES

Senator MONTOYA. You have requested some additions here which are reflected on page 136.

Card cataloging cases, I presume, this need has to be satisfied because of increased load?

Dr. MUMFORD. Because of growth, Mr. Chairman, there is a steadily increasing number of card records. As I mentioned, they are needed in the Copyright Office and similarly in the Processing and Referencing Departments. As the catalogs grow larger, we have to have additional cases to house the records.

Senator MONTOYA. Duplicating equipment. You want to replace the two old model 1250 presses, which costs $17,500. Is that it? No, the two new offset presses will cost $17,500 and the other items will cost $1,500 and $2,000, respectively. Is that right?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. What are you going to do with the old presses? Have you got those sold?

Mr. CURRAN. We trade them in. What we are asking for here is a net difference. They have some value associated with them.

Senator MONTOYA. Any new equipment that is not replacing old equipment in these requests?

BOOK TRUCKS

Dr. MUMFORD. I think on page 138, the book trucks are in addition to what we have and are not replacements. There again, as the collections expand, grow larger, we will need more book trucks for moving materials through the stack areas and to the reading rooms.

DISTRIBUTION OF CATALOG CARDS

Senator MONTOYA. I think that answers most of my questions.

For salaries and expenses and distribution of catalog cards, you are requesting $9,087,000, which is a net increase of $1 million.

Pages 176 to 179 will be placed in the record at this point,

(The justification follows:)

1970 Regular Bill	$7,728,000
Proposed supplemental due to pay increases	359,000
1970 adjusted	$8,087,000
1971 Estimate	9,087,000
Net increase	$1,000,000

Analysis of Increases

1. Ingrade increases ..... + $ 88,684

Funds are requested to cover the cost of within-grade increases and reallocations as follows:

Salaries	$ 82,645
Personnel Benefits	6,039
Total	$ 88,684

2. Annualization of pay and retirement increases ..... + $ 23,900

This request is necessary to provide for annualization of the pay raise effective July 14, 1969; and annualization resulting from the one-half percent increased Federal payment for employees' retirement benefits, effective January 12, 1970.

Salaries	$ 11,300
Personnel benefits	12,600
Total	$ 23,900

3. Postage ..... + $ 18,000

A Library mail use survey established that postal usage has increased substantially in the Card Division. Although total cards sales have decreased, the number of small order mailings have increased. An increase of $18,000 is requested based on the mail usage survey.

4. Printing ..... + $ 108,000

Pay increase at the Government Printing Office ..... $ 55,000

In May 1969, printers at the Government Printing Office were granted a 31 cent an hour increase, and in November 1969 pressmen were granted a 78 cents an hour increase, card reproducers were given 41 cents an hour increase and laborers were given an average of 16 cents an hour increase. The Government Printing Office estimates that these increases will add approximately $55,000 to the cost of printing.

42-807 O - 70 - 27

APPROPRIATION: SALARIES AND EXPENSES, DISTRIBUTION OF CATALOG CARDS (CONTINUED)

Printing of book catalogs and other publications ..... $ 53,000

The Library's catalog cards are also published and sold in book form. The large increase in the number of books cataloged in the Library has resulted in larger book catalogs, which also has caused an estimated increase of $53,000 in printing costs for these book catalogs.

5. Phase II - Mechanization Project ..... + $ 700,000

Phase II will eventually eliminate the major source of increased costs and delays in the card distribution service; the lack of space to store sufficient card stock to fill orders, and the regular necessity for reprinting those catalog cards most in demand.

Card stock	$ 169,000
Supplies and Materials	230,000
One time cost for transportation of equipment	5,000
Computer and videocomp rental.....	236,000
One time cost of installation of electrical facilities and air conditioning	10,000

APPROPRIATION: SALARIES AND EXPENSES, DISTRIBUTION OF CATALOG CARDS (CONTINUED)

Installation of videocomp typefonts and maintenance contracts on Phase II equipment	$ 50,000
Total	$ 700,000

6. New positions requested (11) ..... + $ 61,416

To maintain currency in preparation of catalog publications.

2 GS-5 and 9 GS-3	$ 56,605
Contribution to health insurance	660
Group life insurance	189
Contribution to retirement	3,962
Total	$ 61,416

Total increases ..... + $1,000,000

MANDATORY INCREASE

Senator MONTOYA. Please explain what this large increase is for.

Mr. WELSH. We categorize the first four items as mandatory increases; in-grade increases, annualization of pay and retirement increases, postage, and printing.

The fifth item, as the Librarian touched on briefly this morning, is for the second phase of the mechanization project. That is the largest item, $700,000.

In addition, we are asking for 11 new positions. They are all in the lower grades—two GS–5's and nine GS–3's, a total of $61,000.

Those six items amount to $1 million.

Senator MONTOYA. Did you arrive at the $1 million first and then start breaking it down or did you go into the million dollars item by item?

Mr. WELSH. Item by item, sir. It was rounded off.

Senator MONTOYA. Why do you use postage?

Mr. WELSH. For the distribution of the catalog cards and technical publications.

Senator MONTOYA. You pay this to the Post Office Department?

Mr. WELSH. Yes, sir. That money, of course, is returned to the Treasury as is most of the appropriation.

GOVERNMENT PRINTING OFFICE

Senator MONTOYA. You have here an item, pay increase for the Government Printing Office. What employees do you have at the Government Printing Office?

Mr. WELSH. The Government Printing Office has a branch in the Navy Yard Annex where the Card Division is located. They do our printing for us. This pay increase to their employees is simply passed on to us through increased printing costs.

Senator MONTOYA. How does that compare with printing costs outside of the Government?

Mr. WELSH. I don't think there is a comparison. This is a very unique operation, sir. They are very highly skilled people doing a very complex task.

Dr. MUMFORD. They do the typesetting of these cards that we showed you.

Senator MONTOYA. In respect to the table on page 182, which I will place in the record, you show a decrease in cards sold and returns to the Treasury for fiscal year 1969.

(The table follows:)

Fiscal Year	Returns to the Treasury From Sale of Cards and Publications	Obligations	Percentage of Receipts to Cost	Total Cards Sold
1950	$1,043,558	$1,004,548	99	21,594,989
1951	985,022	1,093,934	91	20,702,601
1952	945,067	1,171,618	82	20,816,692
1953	1,037,362	1,234,719	83	21,181,986
1954	1,087,326	1,264,580	84	22,340,089
1955	1,168,361	1,348,700	87	23,450,243
1956	1,280,172	1,400,188	91	24,692,621
1957	1,441,000	1,486,656	97	26,953,659
1958	1,558,762	1,713,003	91	28,351,083
1959	1,936,010	1,878,526	103	30,093,915
1960	2,171,284	1,979,841	110	32,057,488
1961	2,409,650	2,168,492	111	35,678,496
1962	2,792,099	2,342,235	119	42,386,314
1963	2,959,770	2,678,609	110	46,022,022
1964	3,679,781	2,991,789	123	52,505,637
1965	4,354,637	3,784,935	115	61,489,201
1966	5,046,417	4,099,277	123	63,214,294
1967	5,741,755	4,647,441	124	74,503,175
1968	7,026,601	6,221,060	113	78,767,377
1969	5,965,111	7,248,830	82	63,404,123
1970 (est.)	6,000,000	7,865,000**	76	55,000,000

** Does not include the contingency amount

COMMERCIAL CATALOGING SERVICE

Senator MONTOYA. On the following pages of your justification you give an explanation. Would you please detail for the committee the effect commercial firms have on the sale of your cards and explain what you mean by the sentence at the bottom of the page, page 185, and continuing over, which states: "However, in terms of financial support for the division which supplies LC cataloging copy to commercial as well as to Library users, the emergence of the commercial services makes necessary a reevaluation of the philosophy of financial support for the card distribution service."

Mr. WELSH. Yes, sir. May I elaborate a bit and give the reasons?

There are five reasons that we see for the decline in business, one of which is the impact of commercial cataloging services. If I may just quickly run through these reasons, to put this in context: In the first instance, the increasingly acute space shortages have made the procedures more inefficient. Whereas the number of titles cataloged has increased by 82 percent from fiscal 1966 to fiscal 1969, stock for these new cards must be squeezed into an area which has not increased since 1965. A major consequence of this stricture is that 50 percent of the orders received the cards requested are found to be out of stock. For these out-of-stock titles it is then necessary to initiate costly and time-consuming reprinting processes.

Second, installation and operation of the first part of the automated system in parallel with the manual system during the conversion periods has temporarily increased cost.

Third, the number of orders received has declined by approximately 11 percent. This has resulted because libraries have had fewer Federal dollars to spend on books and, consequently, have needed fewer catalog cards and because of the rapid growth in the number of commercial processing firms. A number of years ago, there were but 14 commercial cataloging firms. There are now 44. Some of them simply reproduce our catalog cards and sell them to libraries. Most of them do more than that. They supply catalog cards plus book jackets, book pockets and labels. They are providing a packet so that the receiving library is able to quickly complete the processing using clerical staff.

Senator MONTOYA. Aren't the private firms running you out of business?

Mr. WELSH. They have certainly had an impact.

Senator MONTOYA. Don't you have a copyright facility at the Library of Congress?

Mr. WELSH. We have, sir. We consider our catalog cards to be in the public domain. Commercial processing firms have caused a decrease in our business. But on the other hand, they are providing a useful service to the libraries.

CARD DIVISION RETURNS

Senator MONTOYA. It was never a paying proposition anyway, was it?

Mr. WELSH. The Card Division was, yes, sir.

Dr. MUMFORD. It was self-supporting. It wasn't intended to raise revenue.

Mr. WELSH. The fourth reason is printing costs have increased because of (a) higher salaries in the Branch Government Printing Office, (b) cards for more titles are being printed, (c) greater need for reprinting due to lack of storage space for the stock of printed cards.

Fifth, personnel costs have risen not only because of Federal pay raises, but also because high staff turnover and recruitment difficulties have made the use of high-cost overtime unavoidable.

What is meant by the statement on page 185 is that it may not be possible to regain the financial position that we had maintained for many years.

Senator MONTOYA. It started receding in 1969?

Mr. WELSH. Yes, sir.

NEW POSITIONS

Senator MONTOYA. How many new positions are you asking for this particular division

Mr. WELSH. We are asking for 11, sir.

Senator MONTOYA. For 11 new positions?

Mr. WELSH. Yes, sir.

Senator MONTOYA. Your business has decreased?

Mr. WELSH. There are two functions supported by this appropriation. One is the Card Distribution Service proper and the other is the maintenance and production of the publications we have over here on the truck. It is for the latter function that we are requesting 11 new positions. We have not requested new positions for the Card Distribution Service itself since 1968.

Senator MONTOYA. Do you have use for less than 11 positions?

Mr. WELSH. We have 11 vacancies at the moment. We are making further reductions in the staff, yes, sir.

Senator MONTOYA. Have you reflected the 11 vacancies in the total manpower requirements requested in this budget?

Mr. WELSH. We have not, sir. We are using the amount of money to catch up on the backlog and we are also using part of the money to install the automated system.

VACANCIES

Senator MONTOYA. How many vacancies do you have in the Library of Congress at the present time?

Mr. ROSSITER. There are about 119, sir, of which we have funds to fill about 30 positions.

Senator MONTOYA. What is the average in any given year?

Mr. ROSSITER. Our turnover this current year has been about 29 percent.

Senator MONTOYA. I mean the average vacancies.

Mr. ROSSITER. They remain about the same.

Senator MONTOYA. Is that about normal?

Mr. ROSSITER. In the summer we don't have quite as many as we do the rest of the year.

Senator MONTOYA. But this is about normal, about 100 vacancies?

Mr. ROSSITER. Yes, sir.

Senator MONTOYA. How does that compare with the rest of the Government?

Mr. ROSSITER. I understand the rest of the Government has about a 25 percent turnover and these vacancies are created all the time and filled.

Senator MONTOYA. You only have enough money from these 100 vacancies to fill 30 positions. Is that it?

Mr. ROSSITER. Yes, sir.

Senator MONTOYA. They are filled?

Mr. ROSSITER. Yes, sir.

One of the problems is that we have about 44 percent of our 2,942 positions in the lower grades, from GS–1 through GS–5. It is there that we feel this impact of turnover.

Dr. MUMFORD. As you know, Mr. Chairman, the amount of money appropriated is never equal to the amount required to support a given number of positions because we have a lapse factor and we have to leave positions vacant until that lapse factor is made up.

BOOKS FOR THE GENERAL COLLECTIONS

Senator MONTOYA. For books for the general collections, you are requesting an increase of $50,000 for a total for 1971 of $800,000. This appropriation is used to acquire materials which you do not receive from other sources, is that right?

Dr. MUMFORD. That is correct.

Senator MONTOYA. Page 194 will be placed in the record at this point.

(The justification follows:)

1970 regular bill	$750,000
1971 estimate	800,000
Net increase	50,000

Analysis of Increase

The purchase of books and other library materials	+$50,000

Continuing price increases for library materials make it necessary to request additional funds to acquire much needed research publication for its collection. The average price of periodical subscription increased from $13.91 each to $15.66 each between July 1968 and June 1969. This was an increase of 12.6 percent.

BOOKS FOR THE LAW LIBRARY

Senator MONTOYA. For books for the Law Library, you requested the same as last year, $140,000.

Pages 198 and 199 will be placed in the record at this point.

(The justification follows:)

BOOKS FOR THE LAW LIBRARY, LIBRARY OF CONGRESS

1970 regular bill	$140,000
1971 estimate	140,000
Net increase	0

GENERAL STATEMENT

This appropriation provides for the purchase of materials for the Law Library, perhaps the largest and most comprehensive collection of law books ever assembled. This fund is the principal means by which the Law Library can acquire

those essential materials not received through copyright deposit, international and domestic exchange, transfer from other Government agencies, and gifts. Approximately 67 percent of the appropriation is used to purchase foreign law materials. The Congress, the Executive departments and agencies, and the Federal courts are dependent upon the Law Library as the most complete and most accessible sources of legal information on all subjects for all countries of the world. Continued development of the foreign law collections is imperative for the protection and advancement of Government interests in foreign activities and international relations. Continued preeminence of the Law Library in all fields of law, domestic as well as foreign, prevents wasteful duplication in the working libraries of many Government agencies.

No increase in requested in this appropriation for fiscal 1971.

LAW MATERIALS ACQUISITION

Senator MONTOYA. Are you acquisitions current in this field?

Dr. MUMFORD. The committee granted us an increase for the purchase of law materials last year. In view of what we received by way of exchange and other sources under the Public Law 480 program, we felt we could get through this year without asking for additional appropriation for this.

I think the Law Librarian would perhaps bear me out in the statement that the increase in the amount of publications of legal materials, which are not available to us through exchange, does not increase always in the same ratio as it does to general publications.

PUBLIC LAW 480 FUNDS

Senator MONTOYA. Have you had any difficulty using Public Law 480 funds for the purchase of books?

Dr. MUMFORD. No, sir; not serious difficulties. We have had very succesful operations running for many years now in the countries where there are excess currencies—Ceylon, India, Israel, Nepal, Pakistan, the United Arab Republic, and Yugoslavia. We have had some difficulty in the United Arab Republic, of course, in maintaining one American person in the country at the present time. We have a man stationed abroad who makes periodic trips there.

Senator MONTOYA. What is the great difficulty? They don't want to utilize their local counterpart funds?

Dr. MUMFORD. No, sir. As you will recall, the American Embassy staff was reduced there to a bare minimum.

Senator MONTOYA. So it is a staff deficiency rather than the inability to reach an agreement with the foreign government?

Dr. MUMFORD. As far as I know, there has been no difficulty in the actual use of the funds.

Senator MONTOYA. There is a contract provision in most of these contracts which require the U.S. Government to use this money only for overhead expenses of its embassies and consular offices.

Dr. MUMFORD. I believe generally that the local government has to agree to any uses proposed by the U.S. Government. They did agree to the use in these countries where we have operated.

COUNTERPART FUNDS IN LATIN AMERICA

Senator MONTOYA. Have you tried to use these counterpart funds in Latin America for the purchase of books there?

Dr. MUMFORD. We don't have excess currencies in Latin American countries. I don't think there is a single one at the present time listed by the Bureau of the Budget.

Mr. APPLEBAUM. There are near excess currency countries listed, but no excess currency countries listed.

Senator MONTOYA. But we could have counterpart funds?

Mr. APPLEBAUM. Yes, sir.

Senator MONTOYA. The reason we don't have any excess is because the Presidents on these repayments have redonated the repaid currencies for hospitals and for schools and for other projects in those countries. That is why we don't have an excess?

Mr. APPLEBAUM. Yes, sir.

Senator MONTOYA. But I think we ought to look into what you might need in these countries, because there are quite a few sales going on.

Dr. MUMFORD. We would certainly welcome the opportunity to use some of them.

Senator MONTOYA. You could recoup them in the way of additions to your library rather than to relegate them to the limbo of nonpayment over there.

Dr. MUMFORD. The Bureau of the Budget so far has not permitted us to do that. We have quite an extensive program going on in Yugoslavia where there are U.S. owned excess currencies.

Senator MONTOYA. We have some in Egypt, too?

Dr. MUMFORD. Yes, sir.

Senator MONTOYA. And India?

Dr. MUMFORD. We have a program going in each of those.

Senator MONTOYA. Pakistan, Afghanistan, Indonesia.

Mr. WELSH. Indonesia is no longer an excess currency country and Afghanistan has never been declared an excess currency country.

Senator MONTOYA. I wish you would look more into this, because I think you can get more funds this way. I think it will be beneficial to us in the long run.

Mr. WELSH. We are most interested because Latin America is an area where our coverage is not as good as it should be.

Senator MONTOYA. We don't have too many books from Latin America here, do we?

Dr. MUMFORD. It is more difficult to acquire publications down there because they are printed in limited editions frequently, and are exhausted quickly, and unless there is someone on the spot to acquire them, you may not get them. The book trade is not as well organized in Latin America as in some European countries or the United States.

BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

Senator MONTOYA. The next item is "Salaries and expenses, books for the blind and physically handicapped." You are requesting $7,598,000, a net increase of $545,000 over last year.

Pages 200–203 will be placed in the record at this point.

(The justification follows:)

1970 Regular Bill	$6,997,000
Proposed supplemental due to pay increases	56,000
1970 adjusted	7,053,000
1971 Estimate	7,598,000
Net increase	545,000

Analysis of Increases

Increases:

1. Ingrade increases ..... + $ 14,093

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$ 13,158
Personnel benefits	935
Total	14,093

2. Annualization of pay and retirement increase ..... + 3,500

This request is necessary to provide for annualization of the 1970 pay raise effective July 14, 1969; and annualization resulting from the one-half percent increased Federal payment for employee retirement benefits effective January 12, 1970.

APPROPRIATION: SALARIES AND EXPENSES, BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED (CONTINUED)

Salaries	$ 1,820
Personnel benefits	1,680
Total	3,500

3. Annualization of new positions from 1970 ..... + $ 18,000

Eight new position were authorized under this appropriation in fiscal year 1970, but funding was provided for only eight months; therefore, we must ask for annualization of these positions to cover the four months discounted in the fiscal year 1970 appropriation.

Salaries	$16,620
Personnel benefits	1,380
Total	18,000

4. Postage ..... + 9,600

A mail use survey established that postal usage increased substantially in the Division for the Blind and Physically Handicapped. An increase of $9,600 is requested based on the mail usage survey.

APPROPRIATION: SALARIES AND EXPENSES, BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED (CONTINUED)

5. Printing, publications ..... + $ 11,500

More brochures and pamphlet materials are needed to inform the public about the free services available for the blind and physically handicapped. $8,700 is needed for additional materials, and $2,800 is needed to pay increased printing costs of approximately 8 percent.

6. Publication contracts ..... + 47,880

During the three year period 1969-1971 we estimate 36,000 new readers will receive Talking Book Topics, the bimonthly listing of new books recently released. We estimate a unit cost of $1.33 per reader per year to provide this service to our readers.

7. Books in raised characters ..... + 72,000

This increase is requested to maintain and expand the following services: a. increased cost of braille edition of Braille Book Review, b. Braille catalogs of open reel and cassette tape books, c. increased cost of braille magazine distribution to readers, and d. additional copies of hand copy braille books.

APPROPRIATION: SALARIES AND EXPENSES, BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED (CONTINUED)

8. Sound recordings ..... + $257,500

In fiscal year 1970 it costs $3,170 to issue one talking book title in an edition of 700 to 800 copies. This is an increase of $370 or 11.6 percent since 1968. An increase of $257,500 is needed to continue issuing our present volume of approximately 700 titles per year.

9. New positions requested (15) ..... + 110,927

To handle increased workload:

1 GS-13; 1 GS-11; 2 GS-7; 1 GS-5; 8 GS-4 and 2 GS-3	$102,509
Contribution to health insurance	900
Group Life Insurance	342
Contribution to retirement	7,176
Total	110,927

Total increases ..... + $545,000

SALARIES AND EXPENSES

Senator MONTOYA. Does this item for books for the Blind and Physically Handicapped Division that you are speaking of include salaries and expenses only or are you speaking of also buying books for the particular division?

Mr. BRAY. This is the Division for the Blind and Physically Handicapped, that portion of the Library——

Senator MONTOYA. This is just for salaries and expenses, $7.5 million——

Mr. BRAY. No, sir.

Dr. MUMFORD. That includes the purchase of materials, books and records, and braille books.

Mr. BRAY. This appropriation includes the whole program, Mr. Chairman. Nearly 90 percent of that total sum, sir, goes into the purchase of braille books, sound recordings, phonographs, catalogs, and so forth; only 10 percent is used for administrative expenses.

TALKING BOOK MACHINES

Senator MONTOYA. Do the blind get the transcriber also?

Mr. BRAY. The player; yes, sir. The phonograph is part of the free library service.

Senator MONTOYA. What kind of phonograph do you use?

Mr. BRAY. We obtain a special phonograph, one of our own design for which we go out annually on competitive bid to industry. The cost of the talking book machine has remained surprisingly consistent over the last 12 to 15 years, the unit cost has been between $32 and $35.

Senator MONTOYA. Briefly describe for the record the facilities available through the Library for people in need of these services. How can contact be made, for instance, by anyone in any of the States and is there a fee for any of these services?

Mr. BRAY. In answer to the first question of how is the program made available, Mr. Chairman, the Library of Congress' function through the Division for the Blind and Physically Handicapped is to select and acquire the book stock, which is then distributed on a quota basis at our direction to what is now a total of 45 regional libraries, which among themselves cover all 50 States and the various territories.

REGIONAL LIBRARIES

Senator MONTOYA. How are these regional libraries maintained?

Mr. BRAY. They are maintained by local cost. Although we don't provide funds to run the library, it is a cooperative effort where the Federal appropriation provides the raw material which is sent to the States. The State's share is to give space and professional direction, and to operate the service.

Senator MONTOYA. These are depositories for the material that you have available for the blind?

Mr. BRAY. That is correct.

Senator MONTOYA. They, in turn, request this material from their own regional library?

Mr. BRAY. That is correct. Anyone at all in the Nation, anywhere he is living, if the U.S. mail gets to him, he obtains the books.

Senator MONTOYA. Is this a gift to a blind person?

Mr. BRAY. It is a free service.

Senator MONTOYA. You say the recordings and all of these other things, are they gifts?

Mr. BRAY. No, they are loans. It is analogous to a public library where you are loaned the book, read it and return it.

Senator MONTOYA. What about the equipment?

Mr. BRAY. The equipment is loaned indefinitely. You can have the talking book machine until it wears out and we will replace it. If you don't borrow for a year, we look into why not. If you are not interested, we withdraw the machine.

You asked if there was any charge for the service. It is entirely free to the handicapped people. There is no charge.

AVAILABILITY OF SERVICE

Senator MONTOYA. Would you furnish this type of service to somebody that is not able to read?

Mr. BRAY. Anyone who is unable to read due to a physical disability and is so certified by competent authority, this is usually medical authority, is eligible.

INCREASE FOR SOUND RECORDINGS

Senator MONTOYA. You are requesting an increase of $257,500 for sound recordings. Isn't this a rather large increase?

Mr. BRAY. Actually, Mr. Chairman, it is not, sir. The increase is entirely a necessary one due to a slight raise in cost of the individual records. In terms of the numbers of titles we will record next year, we have held the line on that. We are offering 700 titles this fiscal year and we will offer the same number next year. But we anticipate an increase of 1 to 2 or 3 cents per record, which would require this additional money.

Senator MONTOYA. You are requesting 15 new positions for this division. You currently carry a roll of 72. Doesn't this requested increase strike you as a little disproportionate? Percentagewise, it is the greatest increase of anything I have heard here today.

HANDICAPPED READERS

Mr. BRAY. Perhaps so, sir, but I would submit it is reasonable for this reason: If you will notice the positions are one or two here and there across the whole program and, in fact, reflect the national growth of the program and the necessity to staff up to the increased demands from handicapped readers.

In 1966 our enabling law, Public Law 89–522, was amended to admit other handicapped people unable to read besides those who are blind. This has resulted in increased demands in our shipping area, in our national collection an a number of the States have come to us and asked for their own regional library in order to improve services in that State.

This means we have to stock a library from our headquarters building here in Washington. The one unique position, which again is in response to concern expressed by the Appropriation Committees who asked me how do I get in touch with these handicapped people, and the answer is that up until now we think we have been able to do an adequate job, just several of us attending meetings, and writing an occasional article.

PUBLIC EDUCATION SPECIALIST

But we are not satisfied now with the capability of reaching isolated handicapped people. We are asking for a public education specialist who knows how to write newspaper articles, radio spots and TV spots, and special articles for professional journals, and a variety of newsletters.

It would take a person full time to really reach out and find a handicapped person through these channels of communication.

FOREIGN LANGUAGE RECORDINGS

Senator MONTOYA. Do you have these recordings and this literature in different languages?

Mr. BRAY. We have a few books in foreign languages. In the last couple of years with the additional funds Congress has given us for more titles, we now record in Spanish for Spanish-speaking blind persons. Last year we recorded 12 titles. We recorded the Spanish edition of Life until it was discontinued in original print form by the publisher.

We are now offering after consultation with librarians and blind people the Spanish equivalent of Good Housekeeping magazine, Buen Hogar.

Senator MONTOYA. What about Reader's Digest?

Mr. BRAY. Reader's Digest, Yes, the Spanish edition is also available. It is entitled Sellecciones.

Dr. MUMFORD. I don't think you have mentioned the increase in the number of readers.

Mr. BRAY. The increase in readers has been considerable. Last year it was 165,000. This year it has grown by about 30,000 readers.

READING MATERIAL FOR SPANISH SPEAKING

Senator MONTOYA. Do you think that you can increase your recordings in Spanish, because we have about 8 million people in this country, and I would say that the percentage of blindness among these people is probably greater than among the other parts of the population or segments of the population.

And I know in my State I have encountered quite a few blind persons and they don't have this facility.

Mr. BRAY. We have increased our Spanish offerings and we will increase them futher. We have that intention.

Senator MONTOYA. Take, for instance, New Mexico. How would a blind person who speaks only Spanish be able to contact anybody for this type of service from the Library of Congress?

NEW MEXICO REGIONAL LIBRARY

Mr. BRAY. A blind Spanish-speaking resident of New Mexico, it would depend on his doctor, his librarian, to be aware of our service which is operated in New Mexico by the State library in Santa Fe. This is one of our newer libraries. It has been open for 3 or 4 years.

I had the privilege of being present for the dedication. It is right in the State library building.

If the blind person has proper referral, then he will get a free talking book machine from his machine agency, the State department of health and social services, also in Santa Fe, who will send it to him free through the mail anywhere in the State and will advise the State library that he has a machine.

It is up then to the State librarian to ask him what he wants to read. It is at that point that he will learn that he can listen to those Spanish materials held by his library.

Senator MONTOYA. Is the State library a depository for the equipment as well as the other material?

Mr. BRAY. They have some equipment, yes, but the talking book machines come to him from his State department for the blind, which is under the State department of health and social services.

The librarian will give him a list of the few books in Spanish, and the magazines.

Senator MONTOYA. That is if he lives in Santa Fe?

Mr. BRAY. No, anywhere in the State.

Senator MONTOYA. In most communities, you don't have a community library.

Mr. BRAY. This is where our public education specialist comes in.

Dr. MUMFORD. The blind person would address the letter to the State librarian.

Senator MONTOYA. I just saw some statistics the other day where 90 percent of the elementary schools in New Mexico do not have a school library. Therefore, in very few communities do we have any community libraries in the rural areas. That is why I would be interested in your surplus books.

Mr. BRAY. One technique that we encourage the regional libraries to use, and I believe this is being done to some extent in New Mexico, in the stock of talking books that they receive from the regional library, there will be from time to time some spare copies that could be deposited in other than Santa Fe, for example, Albuquerque, or in places that are remote.

Senator MONTOYA. I wish you would think of doing something in Albuquerque, too, because we have a bigger concentration of population there.

Mr. BRAY. That is true. The regional library is in Santa Fe because the State, in asking for the library, placed it there. Each State determines where the library will reside.

VOLUNTEER SERVICES

Senator MONTOYA. You mentioned your volunteer services. How are volunteers utilized in this work and is this work centralized here in Washington?

Mr. BRAY. The volunteer provides books other than those that are routinely provided and in two forms: The oldest and still the most frequent kind of volunteer activity is in the transcription of braille. I have several blind employees on my staff who train, through correspondence, sighted volunteers who offer to do braille typing in their localities.

There is a very active group, incidentally, in Albuquerque. This is a free service we render to communities because by training the volunteer to do braile, he or she in turn creates books in the locality.

The other area in which they are becoming more active is in the volunteer recording of books into tape players.

To add a little to our discussion of the Spanish people, blind people in New Mexico, up to this point there are limited facilities in phonograph records which can be augmented on the scene in New Mexico if the librarian is sharp. Suppose you have a Spanish-speaking blind person in Albuquerque. It is not hard to organize a group of volunteers who would tape record some things particularly for that blind person.

Suppose he is a student. This is the way the volunteer functions.

Senator MONTOYA. Do you offer free tapes for this type of work?

Mr. BRAY. Yes; we do.

ORGANIZING AND MICROFILMING PAPERS OF THE PRESIDENT

Senator MONTOYA. The next item is "Salaries and expenses, organizing and microfilming papers of the Presidents and other great Americans," for which you are requesting $136,000.

The justification sheets will be placed in the record at this point.

(The justification follows:)

1970 Regular Bill	$118,800
Proposed supplemental due to pay increases	13,200
1970 adjusted	$132,000
1971 Estimate	136,000
Net increase	$ 4,000

Analysis of Increases

1. Ingrade increases ..... + $3,240

Funds are requested to cover the cost of within-grade increases and reallocations as follows:

Salaries	$ 3,015
Personnel benefits	225
Total	$ 3,240

2. Annualization of pay and retirement increases ..... + $ 760

This request is necessary to provide for annualization of the pay raise effective July 14, 1969; and annualization resulting from the one-half percent increased Federal payment for employees' retirement benefits effective January 12, 1970.

Salaries	$430
Personnel Benefits	330
Total	$760

Total increases ..... + $4,000

The manuscript collections of the Library of Congress are rich in materials relating to the accomplishments of great American statesmen, officials, scientists, educators, military leaders, literary and cultural figures, and others. Among the most significant of these collections are the personal papers of 23 of the Presidents of the United States.

In 1957 the Congress recognized the importance of the Presidential Papers for all Americans and directed through Public Law 85-147 that the Library of Congress arrange, index, and microfilm these collections in its custody "in order to preserve their contents against destruction by war or other calamity and for the purpose of making them more readily available for study and research to the fullest possible extent" consistent with any limitations placed on their use. Funds have been appropriated for this program since 1959.

Work on the Presidential Papers is nearing completion. By the end of fiscal year 1969 work has been virtually completed on 20 of the 23 Presidents: Washington, Madison, Monroe, Jackson, VanBuren, W. H. Harrison, Tyler, Taylor, Pierce, Lincoln, Johnson, Grant, Arthur, Clevelnad, B. Harrison, McKinley, Polk, T. Roosevelt, Taft, and Coolidge. Over 1,370,000 manuscripts will have been microfilmed for these collections on nearly 2,300 reels of film. Sales of Presidential Papers microfilm copies have been made to libraries in 46 States and several foreign countries, with some 49 libraries acquiring all or virtually all of the microfilm publications available to date.

During fiscal year 1970 work has proceeded on the estimated 25,000 papers of Thomas Jefferson (to require about 75 reels of microfilm), the 85,000 Garfield manuscripts (about 100 reels), and the large collection (over 275,000 manuscripts) of Woodrow Wilson (500 reels). This work will be continued and some of it completed in fiscal 1971.

For fiscal year 1971, $136,000 is requested to continue the work on the Presidential Papers and to extend the program to the personal papers of other great Americans the work of organization and microfilming. Our objectives remain the same; (1) to organize these collections in the best possible way for use by researchers; (2) to list the contents of the collections by indexes or registers; (3) to preserve the papers through archival microfilming; and (4) to make possible the dissemination of microfilm copies, at reasonable cost and consistent with any limitation on their use, to libraries, educational institutions, and private researchers. The papers of these great Americans, all of whom have played important roles in the history of our national development, consist of several hundred thousand items and form primary source material for the study of American life and institutions.

Since the approaching bicentennial of American independence, July 4, 1976, will stimulate interest in the period of our early national history, the proposed program would first cover the manuscript collections of such men as the following: Benjamin Franklin, John Paul Jones,

Alexander Hamilton, John Breckinridge, of Kentucky and the early Breckinridge family papers, General Nathanael Greene, Pierre L'Enfant, John Marshall, Gouverneur Morris, Robert Morris, Charles C. Pinckney, of South Carolina, and William Thornton, the architect and inventor. Further coverage would include, among others, the following: Nicholas Biddle, Francis P. Blair, Henry Clay, Dolley Payne Madison, Samuel F. B. Morse, Daniel Webster, and Charles Wilkes, the explorer.

MICROFILMING PRESIDENTIAL PAPERS

Senator MONTOYA. You state on page 229 "sales of presidential papers microfilm copies have been made to libraries" et cetera. Has that resulted in any appreciable return to the Treasury as have other operations of the Library?

If so, give the details.

Dr. MUMFORD. Before we undertake to answer that question, or to discuss further this appropriation, I should like to request a change in the request.

As you will note, the heading of the appropriation reads "* * * Organizing and microfilming the papers of the Presidents and other great Americans." During the hearings in the House the question arose about the language change that we requested. That is, the addition of "other great Americans."

After a review by our staff, it seems it would not be technically correct to make such a request under this appropriation. I now ask that the request for language change be dropped, but that the funds requested remain as stated in the estimates in our justifications. It will take this amount to complete the presidential papers program and there would be need for appropriate changes to be made in the justification sheets, principally by eliminating references to the personal papers of other great Americans.

That is on pages 230 and 231.

MICROFILMING OTHER MANUSCRIPT MATERIAL

We have been carrying on a program of microfilming manuscript materials for preservation on a limited scale, as we talked about this morning. However, this appropriation was specifically authorized for the presidential papers. It was pointed out in the House and we agreed and concurred that it is not technically correct to add "other great Americans."

We would hope to come back next year with a program proposal for the preservation of a limited number of papers of other great Americans to be disassociated from this program.

Senator MONTOYA. Do you need new legislation?

Dr. MUMFORD. I don't think that will be necessary, Mr. Chairman, we would need specific legal authorization, because I think it comes under normal responsibilities to preserve the collections and to disseminate information about them, to make them available to others. But I would like to drop that request as far as "Other great Americans" in this.

As I say, it will take the money we are requesting to finish the Presidential papers program.

As far as the return to the Library of copies that are sold of these, I believe they are made at cost without any additional revenues.

SALES OF MICROFILM

Our photoduplication service, which operates on a revolving fund, does this work of reproducing and copying for any library that wants such copy. The money would come back into the revolving fund of the photoduplication service.

No money is appropriated for the support of the photoduplication services. It is completely self-supporting.

COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS
(SPECIAL FOREIGN CURRENCY PROGRAM)

Senator MONTOYA. We come now to the last appropriation item, the "Special foreign currency program for the collection and distribution of library materials." I will place several pages of the justifications in the record at this point.

(The justification follows:)

1970 regular bill	$1,802,000
1970 supplemental due to pay increases	16,000
1970 adjusted	1,818,000
1971 estimate	2,377,000
Net increase	559,000

ANALYSIS OF INCREASES

Foreign Currency—Existing Program

1. *Ceylon.*—This program continues to operate on carry over balance of previous appropriations. No appropriation for Fiscal Year 1971 is requested.

2. *India.*—An additional $344,000 in local currency is requested which includes pay raises, benefits, and over $100,000 for Shared Administrative Support by the Department of State. These are paid for in rupees although costs are for support in other countries as well.

3. *Israel.*—No increase in local currency is requested.

4. *Nepal.*—This program continues to operate on carry over balance of previous appropriations. No appropriation for Fiscal Year 1971 is required.

5. *Pakistan.*—An increase of $52,500 in local currency is requested. Of this amount, increased costs and increased publishing activity accounts for $34,000 and increased personnel compensation for $18,500.

6. *UAR.*—Administered at a reduced level on previously appropriated funds since fiscal 1968, this program will require an appropriation of $148,500 in local currency in order to resume full activities in Fiscal Year 1971.

7. *Yugoslavia.*—No increase in local currency is requested.

U.S. Dollar Support

An additional $14,000 requested includes $4,050 for within-grade adjustments and personnel benefits, and $9,950 for restoration of a part-time Field Director at the Cairo office.

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (CONTINUED)

Fiscal Year 1971

by

Object Classification

		1970		1971		Increases & Decreases	
		Hard Dollars	Soft Currency	Hard Dollars	Soft Currency	Hard Dollars	Soft Currency
11	Personnel Compensation	$159,873	$ 252,000	$171,840	$ 310,500	$11,967	$ 58,500
12	Personnel Benefits	13,042	7,500	15,075	18,500	2,033	11,000
21	Travel	7,100	46,000	7,100	52,000	----	6,000
22	Transportation of Things ..	19,085	129,000	19,085	247,000	----	118,000
23	Rent, Communications, Util.	600	101,000	1,000	132,000	400	31,000
24	Printing and Reproduction .	500	107,000	100	142,000	-400	35,000
25	Other Services	4,200	148,000	4,200	255,000	----	107,000
26	Supplies and Materials	4,000	38,000	4,000	41,500	----	3,500
31A	Books and Library Materials	1,600	742,500	1,600	920,500	----	178,000
31H	Equipment	5,000	32,000	5,000	29,000	----	-3,000
	TOTAL	215,000	1,603,000	229,000	2,148,000	14,000	545,000
	GRAND TOTALS	$1,818,000		$2,377,000		$559,000	

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (CONTINUED)

U. S. and FOREIGN CURRENCIES
by Country
Fiscal 1971

	1970		1971		Increases	
	Hard Dollars	Soft Currency	Hard Dollars	Soft Currency	Hard Dollars	Soft Currency
Ceylon	$ ----	$ ----	$ ----	$ ----	$ ----	$ ----
India	63,428	856,000	65,141	1,200,000	1,713	344,000
Israel	23,376	318,900	23,781	318,900	405	----
Nepal	----	----	----	----	----	----
Pakistan	22,327	203,100	22,515	255,600	188	52,500
UAR	----	----	9,950	148,500	9,950	148,500
Yugoslavia	22,372	225,000	23,083	225,000	711	----
Sub-Total	131,503	1,603,000	144,470	2,148,000	12,967	545,000
U. S. Costs	83,497	----	84,530	----	1,033	----
Total	215,000	1,603,000	229,000	2,148,000	14,000	545,000
GRAND TOTALS	$1,818,000		$2,377,000		$559,000	

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (CONTINUED)

GENERAL STATEMENT

With appropriations granted last year pursuant to Section 104 (b) (5) of the Agricultural Trade Development and Assistance Act of 1954, as amended, the Library of Congress continued projects for the acquisition of publications in India, Pakistan, Ceylon, Nepal, Israel, The United Arab Republic, and Yugoslavia. In each of the countries where programs are in operation, foreign currencies accrued to the credit of the United States are being used to employ local staff, to rent office space, to purchase books and other library materials, and to ship the materials acquired directly to the Library of Congress and other research libraries in the United States. Comprehensive sets of current publications are sent from these countries to research libraries of institutions conducting related area studies programs. Here they constitute the working tools and materials with which American scholars conduct their teaching and research. The number of pieces distributed in Fiscal Year 1969 and cumulated from the beginning of the Program from each PL-480 country is given on page 238.

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (CONTINUED)

PL-480 PARTICIPANTS BY COUNTRY

India/Pakistan/Nepal/Ceylon	Israel	United Arab Republic	Yugoslavia
California, University of (Berkeley)	Boston Public Library	Arizona, University of	California, University of (Berkeley)
*Center for Research Libraries	Brandeis University	Boston College	California, University of (Los Angeles)
Chicago, University of	California, University of (Berkeley)	California, University of (Berkeley)	*Center for Research Libraries
Columbia University	California, University of (Los Angeles)	California, University of (Los Angeles)	Chicago, University of
Cornell University	College of Jewish Studies	Chicago, University of	Columbia University
Duke University	Columbia University	Columbia University	Harvard University
Hawaii, University of (East West Center)	Cornell University	Cornell University	Illinois, University of
Illinois, University of	Harvard University	Hartford Seminary Foundation (Partial set)	Indiana, University of
Michigan, University of	Hebrew Union College	Harvard University	Kansas, University of
Michigan State University	Jewish Theological Seminary	Hoover Institution	Michigan, University of
Minnesota, University of	New York Public Library	Illinois, University of	New York Public Library
New York Public Library	Portland State University	Indiana University	Ohio State University
Pennsylvania, University of	Southern California, U. of	Kentucky, University of	Stanford University/ Hoover Institution
Syracuse University	Syracuse University	Michigan, University of	Syracuse University
Texas, University of	Texas, University of	New York Public Library	Virginia, University of
Virginia, University of	Utah, University of	New York University	Washington, University of
Washington, University of	Wayne State University	Portland State University	Western Michigan University
Wisconsin, University of	Yale University	Princeton University	Wisconsin, University of
Yale University	Yeshiva University	Southern Calif., Univ of	Yale University
		Syracuse University	
		Texas, University of	
		Utah, University of	
		Virginia, University of	
		Yale University	

* Set divided with the National Agricultural Library and the National Library of Medicine.

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (CONTINUED)

PUBLIC LAW 480 ACQUISITIONS, JANUARY 1, 1962 - JUNE 30, 1969

Country	Total Fiscal 1962-1968	Total Fiscal 1969	Total Fiscal 1962-1969
Ceylon (From 1967)	25,341	29,313	54,654
India	4,259,781	772,781	5,032,562
Indonesia (1964-1969)	801,626	190,710	992,336
Israel (From 1964)	1,180,184	268,550	1,448,734
Nepal (From 1966)	75,595	43,785	119,380
Pakistan	1,082,774	201,438	1,284,212
United Arab Republic	1,684,275	169,380	1,853,655
Yugoslavia (From 1967)	264,635	221,864	486,499
Total	9,374,211	1,897,821	11,272,032

Each library participating in the program for comprehensive sets of publications contributed $500 per year per set of publications to the general hard dollar support of the program. Receipts from this source are deposited in Miscellaneous Receipts of the Treasury. In fiscal 1969 these contributions amounted to $47,450, and in fiscal 1970 to $38,700.

During the coming year it is planned to continue all aspects of the program in all areas presently covered. The activities of each overseas office include not only the acquisition of current materials considered to be of research value, but also their preliminary cataloging by local employees, thereby saving considerable dollar cataloging costs in the United States. An important by-product of the preliminary cataloging is the accessions lists distributed by these offices. These accessions lists are widely distributed within the United States, where they serve as valuable research tools, identifying and locating the actual publications themselves. In addition to comprehensive sets of publications, a small number of English-language periodicals and monographs are distributed from Ceylon, India, Nepal, and Pakistan to the following libraries:

PL-480 PROGRAMS

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS

ALABAMA

Auburn University
Birmingham Southern College
Tuskegee Institute
University of Alabama

ALASKA

Z.J. Loussac Public Library
Anchorage
University of Alaska

ARIZONA

Phoenix Public Library
Arizona State University

ARKANSAS

State College of Arkansas
University of Arkansas

CALIFORNIA

California State College,
Fullerton
California State College
Hayward
California State College
Los Angeles
California State Library
California Western University
Claremont Colleges
Fresno State College
Long Beach State College
Mills College
Occidental College
San Diego State College
San Fernando Valley State College
San Francisco Public Library
San Francisco State College
San Jose State College
Sonoma State College
University of California, Davis
University of California, Riverside
University of California, San Diego
University of California, Santa
Barbara
University of Redlands
University of San Francisco
University of Santa Clara

COLORADO

Colorado State Library
Colorado State University
USAF Academy
University of Colorado
University of Denver

CONNECTICUT

Connecticut College
Trinity College
University of Connecticut
Wesleyan University

DELAWARE

University of Delaware

DISTRICT OF COLUMBIA

American University
Catholic University of America
George Washington University
Georgetown University
Howard University
Trinity College

FLORIDA

Florida Presbyterian College
Florida State University
Jacksonville University
University of Florida
University of Miami
University of Tampa

GEORGIA

Emory University
Spelman College
University of Georgia

IDAHO

Idaho State University
University of Idaho

42-807 O - 70 - 29

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (Continued)

ILLINOIS

Bradley University
Chicago Public Library
Eastern Illinois University
Illinois Wesleyan University
The John Crerar Library
Library of International Relations
Loyola University
Monmouth College
Northern Illinois University
Northwestern University
Southern Illinois University
Western Illinois University
Wheaton College

INDIANA

DePauw University
Earlham College
Goshen College
Hanover College
Indiana State University
Indianapolis Public Library
Purdue University
University of Notre Dame
Wabash College

IOWA

Des Moines Public Library
Grinnell College
State University of Iowa

KANSAS

Fort Hays Kansas State College
Kansas State University
Kansas City Public Library
Wichita State University

KENTUCKY

Berea College
Kentucky Department of Libraries
University of Louisville
Villa Madonna College

LOUISIANA

Dillard University
Louisiana State University, Baton Rouge
Louisiana State University, New Orleans
Tulane University
University of Southwestern Louisiana

MAINE

Bates College
Bowdoin College
University of Maine

MARYLAND

College of Notre Dame of Maryland
Enoch Pratt Free Library
Goucher College
Hood College
Johns Hopkins University
Mount Saint Mary's College
U. S. Naval Academy
University of Maryland
Western Maryland College

MASSACHUSETTS

Boston University
Clark University
Massachusetts Institute of Technology
Mount Holyoke College
Smith College
Tufts University
University of Massachusetts
Wellesley College
Williams College

MICHIGAN

Albion College
Central Michigan University
Detroit Public Library
Oakland University
University of Detroit

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (Continued)

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (Continued)

MINNESOTA

Bemidji State College
Carleton College
Macalester College
Mankato State College
Minneapolis Public Library
Moorhead State College
Saint Cloud State College
University of Minnesota, Duluth

MISSISSIPPI

Jackson State College
Mississippi State University
University of Mississippi
University of Southern Mississippi

MISSOURI

Missouri State Teachers College
St. Louis Public Library
St. Louis University
Southeast Missouri State College
Southwest Missouri State College
University of Missouri, Columbia
University of Missouri, Kansas City
Washington University

MONTANA

College of Great Falls
Montana State University, Bozeman
Montana State University, Missoula

NEBRASKA

Creighton University
Omaha Public Library
University of Nebraska
University of Omaha

NEVADA

University of Nevada
Washoe County Library

NEW HAMPSHIRE

Dartmouth College
University of New Hampshire

NEW JERSEY

Drew University
Fairleigh Dickinson University
Glassboro State College
Jersey City Free Public Library
Jersey City State College
Newark Public Library
Newark State College
Rutgers University
Seton Hall University

NEW MEXICO

New Mexico State Library
New Mexico State University
University of New Mexico

NEW YORK

Brooklyn College
Brooklyn Public Library
City College Library
Colgate University
Elmira College
Fordham University
Hamilton College
Hunter College
Marymount Manhattan College
New York State Library

Queens College
Russell Sage College
St. John's University
Sarah Lawrence College
Southhampton College of Long Island University
State University College, New Paltz
State University College, Oswego
State University of New York, Binghamton
State University of New York, Buffalo
United States Military Academy
University of Rochester
Vassar College
Wells College

NORTH CAROLINA

East Carolina College
North Carolina Agricultural and Technical College
North Carolina State of UNC

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (Continued)

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (Continued)

NORTH CAROLINA (Continued)

Queens College
University of North Carolina, Chapel Hill
University of North Carolina, Greensboro
Wake Forest University

NORTH DAKOTA

University of North Dakota

OHIO

Antioch College
Baldwin-Wallace College
Bowling Green State University
Cleveland Public Library
College of Wooster
Denison University
Kent State University
Malone College
Miami University
Oberlin College
Ohio University
Ohio Wesleyan University
Public Library of Cincinnati and Hamilton County
University of Cincinnati
University of Toledo
Wilmington College

OKLAHOMA

Oklahoma State University
University of Oklahoma
University of Tulsa

OREGON

Library Association of Portland
Oregon State University
Reed College
University of Oregon

PENNSYLVANIA

Bryn Mawr College
Bucknell University
Carnegie Library of Pittsburgh
Gettysburg College
Haverford College
Immaculata College
Lehigh University
Mansfield State College
Pennsylvania State University
Shippensburg State College
Swarthmore College
Temple University
University of Pittsburgh
West Chester State College

PUERTO RICO

University of Puerto Rico

RHODE ISLAND

Brown University
Providence Public Library
University of Rhode Island

SOUTH CAROLINA

University of South Carolina
Winthrop College

SOUTH DAKOTA

South Dakota State College of Agriculture and Mechanic Arts
University of South Dakota

TENNESSEE

Memphis State University
University of Chattanooga
University of Tennessee

TEXAS

Baylor University
East Texas State College
North Texas State University
Rice University
Southern Methodist University
Southwest Texas State College
Texas A & M University

APPROPRIAION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS (Continued)

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (Continued)

TEXAS (Continued)

Texas Christian University

University of Houston

UTAH

Brigham Young University
Salt Lake City Public Library
Utah State University

VERMONT

Middlebury College
University of Vermont

VIRGINIA

College of William and Mary
Hampton Institute
Mary Washington College of the University of Virginia
Randolph Macon Woman's College
Sweet Briar College
University of Richmond
Virginia Polytechnic Institute
Washington and Lee University

WASHINGTON

Seattle Public Library
Spokane Public Library
Tacoma Public Library
Washington State University
Western Washington State College

WEST VIRGINIA

Kanawha County Public Library
Marshall University
West Virginia University

WISCONSIN

Beloit College
Lawrence University
Marquette University
Milwaukee Public Library
University of Wisconsin, Milwaukee
Wisconsin State University, La Crosse
Wisconsin State University, Oshkosh

WYOMING

Laramie County Library
University of Wyoming

BUDGET REQUEST

Senator MONTOYA. For this program, you are requesting a total of $2,387,000, which is a net increase of $569,000.

Please explain briefly the purpose of this program and the utilization of hard dollars versus soft currency.

Mr. WELSH. The purpose of this program is to acquire materials from the countries enumerated using primarily excess currencies, distributing these materials to research libraries throughout the country, and providing cataloging information on those materials.

In addition to the libraries listed on page 237 of the justification, which receive full sets of the publications, we have a secondary program which acquires selected English language publications from the same countries, and distributes them to the libraries listed on pages 240 through 244.

Senator MONTOYA. How do these libraries participate?

Mr. WELSH. These libraries receive the publications and use them in their area study and related research programs.

Senator MONTOYA. So when you purchase these materials, is this the purchasing of materials in these countries for libraries in this country?

Mr. WELSH. Yes, sir.

Senator MONTOYA. When you purchase these materials, who does the purchasing for you?

Mr. WELSH. We have an American as head of each office and he has a staff of locals who assist him in the acquiring of materials. The American does the selection based upon the policies established by the Library of Congress.

PUBLIC LAW 480 FUNDS

Senator MONTOYA. How much do you have in this budget of Public Law 480 funds? I think I saw the figure of half a million dollars somewhere.

Mr. WELSH. The half a million dollars is the increase. The total foreign currencies in our 1971 request amount to $2,148,000. That would be shown, sir, on page 234 under the heading of soft currency.

Senator MONTOYA. Is this reflected in the total budget request?

Mr. WELSH. Yes, sir.

Senator MONTOYA. It is reflected as local currencies?

Mr. WELSH. Yes, sir.

Senator MONTOYA. Of foreign currencies?

Mr. WELSH. Yes, sir. The hard dollar amount is $239,000. We would like to make a reduction in the request of $10,000 in hard dollars, sir, so that the amount of the increase would be $559,000 rather than $569,000. The decrease is the result of our being unable to maintain an American on a full-time basis in the United Arab Republic.

Senator MONTOYA. We would be very happy to accommodate you.

ACCESSIONS LISTS

Mr. WELSH. In addition, sir, to acquiring and distributing the publications, we also produce accession lists in these countries. These are widely distributed in this country, so even if you don't acquire the material itself, you can learn of its existence.

Dr. MUMFORD. They are available for interlibrary loan from the institutions that are receiving them to other institutions that are not receiving sets. In addition, Mr. Welsh mentioned that they are placed in libraries that have strong collections in their area. The university or institution usually has area studies going on relating to that particular geographic area. So they are attempting to acquire material relating to the area.

Mr. WELSH. Mr. Chairman, on page 238, we have a count of the publications that have been acquired through this program from the beginning and the amount we have acquired last fiscal year. We acquired 1,897,000 this last fiscal year alone.

We think it is an outstanding program of great benefit.

Senator MONTOYA. I think it is, because we are not using our own dollars for this program. I wish you would look into the possibility of extending this program to Latin America.

I wish you would look into it, because I think we need to have more Spanish books in the Library here and we certainly would like to get collections through this program for some of our universities in the southwestern part of the United States.

Mr. WELSH. I believe there are three institutions in New Mexico that receive publications from the English language program—New Mexico State Library, New Mexico State University and the University of New Mexico.

On page 239, sir, the first paragraph, you will note that each library participating in the program for the comprehensive sets contributes $500 per set of publications. So some of the hard dollar cost is offset.

The small amount of hard dollars in fiscal 1969 was offset by the $47,450 received through these contributions.

(The information referred to on p. 264 follows:)

Aerospace Technology Division

Clerk's note: In response to a request from the Subcommittee, the Library of Congress furnished the following explanation concerning funding for this Division:

Aerospace Technology Division of the Library of Congress

In 1948, the Department of Defense asked the Library of Congress to provide bibliographic services on a reimbursable basis, under the provisions of the Economy Act of 1932 (31 U. S. Code 686). With funding at that time of about $400,000, the Library began to assemble a staff with the necessary technical and linguistic qualifications to exploit the valuable publications which are being collected by the Library from open sources in various parts of the world. The project grew slowly but steadily until in fiscal year 1969 over $3,500,000 was transferred by the current sponsor, the Department of the Air Force, to the Library for this work.

During fiscal year 1969 the Library received several notifications that the level of funding for fiscal 1970 might be reduced, but not until March 27, 1969, was the Library notified officially that the level of funding would be approximately $1,500,000 below the level of fiscal 1969. The staff of over 200 people was accordingly reduced by some 50 people on June 30, and the work assignments were also reduced. On July 23, 1969, a further notification from the Air Force was received informing the Library that the project funds would be cut by another $500,000, which necessitated further reductions in staff and production. Finally, on September 16, 1969, the Library was notified that the entire project was to be terminated no later than December 31 and preferably earlier. The complete termination of this project took place on October 31.

The Library made every effort to place those persons affected by this action in other divisions in the Library where vacancies for which they qualified existed. Some of the people in ATD were eligible for retirement and others resigned. The majority of those who were separated from the service were eligible for severance pay.

Many very useful products resulted from this work, including thousands of abstracts from Soviet and Chinese publications, as well as surveys of the status of various activities pertaining to science and technology. While the Library administration was extremely distressed by the decision of the Air Force to cancel the funding for this work, we could not continue it on funds appropriated directly to the Library of Congress.

Senator MONTOYA. Is there anything else?

I would like to have the record reflect that two more of my constituents have come in, Mr. Baca from Socorro and Mr. Gilbert Lucero are here in the committee room.

Thank you, gentlemen. We will recess and reconvene at the call of the Chair, and we will listen to the General Accounting Office then.

Thank you.

(Whereupon, at 3:31 p.m., Wednesday, March 18, the subcommittee was recessed, to reconvene at the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1971

TUESDAY, APRIL 7, 1970

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

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya, Cotton, and Young.

U.S. SENATE

OFFICE OF THE SECRETARY OF THE SENATE

DISBURSING OFFICE

STATEMENT OF ROBERT A. BRENKWORTH, COMPTROLLER

ACCOMPANIED BY WILLIAM A. RIDGELY, ASSISTANT FINANCIAL CLERK

BUDGET REQUEST

Senator MONTOYA. The subcommittee will be in order.

We have with us today Mr. Robert A. Brenkworth, the Comptroller of the Senate, and Mr. William A. Ridgely, who is the Assistant Financial Clerk of the Senate.

The budget estimates for the Senate total $60,647,480 and they are listed in detail on the table which is before you.

Mr. Brenkworth, you may proceed to give us an explanation.

Mr. BRENKWORTH. Mr. Chairman, I wonder if the committee would indulge me by permitting Mr. Ridgely to testify on the Senate items. I am hoping in this way to give him some practical experience in this area of our operation.

Senator MONTOYA. You may do so, Mr. Ridgely.

1970 SUPPLEMENTAL REQUESTS

Mr. RIDGELY. Mr. Chairman, for purposes of testifying on the budget estimates for fiscal year 1971, may we consider the supplemental requests submitted for fiscal year 1970 for increased pay costs as having been appropriated?

Senator MONTOYA. Without objection, it is so ordered.

Mr. RIDGELY. With the committee's permission, I would like to summarize the 1971 estimates comparing the totals with the 1970 appropriations, highlighting the increases and decreases, and then proceed with the committee table on an item by item basis; if this is satisfactory with the committee, I will proceed.

Senator MONTOYA. You may do so.

Mr. RIDGELY. Estimates for fiscal year 1971 total $60,647,480, which is $1,218,438 more than the appropriations for fiscal year 1970, which totals $59,429,042. This does not include the estimates submitted by the Senate for joint items in the amount of $1,274,650 which will be included in the appropriation bill as it passes the House of Representatives.

INCREASES AND DECREASES

The increases reflected in the estimates consist primarily of additional contributions to the civil service retirement fund as a result of the enactment of Public Law 91-93 and the full year revision for new positions and additional allowances authorized and appropriated for in fiscal year 1970.

The decreases reflect the reduction of the Chaplain's salary, the nonrecurring gratuity for the widow of the late minority leader, and the reduction of the amount needed to reimburse the employees compensation fund.

Now, if we may proceed to the Committee Print No. 1.

Senator MONTOYA. Let me ask you this question at this point. The biggest item in the increase for this request over least year's request is the sum of $703,915 represented in salaries for administrative and clerical assistance to Senators; is that correct?

Mr. RIDGELY. That is correct.

Senator MONTOYA. That is the additional allowance that we authorized last year?

Mr. RIDGELY. That is right, sir, this is a 4-month revision to a full year appropriation on that.

UNUSED ALLOWANCES TO SENATORS

Senator COTTON. May I interrupt for one question? Do you have or could you give us later the amount of—it changes every day—but the amount as of today, for instance, of unused allowances of Senators? You couldn't give it, and I don't expect it, at this minute. I merely select today because it is the day of the hearing, and I am curious to know how that stands. Would it be very difficult and entail a lot of computing and so on?

Mr. RIDGELY. The dollar value, you mean, of the unused allowances, as of today? Yes, we could get that.

Senator COTTON. Of all of the Senators, just lumped together.

Mr. RIDGELY. Yes.

Senator MONTOYA. Could you give us the balance at the end of the fiscal year—what was unused, the last fiscal year, because it is not cumulative. It lapses.

Senator COTTON. I believe that the Chairman's question is much better than mine. I don't think that there is any need of selecting a particular date now. The unused balances at the end would be better. The allowance has been raised considerably since then, has it not?

Mr. RIDGELY. By $23,652.

Senator COTTON. If it is not too much trouble, I think that we should have both.

Senator MONTOYA. We would like to have a figure for the whole fiscal year as well as a figure up to now. I think the figure for the last fiscal year would be more meaningful.

Mr. BRENKWORTH. What you want will be the unexpended balance fiscal 1969 in this area, and secondly the current rate of obligation for administrative and clerical assistance to Senators.

Senator MONTOYA. Not only the current rate of obligation, but you have an appropriation which you can perhaps distribute over a 12-month period, but at this point we are already approximately 8 months into this fiscal year, and you can probably give us a history of what has happened in the two-thirds of the fiscal year which has expired.

Mr. BRENKWORTH. I could give you the figure appropriated and the figure expended and the unobligated or the unexpended portion; then, of course, the obligation rate which can go up between now and the end of the year.

Senator MONTOYA. I understand, but you can give an approximation of what has lapsed already from the salary allowances.

Mr. BRENKWORTH. Yes, I think that we can do that.

(The information follows:)

SALARIES, OFFICERS AND EMPLOYEES, ADMINISTRATIVE AND CLERICAL ASSISTANTS TO SENATORS—UTILIZATION

	Amount	Percentage
Total authorized for allocation, 100 Senators	$28,772,220	100.00
Total allocated, April 8, 1970	23,986,413	83.36
Authorized but unallocated, April 8, 1970	4,785,807	16.64

Fiscal year 1970

Appropriated	$24,656,608
Expended, through Mar. 31, 1970	17,529,593
Balance, Apr. 1, 1970	7,127,015
2d supplemental request pending	2,548,618
Adjusted balance, to cover Apr. 1–June 30, 1970 obligations	9,675,633

(The fiscal year 1969 statement appears on p. 460.)

COMPENSATION OF THE VICE PRESIDENT AND SENATORS

Senator MONTOYA. You may proceed, Mr. Ridgely.

Mr. RIDGELY. The Committee Print No. 1, on line 1, compensation of the Vice President and Senators, the increase of $10,835 is the full-year revision for 6 months for increased retirement contributions.

Senator MONTOYA. Is that for the Vice President?

Mr. RIDGELY. For the Vice President and Senators, the increased retirement contribution, a 6-months revision to a full-year figure.

MILEAGE, PRESIDENT OF THE SENATE AND SENATORS

On line 2, mileage, President of the Senate and Senators, no change in that item.

EXPENSE ALLOWANCE OF THE VICE PRESIDENT AND MAJORITY AND MINORITY LEADERS

Expense allowance of the Vice President, majority, and minority leaders, no change in that item.

SALARIES, OFFICERS AND EMPLOYEES, OFFICE OF THE VICE PRESIDENT

On line 4, under salaries, officers and employees, Office of the Vice President, an increase of $32,850. This increase represents a full-year revision of the additional allowance of $23,652 authorized effective November 1, 1969, in the 1970 Legislative Act, and the full-year revision of the additional allowance of $49,932 authorized effective January 1, 1970, in the Frst Supplemental Act, 1970.

Senator MONTOYA. Does this relate only to the salary of the Vice President or does it relate also to employees?

Mr. RIDGELY. This is for his employees only.

Senator MONTOYA. All right.

OFFICES OF THE MAJORITY AND MINORITY LEADERS

Mr. RIDGELY. On line 5, offices of the majority and minority leaders, increase of $58,838. This represents a full-year revision of four new positions created for each leader's office effective November 1, 1969, in the 1970 Legislative Act. The additional amount needed as reflected in this item of $58,838 is partially offset by the transfer of $28,860 from the appropriation "Miscellaneous items," with a resulting net increase of $29,978. The 1970 Legislative Act repealed two positions for each leader when the four new positions under this heading were created for each leader.

Senator MONTOYA. How is that offset working? I don't understand that.

Mr. RIDGELY. Under "Miscellaneous items," this amount will be deleted—the $28,860 which was in miscellaneous items for 1970 will be deleted for 1971.

Senator MONTOYA. Where is that reflected?

Mr. RIDGELY. That will be reflected under the item of miscellaneous items down in the contingent fund, line 21.

Senator MONTOYA. I don't see any reduction there.

Mr. RIDGELY. Well, the figure which is a net increase of $386,940 and this in included in that.

Senator MONTOYA. It takes into consideration this reduction?

Mr. RIDGELY. Yes, sir.

Senator MONTOYA. All right.

OFFICES OF THE MAJORITY AND MINORITY WHIPS

Mr. RIDGELY. Line 6, "Offices of the majority and minority whips," increase of $14,600, a full-year revision of two new positions created

for each whip's office effective November 1 in the 1970 Legislative Act. These new positions are created in lieu of a lump-sum allowance for each whip's office and the net amount needed for the revision is $14,600.

OFFICE OF THE CHAPLAIN

On line 7, a decrease of $300. This is the "Office of the Chaplain." The reduction of $300 in the Office of the Chaplain is a net reflection of the decrease of the salary of the Chaplain from $19,491 to $10,074, and the creation of a new position of secretary to the Chaplain at a rate not to exceed $8,541, effective November 1, 1969.

Senator MONTOYA. This allowance for a secretary was made very specific in last year's Appropriation Act, taking into consideration that the existence of this secretary had been authorized but charged to another item in the Senate before the legislative subcommittee made specific allowance for a secretary; do you recall that?

Mr. RIDGELY. Yes, sir.

Senator MONTOYA. The secretary's salary had been paid, I understand, from another appropriation.

Mr. RIDGELY. Yes. I believe it was under the Secretary of the Senate, from his administrative fund.

Senator COTTON. So it doesn't represent any net increase. How did you happen to reduce the Chaplain? He is the only one in the history of the last 10 years that had any reduction.

Senator MONTOYA. Before he was appointed, there was a committee appointed, chaired by Senator Stennis. During negotiations prior to his selection, it was agreed between the Chaplain and the committee that the salary for the office would be reduced. The committee felt that $18,000 was excessive for the time necessary to his coming in and saying a prayer.

OFFICE OF THE SECRETARY

Mr. RIDGELY. On line 8, Office of the Secretary, this increase represents a full-year revision for a salary increase for one position and creation of two new positions, effective November 1, 1969, which was authorized in the 1970 Legislative Act.

Senator MONTOYA. What are the two positions?

COMPTROLLER OF THE SENATE AND SECRETARY OF THE COMPTROLLER

Mr. RIDGELY. Comptroller of the Senate and secretary to the comptroller.

Senator MONTOYA. Are these positions existing now?

Mr. RIDGELY. Yes, sir.

Senator MONTOYA. Is there a salary allowance for them?

Mr. RIDGELY. Yes, sir.

Senator MONTOYA. Why is it an increase then?

Mr. RIDGELY. This is a full-year revision. It was appropriated for 8 months last year, and this is a 4-month revision to that.

Senator MONTOYA. I recall that. Let me clear the record on this, then. These are actually not new positions for this year. They were created last year.

Mr. RIDGELY. That is correct, created in the 1970 Legislative Act.

Senator MONTOYA. They took effect upon the effective date of the

appropriations act, and this represents a full-year funding for those positions?

Mr. RIDGELY. Yes, the effective date on those was November 1.

COMMITTEE EMPLOYEES AND CONFERENCE OF THE MAJORITY AND MINORITY

Line 9, committee employees; there is no change.
Line 10, conference of the majority; no change.
Line 11, conference of the minority; no change.

REVERSIONS TO THE TREASURY

Senator MONTOYA. Let me ask you this: Is there any reversion to the Treasury from any of these items? Will you explain if there is, as we go along?

Mr. RIDGELY. Any balances remaining at the end of the year, unused balances, automatically revert to the Treasury at the end of the fiscal year.

Senator MONTOYA. Are you able to state what balances we have in each of these items?

Mr. RIDGELY. No, sir; I don't have that information with me, but I can obtain it if the committee desires.

Senator MONTOYA. If you can, and then give us the full reversion to the Treasury.

Mr. RIDGELY. As of last fiscal year?

Senator MONTOYA. As of last fiscal year.

Mr. RIDGELY. And this would be for all of our items, then?

Senator MONTOYA. Yes.

(The information follows:)

SALARIES, OFFICERS AND EMPLOYEES FISCAL YEAR 1969

Line item	Appropriated	Expended	Balance
Vice President	$262,216	$230,924.17	$31,291.83
Majority and minority whips	42,188	41,697.01	490.99
Chaplain	17,711	17,464.93	246.07
Secretary [1]	1,621,287	1,543,058.76	78,228.24
Committees	3,908,360	3,177,274.36	731,085.64
Conference majority	114,691	102,073.48	12,617.52
Conference minority	114,691	111,439.68	3,251.32
Senators, employees of	22,250,010	[2] 19,714,520.84	2,535,489.16
Sergeant at Arms [1]	4,871,271	[3] 4,455,171.34	416,099.66
Secretaries, majority and minority [1]	192,554	185,549.05	7,004.95
Total	33,394,979	29,579,173.62	3,815,805.38
Adjusted totals	33,394,979	31,512,958.69	1,882,020.31

[1] Longevity compensation absorption included in expenditures, combined $251,378.45.
[2] Absorbed agency contributions absorbed +1,633,785.07 −1,633,785.07; transferred to miscellaneous items per Public Law 91-145 +300,000 −300,000.
[3] Police overtime compensation chargeable to fiscal year 1968, −$17,524.74.

ADMINISTRATIVE AND CLERICAL ASSISTANTS TO SENATORS

Mr. RIDGELY. The next item is administrative and clerical assistants to Senators. This is the full-year revision of the clerk hire allowance increase of $23,652 for each Senator's office, and also the increase of the clerk hire allowance for the State of Connecticut, due to a change of population, effective November 1, 1969, which was authorized in the 1970 Legislative Appropriation Act. This is a 4-month revision. This 4 months brings it up to a full year funding.

OFFICE OF THE SERGEANT AT ARMS

On line 13, Office of the Sergeant at Arms; this represents a full year revision for five new positions created, and the redesignation of six privates, police force to six plainclothesmen, police force, which was effective November 1, 1969, and authorized in the 1970 Legislative Act.

Senator MONTOYA. What are the positions?

Mr. RIDGELY. They are: a systems programmer, production manager, applications programmer, and two operators, and this would be in the service department under the Sergeant at Arms.

OFFICES OF THE SECRETARY TO THE MAJORITY AND MINORITY

Under line 14, Offices of the Secretary to the Majority and Minority, no change on that item.

CONTINGENT EXPENSES

SENATE POLICY COMMITTEES

Line 15, Senate policy committees, the increase in this item of $2,300 represents a full year revision for increased retirement contributions authorized by Public Law 91–93. This is a 6-months revision for the full year funding.

AUTOMOBILES AND MAINTENANCE

Line 16, automobiles and maintenance; this increase of $200 also represents a full-year revision of 6 months for increased retirement contributions.

Senator MONTOYA. For automobile maintenance?

Mr. RIDGELY. Yes, sir, this is on the salaries, retirement contribution on the salaries of the chauffeurs.

Line 17, furniture, no change.

EXPENSES OF INQUIRIES AND INVESTIGATIONS

Line 18, expenses of inquiries and investigations, an increase for this item of $32,310 is also for increased retirement contributions for 6 months.

FOLDING DOCUMENTS AND MAIL TRANSPORTATION

Line 19, folding documents, no change.

Line 20, mail transportation, no change.

MISCELLANEOUS ITEMS

Line 21, miscellaneous items, an increase of $386,940 for this appropriation is represented as follows: There are three increases and two reductions. The first increase which is in the amount of $4,575 is the 6 months' revision for increased retirement contributions for 44 committee positions authorized by Senate resolutions.

WATS LINE

The second item is a full-year revision of the WATS line which was authorized in the 1970 Legislative Act. The amount appropriated for fiscal year 1970 was for 8 months and the increase of $400,000 is a full-year revision for 4 months, for the full-year funding.

Senator MONTOYA. What is the total full-year funding?

Mr. RIDGELY. $1,200,000.

Senator MONTOYA. How much savings has the WATS line generated in the telephone expense that we funded previously?

Mr. RIDGELY. It may be a little early to determine that because this was——

Senator MONTOYA. It was installed in January.

Mr. RIDGELY. It was authorized for 8 months—it would have been about November 1—and so we don't have a full-year experience under this yet. I wouldn't even know at this point whether all of it has, or if all of the offices are taking advantage of it or not.

Mr. BRENKWORTH. I think the Sergeant at Arms would be better able to answer that because he handles that item, and he is here.

COMMUNICATIONS

Mr. RIDGELY. There is an item added into this appropriation for communications in the amount of $15,150, and while this is reflected as an increase, it is a transfer from an item which has been appropriated for as a separate item in prior fiscal years. This transfer was authorized by the committee in its report accompanying the 1970 legislative bill.

Senator MONTOYA. What was this?

Mr. RIDGELY. This is $15,150 for communications reimbursement, which has been a separate item in prior fiscal years, and the committee authorized it be transferred to the miscellaneous items appropriation beginning with fiscal year 1971.

REDUCTION: TRANSFER TO OFFICES OF THE MAJORITY AND MINORITY

The reduction of $28,860 which is included in this revision represents the salary and contributions for 4 months for four positions, repealed in the 1970 Legislative Act, when the Offices of the Majority and Minority Leaders were created with four new positions for each leader. While this amount is being reflected as a reduction, this is the one we talked about as a transfer to the item, Offices of Majority and Minority Leaders.

1970 REIMBURSEMENT TO BUREAU OF UNEMPLOYMENT COMPENSATION

And then there is a decrease of $3,925 representing a reduction of the amount needed to reimburse the Bureau of Employees Compensation for liabilities incurred during fiscal year 1970.

Senator COTTON. This is on contingent expenses?

Mr. RIDGELY. It is line 21; yes, sir. The Senate has been billed by the Bureau in the amount of $1,025 and the amount included in this appropriation last year was $4,950, which is a difference or a reduction of $3,925. These five items represent the net increase of $386,940.

WATS LINE

Senator MONTOYA. What particular item represents the largest amount here?

Mr. RIDGELY. This would be the WATS line revision for the 4 months, which is $400,000.

Senator MONTOYA. Have you effectuated a reduction in the telephone or communications expense from the figure of the last fiscal year?

Mr. RIDGELY. No, sir.

Senator MONTOYA. Wouldn't it necessarily follow that the WATS line would cause such a decrease?

Mr. RIDGELY. I think this item, once again, since it is handled by the Sergeant at Arms, I think he could explain it.

Senator MONTOYA. But it isn't reflected here?

Mr. RIDGELY. No, sir; it is not.

Senator COTTON. In other words, anything that pertains to the way this works on what the Government pays the telephone company is something on which the Sergeant at Arms could enlighten us?

Mr. BRENKWORTH. Yes. As far as estimates are concerned, the billings on the regular telephone bill long distance are usually about 3 or 4 months behind actual time. The calls made in November or October most likely haven't come in on a voucher yet.

ANTICIPATED SAVINGS

Senator MONTOYA. I would like to develop this because I gave the Senate assurance last year that the installation of the WATS line would result in a savings. Of course, we included a provision that all Senators selecting the WATS line would give up half of their telephone allowance. By virtue of giving up half of the telephone allowance, plus the additional factor that the WATS line would make it unnecessary for the Senators to use the other long-distance telephone lines to as great an extent as theretofore, it was believed that we could effectuate a savings. That savings is not reflected here.

Mr. BRENKWORTH. It cannot be reflected here until the Sergeant at Arms is experienced enough to know what the reduction can be. As you pointed out last year, a 50-percent turnback, if the Senator hasn't been using half of his allowance, would not result in a savings. But from where I stand, or where our office stands, we cannot give you this information at this time because we don't have enough time since the WATS line went into operation. The Sergeant at Arms will have this information sooner than we will, and he will be in a position earlier than we will, to say we can have a reduction. Until that happens, there is no way we can pin down a figure.

Senator MONTOYA. Isn't it reasonable to assume that there will be a saving in this particular item because of the 50-percent reduction that is necessary as a condition precedent to subscribing to the Watts line?

Mr. BRENKWORTH. I would say so.

Senator MONTOYA. And there would be an additional saving on the other 50 percent because of the lessened use of long distance?

Mr. BRENKWORTH. That would be a reasonable statement, but the point is, determining a figure here and taking something out, you have

to come up with a definite figure and this is what we can't do at this point.

Senator MONTOYA. I wanted the record to show that.

Mr. BRENKWORTH. I am sure the Sergeant at Arms will have that figure.

Senator MONTOYA. That question might be asked of me, because I gave that assurance last year when I presented the WATS line item.

POSTAGE, STATIONERY, AND COMMUNICATIONS

Mr. RIDGELY. On line 22, postage, there is no change in that item.

On line 23, stationery, no change in that item.

Line 24, communications, a decrease of $15,150. This is the repeal of this item and transfer to the miscellaneous items which we just referred to.

EXPENSES OF INQUIRIES AND INVESTIGATIONS

Senator COTTON. Now, before you leave me, Mr. Chairman, may I go back for a question that I missed? I want to go back to an item, line 18, expenses of inquiries and investigations. These are inquiries and investigations instituted by the Senate?

Mr. RIDGELY. They are by Senate resolutions.

Senator COTTON. In contradistinction to inquiries and investigations that are initiated by committees of the Senate?

Senator MONTOYA. They are all instituted by committees, aren't they?

Mr. BRENKWORTH. The committees go to the Rules Committee, and the Rules Committee reports a resolution, and of course the Senate must agree to the resolution, and this determines what is to be spent.

Senator COTTON. This is the sum total of the money that has been asked for and obtained from the Rules Committee by various committees for various inquiries and investigations?

Mr. RIDGELY. No, this is the appropriated amount, the amount asked.

Senator COTTON. I said asked for and obtained.

GENERAL INVESTIGATIONS

Mr. RIDGELY. The amount that has been asked for by the committees is larger than that. This is not a full funding for the second session of the 91st Congress, for resolution authorizations which total $9,054,300, for general investigations.

Senator COTTON. They haven't used up the money that they were authorized to use as yet, is that what you mean?

Mr. RIDGELY. They are authorized more than is appropriated. In other words, the total authorization is $9,054,300 and the appropriation requested for 1971 is $6,884,955 for general investigations.

Senator COTTON. But these are all investigations inaugurated by various committees of the Senate. There is no category, there are no inquiries and investigations of the Senate as a whole, it operates through special committees or through some agency of the Senate. What I am trying to get at is this: For instance, the Ethics Committee, do they have money for inquiries and investigations?

Mr. RIDGELY. They have no limit on their authorization, and this is this appropriation from which it is paid.

Senator COTTON. Their investigations are included in this just the same as regular committees?

Mr. RIDGELY. Yes.

Senator COTTON. In other words, this is the total that has been paid for all inquiries and investigations, by the Senate or any committee thereof?

Mr. RIDGELY. The figure requested in the appropriation for general investigations is $6,884,955, while they are authorized to expend $9,054,300. This includes the money authorized for standing committees, at $10,000 for each Congress, and it authorizes money to be expended by the committees for their subcommittees, for their particular investigations, and all of these are authorized by Senate resolutions, and it includes our select and special committees, also, that are authorized by Senate resolution.

1970 APPROPRIATION AND AUTHORIZATION AND 1971 AUTHORIZATION

Senator MONTOYA. How does this compare with the authorizations for the last session of Congress?

Mr. RIDGELY. The authorizations for the second session are $1,614,300 more than that for the first session, for general investigations.

Senator MONTOYA. Give me the total figure.

Mr. RIDGELY. The total authorizations for the first session was a total of $7,520,000 and this includes $80,000 additional authorized for the standing committees.

Senator MONTOYA. What was the appropriation last year?

Mr. RIDGELY. $7,309,270.

Senator MONTOYA. For all intentions and purposes, the request is the same for this next fiscal year as the appropriation for the current fiscal year?

Mr. RIDGELY. That is correct, sir.

Senator MONTOYA. Except for the additional expenditure for retirement?

Mr. RIDGELY. That is correct, sir.

SUPPLEMENTAL BUDGET REQUEST

Senator MONTOYA. Do you anticipate there will be any request for any deficiency for fiscal year 1970?

Mr. RIDGELY. There is a possibility that we may need some for 1970. It is a little early to say right now and as we progress toward the end of the fiscal year, I think the need or the necessity for this will start showing up a little better.

Senator MONTOYA. Is this quite common?

REPROGRAMING

Mr. RIDGELY. Well, we have not gotten a supplemental. By authority of the Chairman, in the past, we have been permitted to reprogram some of the money that is appropriated for the Appropriations Committee, and this has eliminated the necessity of doing this, to cover the pay increase and other authorizations.

With the pay increase and additional authorizations, it might be a possibility that we may need it for 1970.

NONALLOWANCE FOR SALARY INCREASE

Senator MONTOYA. Have you made any allowances for the possibility of a pay increase?

Mr. RIDGELY. No, sir.

EXPENSE ALLOWANCE: VICE PRESIDENT AND MAJORITY AND MINORITY LEADERS

Senator MONTOYA. Now, under item 3, the "Expense allowance—Vice President, majority and minority leaders," there is a request for $16,000. How is this amount divided between the Vice President and the two leaders?

Mr. RIDGELY. The Vice President is $10,000, and each leader is $3,000.

OFFICE OF THE SECRETARY

Senator MONTOYA. I notice for the "Office of the Secretary" the request is in the amount of $1,860,405. How much of this sum is available to the Secretary to use as he sees fit in hiring extra personnel?

Mr. RIDGELY. This would be the administrative fund. Included in this is $143,226.

Senator MONTOYA. Is that the amount where he would have complete discretion in hiring additional personnel?

Mr. RIDGELY. Yes, sir.

Senator COTTON. Where are you?

Senator MONTOYA. I am in item No. 8, the "Office of the Secretary."

Senator COTTON. Thank you.

Senator MONTOYA. How does this compare with the discretionary fund he has had heretofore? Is it about the same?

Mr. RIDGELY. Let me see if I have it here. I do not have that figure here, Mr. Chairman, of what it was in the prior years, in the prior fiscal year for the administrative fund.

Mr. BRENKWORTH. It was approximately $163,000 in fiscal year 1969 and approximately $145,000 for fiscal year 1970.

DISCRETIONARY FUND

Senator MONTOYA. What does he usually do with this particular discretionary fund?

Mr. RIDGELY. Mr. Chairman, could I defer that to Mr. Brenkworth?

Mr. BRENKWORTH. Usually it is used for emergency situations. If someone is out or ill, and they have to hire somebody to fill in on that job. I think there are four or five people on the roll at the present time. He has complete discretion on this. He can hire them as he sees fit to meet the needs.

Senator MONTOYA. The others are specified employees?

Mr. BRENKWORTH. The remainder are all statutorily specified.

ADMINISTRATIVE PAYROLL

Senator MONTOYA. Will you please advise the committee who is being paid from the administrative roll, and how long those individuals have been on that roll?

Mr. RIDGELY. I do not have that information with me.

Senator MONTOYA. Will you supply it?

Mr. RIDGELY. Yes, sir; I will get it for you.

(The information follows:)

SALARIES, OFFICERS AND EMPLOYEES

OFFICE OF THE SECRETARY

Administrative Payroll, authorized by 2 U.S.C. 74b

Fiscal Year 1970

Appropriated	$144,673.
2nd Suppl Estimate	14,540.
Total, FY 1970	$159,213.
Expended, July 1, 1969 - March 31, 1970, incl.	100,098.80
Balance, April 1, 1970	$ 59,114.20
Estimated obligation, April - June, 1970 (per March Payroll)	29,127.
Estimate of unobligated balance	$ 29,987.20

Name	Title	Position Gross Per Annum	Entered on Duty Administrative Roll in Current Position	Original Date Entered on Duty Administrative Roll
Dorothye G. Scott	Administrative assistant	$20,805.	January 1, 1960	January 1, 1960
James L. Johnson	Assistant legislative clerk	25,842.	July 1, 1966	March 1, 1955
Harold G. Ast	2nd asst. legislative clerk	19,491.	July 16, 1968	February 1, 1955 thru July 31, 1955
John T. Waggoner	Special assistant	15,768.	July 1, 1963	April 1, 1953
Orlando B. Potter	Administrative Consultant	31,317.	December 4, 1969	December 4, 1969

SALARIES, OFFICERS AND EMPLOYEES: BUDGET REQUEST

Senator MONTOYA. I notice your total request for salaries, officers and employees is in the amount of $40,745,636. Is this full amount authorized to be expended from this appropriation?

Mr. RIDGELY. Yes, sir. That is the total of the breakdown of 11 items.

Senator MONTOYA. Will you please put into the record now, or if you do not have the figures you may insert them later, how much the absorption factor is?

Mr. RIDGELY. The absorption under salaries, officers, and employees, that is, the total absorption annually, is $2,406,375 and is based on February 1970. This includes $272,502 for longevity compensation. The remainder of $2,133,873 is for agency contributions for retirement, life insurance, and health benefits.

SUBMISSION OF BUDGET ESTIMATES TO BUREAU OF THE BUDGET

Senator MONTOYA. Will you please explain for the record, do you submit budget estimates for the Senate to the Director of the Budget?

Mr. RIDGELY. Yes, sir.

Senator MONTOYA. Will you please explain the procedure? Do you have the authority for increasing or decreasing a budget estimate for a committee, or for an individual item?

Mr. RIDGELY. No, sir; not unless these items are authorized for a partial year. The only change we would make would be the revision for the full-year funding.

Senator MONTOYA. What procedure do you follow for the full-year budget?

Mr. RIDGELY. We receive a copy of the items in the bill from the Bureau of the Budget for the prior year, make the revisions according to what is authorized and will be needed for the next fiscal year, return it for reprint, and the reprint is sent back up to us, to be checked, and it is set up that way.

Senator MONTOYA. And do they ever question your submission to them?

Mr. RIDGELY. I cannot recall that they have; no, sir.

Senator MONTOYA. What functions do they perform in review of your budget?

Mr. RIDGELY. None that I know of, sir.

Senator MONTOYA. It is merely a formality?

Mr. RIDGELY. Yes, sir.

Senator COTTON. May I ask a question?

Senator MONTOYA. Yes.

INQUIRIES AND INVESTIGATIONS

BUDGET REQUEST AND APPROPRIATION

Senator COTTON. When I was asking questions about the increase in investigations, as I remember it, in your reply, you talked about what was granted by the amount; the amount granted by the Rules Committee to request the various legislative committees, and what was actually appropriated; and by implications, you indicated there was a difference.

Does that mean that after the Judiciary Committee, Commerce Committee, and some of the other committees have gotten in and gotten authority from the Rules Committee, that the appropriations do not, that they are less than what was granted by the Rules Committee?

Mr. RIDGELY. Yes, sir.

Senator COTTON. Who makes that cut, your budget?

AUTHORIZATION, APPROPRIATION, AND EXPENDITURES

Mr. RIDGELY. No, sir. For instance, in this item all we have done is increase it by taking the amount appropriated for 1970 and added to it the additional contributions for retirement that we need, and that is the estimate. It is somewhat of an experience thing. It depends on how the committees expend their funds.

Senator COTTON. Whether they use them all?

Mr. RIDGELY. That is right, sir. The authorizations may be one figure. The appropriations for this particular purpose is another, a lower figure, and it depends on their expenditure. This is, as I say, a matter of experience and waiting to see what the result will be toward the end of the fiscal year, whether additional funds will be needed.

Senator COTTON. If additional funds are needed, and they use up all that they are authorized, is that handled in a supplementary manner?

Mr. RIDGELY. Yes, sir.

AUTHORIZATIONS, EXPENDITURES, AND BALANCES

Senator MONTOYA. Could I ask you to submit for the record the balances left over from the specific appropriations for the different committees for fiscal 1969, the pending balances?

Mr. RIDGELY. Are you referring to the standing committees or the subcommittees?

Senator MONTOYA. All of them.

Mr. RIDGELY. Their authorizations, what they spent, and their balances?

Senator MONTOYA. Yes.

Mr. RIDGELY. That would not be on a fiscal-year basis. They operate from February 1 to January 31. The latest figure would be as of January 31 of this year.

Senator MONTOYA. Would you submit that, and I would appreciate it.

Mr. RIDGELY. Yes, sir.

(The information follows:)

INQUIRIES AND INVESTIGATIONS—RESOLUTION AUTHORIZATIONS FOR GENERAL INVESTIGATIONS IN THE 91ST CONG., 1ST SESS., FEB. 1, 1969 TO JAN. 31, 1970

	Authorized	Expended [1]	Balance
Aeronautical and Space	$40,000	$26,073	$13,926
Armed Services	225,000	216,404	8,595
Banking and Currency:			
General Investigations	110,000	109,602	397
Housing and Urban Affairs	155,000	149,862	5,137
Commerce	625,000	601,186	23,813
District of Columbia	59,400	54,566	4,833
Foreign Relations	260,000	233,652	26,347
Government Operations:			
Permanent Investigations	698,500	634,603	63,896
Executive Reorganization	127,000	126,036	963
Government Research	63,800	61,493	2,306
Intergovernmental Relations	140,000	135,957	4,042
National Security	105,000	70,467	34,532
Interior and Insular Affairs	160,000	132,921	27,078
Judiciary:			
Administrative Practice and Procedure	210,000	182,920	27,079
Antitrust and Monopoly	606,300	577,956	28,343
Constitutional Amendments	124,000	104,674	19,325
Constitutional Rights	215,000	194,059	20,940
Separation of Powers	105,000	87,933	17,066
Criminal Laws and Procedures	145,000	132,983	12,016
Federal Charters and Holidays	9,500	612	8,887
Federal Judicial Systems	209,000	199,541	9,458
Immigration and Naturalization	200,000	185,306	14,693
Internal Security	515,000	457,984	57,015
Juvenile Delinquincy	250,000	244,202	5,797
National Penitentiaries	5,000	339	4,660
Patents and Trademarks	105,000	103,587	1,412
Refugees and Escapees	109,000	95,386	13,613
Revision and Codification	52,900	49,502	3,397
Labor and Public Welfare:			
General Investigations	550,000	470,727	79,272
Indian Education	80,600	77,299	3,300
Post Office and Civil Service	200,000	177,681	22,318
Public Works	240,000	229,037	10,962
Rules and Administration	105,000	62,055	42,944
Select Committee on Small Business	155,000	132,559	22,440
Select Committee on Nutrition	250,000	233,096	16,903
Special Committee on Aging	230,000	212,488	17,511
Total	7,440,000	6,764,768	675,231
Rate of expenditure (percent)		91	

[1] As of Apr. 8, 1970.

Changing Balance

Senator Montoya. Can you give me a rough estimate now at this point of just how much balance there was?

Mr. Brenkworth. No, sir. It is changing.

Senator Montoya. Is it a sizable balance?

Mr. Brenkworth. No, I would not think it would be a sizable balance.

Senator Cotton. Do you have anything else to add on that subject?

Mr. Brenkworth. No, sir.

Senator Cotton. You may proceed.

LEGISLATIVE COUNSEL

Mr. Ridgely. There are two other items that we have not covered. On line 25, legislative counsel, the increase of $1,910 is represented by the full-year revision for increased retirement contributions for 6 months under that item.

PAYMENT TO WIDOW OF LATE MINORITY LEADER

And then on line 26, payment to widow of the late minority leader, Senator Dirksen. This is a non-recurring gratuity authorized and appropriated for in the 1970 Appropriation Act. That is all of the Senate items.

JOINT ITEMS

Committee on Reduction of Federal Expenditures

Mr. Brenkworth. Mr. Chairman, if I may proceed to the joint items.

Senator Montoya. You may do so.

Mr. Brenkworth. Thank you. The first item is the Joint Committee on Reduction of Federal Expenditures. That is line 27. We have a budget estimate of $61,000. Appropriation, 1970, is $60,725, an increase of $275, and this represents the full-year revision of the retirement contribution increase authorized last year.

Mr. Chairman, I have a budget submitted by Reduction of Federal Expenditures to the House, in which they indicate their 1970 estimate of expenditures.

If I may, I will submit it for the record at this point.

Senator Montoya. All right. It will be made a part of the record.

(The budget follows:)

BUDGET

	1969 actual	1970 estimate	1971 estimate
Appropriation or estimate	$55,000	$55,000	$61,000
Supplemental estimate (pay)		5,725	
Total		60,725	

	Number	Salary	Number	Salary	Number	Salary
EXPENDITURES						
Payroll:						
Clerk	1	$16,053	1	$18,396	1	$18,396
Staff assistant	1	4,511	1	14,892	1	14,892
Clerical assistant	1	7,960	1	9,198	1	9,198
Do	1	7,352	1	8,541	1	8,541
Do			1	4,818	1	4,818
Total salaries	4	35,876	5	55,845	5	55,845
Agency contributions		2,573		4,749		5,024
Total payroll		38,449		60,594		60,869
Miscellaneous expenses (stationery, etc.)				131		131
Total		38,449		60,725		61,000

Joint Economic Committee (Contingent Fund)

Mr. Brenkworth. The next item is item 28, Joint Economic Committee (contingent fund). The budget estimate is $542,900, an increase of $30,245 over the 1970 appropriation of $512,655, and this represents the full-year revision of the increase in contributions for retirement and the compensation increase authorized on a 6-month basis in the 1970 bill. The combined amount of increase is $30,245.

I have here the budget of the Joint Economic Committee submitted to the House and the budget justifications over the signature of Senator Wright Patman, the chairman, which I will also submit for the record.

Senator MONTOYA. As I understand, last year we gave them the additional amount they requested, and we only appropriated for the balance of the fiscal year?

Mr. BRENKWORTH. Six months. This is the amount here for the full year.

Senator MONTOYA. And the full year requires $27,995 additional?

Mr. BRENKWORTH. That is correct. Last year it was $27,000 for the 6 months. We have a fluctuating factor because of the pay increases. The increased pay has to come in through the supplemental.

Senator MONTOYA. Any questions?

JUSTIFICATION AND BUDGET

The Joint Economic Committee justification and budget will be made a part of the record.

(The justification and budget follow:)

JUSTIFICATION

WRIGHT PATMAN, *Chairman.*

JOINT ECONOMIC COMMITTEE FISCAL 1971 BUDGET JUSTIFICATION

The Joint Economic Committee's budget request for fiscal year 1971 is $542,900. This figure is based on continuing during the forthcoming fiscal year at the current level. No staff or program increases are included.

In fiscal year 1970, the committee's budget was increased to include two professional economists, one for the majority and one for the minority. Inasmuch as the funds were not made available until last December, the Congress pro-rated the allowance for the two positions for the time remaining in the fiscal year 1970. These positions have been budgeted at a full-year basis for 1971. They have not as yet been filled but the Committee hopes to find people with the requisite qualifications before the beginning of the next fiscal year.

The Committee is responsible for reporting to the Congress on all matters of importance in respect to attaining high employment and economic stability. It has been our experienec that the number and complexity of the issues that the Committee must investigate has grown rapidly. Among other things, this creates a much greater burden of fact-finding, as well as analysis.

Expenditures for the current year are running somewhat below the appropriation of $468,165. This is because the Committee has been very careful in interviewing prospects for the two new openings. Also, two other professional positions are temporarily open but, in both cases, candidates are being considered. The Committee has always been very much impressed with the fact that staff professionals should be highly competent economists and has made a practice of carefully scrutinizing applicants in order to assure continued high standards. Because of these temporary openings and the fact that "reimbursements to agencies" and "temporary personnel" are running lower than the budget allowances, fiscal 1970 expenditures will be somewhat less than the full appropriation.

In February, the Committee will hold its annual hearings on the President's Economic Report and transmit its own economic report to the Congress before April 1. In addition, it is anticipated that during the year the full Committee will make inquiry into basic economic issues, such as monetary policy, fiscal policy, and issues of inflation to name a few.

Moreover, it is anticipated that each of the Committee's eight Subcommittees will activate itself during the year within its assigned area. Illustrative is the extensive inquiry into foreign economic policy that has already been initiated by the Subcommittee on Foreign Economic Policy under the leadership of Mr. Boggs. The Subcommittee on Economic Progress will continue its inquiry and fact-finding in the crucial area of financing public facilities. The Subcommittee on International Exchange and Payments has actively explored policy questions involved in the international monetary system, particularly our own balance of payments. It plans to continue its work during the next fiscal year with emphasis, among other things, on the gold situation. In parallel, Committee plans call for inquiries by the remaining five Subcommittees as well as the above.

In addition to the projects contemplated for each of the eight Subcommittees, it is also necessary to make allowance for the projects that the Committee is asked to undertake over and above those originally included in the study program. Because of the great economic uncertainties surrounding the price situation, interest rates, and unemployment, it is anticipated that the Committee will be addressing itself to analyzing these and similar questions.

In the face of our expected workload in the economic policy field, the Committee feels strongly that the request it the minimal amount needed to do the job effectively. As always, the budget has been reviewed by the Committee and savings made where possible. And, in accordance with our long-standing practice, any funds that cannot be used with maximum effectiveness will be returned. The Committee is proud of its record in this respect.

BUDGET

	1969 actual		1970 estimate		1971 estimate	
Appropriation or estimate		$430,650		$468,165		$542,900
	Number	Total salary	Number	Total salary	Number	Total Salary
Executive director	1	$27,528	1	$31,317	1	$31,317
Director of research	1	25,870	1	28,470	1	28,470
Economists	5	102,665	5	101,786	6	141,036
Minority economists	2	1,592	2	29,346	3	54,969
Editorial assistant	1	6,539	1	21,103	1	22,119
Administrative clerk	1	17,114	1	18,834	1	18,834
Financial clerk	1	14,859	1	17,082	1	17,082
Assistant to director of research	1	13,134	1	14,454	1	14,454
Publications clerk	1	12,338	1	14,903	1	13,578
Research economist	1	10,149	1	1,613	1	14,235
Research assistant	1	8,718	1	11,169	1	12,264
Research assistant to minority	1	9,419				
Secretaries	6	57,642	6	62,588	6	65,481
Receptionist-secretary	1	6,846	1	7,884	1	7,884
Messenger	1	2,750	1	3,241	1	5,913
Total	25	317,163	24	363,790	26	447,636
Agency contributions		18,318		26,004		38,194
Reimbursable loans, W.A.E., contract, and temporary employees		9,512		28,596		24,000
Total salaries		344,993		418,390		509,830
Expenses for hearings		16,532		25,000		25,000
Miscellaneous and contingent expenses		6,566		7,993		8,070
Total		368,091		451,383		542,900

(The following communication was received in the Committee from Vice Chairman of the Committee:)

Congress of the United States
JOINT ECONOMIC COMMITTEE
(CREATED PURSUANT TO SEC. 5(a) OF PUBLIC LAW 304, 79TH CONGRESS)
WASHINGTON, D.C. 20510

April 8, 1970

Hon. Joseph M. Montoya
Chairman, Legislative Subcommittee
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Joe:

This is in further reference to the great need for additional evaluation of economic priorities in the public sector, which I mentioned during the hearings today. I hereby submit a request for additional funds for the Joint Economic Committee in fiscal 1971, to permit extension of our present priorities work.

As I indicated, there is tremendous need for careful and competent analysis of the needs of our society with respect to public programs and in evaluating alternative approaches to meeting them. It is a kind of information that is desperately needed by the Congress in making its decisions on the $200 million budget and on the many other programs that have a fundamental effect on the nature of our economy and the way that our resources are used. Significantly, the Department of Defense, which the Joint Economic Committee has criticized for waste, has stated that the JEC should be equipped to do more work in the field of spending priorities.

It is requested that the JEC's budget request, which is now before your Subcommittee, be increased by $125,000 for the fiscal year 1971. This would permit us to add three qualified staff personnel who would be assigned exclusively to evaluation of public programs and to assessment of priorities. We would, of course, work with the staff of the General Accounting Office but our experience over the years indicates that it is highly necessary to have adequate direction and top level staff assistance available directly to the JEC as staff.

The amount requested would not permit us to do the job in any complete way but I think it represents a manageable first step which will certainly repay itself many, many times in returns to the public sector. In addition to three professional staff, the funds would permit the hiring of stenographic and administrative assistance adequate to support their professional activities.

Chairman Patman is out of town and, as Vice Chairman, has authorized me to speak for the Committee. Needless to say, he agrees with me and supports this request.

Sincerely,

William Proxmire
Vice Chairman

Senator MONTOYA. All right. Next item.

Mr. BRENKWORTH. Item 29, Joint Committee on Atomic Energy (contingent fund), the budget estimate is $434,640, an increase of $1,585 over the 1970 appropriation, which represents the full-year revision of the retirement contribution increase.

I have here a budget prepared by the Joint Committee on Atomic Energy which I will submit for the record.

Senator MONTOYA. It will be made a part of the record.

(The budget follows:)

BUDGET JOINT COMMITTEE ON ATOMIC ENERGY—JUSTIFICATION OF BUDGET ESTIMATE FOR FISCAL YEAR 1971

$434,640

	1969 actual		1970 estimate		1971 estimate	
	Number	Salary	Number	Salary	Number	Salary
Appropriation or estimate		[1] $398,605.00		[2] $433,055.00		$434,640.00
Executive director	1	27,312.72	1	30,879.00	1	30,879.00
Deputy director	1	26,118.72	1	29,565.00	1	29,565.00
Assistant director	1	7,761.00	1	22,791.81	1	28,689.00
Staff counsel	1	12,835.44	1	10,986.50	1	30,000.00
Assistant staff counsel	1	3,880.00	0	.00	0	
Secretary to Executive Director	1	12,934.92	1	14,235.00	1	14,235.00
Professional staff	1	4,369.14	1	16,644.00	1	18,000.00
Research assistant	1	1,940.25	1	1,969.16	0	
Administrative assistant	1	2,052.39	0	.00	0	
Secretaries	5	37,234.88	4	31,829.46	7	57,000.00
Secretary-reporter	1	12,735.96	1	14,016.00	1	14,016.00
Printing editor	1	14,974.71	1	17,009.00	1	17,520.00
Documents librarian	1	12,934.92	1	14,235.00	1	14,235.00
Assistant documents clerk	1	6,036.31	1	11,570.00	1	11,826.00
Financial secretary	1	10,447.44	1	11,607.00	1	11,607.00
Document specialist	1	11,940.00	1	13,140.00	1	13,140.00
Receptionist	1	8,059.44	1	8,979.00	1	8,979.00
File clerk	1	9,352.92	1	10,293.00	1	10,293.00
Student trainee	1	596.99	0	.00	1	650.00
Detailed personnel	2	35,717.51	1	22,188.56	2	55,000.00
Messenger clerk	1	4,541.59	0		0	
Total salaries		263,777.25		281,937.49		365,634.00
Agency contributions		15,306.35		17,695.88		21,934.00
Salary increase allowance						2,000.00
Total	26	279,083.60	20	299,633.37	25	389,568.00
Per diem		1,556.50		2,000.00		2,000.00
Committee travel		6,135.13		9,000.00		9,000.00
Record of proceedings		2,540.35		5,000.00		5,000.00
Office supplies		1,568.18		2,000.00		2,000.00
Telephone and telegraph		2,999.78		3,000.00		3,000.00
Postage		115.83		250.00		250.00
Books, magazines, newspapers		1,587.58		2,000.00		2,000.00
Witnesses:						
Fees				100.00		100.00
Travel				250.00		300.00
Alarm system		1,379.50		1,422.00		1,422.00
Consultants:						
Fees		1,879.44		20,000.00		20,000.00
Per diem				1,000.00		
Travel				1,500.00		
Telephone and telegraph						
Miscellaneous		9.49		20.00		
Total		298,855.38		347,175.37		434,640.00

[1] Total salary as of June 30, 1969.
[2] Total salary as of June 30, 1970.

JOINT COMMITTEE ON PRINTING (CONTINGENT FUND)

Mr. BRENKWORTH. Item 30, Joint Committee on Printing (contingent fund), we have an estimate of $236,110, an increase of $1,080 over the appropriation for 1970 of $235,030.

This also is the full-year revision of the retirement contribution increase.

I have here the budget prepared by the Joint Committee on Printing, which I will submit for the record.

Senator MONTOYA. It will be made a part of the record.

(The budget follows:)

BUDGET

	1969 actual		1970 estimate		1971 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Appropriation or estimate		$210,865.00		[1] $235,030.00		$236,110.00
Staff director	1	27,528.28	1	31,317.00	1	31,317.00
Assistant staff director	1	26,334.28	1	30,003.00	1	30,003.00
Printing consultant/Electronics Analyst [2]	1	24,874.92	1	15,695.00	1	12,702.00
Administrative clerk	1	13,266.66	1	15,330.00	1	15,330.00
Editorial Assistant	1	16,168.68	1	18,615.00	1	18,615.00
Clerk-Stenographer [3]	2	11,989.71	1	11,826.00	1	11,826.00
Inspector of paper and materials [4]	1	7,780.85	1	7,210.00	1	17,301.00
Technical analyst [5]	2	19,112.66	1	19,710.00	1	19,710.00
Printing-publications analyst	1	17,047.62	1	18,907.00	1	18,615.00
Stenographer	1	10,746.00	1	11,826.00	1	11,826.00
Legal consultant [6]			1	14,219.79	1	27,375.00
Total salaries	12	174,849.66	11	194,658.79	11	214,620.00
Agency contributions		11,762.37		18,000.00		18,139.86
Nonsalary items:						
Travel		4,431.00		4,000.00		2,500.00
Office supplies		516.91		750.00		700.00
Telephone		109.80		200.00		150.14
Miscellaneous expenses		102.70				
Total		191,772.44		217,608.79		236,110.00

[1] Appropriation of $212,855, plus committee pay increase cost estimate of $22,175.
[2] Until Oct. 31, 1969.
[3] 1 until Sept. 30, 1968.
[4] 1 to Jan. 27, 1968; 1 from Feb. 1, 1970.
[5] 1 to July 31, 1968.
[6] 1 from Dec. 26, 1969.

JOINT COMMITTEE ON INTERNAL REVENUE TAXATION

Mr. BRENKWORTH. The next joint item is not on committee table 1. It is the Joint Committee on Internal Revenue Taxation, which is estimated for on the House side. The committee is asking for $657,715 for 1971, and I have here a budget which the committee submitted to the Clerk of the House of Representatives, who submits their estimates to the Bureau of the Budget, which I will insert here for the record.

Senator MONTOYA. It will be made a part of the record.

(The budget follows:)

BUDGET

	1969 actual	1970 estimate	1971 estimate
Appropriation fiscal 1970	$531,905	$597,650	$657,715
Pending supplemental		60,065	
Total	531,905	657,715	657,715

PERSONAL SERVICES	Number as of June 30, 1969	Total salary	Number as of Dec. 31, 1969	Total salary	Number	Total salary
Chief of staff	1	$40,000	1	$40,000	1	$40,000
Assistant chief of staff	1	30,302	1	33,347	1	34,437
Chief economist	1	30,002	1	33,018	1	34,009
Legislation counsel	1	27,205	1	29,939	1	29,939
Refund counsel	1	27,191	1	29,923	1	29,923
Assistant legislation counsel	1	19,512	1	21,473	1	26,479
Statistical analyst	1	25,706	1	28,290	1	28,794
Do	1	20,013	1	22,024	1	23,036
Administrative assistant	1	20,013	1	22,024		
Refund attorney	1	20,013	1	22,024	1	22,024
Legislation attorney	1	19,011	1	20,922	1	23,932
Do	1	17,512	1	19,272	1	19,272
Economist	1	20,013	1	22,024	1	23,535
Do	1	19,986	1	21,995	1	23,535
Legislation attorney	1	19,011	1	20,922	1	21,183
Statistical clerk	1	16,702	1	18,381	1	18,593
Do	1	16,702	1	18,831	1	18,593
Accountant	1	15,011	1	16,519		
Legislation attorney	1	6,830	1	15,043		
Do	1	11,007	1	12,114	1	17,117
Economic assistant	1	13,079	1	14,394	1	15,586
Secretary, legislation	1	12,005	1	13,211	1	13,808
Secretary, refund	1	9,906	1	10,902	1	10,902
Secretary, legislation	1	9,469	1	10,420	1	11,011
Do	1	9,822				
Do	1	9,005	1	9,910	1	10,513
Do	1	8,012	1	8,817	1	9,125
Do	1	6,525	1	7,180	1	8,416
Do	1	7,495	1	8,248	1	8,660
Do	1	7,190				
Do	1	8,613	1	9,479	1	9,879
Secretary, refund	1	6,525	1	7,180	1	7,180
Legislation attorney	1	5,003				
Refund attorney			1	14,806	1	14,806
Secretary, legislation			1	8,786	1	8,786
Do			1	7,516		
Legislation attorney					1	25,000
Do					1	20,000
Accountant					1	20,000
Total salaries		534,391		598,484		628,073
Miscellaneous and contingent expenses		12,500		12,500		12,500
Amount required for salary adjustments and promotions				46,731		17,142
Total		546,891		657,715		657,715

INCREASED PAY COSTS

Senator MONTOYA. What does that $60,000 additional represent?

Mr. BRENKWORTH. The increased pay cost, Senator, would be my guess.

Of course, I do not prepare these estimates.

Senator MONTOYA. Would you get the justification from the Joint Committee, as to what this additional $60,000 represents and furnish it?

Mr. BRENKWORTH. The budget shows the salary and other expenses they expected to incur in 1971, and what they estimate they will spend in fiscal 1970, and they indicate the supplemental at $60,065.

This is the figure you want to develop, is that correct, Mr. Chairman?

Senator MONTOYA. That is correct.

(A letter from Mr. Woodworth follows:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON INTERNAL REVENUE TAXATION,
Washington, D.C., April 7, 1970.

Mr. ROBERT A. BRENKWORTH,
Comptroller of the Senate, Office of the Secretary,
Washington, D.C.

DEAR COMPTROLLER BRENKWORTH: You indicated that questions have been raised in the hearings in the Senate as to the reason for the supplemental appropriation of $60,065 for the Joint Committee on Internal Revenue Taxation. This computation was made by the House Disbursing Office for the Joint Committee staff and represents the pay increase (10.05 percent) applied to our fiscal year 1970 appropriation. In other words, this was entirely for purposes of the automatic pay increases.

Upon checking our projected expenses for the fiscal year 1970 we found that for this fiscal year we would not require this full amount, based on the fact that actual expenses to date are below our appropriation for this year, due to temporary vacancies. Because of this, on March 20, our staff informed the House Disbursing Office that we could turn back $50,000 of the supplemental appropriation for the fiscal year 1970.

However, since we have personnel coming to fill the vacancies on the staff, we will need this supplemental amount in our fiscal 1971 appropriation.

Sincerely yours,

LAURENCE N. WOODWORTH,
Chief of Staff.

INCREASED PAY COSTS: ABSORPTION

Senator YOUNG. Could I ask a question?

Senator MONTOYA. Yes. Please do.

Senator YOUNG. I understand the executive department is going to absorb the 6-percent pay increase for the balance of the year without any budget increase.

Are we doing anything like that on the legislative end?

Mr. BRENKWORTH. At this point I have not heard that the legislative employees will be included. Presuming they are, it would not be possible for us to absorb this cost. At the present time we are absorbing almost two and a half million dollars in expenditures that have never been appropriated for. We are doing this mainly from funds that have not been expended by Senators.

COMMITTEE AUTHORIZATIONS AND EXPENDITURES

Senator YOUNG. Some of these committee budgets are getting pretty big, and I think they could absorb an increase quite easily.

Mr. BRENKWORTH. Right now, Senator, the authorizations on inquiries and investigations are $9 million plus. We are appropriating $7 million plus. We are hoping the rate of expenditure in this fiscal year will remain low enough to permit us to stay within our appropriation and not require us to come in for a deficiency appropriation. This will not happen next year. We are bound to need more money for 1971. We cannot say what it will be at this point. It is too early.

Senator MONTOYA. The committees do not spend all that they are authorized to spend. They spend less, but when you put it all together, if they spend at 90 percent of $9 million, it is more than what is appropriated.

Mr. BRENKWORTH. What we are trying to do is keep this appropriation at a reasonable level. Now, this does not give us any slack

for absorbing pay increases. The bulk of our appropriations are for salaries.

Senator COTTON. All of the extra money that you are attempting to absorb—that is, all of it is for committee investigations, committee activities?

Mr. BRENKWORTH. No, sir.

Senator COTTON. What other things are included?

Mr. BRENKWORTH. If I understand your question correctly, we are not really absorbing, except in one area, and that is salaries, officers and employees.

In every case we are asking for the appropriations necessary to cover the rate of expenditure, not what the committee feels it needs, but what it is going to spend.

SENATORS' ALLOWANCES FOR CLERKS—APPROPRIATION REDUCTION

In "Salaries, officers and employees," we do know that we have an area where there is less than full use. For example, last year the chairman put a 3-percent reduction in the appropriation for less than full use of Senators' allowances for clerks.

This is the one big area where we are not spending all of the money.

Senator YOUNG. There are many of us that do not use it. What happens to that money?

Mr. BRENKWORTH. First, we reduce the authorization by 3 percent, which is some eight hundred and some thousand dollars.

Secondly, we are absorbing the agency contributions for benefits, and also the longevity benefits.

Now, this comes to $2.5 million, so if you put it together, we are absorbing over $3 million in the appropriations, and mainly because of less than full use of clerk hire allowance by Senators.

POSITION VACANCIES AND COMPENSATION COSTS

Some of its comes from vacancies in positions—periods of time when they are not filled—and this reverts to the Treasury, but we have never had any appropriations to cover agency contributions for benefits, which is becoming a sizable amount.

Senator MONTOYA. It is the only agency in the Government where that is done.

Mr. BRENKWORTH. There are absorptions throughout the Government. These related compensation costs are covered to a degree. As the Senator pointed out, they say that when they authorize a 6-percent increase, a number of agencies will be able to absorb it. There will be absorptions, if they can do it. I do not know exactly how it would work out.

JOINT COMMITTEE ON DEFENSE PRODUCTION

The next item is the Joint Committee on Defense Production.

The Joint Committee is requesting $118,800 for fiscal 1971. It is the same they estimate they will spend this year. Their supplemental request is $10,850, and I presume this is to cover the cost of pay-raise again.

I will submit for the record their budget, and a budget justification letter over the signature of Senator John Sparkman, who is the chairman of that committee.

(The justification and budget follow:)

JUSTIFICATION

CONGRESS OF THE UNITED STATES,
JOINT COMMMITTEE ON DEFENSE PRODUCTION,
Washington, D.C., January 28, 1970.

Hon. GEORGE W. ANDREWS,
Chairman, Legislative Subcommittee on Appropriations,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: In accordance with your request of January 27, 1970, the estimated expenses of this committee for the fiscal year 1971 are as follows:

Clerk and Counsel	$27,640.91
General Counsel	27,158.21
Professional Staff Member	18,818.48
Professional Staff Member	15,360.22
Professional Staff Member	11,958.37
Secretary	9,740.83
Reporting services, travel, stationery, publications and miscellaneous office expense	8,122.98
Total	118,800.00

The Joint Committee on Defense Production is authorized in section 712 of the Defense Production Act and has the responsibility of making a continuous study of the programs authorized in this act and of reviewing the progress achieved in the execution and administration of these programs.

This committee receives reports from each department and agency on mobilization activities. These programs are subject to continuing review by the committee staff. The purpose of the mobilization program is to achieve preparedness for any emergency which could arise. The Office of Emergency Preparedness, which has the responsibility for coordinating these programs on behalf of the Executive Branch of the Government, reports to this committee and its staff on the continuing mobilization effort. Many stand-by orders and plans are maintained for use in an emergency. The Defense Materials System is being operated under authority of the Defense Production Act and serves to expediate defense, space, and atomic energy programs. This authority is now being used to expediate production and deliveries to Vietnam.

The copper expansion program and the rutile expansion program to increase supplies of titanium are Defense Production Act programs, and additional expansion programs may be required for other materials due to increases in the rate of consumption and more dependence on foreign sources of supply.

Sincerely yours,

JOHN SPARKMAN, *Chairman.*

BUDGET

	1969 actual	1970 estimate	1971 estimate
Appropriations or estimate	$107,950	$107,950	$118,800
Pending Supplemental		10,850	
Total	107,950	118,800	118,800

	Number as of June 30, 1969	Total salary	Number as of Dec. 31, 1969	Total salary	Number	Total salary
Clerk and counsel	1	$25,116.68	1	$27,640.91	1	$27,640.91
General counsel	1	24,678.09	1	27,158.21	1	27,158.21
Professional staff	1	17,099.93	1	18,818.48	1	18,818.48
Do	1	13,957.48	1	15,360.22	1	15,360.22
Secretary	1	8,851.28	1	9,740.83	1	9,740.83
Professional staff			1	11,958.37	1	11,958.37
Clerk typist	1	6,066.22				
Do	1	6,066.22				
Clerk assistant	1	4,579.59				
Total		106,415.49		110,677.02		110,677.02
Miscellaneous and contingent expenses		1,534.51		8,122.98		8,122.98
Total		107,950.00		118,800.00		118,800.00

Mr. BRENKWORTH. The next item is the Office of the Attending Physician.

Doctor Pearson, I presume, will justify this item. The Sergeant at Arms is here, and I am sure he will testify as to the Capitol Police items.

EDUCATION OF PAGES

On the estimates for education of pages, there is a request for 1971 of $112,307 for the education of congressional pages and the pages of the Supreme Court.

This estimate was submitted by the superintendent of the public schools of the District of Columbia. It is only $3 higher than last year.

For the information of the subcommittee, I submit for the committee a copy of that budget for the record.

Senator MONTOYA. It will be made a part of the record.

(The budget follows:)

ESTIMATED AMOUNT REQUESTED FOR THE EDUCATION OF CONGRESSIONAL PAGES AND PAGES OF THE SUPREME COURT FOR THE 1970-71 SCHOOL YEAR

10	PERSONAL SERVICES AND BENEFITS		
	11 Personnel Compensation: - .020.01		
	11 Classified, Permanent	$ 6,910	
	14 Teachers' Salary Act (12 months)	17,700	
	15 Teachers' Salary Act (10 months)	79,384	
	43 Overtime	50	
	62 Substitute Teachers	1,247	
	81 Physical Education Instructor, Temporary	867	
	TOTAL, PERSONNEL COMPENSATION		$106,158
	12 Personnel Benefits: - .020.02		
	11 Insurance (Group Life)	443	
	12 Health Benefits	1,176	
	13 Civil Service Retirement Contribution	447	
	15 Retirement Contribution FICA	133	
	TOTAL, PERSONNEL BENEFITS		$ 2,199
20	CONTRACTUAL SERVICES AND SUPPLIES		
	21 Travel and Transportation of Persons - .020.03		
	18 Transportation of Athletic Teams	250	
	23 Rent, Communications, and Utilities:		
	21 Postage	66	
	25 Other Services (Contractual)		
	39 Fees, Miscellaneous	150	
	64 Repair to Other Equipment	25	
	65 Cleaning and Repair of Athletic Apparel.	50	
	36 Supplies and Materials:		
	03 Live specimens	50	
	05 Athletic Apparel and Accessories	100	
	22 Subscriptions to Newspapers and Periodicals	134	
	23 Educational Supplies	450	
	TOTAL, CONTRACTUAL SERVICES AND SUPPLIES		$ 1,275
30	ACQUISITION OF CAPITAL ASSETS .020.03		
	32 Equipment (Not to be Capitalized):		
	57 Textbooks	775	
	68 Library Books	200	
	71 Offices andClassroom	1,700	
	TOTAL EQUIPMENT		$ 2,675
	TOTAL, CAPITAL PAGE - REIMBURSABLE OBLIGATIONS		$112,307

OFFICIAL MAIL COSTS

Mr. BRENKWORTH. The next item is for official mail costs. When the budget estimate was submitted to this item back in the fall, the Post Office Department had informed the Clerk of the House that these costs would be approximately $12,066,000. This was the total given to the Bureau of the Budget for fiscal year 1971. However, the Clerk of the House has received a revised estimate which is based on final figures compiled by the Department. The estimate has been reduced to $11,244,000, which is $822,000 less than the previous estimate but is an increase of $1,083,000 above last year's appropriation or 10.6 percent higher.

I submit for the record, a February 9, 1970, letter from J. W. Hargrove, Assistant Postmaster General, Bureau of Finance and Administration, whcih was sent to the Clerk of the House, regarding the number of pieces of mail, and the costs involved for fiscal 1969. The funds requested here are a reimbursement for the Post Office Department for the cost of franked mailings and mailings of the Government Printing Office, for things such as the Congressional Record.

The cost of handling franked mailings was $10,383,000. The cost of the congressional mailings for Members of Congress was $861,000 for a total of $11,244,000. This is an overall increase of $1,083,000, or approximately 10.6 percent over the previous year.

I submit this letter for the record as the official costs of postal services.

Senator MONTOYA. All right. The letter of February 9, 1970, and the list of official mail cost for franked mail, unit cost, and congressional mailings, unit cost, from the year 1964 to the year 1969, will be made a part of the record.

(The letter and attachment follow:)

POST OFFICE DEPARTMENT
ASSISTANT POSTMASTER GENERAL
BUREAU OF FINANCE AND ADMINISTRATION
WASHINGTON, D.C. 20260

February 9, 1970

Honorable W. Pat Jennings
Clerk, U. S. House of Representatives
Washington, D. C. 20515

Dear Mr. Jennings:

This refers to my letter of October 1, 1969, concerning the amount that should be included in the budget estimates for the House of Representatives for Fiscal Year 1971 to reimburse the Post Office Department for the cost of franked mail.

Volume and cost figures for 1969 have been compiled for franked mail. The volume data are as follows:

Congressional Mailings
(Millions of Pieces)

	Franked Mail		Congressional Mailings by Government Printing Office	
	Pieces	Percent of Increase from 1968	Pieces	Percent of Decrease
FY 1969	190.0	6.6	10.0	20.0

The cost of handling the franked mail volume from Members of Congress was $10,383,000 and the cost of the Congressional mailings for Members of Congress was $861,000 for a total of $11,244,000. This is an overall increase of $1,083,000, or approximately 10.6% over the previous year and is due to an overall increase of $429,000, or 4.2 percent for volume of franked and Congressional mailings, and $654,000, or 6.4 percent for additional postal costs due to increased compensation and other allocated costs.

In accordance with established practice, the amount to be included in the appropriation for 1971 is $11,244,000 with the funds to be immediately available so that they can be credited to postal revenues in Fiscal Year 1970.

Sincerely,

J. W. Hargrove
Assistant Postmaster General
Bureau of Finance and Administration

OFFICIAL MAIL COST

	Franked mail unit cost	Congressional mailings unit cost
1964	$0.0483	$0.0732
1965	.0537	.0774
1966	.0388	.0827
1967	.0445	.0887
1968	.0508	.0880
1969	.054648	.0861

COSTS OF FRANKED MAIL

Senator COTTON. I should know this, Mr. Chairman, but when Congress reimburses the Post Office Department, we use the mails under the frank, and you refer to the cost of mailing. Is that based on what the postage would have been or the actual cost of handling?

Mr. BRENKWORTH. The figure submitted for 1969 was a little more than 5 cents per unit for franked mail, and on the congressional mail, such as the Congressional Record mailings, it was 0.0861 per unit. These are the Post Office figures.

Senator COTTON. My understanding is still a little cloudy.

If you consider the mailing of franked mail as first class, we are not charged for full first-class postage on all of that, are we?

Mr. BRENKWORTH. From the statistics, no; because the first-class mail would cost you 6 cents for each item you put in the mail.

Senator COTTON. Then they strike some happy medium figure among the classes of mail. I am wondering on what basis they determine this.

Mr. BRENKWORTH. I do not know how they come up with it, but I did verify this figure at 0.054648. The reason I did it is because it did not come out. When I questioned them on it, they carried it to six places. How they arrived at this figure, I do not know.

The cost of handling is the way they refer to it. I know they are multiplying this factor by the number of pieces of mail, but how they arrive at that unit factor, I do not know.

Senator MONTOYA. A letter from J. W. Hargrove, Assistant Postmaster General, Bureau of Finance and Administration, in response to an inquiry on cost of franked mail will be inserted in the record at this point.

(The letter follows:)

POST OFFICE DEPARTMENT,
ASSISTANT POSTMASTER GENERAL,
BUREAU OF FINANCE AND ADMINISTRATION,
Washington, D.C., April 8, 1970.

Mr. ROBERT A. BRENKWORTH,
Comptroller of the Senate,
U.S. Capitol Building
Washington, D.C.

DEAR MR. BRENKWORTH: This is in response to your inquiry as to the difference in unit cost of franked mailings made with the frank of Members of Congress as compared to those made by the Superintendent of Documents on behalf of Members of Congress.

Most of the mailings of Members of Congress are specially prepared and are smaller in size and weight. Over seventy-five percent of the Congressional mailings made by the Superintendent of Documents are copies of the Congressional Record sent on behalf of Members. These mailings are larger, weigh more and have a higher unit cost than comparable franked mailings of the Members of Congress.

Sincerely.

J. W. HARGROVE.

(For additional information on this subject see letters from the Post Office Department, pp. 652 and 670.)

STATEMENTS OF APPROPRIATIONS

There is one final item, the statements of appropriations, an estimate of $13,000, one-half of which is disbursed by the Senate and one-half disbursed by the House.

Senator MONTOYA. What is the statement of appropriations?

Mr. BRENKWORTH. These are the statements prepared by the committee staff, House and Senate. I believe Mr. Scott has a copy of them for you.

Mr. RIDGELY. That is correct, Mr. Chairman. This is the statement.

Senator MONTOYA. Are there any questions by the members of the committee?

Senator COTTON. No.

CURRENT RESPONSIBILITIES OF MR. BRENKWORTH

Senator MONTOYA. Mr. Brenkworth, what is your official position now in the disbursing office since last year's modifications?

Mr. BRENKWORTH. I have been performing the same functions as I have performed previously. The title is changed, but there has been no indication of change of responsibilities of any kind at this point.

I presume from the committee report language of last year, that the Secretary will testify on the study made for the committee, and that he will make his recommendations, and the committee will then take some actions one way or another.

Senator MONTOYA. What are your views with respect to the disbursing office, do you recommend any particular changes?

Mr. BRENKWORTH. Mr. Chairman, I do have views, obviously, but I think the Secretary will come in to testify, and I would hesitate, and I hope the chairman will understand, to express my views before he does, since he is the officer that was ordered to make the study and to submit the report. I do not want to evade a question, but I do feel it would be better if he would testify, and if the committee had any questions of me, I would be glad to answer the questions.

Senator MONTOYA. I will defer until then.

Mr. BRENKWORTH. Thank you.

Office of the Sergeant at Arms

STATEMENT OF HON. ROBERT G. DUNPHY, SERGEANT AT ARMS

BUDGET REQUESTS

Senator Montoya. We will now hear from Robert G. Dunphy, the Sergeant at Arms.

Mr. Dunphy, I have received several letters from you, one relating to the Capitol Police, another relating to the workload in the service department, another with respect to the requirement for additional Senate pages, and the last, for additional employees in the new recording studio.

I will insert copies of these letters into the record at this point.

(The letters follow:)

United States Senate

OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

March 10, 1970

The Honorable Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
United States Senate
Washington, D.C.

Dear Mr. Chairman:

The Senate Recording Studio is now in the process of moving to its new quarters in the old subway tunnel. In this connection we will be installing the necessary equipment to provide Senators with video tape recordings for distribution to television stations within their States. This equipment is being installed at the request of the Committee on Rules and Administration and with the endorsement of the Joint Leadership.

To properly operate the complex electronic equipment associated with the production of video tape the manufacturer recommends a staff of four engineers. It is our intention to hire two men with extensive experience in this field and, at the same time, train two men on our present staff to assist in the V.T.R. department. The senior position will be titled V.T.R. Engineer and carry a position gross of $19,710.00 per annum, while the second position will be titled Assistant V.T.R. Engineer and carry a position gross of $16,644.00 per annum.

If you have any questions concerning these requests I will be prepared to answer them when I am before your Committee.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

RGD:mar

United States Senate
OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

March 10, 1970

The Honorable Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

At the request of the Joint Leadership this is to request that the United States Senate Page complement be increased from the present twenty-six positions to thirty. This request is prompted by an increase in the daily workload and the trend toward longer sessions in recent years.

The Chairman of the Minority Personnel Committee, The Honorable Norris Cotton, has also raised another problem in connection with Page distribution. Of the present twenty-six Pages, seven are assigned to the Minority and nineteen to the Majority. The Minority requires at least ten Pages and at present they must rely on the Sergeant at Arms assigning them boys from the Majority allotment to meet their needs. This is an unsatisfactory arrangement from the Majority standpoint as they cannot spare the boys, and it is not the best solution for the Minority as they are required to supervise Pages who are sponsored by Senators on the Majority side.

To alleviate the above-mentioned situation and improve the level of service in both cloakrooms it is hereby requested that your Committee authorize four additional Page positions at a position gross of $6,570.00 per annum. If I may supply you with additional information with respect to this request please let me know.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

RGD:mar

United States Senate
OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

March 10, 1970

The Honorable Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

I am enclosing a letter directed to me from the Chief of the Capitol Police, James M. Powell.

Chief Powell requests five additional Sergeants for the Senate detail of the Capitol Police. These positions carry a position gross of $10,950.00 per annum. A detailed justification for this request is contained in the Chief's letter.

I also plan to have Chief Powell accompany me to your hearings and he will be available to answer any questions your Committee may have concerning this request.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

RGD:mar

Encl:

UNITED STATES CAPITOL POLICE
OFFICE OF THE CHIEF
CAPITOL BUILDING
WASHINGTON, D.C. 20510

March 2, 1970

Honorable Robert G. Dunphy
Sergeant at Arms
United States Senate
Washington, D. C.

Dear Mr. Dunphy:

As the Capitol Police force has of necessity been expanded, many changes have been necessary in the organization and administration of the force.

In order to appropriately handle the many problems with which we are confronted, it is very important to have sufficient numbers of properly trained supervisory officials. At present I am pleased to report that the F.B.I. is assisting us in a special training program for sergeants of the force. However there is at this time an insufficient number of sergeants allocated for the Capitol Police force.

It is now recognized by all modern thinking police departments that the ratio of sergeants to privates of a police force should be approximately 1:10 (one sergeant to each ten privates). At present the ratio for the entire Capitol Police force is 1:21 and that of the Senate rolls is 1:22.

I am not concerned regarding this shortage of sergeants merely to correct a statistical recommendation but because the actual need exists for these additional sergeants. I have already recommended that steps be taken to correct this situation on the House rolls and I respectfully request your approval and support in securing the appropriate legislative language for the addition of five sergeants to the Senate rolls of the Capitol Police force.

The addition of these five positions to the force would increase the total number of Sergeants on the Senate rolls to sixteen and with the privates total at 243 would establish a new ratio of 1:14. Although this is not equal to the recognized correct ratio, it is my belief that this ratio should be given a trial before going further.

If you should so desire I would be pleased to appear before the Committee at the appropriate time.

Sincerely,

James M. Powell
Chief
U. S. Capitol Police

United States Senate
OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

March 10, 1970

The Honorable Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
United States Senate
Washington, D.C.

Dear Mr. Chairman:

I have two requests for personnel in the Senate Service Department. As you are aware, the workload in this department has increased greatly in recent years and we anticipate a substantial increase in 1970.

The department has an urgent need for four additional positions to be classified as Laborer at a position gross of $6,351.00 per annum. These positions will be distributed throughout the department and utilized as the need exists. In a high volume mailing facility there is an ever changing need for personnel to assist in the various production steps such as duplicating, folding, inserting, sealing and addressing. The individuals to be placed in these positions will assist as laborers in any and all of the above-mentioned production steps as the workload dictates.

As you are aware, we maintain within the Senate Service Department a shop for the maintenance and repair of automatic typewriters. In recent years equipment of this nature has been acquired by almost all Senators to assist them in answering the ever increasing volume of constituent mail. At present our shop is servicing in excess of 400 of these machines. Frankly, the three men available for this work are just about able to keep the equipment running. They have no time for overhaul or major repair, and very little time for preventive maintenance. Our man to machine ratio is about one to 130 and the manufacturers of this equipment consider one to 50 a maximum.

In order to adequately maintain Senators' automatic typing equipment and provide preventive maintenance sufficient to keep the machines in good operating condition I would like to request two additional Automatic Typewriter Repairmen at a position gross of $10,074.00 per annum.

If you have any questions concerning these requests I will be prepared to answer them when I am before your Committee.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

Service Department

ADDITIONAL LABORERS

Senator Montoya. You may proceed to justify these items in any order that you desire.

Mr. Dunphy. Thank you, Mr. Chairman.

If I may, I would like to take up the service department item first.

As I wrote on March 10, Mr. Chairman, the department has an urgent need for four additional positions to be classified as laborer at a position gross of $6,351 per annum.

I might say that is the lowest salary bracket which we have in this particular facility. These positions will be distributed throughout the department and utilized as the need exists. In a high volume mailing installation there is an ever-changing need for personnel to assist in the various production steps such as duplicating, folding, inserting, sealing, and addressing. The individuals to be placed in these positions will assist as laborers in any and all of the above-mentioned production steps as the workload dictates.

I might digress here for a moment to explain briefly where we do use these people.

On a folding machine, we have an operator who operates the folding machine, sets it up, and so forth. He needs an assistant. He is to take off the folded material, stack it in the boxes, keep it all in order, keep the supplies going to the man running the folder.

This is also true of several other machines.

AUTOMATIC TYPEWRITERS: ADDITIONAL MAINTENANCE AND REPAIRMEN

As you are aware, we maintain within the Senate service department a shop for the maintenance and repair of automatic typewriters.

In recent years equipment of this nature has been acquired by almost all Senators to assist them in answering the ever-increasing volume of constituent mail. At present our shop is servicing in excess of 400 of these machines. Frankly, the three men available for this work are just about able to keep the equipment running. They have no time for overhaul or major repair, and very little time for preventive maintenance. Our man-to-machine ratio is about 1 to 130 and the manufacturers of this equipment consider 1 to 50 a maximum.

In order to adequately maintain Senators' automatic typing equipment and provide preventive maintenance sufficient to keep the machines in good operating condition I would like to request two additional automatic typewriter repairmen at a position gross of $10,074 per annum.

These are the items for the request in the service department, Mr. Chairman.

Are there any questions on these? If there are, I would be happy to answer them.

TYPEWRITER REPAIR

Senator Montoya. What do you do now when you have a backlog with respect to the typewriter repair?

Mr. DUNPHY. We are able to keep them running, Mr. Chairman. It is a question of what the downtime is. Your machine may go out. We have basically two types of machines, as you know. They are run very heavily in the Senate, I think more than anywhere else where they have been located. It is a question of how long you will be down before we can get a man to make the repair.

Sometimes it is just a minor adjustment. In other words, if the girl puts her hands on the keyboard, she will lock the machine. It takes a technician to get it operating. The three men that we have, they are going 8 hours a day just keeping the machines running. They are able to do very little in the way of preventive maintenance, and nothing in the way of overhaul or major repair.

LABORER POSITIONS

Senator MONTOYA. With respect to the four additional positions which would be classified as laborers, in the service department, would you explain why you would need these additional positions now?

Mr. DUNPHY. Well, this year our workload is up substantially. It has grown each year, but this year there is a particular impact there, and the workload is up substantially. The four people that we are requesting here, are not requested for any particular post within the service department.

As I say, we are going to use them as the need arises. When you have a volume mailing operation of the type that we have, you just jump from one bottleneck to another. Sometimes you need four additional people in the folding section, sometimes you need two additional people in the addressing section, sometimes you are able to address a lot faster than you are able to duplicate, or you are able to insert, so that the four positions that we are requesting are actually laborers to help us put out the fires where they exist to keep the production line rolling.

Senator MONTOYA. Are you behind in the service department at the present time?

NEWSLETTER PROCESSING AND PRODUCTION

Mr. DUNPHY. Well, let me say we are not able to serve the Senators as well as we would like. When a Senator comes in with a newsletter, by the time we receive it, and get it out the door, more time passes than we would like, and, frequently, some of the news value of the newsletters suffers as a result.

Senator MONTOYA. What do you mean by that, how much time elapses?

Mr. DUNPHY. Well, I would say that 10 days is the maximum, between 10 days and 2 weeks from the time it comes in. This means from the time we get what we call a "dummy." The press secretary brings down a markup, and we put it in line on a first-come first-serve basis. The first thing that happens is we make a photoduplicate plate for it, and then we will have to run it on the press, and we will have to fold it, usually we will have to cut it, trim it, fold it. Then the addresses that the Senator has, which vary in numbers, will have to be run. They will have to be transferred to the envelope, and then the folded

insert will have to be inserted into the envelope. The envelope is sealed and out the door. It is not a matter that would take us that long to do your newsletter, but we will always have several senators ahead of you before we start on production.

PRODUCTION DELAY COMPLAINT

Senator MONTOYA. Have you had any complaints from the senators about the delay?

Mr. DUNPHY. Yes, we have.

Senator MONTOYA. Have you had any communications from them?

Mr. DUNPHY. Yes.

Senator COTTON. I have been one of the complainants. You have had a tremendous increase. This business of newsletters has increased by leaps and bounds, has it not?

Mr. DUNPHY. Yes, it has.

Senator MONTOYA. Are you through with your presentation on the service department?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. You may proceed, sir.

SENATE RECORDING STUDIO

Mr. DUNPHY. The next item, Mr. Chairman, deals with the Senate recording studio.

The Senate recording studio is now in the process of moving into its new quarters in the old subway tunnel. In this connection we will be installing the necessary equipment to provide senators with video tape recordings for distribution to television stations within their States. This equipment is being installed at the request of the Committee on Rules and Administration and has the endorsement of the joint leadership.

PERSONNEL INCREASE

To properly operate the complex electronic equipment associated with the production of video tape, the manufacturer recommends a staff of four engineers. It is our intention to hire two men with extensive experience in this field, and, at the same time, train two men on our present staff to assist in the VTR department. The senior position will be titled "VTR Engineer" and carry a position gross of $19,710 per annum, while the second position will be titled "Assistant VTR Engineer" and carry a position gross of $16,644 per annum.

Does the chairman or any of the members have any questions with respect to this item?

Senator MONTOYA. How many new employees will you need?

Mr. DUNPHY. Two. We will retrain two of our people in the film section of the studio to assist. We are actually going to need four people to operate the VTR and associated equipment, but we will train two of our existing people, and we are going to try to get the best possible person we can to head up the VTR facility. It is very sensitive equipment. It requires technicians of considerable competence.

Senator MONTOYA. We do not have this type of equipment now in the present facilities?

Mr. DUNPHY. No; we presently operate for television with film, both color and in black and white. Video tape which can be produced in both color and in black and white will provide you with an opportunity to make a television appearance and to immediately play it back and screen it. If it is satisfactory, we can go forward with it. If it needs revision, why, it is done at that time.

Senator YOUNG. When will this equipment be operating?

Mr. DUNPHY. We are in the process of ordering it now, and when we get the permission to have the personnel on board, we will be ready to go. We are assured by the manufacturer if they cannot deliver us the equipment at this time, they will lend us equipment to operate with until delivery is made. So I would say almost as soon as these two positions are authorized, we will be ready to go forward. The space is completed and ready to be occupied.

REQUEST BY JOINT LEADERSHIP TO INCREASE SENATE PAGE COMPLEMENT: ASSIGNMENTS TO MAJORITY AND MINORITY

Senator COTTON. Mr. Chairman, may I make a request? I have got to go up on the floor and offer an amendment, and I wonder if we could perhaps take up this page matter?

Mr. DUNPHY. I have it here right now.

Senator COTTON. I wonder if we could do it right now?

Mr. DUNPHY. At the request of the joint leadership, this is to request that the U.S. Senate page complement be increased from the present 26 positions to 30. This request is prompted by an increase in the daily workload and the trend toward longer sessions in recent years.

The chairman of the Minority Personnel Committee, the Honorable Norris Cotton, has also raised another problem in connection with page distribution. Of the present 26 pages, seven are assigned to the minority and 19 to the majority. The minority requires at least 10 pages and at present they must rely on the Sergeant at Arms assigning them boys from the majority allotment to meet their needs. This is an unsatisfactory arrangement from the majority standpoint as they cannot spare the boys, and it is not the best solution for the minority as they are required to supervise pages who are sponsored by Senators on the majority side.

To alleviate the above-mentioned situation and improve the level of service in both cloakrooms, it is hereby requested that your committee authorize four additional page positions at a position gross of $6,570 per annum. If you have any questions, I will be glad to answer them.

Senator MONTOYA. What is the authorization for pages now, how many?

Mr. DUNPHY. We have 26.

Senator MONTOYA. Is there a present authorization for the number of pages that we have?

Mr. DUNPHY. Yes, sir.

Senator MONTOYA. If we increase it, can we do so in the appropriations bill, or does it have to go through the Rules Committee?

Mr. DUNPHY. No, sir. It can be done in the appropriations.

Senator MONTOYA. Okay. Anthing else?

STATEMENT OF JAMES M. POWELL, CHIEF, CAPITOL POLICE FORCE

ORGANIZATION AND ADMINISTRATION CHANGES

Mr. DUNPHY. Well, the last item I have, Mr. Chairman, concerns the Capitol Police Force, and this request involves additional sergeants for the Capitol Police, and, if I may, Mr. Chairman, I am going to ask our Chief, Chief James M. Powell to present the request.

Senator MONTOYA. You may proceed, Chief Powell.

Chief POWELL. As the Capitol Police Force has of necessity been expanded, many changes have been necessary in the organization and administration of the force.

GENERAL PROVISIONS: ADDITIONAL 5 SERGEANTS

In order to appropriately handle the many problems with which we are confronted, it is very important to have sufficient numbers of properly trained supervisory officials. At present I am pleased to report that the FBI is assisting us in a special training program for sergeants of the force. However, there is at this time an insufficient number of sergeants allocated for the Capital Police force.

It is now recognized by all modern-thinking police departments that the ratio of sergeants to privates of a police force should be approximately 1:10 (one sergeant to each 10 privates). At present the ratio for the entire Capitol Police force is 1:20 and that of the Senate rolls is 1:22.

I am not concerned regarding this shortage of sergeants merely to correct a statistical recommendation but because the actual need exists for these additional sergeants. I have already recommended that steps be taken to correct this situation on the House rolls, and I respectfully request your approval and support in securing the appropriate legislative language for the addition of five sergeants to the Senate rolls of the Capitol Police force.

The addition of these five positions to the force would increase the total number of sergeants on the Senate rolls to 16, and with the privates total at 243 would establish a new ratio of 1:14. Although this is not equal to the recognized correct ratio, it is my belief that this ratio should be given a trial before going further.

SALARIES

Senator MONTOYA. What would be the additional expenditure if we created some new sergeants, and would it also necessarily follow that more positions would have to become available?

Chief POWELL. Yes, sir. I would hope that we would have five additional positions created. A beginning salary for sergeants who have completed our training program—they have all done that—is $10,950 each, and it would be approximately $55,000 additional annual costs.

CRIME INCREASE ON GROUNDS AND PERIPHERY: ANTICIPATED GROUNDS PATROL INCREASE

One of the reasons that we particularly need to increase these positions by five—we have had a slight increase in crime within our grounds, but there has been a tremendous increase of serious crimes

immediately around the adjacent areas of the Capitol grounds, particularly on the Senate side. The area from Constitution Avenue north, to Union Station—immediately east of our grounds. Robberies have been more frequent, and it is a relatively serious condition there.

Senator MONTOYA. Are you speaking of robberies of individuals there?

Chief POWELL. Yes, sir; holdups and assaults. Just immediately across the streets from our grounds—and we did have an increase of reported robberies within our grounds which was not as bad as it could have been. It could have been worse if we did not have the police officers there. We do hope to increase our grounds patrol, if these sergeants positions would be added to our force.

Senator MONTOYA. How far from the Hill do you usually patrol?

Chief POWELL. We go from 2d Street, Northeast, Southeast, on the east; from Union Station Plaza, south, to D Street, Southeast and Southwest; on the west to 3rd Street, Northwest and northwest.

Senator MONTOYA. What kind of patrolling does the District of Columbia police do?

Chief POWELL. They do not patrol in our grounds.

Senator MONTOYA. I mean from the periphery of your jurisdiction.

Chief POWELL. Well, they have a spot patrol under what they call the special operations division, and they work mostly in cars. They have a few men on beats now, and they have some in old clothes out there in an effort to arrest some of these perpetrators. They are making arrests, but even this past Sunday we had an attempted robbery right in the grounds. Of course, we were fortunate enough to apprehend these three young fellows, but this was within a stone's throw of the Capitol Building. It seems they have become more brazen each year.

DISTRICT OF COLUMBIA POLICE PROTECTION FOR HILL EMPLOYEES LIVING WITHIN 6-BLOCK AREA

Senator MONTOYA. I am very concerned about the rate of crime that exists within the 6-block area from the Capitol, and I am just wondering whether the District of Columbia police are taking any precautionary measures to provide safety for people that work here on the Hill, because a lot of them work here on the Hill, and they live within a 6-block area of the Hill in apartment houses and homes.

Chief POWELL. Yes, I am aware of that, and I am very concerned about that, and I know the District of Columbia police are; however, I think that they are sort of in a position of trying to plug a leak in a dike, if I might put it that way. I am sure that there are times where they just do not have sufficient personnel to adequately cover the area that you speak of.

CAPITOL POLICE FORCE EFFICIENCY

Senator YOUNG. I would like to compliment Chief Powell and the Capitol Police Force for the good job that you are doing. There are far less complaints about the Capitol Police than the Metropolitan Police and the Park Police, and yours is an area that practically everybody visits—the Capitol and surrounding area.

Chief POWELL. I thank you for your compliments, Senator Young. Frankly we are running scared all the time hoping that some serious calamities do not fall on us. We have improved our training program, and I think we are making progress. Morale seems to be very good, and while we are not out of the woods all the way by any means, I believe that we may at least maintain fairly adequate security for the Capitol Grounds.

Senator YOUNG. There is quite a changeover, is there not?

STUDENT POLICE

Chief POWELL. Yes. We have some problems, and the great problem along that line, I believe, is that times have changed. While there was a time when young men, when the crime picture was not as it is today, many young men went to college and took a full amount of college work, and they were able to do that and still do the police job. Today I frankly feel sorry for students who are trying to carry a full college load, and then trying to do the police job. It is almost impossible for them to do both, and, of course, I am sure they feel that we go out of the way to make it harder for them, but that is not the case. We are merely trying to get the job done, and many of them are able to do both, but some are not.

LIAISON WITH DISTRICT OF COLUMBIA POLICE CHIEF

Senator MONTOYA. Do you work with the police chief downtown in trying to promote better safety, not only within the Capitol Grounds, but for certain distances away from the Capitol Grounds?

Chief POWELL. Yes, sir. We have a good liaison. I am in fairly constant communication with the officials down there.

Senator MONTOYA. I think it is essential, and I think you should be the one to try to keep us informed if there is any breakdown in liaison, because it is vitally important that we keep it going.

Chief POWELL. I appreciate that, sir.

Senator MONTOYA. Anything else? Thank you very much.

SERVICE DEPARTMENT: LETTER TO CHAIRMAN OF THE RULES COMMITTEE

Mr. DUNPHY. I now have the letter you mentioned in reference to the service department. It is an exchange of correspondence—some 36 Senators signed the letter—and Chairman Jordan of the Rules Committee asked me to comment on it, and I have the file which I thought perhaps you might like for the record.

Senator MONTOYA. It will be made a part of the record.

(The letter follows:)

United States Senate

OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C.

March 24, 1970

The Honorable B. Everett Jordan
Chairman
Committee on Rules and Administration
United States Senate
Washington, D. C.

Dear Mr. Chairman:

Thank you for your letter of March 18 and the enclosure of March 16 addressed to you and signed by some thirty-six Senators. The joint letter urged that we acquire for the Service Department one new press, one new folding machine, one Cheshire machine and one high-speed photo copy printer.

I know you are aware, because it was with your permission that we placed the orders, that we have on order all the above-mentioned equipment with the exception of the folding machine. At this time it is the judgement of the Superintendent of the Service Department that we do not require a new folding machine. Moreover, we have no space in which to put it. I might say that all these actions were taken prior to March 16.

Senator, it is an oversimplification to say that the acquisition of this equipment will double our capacity. It will be an improvement, of course, but in addition to equipment we have a requirement for personnel and space. It is my intention to pursue these needs with the Committee on Legislative Appropriations when I appear before that Committee next week.

I certainly appreciate your forwarding the letter of March 16 for my comments. Also I would like to take this opportunity to thank you for your continuing interest in the Service Department. As mentioned above, you have always been sympathetic to our needs and have granted all our equipment requests as they have arisen. I know you realize that we are very interested in rendering every service possible to the Members of the Senate who utilize our Service Department.

If I may supply you with further information in respect to the Service Department please let me know.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

United States Senate
COMMITTEE ON
RULES AND ADMINISTRATION
WASHINGTON, D.C. 20510

March 18, 1970

The Honorable Robert G. Dunphy
The Sergeant at Arms
United States Senate
Washington, D. C.

Dear Bob:

This refers to a letter of March 16, 1970, addressed to me as Chairman of the Committee on Rules and Administration and signed by thirty-six Members of the Senate relating to recommendations to improve service in the Senate Service Department. The letter indicates that an identical letter has been sent to you.

At your earliest convenience, I would appreciate receiving from you a report on the proposals suggested, which report I can use in replying to the various Senators who signed the communication.

With all best regards,

Sincerely,

B. Everett Jordan

B. Everett Jordan
Chairman

Attachments

cc: The Honorable Joseph M. Montoya

United States Senate

WASHINGTON, D.C. 20510

March 16, 1970

The Honorable Everett B. Jordan
Chairman
Committee on Rules and Administration
305 Old Senate Office Building
Washington, D. C.

Dear Mr. Chairman:

The Service Department of the Senate has as one of its functions the responsibility of providing to us assistance in communicating with our constituents through printed materials.

However, over the last several years many of us have experienced great difficulty in obtaining adequate service. For example, newsletters have been delayed two and three weeks and news releases have been delayed to the point that they are no longer useful.

After some investigation, it appears that the capacity of the printing facility, and thus production speed, could be nearly doubled with a relatively small investment in one new press, a new folding machine, a new Cheshire machine and a high speed photo copy printer. It would also be necessary to obtain a small amount of additional space to house this equipment.

We are writing to you now because we believe this problem has reached the critical stage. For that reason, we would very much appreciate your favorable consideration of this request.

An identical letter is being sent to the Honorable Robert Dunphy.

Sincerely,

cc Honorable Joseph Montoya

Howard H. Baker, Jr.

Albert Gore

Birch Bayh

Mike Gravel

Edward W. Brooke

Robert P. Griffin

Quentin N. Burdick

Clifford P. Hansen

Marlow W. Cook

Fred R. Harris

Alan Cranston

Philip A. Hart

Peter H. Dominick

Ernest F. Hollings

Thomas F. Eagleton

Daniel K. Inouye

J. W. Fulbright

Edward M. Kennedy

Charles E. Goodell

Gale W. McGee

George McGovern

Lee Metcalf

Walter F. Mondale

Robert W. Packwood

Abraham Ribicoff

William B. Saxbe

Richard S. Schweiker

John G. Tower

Jacob K. Javits

Stuart Symington

Herman E. Talmadge

Joseph D. Tydings

Harrison Williams, Jr.

Ralph Yarborough

Stephen M. Young

Charles H. Percy

ROBERT G. DUNPHY
SERGEANT AT ARMS

United States Senate

OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

April 9, 1970

The Honorable Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

During my recent appearance before your Subcommittee there was considerable discussion about production schedules in our Service Department. Senators mentioned delays which they have encountered in mailing their newsletters and other documents. At that time I introduced for the record a letter which I received signed by some thirty-six Senators dealing with this problem. This letter, dated March 16, 1970, asked that we obtain certain equipment in an effort to increase our production and eliminate to the extent possible delays in mailing.

As I mentioned at your hearings we have either in-house or on delivery all the machines mentioned. This new equipment will be of great assistance in stepping up production; however, it is by no means the complete answer to our problem.

We have recently completed a thorough study of the department and its needs and our findings indicate an immediate requirement for sufficient personnel to staff a full evening shift. At present we have our magnetic tape addressing section on a day and night schedule while the balance of the department operates with little more than a skeleton force during the evening hours. If we are to increase our production to a point where all Senators may expect their mailings to go out within a reasonable time we must work all sections of the department on a two shift basis.

In order to institute a double shift schedule the department will require the following new positions:

Duplicating Section

- One night supervisor @ $10,293.00 per annum
- Three offset pressmen @ $9,417.00 per annum
- One mimeograph operator @ $7,008.00 per annum

The Honorable Joseph M. Montoya April 9, 1970

Folding Room

One inserting machine operator @ $7,227.00 per annum
Four laborers @ $6,351.00 per annum

(The laborer positions will be used to operate folders, collators, and sealers in the Folding Room.)

Mr. Chairman, I appreciate very much your giving me the opportunity to file this request subsequent to my appearance before your Subcommittee. I would also like to thank you and the members of your Subcommittee for your continuing interest in improving the services rendered Senators through this office.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

RGD:mar

SUBCOMMITTEE RECESS

Senator MONTOYA. We will stand in recess until 2:30 p.m.

(Whereupon, at 12:10 p.m. the subcommittee recessed, to reconvene at 2:30 p.m.)

(Afternoon Session, 2:30 O'Clock, Tuesday, April 7, 1970.)

U.S. SENATE

Office of the Secretary of the Senate

STATEMENT OF HON. FRANCIS R. VALEO, SECRETARY OF THE SENATE

ACCOMPANIED BY:
ROBERT A. BRENKWORTH, COMPTROLLER
ORLANDO POTTER, ADMINISTRATIVE CONSULTANT TO THE SECRETARY
DARRELL ST. CLAIRE, CHIEF CLERK OF THE SENATE

TRANSFER OF FISCAL OPERATIONS TO COMPTROLLER OF THE SENATE

Senator Montoya. The subcommittee will come to order. Our first witness this afternoon is the Hon. Francis R. Valeo, the Secretary of the Senate.

Mr. Valeo, last October when this subcommittee reported the appropriation bill, it recommended the new position of Comptroller of the Senate. In the report you were requested to examine into the operations of the Senate which are fiscal in nature, with a view to transferring to this new office such functions of the Senate as would properly be under the jurisdiction of the Comptroller.

Are you prepared at this time to make your report to this committee, based upon the committee report of last October?

Mr. Valeo. Yes, Mr. Chairman, I am.

I have my report to you in two versions. I have a long and full report, in response to your request, and then I have a summarized statement. I can give you either, as you choose. The longer statement would take about 25 minutes, and the shorter one would take about 8 minutes.

Senator Montoya. Well, if you will insert the longer statement into the record and then proceed to summarize the statement, it would be fine, if there is no objection.

Mr. Valeo. I will submit that for the record, then.

(The report follows:)

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Mr. Chairman:

If the Committee will permit, I should like to open my remarks with a personal comment. I began to work for the Congress more than a quarter of a century ago. Throughout these years the question of how to combine responsiveness to the elected members of the House and Senate with staff professionalism has been a preoccupation. I have had an opportunity to see the question from several vantage points and the essence of that experience is incorporated into the report which I am about to give to you.

You will recall that I was asked by the Committee to examine into the fiscal operations of the Senate as they might relate to the new office of the Comptroller which was established by the Legislative Appropriations Act of 1970.

Subsequently, I was directed by letter from the Majority Leader dated November 20 to broaden the inquiry into a complete organizational analysis that might lead to a more efficient pattern of operations in all offices of the Secretary of the Senate.

The Majority Leader expressed the view that any reorganization of the offices of the Secretary should adhere to three guidelines:

1) Avoidance of organizational fragmentation and increases in bureaucratic units;

2) Preservation of responsiveness to the Senate; and

3) Maintenance and strengthening of controls which insure the integrity of the fiscal affairs of the Senate.

To assist me in carrying out these two requests, I obtained the services of an administrative consultant. He is Mr. Orlando Potter, who is with me today. Mr. Potter is a former member of the Senate staff who has since studied the application of modern management techniques in the legislative branch. In the course of his examination, Mr. Potter has conducted over 60 interviews and made an intensive study of available documentation. On March 9, Mr. Potter submitted to me a detailed report on the administrative and financial responsibilities of the Secretary of

the Senate. My report to you today draws heavily from the findings of this systematic survey. Conclusions and recommendations, however, are entirely my own responsibility.

In brief here are my conclusions:

1. The work of the office of the Financial Clerk should be divided between disbursing and non-disbursing functions. Responsibility for the non-disbursing functions should be assigned to the new position of Comptroller. The disbursing functions should remain in the Disbursing Office.

2. The position of Financial Clerk which formerly was assigned both disbursing and non-disbursing functions should be replaced by a new position of Disbursing Clerk.

3. No salary increases are requested for any of the offices under the Secretary. However, the organizational study now in progress has already revealed a need for more flexibility in making adjustments in titles and salaries in these offices. I specifically request, therefore, that the amount appropriated for established positions under the Office of the Secretary by the fiscal year 1970 Legislative Appropriation bill, be made available for administrative readjustments at such titles and per annum rates as may be necessary, but at no time exceeding the already budgeted aggregate for those established positions.

I should like to comment briefly on each of these points.

Present fiscal functions of the Senate lend themselves to separation between disbursing and non-disbursing operations. Those which can be categorized as disbursing operations are as follows:

1. Payroll and other disbursements, including withholding for taxes, retirement and insurance benefits; payments of mileage and expense allowances and expenditures from the contingent fund.

2. Accounting, which involves maintenance of separate bookkeeping accounts for the funds appropriated for Senate usage and for funds withheld for taxes, retirement, insurance and savings bonds.

3. Services to Senate personnel, which includes providing information on retirement and insurance rights and similar matters derived from service and payroll records.

4. Banking, including limited check cashing, traveller's check sales and savings bond purchases.

Non-Disbursing functions include:

1. Auditing, or review and certification of vouchers for accuracy and conformance with law to the Committee on Rules and Administration.

2. Budgeting, which includes compilation of appropriation requests for offices and committees of the Senate and the estimate of other expenditures from the contingent fund.

3. Compilation of Reports, notably, the preparation of the Secretary's semi-annual report of receipts and expenditures of the Senate and other financial compilations.

4. Service as "Fiscal Parliamentarian", that is, interpretation of fiscal policy and procedures as well as provision of consultative services to various committees.

As Financial Clerk and chief of the Disbursing Office, Mr. Brenkworth assumed an auditing responsibility informally for several years as a service to the Committee on Rules and Administration which has final responsibility for approving payments from the contingent fund. If the Senate wishes to strengthen the controls that assure the integrity of its finances, one of the best steps that can be taken, it seems to me, is to separate the disbursing from the auditing function. While there is not the slightest suggestion of irregularities at this time, the continued juxaposition of these two functions is an invitation to fiscal incest.

Budget preparation has also fallen as an informal function to the Disbursing Office over the years. It involves, as you know, estimating the appropriations necessary to operate the Senate and communicating that

estimate to the Committee on Appropriations. It is the kind of policy-oriented function which seems to belong naturally under the jurisdiction of a comptroller.

It is also proposed that the Comptroller take from the Disbursing Office responsibility for compiling for the Secretary of the Senate, the latter's semi-annual Financial Report. In effect the Comptroller would supervise the assemblage and issuance of the report.

A Senate Comptroller should be, as the present incumbent is, a skilled "fiscal parliamentarian", a function which requires a knowledge of law and precedent regarding Senate finances. Again, the removal of this sort of function from the Disbursing Office would act to insulate the people who are handling disbursements from the pressures of policy determination. The Senate may wish to institutionalize this function even further as time goes on by directing the Comptroller to codify Senate fiscal procedures much as the Senate Parliamentarians have done for Senate legislative procedures.

My final comment with regard to the Comptroller has to do with his future relationship with the Disbursing Office. To avoid proliferation of offices it would be my intention to see to it that the Comptroller retains a functional affiliation with the Disbursing Office. The Comptroller will be empowered by the Secretary to utilize the documents and staff of the Disbursing Office in performing his assigned duties. At the same time, I believe that the Comptroller and his secretary should be housed separately. As I understand it, the present Comptroller is desirous of being freed of day-to-day details and is anxious to turn over full responsibility for these duties to a successor director of the Disbursing Office. I am in full accord with him in this matter and will outline next, the steps which need to be taken to make this transfer final and complete.

I turn now to the internal structure of the Disbursing Office. The effect of my assigning Mr. Brenkworth to the new position of Comptroller was to vacate the position of Financial Clerk. Several questions were

raised by the transfer. Would the vacated position of Financial Clerk, for example, be altered by the creation of the position of Comptroller? If in making Mr. Brenkworth Comptroller, the Senate intended to do other than change the title of his job and give him a merit raise, it seems to me that the position of Financial Clerk would clearly be changed in substance. It would be diminished by the duties removed and reserved for the new position of Comptroller and altered in character. It is my recommendation, therefore, that the description and title of the position of Financial Clerk be revised to reflect that it is limited to the functions which are delegated by the Secretary as the Senate's Disbursing Officer, rather than the composite of responsibilities which are now designated by the title "Financial Clerk."

A second question raised in connection with filling this post relates to the question of compensation. Should the employee in charge of the Disbursing Office be compensated automatically at the same rate as was provided for the position of Financial Clerk; that is at a gross rate of $32,631? It is my conclusion that he should not be.

As noted, under the proposed division of responsibility, the scope of the job is diminished. Moreover, there is a considerable discrepancy between the salary levels of the present position of Financial Clerk ($32,631) and the incumbent Assistant Financial Clerk ($24,966 position gross). A one-step raise of $7,665 would amount to an increase of nearly 30.7%, which would be hard to justify even if the duties of the higher post remained the same. With reduced responsibilities it is unsupportable.

I recommend, therefore, that the position of Financial Clerk (presently designated #201) be abolished. In lieu thereof, I recommend that there be created the new position of Disbursing Clerk with a position gross of $26,937. If the present Assistant Financial Clerk is designated to the new position, he would actually be compensated at $28,251 because of his longevity and would receive in that event a raise of $1,971 or 7.5% over his current gross salary.

I would like to say, parenthetically, Mr. Chairman, that I am well aware that there has been some impatience over the delay in designating a successor to the position of Financial Clerk. I have held this matter in abeyance for several reasons. In the first place, I was seeking to comply with what I believe was a desire on your part and on the part of the chairman of the full Committee and the joint Leadership, to guard against a precipitous opening of the floodgates to salary raises and bureaucratic proliferation because of the creation of the new position of Comptroller. Moreover, on the basis of your report, I felt obliged to examine in an orderly way into the implications of the division of functions between the Comptroller and the Disbursing Office. Finally, I wanted to ascertain more precisely the intent both of the Committee in proposing the pay increase and new title for Mr. Brenkworth and of the Leadership in supporting the action. Without these clarifications, it was not possible to determine just what sort of position should be left at the head of the Disbursing Office.

However, if the Committee approves my recommendations, it would now be in order to proceed with the internal reorganization plan for the Disbursing Office as proposed by the former Financial Clerk. This will involve the realignment of existing personnel under new titles and I endorse its early implementation. It would be my intention, however, to defer the salary increases (except for that of the Disbursing Clerk) -which were also proposed in the reorganization plan-until there is completed a salary comparability study.

I would like to say just a word about the salary comparability study, which has been one of my objectives since I took office, not only for the Disbursing Office but for all offices of the Secretary of the Senate. I am aware that there may be some substantial inequities both in terms of hard workers who are underpaid and highly paid workers who are underworked. The comparability study is an essential step in correcting these inequities and I intend to have it undertaken in conjunction with the general Administrative survey which is now underway.

Before leaving the subject of the Disbursing Office, I want to mention briefly some other operational matters. One area that I would like reviewed promptly is the possible application of Automatic Data Processing techniques to various operations in the Disbursing Office. At present, virtually no use is made of this tool in spite of the fact that Senate disbursements are approaching $60 million. I am not predisposed to change for the sake of change nor do I believe in computer gimmikry. But I am concerned that office techniques continue into the future to provide for members of the Senate and about four thousand Senate staff personnel, effective and efficient service at reasonable cost.

Another area of particular concern to me is the problem of cash payroll payments. In a period of alarming incidence of crime, the Disbursing Office has continued what seems to me an archaic practice of cash disbursements totalling an estimated $24 million per year, or $1 million every two weeks. As far as I can determine, the Senate is the only civilian agency of the federal government which still pays in cash. This constitutes a security problem not only for the Senate but for each of the hundreds of employees who must carry their wages to the bank in currency. The practice is continued, as I understand it, primarily because present disbursing techniques do not permit check payments on a bi-weekly basis.

I would like to turn now to the broader question of overall personnel management as it confronts the Secretary of the Senate. In recent years an increasingly professional core of personnel has been assembled to do essential legislative staff work. But there are anachronisms which cause unnecessary administrative difficulties. The Secretary has the authority, for example, to appoint new personnel and to transfer employees from one position to another, but he does <u>not</u> have the power to redefine positions and adjust salaries, even when the conditions and needs which justify an existing position have changed considerably.

As a result, we have some strange anomalies on the books. There is, for example, the position of "Custodian of Records". Somewhere along the line it fell into disuse and was shifted from the Secretary's immediate office to the Library with duties not relevant to the title. In other cases, staff members have been assigned the title and higher salary associated with one position even though undertaking the duties of a second position because that was the only way in which warrented promotions could be made.

To permit me to clear up this confusion and to facilitate more effective administration in the years to come, I specifically request that the Committee grant the Secretary discretion to adjust titles and salaries within the overall limits specified by the Committee. As the Committee will recall, this is the authority which was granted to me last year with regard to the Disbursing Office. I ask now that it be extended to the other offices for which I am responsible to the Senate.

I want to emphasize that I am not asking for any increase in the aggregate allowance for any office of the Secretary at this time. I request only an extension of the range of discretion. For the present I would propose to use this new authority principally to adjust titles and job descriptions to reflect past changes which have not yet been fully taken into account.

The application of the second part of this new authority insofar as it might relate to upward adjustments in salary would be delayed pending completion of the salary comparability study and my submission to you of an overall readjustment plan. I would, however, want the option to use the authority which is requested to reduce the position gross of any position which might fall vacant, if in my judgement the position should be filled at a lower salary level.

Finally, Mr. Chairman, I would like to talk briefly about the long range organization of fiscal responsibilities in the Senate. There is, I believe, a certain amount of apprehension about the viability of

an organizational structure in which the Secretary of the Senate retains legal authority for the fiscal operations of the Senate, with concurrent powers of delegation and appointment, in spite of the fact that a new position of Comptroller has been created with equal pay status. I call attention to this point with all due respect to this Committee and to the incumbent Comptroller who has a long record of distinguished service to the Senate.

In all frankness, this arrangement is anomalous, and, I recommend that it be corrected in due course. I do not recommend, however, that the organizational structure be redesigned to accommodate the anomaly. A solution which the Committee may wish to consider is to stipulate that the compensation for the position of appointed Comptroller should be reduced to an appropriate level below that of the Senate-elected Secretary at such future time as the position of Comptroller falls vacant. This would have the effect of separating reward of Mr. Brenkworth's long and dedicated service from considerations of effective staff organization.

I have reviewed alternative approaches to this problem but have concluded that none offers the merits of the structure proposed today. Those merits as I see them, are responsiveness and accountability through an elected officer to the Senate, and its majority, combined with strengthened fiscal controls and restraints against staff proliferation.

In short, I believe the Senate should proceed cautiously and slowly when it comes to further fragmentation of its internal staff. The trend in the Senate, in contrast with the House where staff is divided into several principal offices, has been in the other direction. It seems to me that effective management of Senate business in the years to come may well require more centralization rather than less. It will also require not only competent professionals but also continued staff responsiveness through elected officers to the Senate.

ORGANIZATIONAL ANALYSIS OF ALL OFFICES

Mr. VALEO. If the committee will permit, I would like to open my remarks with a personal comment.

I began to work for the Congress more than a quarter of a century ago. Throughout these years, the question of how to combine the responsiveness to the elected Members of the House and Senate with staff professionalism has been a preoccupation. I have had an opportunity to see the question from several vantage points, and the essence of the experience is incorporated into the report I am about to give you.

I am pleased to report to you today in response to your request that I examine into the fiscal operations of the Senate as they relate to the new Office of Comptroller, which was created by the Legislative Appropriations Act of 1970.

At the request of the majority leader, concurred in by the minority leader, I broadened the study into a complete organizational analysis of all the offices under the Secretary of the Senate.

The leadership emphasized in asking for this enlarged study that any change in the offices under the Secretary, and hence under the control of the Senate and its majority, should avoid bureaucratic fragmentation and proliferation, preserve responsiveness to the will of the Senate, and strengthen the safeguards of fiscal integrity.

LETTERS FROM THE MAJORITY AND MINORITY LEADERS

Mr. Chairman, I have several letters from the majority and minority leaders on this subject, which I would like to submit for the record, if I may.

Senator MONTOYA. Yes.

(The letters follow:)

UNITED STATES SENATE,
OFFICE OF THE MAJORITY LEADER,
Washington, D.C., October 29, 1969.

Hon. FRANCIS R. VALEO,
Secretary of the Senate, U.S. Capitol,
Washington, D.C.

DEAR FRANK: In setting up the position of Comptroller of the Senate, I note that H. R. 13763 does not specify that this new title and salary is intended to apply only to the present incumbent, Robert Brenkworth. Nor does it link the new position with the existing position of Financial Clerk which he now occupies. What the Committee has done in this connection does not accord with my understanding of what was originally intended in this adjustment. It seems to me that certain unintended anomalies may have been created in your office as a result.

First of all, I note that the change does not make provision for the new Comptroller to succeed the Secretary of the Senate as Disbursing Officer *ad interim* in the event of the Secretary's death or disability. This, apparently, was an oversight for it could hardly have been the intent to have a lesser officer fill this role in an emergency. If legislation is necessary to correct the oversight, please have it prepared without delay and I shall take the matter up with the President Pro Tem and the Minority Leader with a view to its prompt introduction and enactment.

Second, I do not wish it understood that in concurring in providing recognition for the excellent service which Mr. Brenkworth has rendered as Financial Clerk of the Senate for so many years, there was any intention on my part to sponsor the enlargement of the Disbursing Office or to foster in any way, shape or form the growth of another separate bureaucratic structure in the Senate.

It should be clearly understood that the elected Secretary of the Senate and the elected Sergeant at Arms remain the principal officers of the Senate. I fully expect that the appointed Comptroller, as well as the staff of the Disbursing Office will remain under the direction, authority and responsibility of the Secretary as the legal disbursing officer of the Senate.

With best personal wishes, I am

Sincerely yours,

MIKE MANSFIELD.

UNITED STATES SENATE,
OFFICE OF THE MAJORITY LEADER,
Washington, D.C., November 20, 1969.

MR. FRANCIS R. VALEO,
Secretary of the Senate,
U.S. Senate.

DEAR FRANK: I note that in the report accompanying H.R. 13763, the Committee on Appropriations requested the Secretary of the Senate to make a study of the fiscal operations of the Senate. The Committee's request comes at a time when I have had in mind asking you to pursue an administrative survey of the various offices for which the Secretary is responsible to the Senate through the Majority. It seems to me that something along this line might point the way to a more orderly and efficient pattern of organization for the general offices of the Senate.

In the circumstances, I would appreciate your broadening the study which the Committee requested into a more complete organizational analysis. In pursuit thereof, you should be guided by the following principles:

1. There should be no organizational fragmentation of staff services which may tend to build additional bureaucratic units or stimulate the growth of personnel in any of the general offices of the Senate.

2. There should be a preservation of the kind of responsiveness of all general staff to the Senate which is presently obtained through the election of the Secretary and the Sergeant at Arms by the Senate, after designation of the candidates by the Majority Conference and by the assignment of administrative responsibility to these two elected officers for the appointed staff of the general offices of the Senate.

3. There should be maintained at all times and strengthened, if necessary, the controls that are necessary to insure the integrity of the fiscal affairs of the Senate.

As further guidance in this study, your attention is called to my letter of October 29, 1969. You will recall that it sets forth my understanding, after discussion with the President Pro-tempore and the Minority Leader, in supporting an increase in the salary of Robert Brenkworth and his designation as Comptroller of the Senate.

I would expect you to have the cooperation of such general officers and general staff of the Senate as you may require in this study. You have my assurances of my full assistance in carrying out this assignment. The Minority Leader has been advised and concurs in this request and he will be kept informed of the progress of the study.

Sincerely yours,

MIKE MANSFIELD.

UNITED STATES SENATE,
OFFICE OF THE MINORITY LEADER,
Washington, D.C., November 21, 1969.

MR. FRANCIS R. VALEO,
Secretary of the Senate,
Washington, D.C.

DEAR FRANK: The Majority Leader has given me a copy of the letter to you requesting that you broaden the study called for in the report on H.R. 13673 to include administrative functions of the Senate as well as fiscal.

This is to inform you that I am in complete accord with the purposes of that letter and to assure you of my assistance and that of the Republican Leader office, if needed, to help carry out the assignment.

Sincerely,

HUGH SCOTT, *U.S. Senator.*

UNITED STATES SENATE,
OFFICE OF THE MINORITY LEADER,
Washington, D.C., April 8, 1970.

Hon. JOSEPH M. MONTOYA,
Chairman, Legislative Subcommittee, Appropriations Committee, U.S. Senate, Washington, D.C.

DEAR JOE: I am writing to you with regard to the question of the organization of fiscal responsibilities in the Senate, which is under consideration by your subcommittee at this time.

This matter has been of considerable concern to me since the subcommittee's action last year which created the new position of Comptroller of the Senate. As I said at that time, both on the floor and in correspondence to the Secretary of the Senate, I was happy to concur in recognizing the long and distinguished record of service to the Senate rendered by Mr. Brenkworth, but I did not intend thereby to sponsor either the growth of a new fiscal bureaucracy in the Senate, nor did I intend to open the door to a revision of the legal basis for fiscal responsibility in the Senate.

I wish to reaffirm that view at this time. Whether or not there is to be a division of duties between the Comptroller and the Disbursing Office, the ultimate legal authority for the Senate's fiscal operations, it seems to me, should remain under the jurisdiction of the Senate's chief elected officer, the Secretary of the Senate who is controllable by the entire Senate. Only in this way can we be certain that the conduct of the Senate's financial affairs will be truly responsive to the needs and wishes of the Senate and not controlled by a self-contained and inner-directed bureaucracy. In my view, the best way to assure the Senate's fiscal integrity is to conduct the Senate's financial affairs in the open, under the clear scrutiny and control of the Membership.

In short, as I see it, we must tighten and preserve the lines of authority which already exist rather than establish new and additional ones which can only have the effect of obscuring ultimate responsibility. I would appreciate your making this letter a part of the record and hope that your subcommittee will consider these views in its deliberations.

With best personal wishes, I am
Sincerely yours,

MIKE MANSFIELD.

TENOR OF LETTERS

Senator MONTOYA. What is their tenor?

Mr. VALEO. They urged me to keep in mind in enlarging the study that we ought to avoid bureaucratic fragmentation, to make certain that the responsiveness of all of the offices is preserved to the Senate, and that we should try, if necessary, to strengthen the procedures for preserving the fiscal integrity of the Senate.

UTILIZATION OF STUDY BY ORLANDO POTTER, FORMER MEMBER OF SENATE STAFF

To assist me in carrying out these two directives, I obtained the services of Mr. Orlando Potter, who is a former member of the Senate staff. He is here with me today, Mr. Chairman, if the committee wishes to address any questions to him.

Mr. Potter completed the first phase of his study dealing with the administrative and fiscal responsibilities of the Secretary of the Senate early in March, and I have drawn on the findings of his report in framing my recommendations to you today.

CONCLUSIONS

However, the conclusions are my own, and the recommendations are my own. My conclusions are as follows:

DIVISION OF PRESENT WORKLOAD OF DISBURSING OFFICE: ASSIGNMENT TO COMPTROLLER NONDISBURSING FUNCTIONS

The present workload of the disbursing office should be divided between disbursing and nondisbursing functions, and responsibility for the latter should be assigned to the comptroller, with both the comptroller and the disbursing officer remaining under the responsibility of the Senate-elected and majority-controlled secretary.

Briefly, this means that the comptroller would assume responsibility for auditing, budgeting, compilation of reports, and for services as a fiscal parliamentarian.

The present comptroller has taken informal responsibility for these functions over the years in addition to his duties as financial clerk.

Senator COTTON. Excuse me, Mr. Chairman.

May I ask you to read that paragraph over again, where you outlined that?

Mr. VALEO. The present workload of the disbursing office should be divided between disbursing and nondisbursing functions.

Senator COTTON. Would you read it slowly, so I can understand it better?

Mr. VALEO. Yes.

Briefly, this means the comptroller would assume responsibility for auditing, budgeting, compilation of reports, and for services as a kind of fiscal parliamentarian.

EXPLANATION OF FISCAL PARLIAMENTARIAN

Senator MONTOYA. What do you mean by fiscal parliamentarian?

Mr. VALEO. When questions arise as to how bills should be submitted for clearance and payment, this would be the kind of questions he might very well answer. When questions arise as to what is a proper thing for a committee to charge, this type of question would certainly fit into this category.

Senator MONTOYA. All right.

ROLE OF COMPTROLLER

Mr. VALEO. It is my recommendation that the nondisbursing functions, these nondisbursing functions form the basis of his new role, thus relieving him from day-to-day responsibilities in the disbursing office, as he desires and deserves.

He should be housed apart from the disbursing office, so that he can be freed of its day-to-day routine, but he should have full access to its records and staff support in performing his assigned duties.

Senator MONTOYA. Let me ask you this at that point: How can you divorce the comptroller, who is the head of the department, from any responsibility for the disbursing side of it?

Mr. VALEO. If I may go on, Mr. Chairman, I would not recommend that he be kept as the head of that particular department, as you will see presently.

Senator MONTOYA. All right.

Mr. VALEO. It would put him, in effect, in a staff relationship to the Secretary in the line organization of that department.

Replacement of Position of Financial Clerk With Position of Disbursing Clerk

My second recommendation relates to the position of financial clerk, which has been vacant for the past several months, and which formerly embraced both disbursing and nondisbursing functions in the one person. It should be abolished and replaced by the position of disbursing clerk, reflecting the more limited scope of its remaining responsibilities after you remove those that are to be assigned to the comptroller.

Salary Reduction

Likewise, the compensation for the new position should be lower than that presently allowed for the position of financial clerk, because of the reduction in its responsibility. If it is to be a fixed-level position, my recommendation would be that the position's gross salary be set at $26,937.

Alternatively, the committee might wish to consider establishing a position on a not-to-exceed basis, in which case the upper limit could be set at $28,908, or $31,317, and I would try through experience to determine what would be the proper salary for the position.

Reorganization of Disbursing Office

If the committee sees fit to approve this recommendation, it would then be in order to proceed with an internal reorganization plan for the disbursing office, as proposed to me last year by the then financial clerk, and which I have held in abeyance through these months. This will involve the realinement of present personnel under new titles.

There was also a suggestion for salary increases through redistributions within the disbursing office. I would propose, however, to defer any salary increases under that plan until we have concluded a salary comparability study, which I intend to have done in conjunction with the general administrative survey that was requested by the leadership, and which is now under way.

Disbursing Clerk Responsibilities: Efficient and Orderly Handling of Disbursements and Disbursements by Checks

There are two other operational matters which I expect to have prompt attention paid to by the new disbursing clerk. One is the possibility of the greater mechanization to assure in the future efficient and orderly handling of the steadily growing total of Senate disbursements, now over $60 million, and involving several thousands of employees.

The other is adjustment of the present archaic practice of cash payroll distributions, which constitute a serious safety problem not only for the Senate but for each of the employees who carry wages to the bank in currency. I am advised that the Senate is the only major civilian office in the Government which has a payroll system still heavily reliant upon cash payment of wages for its functioning.

Senator Young. Wouldn't it be more convenient for the employees to have a check cashed?

Mr. Valeo. That would be my judgment, Senator.

The problem, as I understand it, is that if we paid on a monthly basis——

Well, let me turn the question over to Mr. Brenkworth, who is here and can explain the reason for it at the present time.

MONTHLY PAYROLL BASIS PROVISION FOR BIMONTHLY CASH PAYMENTS

Mr. BRENKWORTH. We are on a monthly payroll basis, and they are paid once a month by check. The law provides that the Secretary may determine a cash payment if they are paid in advance.

Those who want to be paid by check can be paid by check.

Senator YOUNG. On a 2-week basis?

Mr. BRENKWORTH. No, on a monthly basis.

The reason the cash basis is important to the employees is that they have the cash. The alternative is that if you give them a check, they will want to cash the check, and who is going to cash it for them? On the House side, they go to the Sergeant-at-Arms. If you are going to issue checks, and then turn around and cash them, you are going to have a major problem.

The only answer to that is to pay everybody by check twice a month, but if you do this, you have to have some facility to cash checks, if the people who seem to have quite a bit to say around here want to be paid this way, and they want the facility.

Senator YOUNG. Those who like to be paid every 2 weeks, or on a bimonthly basis, wouldn't they like to have that by check?

Mr. BRENKWORTH. Not at this point, because we are on a monthly payroll basis. You issue one check a month. This is the basis on which we are paid, just as the House is, once a month.

We have a special provision whereby they can be paid twice a month, if they are paid in cash. In other words, they receive an accommodation advance on their salary due.

CHECK-CASHING FACILITY REQUISITE

The alternative, of course, is a facility which would cash checks. Over the years, this has been an issue before this committee: couldn't we have a check-cashing facility?

As a matter of fact, the volume of checks we cash now is pretty high, on a weekly basis, and we are not cashing payroll checks. These are paid on Senator's endorsement.

Senator YOUNG. I endorse quite a few, myself.

Mr. BRENKWORTH. If we had a facility to cash checks, it would be simple, but we are not equipped to do that at the present time. We have no space for it.

Mr. VALEO. This is one of the problems that I want looked into thoroughly, as to what are the possibilities of altering this practice to make it possible to pay by check, and I would have someone examine into all these ramifications, when there is a new disbursing officer in charge.

Senator COTTON. Did you ever consider that, while you can't give an advantage to one particular bank, I would think a downtown bank would be tickled to death to have a branch office in the Capitol.

Mr. BRENKWORTH. Ten years ago this was raised with the Rules Committee, and banks were inquired of to see if they were interested, and they said, "No."

Senator MONTOYA. How long ago was that?

Mr. BRENKWORTH. Ten or twelve years ago.

Mr. VALEO. In pursuit of that point, Mr. Chairman, I would say that there has been a discrete inquiry made by a bank downtown in the last couple of months, as to that possibility again.

Senator COTTON. Don't they have branch banks in the Pentagon?

Mr. VALEO. That is my understanding.

Senator COTTON. I should think if a bank did, that they would pick up a lot of accounts, too.

Mr. VALEO. I should point out that 10 years ago we didn't have 4,000 employees, which we have now. This makes a difference, too.

Senator COTTON. Every time we want a stenographer, she will be downtown cashing a check, and furthermore, she is apt to get robbed on the way back.

ADMINISTRATIVE AUTHORITY INCREASE

Mr. VALEO. Finally, Mr. Chairman, no salary increases are requested for any of the offices under the Secretary. However, I do want to call your attention to the need of the Secretary for a greater degree of administrative latitude.

At present, the Secretary has adequate authority for job and salary adjustments only for the disbursing office. For the other offices he has the power to appoint personnel to already established positions, and to transfer employees from one position to another, but he is unable to redefine positions and adjust salaries within the overall budget of the Secretary's office.

As a result, several anachronisms—confusing mismatches of antiquated titles and duties and salary distortions have accumulated over the years.

FIXING OF SALARY RATES BY SECRETARY

I recommend the Secretary be allowed to fix rates within the fiscal year aggregates. This is the same authority which the committee provided to me last year with regard to positions in the disbursing office. I simply propose now that this authority be extended to the several other offices under the Secretary.

I want to assure the committee that I will not use this authority to effect any upward adjustments in salary without first bringing the matter to the attention of the committee, but I would propose to use this new authority, if it is given, to adjust titles and job descriptions now in need of adjustment.

I would also proceed to reduce the position gross salary of any position as it falls vacant if in my judgment the position should be filled at a lower salary level than now prevails.

Senator MONTOYA. There is a rollcall vote on the floor.

Mr. VALEO. I have two more paragraphs, if you want me to put it in.

Senator MONTOYA. We will have questions.

We will recess.

(Brief recess.)

Senator MONTOYA. You may proceed, Mr. Valeo.

ADMINISTRATIVE CONTROL OF COMPTROLLER AND DISBURSING CLERK

Mr. VALEO. Thank you, Mr. Chairman.

In closing, I would like to reiterate my belief that the proposed division of authority between the comptroller and the disbursing office, together with administrative control of both by the Senate elected Secretary, offers the best plan for insuring fiscal integrity, responsiveness to the Senate, and avoidance of bureaucratic proliferation.

I have examined other organizational alternatives, and find that none has the merit of this plan.

SALARY OF COMPTROLLER

The one anomaly in the proposed division is the fact that the Secretary and his chief fiscal officer, the comptroller, remain on the same pay level. That seems to me to reflect quite properly the long and distinguished record of the comptroller, Mr. Brenkworth. The majority leader has told me that was his understanding in endorsing the increase in pay for Mr. Brenkworth last year.

The committee may want to reduce the compensation of the comptroller to a lower level when the position falls open in the future. I do not at this time recommend any change to accommodate the anomaly.

That completes my statement, Mr. Chairman.

RECOMMENDED SEPARATION OF DISBURSING AND NONDISBURSING FUNCTIONS: COMMITTEE UNDERSTANDING

Senator MONTOYA. It was my understanding last year, when we created the position of comptroller, that he would be in charge of the disbursing as well as nondisbursing functions of the Senate. That was our understanding in the committee, as I remember it.

Now the situation has changed, apparently, to divide his functions and to create the position of disbursing clerk. Is that what you call it?

Mr. VALEO. Rather than financial clerk. That is correct.

Senator MONTOYA. And have the functions of the disbursing side of the Senate under the disbursing clerk, and the functions of the comptroller will be diluted to include only the nondisbursing functions. Is that about right?

Mr. VALEO. I might differ only with the word "diluted," but I think in general that would be my understanding, yes, sir.

Senator MONTOYA. What about the understanding 2 years ago with the committee? Wasn't that the understanding, that the comptroller would be the overseer of all the functions of the disbursing office?

Mr. VALEO. I did not have that understanding, Mr. Chairman.

Senator MONTOYA. We were led to believe that that was the case at that time.

Mr. VALEO. My own understanding was based on the belief that Mr. Brenkworth wanted to be relieved of day-to-day responsibilities of that office, and to be separated, in effect, from the work at the front desk of the disbursing office.

Senator MONTOYA. Actually, Mr. Brenkworth did not want a raise in salary.

Mr. VALEO. That I understood.

Senator MONTOYA. I kept insisting that he did not want a raise in salary.

Mr. VALEO. Yes, I understand that.

Senator MONTOYA. It was at the insistence of some of the leadership that this committee was prevailed upon to give him that raise, and there was no question about his deserving a raise.

Mr. VALEO. That is correct.

Senator MONTOYA. This new recommendation to divide the functions in the disbursing office and to separate them is a surprise to me, because I don't remember having that kind of an understanding 2 years ago, unless the other members of the committee can elucidate me.

Do you remember anything about that, Senator Cotton?

Senator COTTON. My understanding was the same as the chairman's. As I remember it, many Senators, including the leadership and some members of this committee, felt that with the increase in salaries of other executives of the Senate staff, that Mr. Brenkworth was being left on a lower level when his experience and service and responsibilities entitled him to similar consideration, and it was the Senate and the committee that insisted on the increase in compensation.

CENTERING OF ORGANIZATION IN ELECTED SECRETARY

Now, it was not my understanding that we were simply creating a high sounding title for him, that didn't mean anything, to justify an increase in compensation

I think that the Secretary here has attacked this matter in a comprehensive way, and I compliment him on his statement, but I am unable to form in my own mind just what the comptroller is supposed to do. It looks to me if his duties, under this conception, are pretty nebulous.

For instance, I noted, and I am not asking this critically, you understand.

Mr. VALEO. I understand.

Senator COTTON. You refer to bureaucratic fragmentation. To me, that is a $5 expression that means centering power in some particular person rather than having it dispersed and divided. Isn't that correct?

Mr. VALEO. Essentially correct; yes, as I used the term.

Senator COTTON. In whom would the power be centered?

Mr. VALEO. What I am trying to do is keep the organization as it is, centered in the elected Secretary. When I approached this, I tried to leave out Mr. Brenkworth as a person, for whom I have a high regard, and myself as a person, because neither of us is here forever. I was trying to think of it in terms of an organization that fits the Senate's needs rather than a situation involving a particular comptroller or financial figure at this particular moment.

DELEGATION OF FISCAL RESPONSIBILITIES

Senator COTTON. The fiscal part of the operations of the Senate, you consider that they are—of course, the Secretary of the Senate is responsible, has an overall responsibility.

Mr. VALEO. By law; yes.

Senator COTTON. But in the past, the Secretary of the Senate, has he, or has he not, actually participated in handling the actual fiscal problems?

Mr. VALEO. This is normally delegated to his chief fiscal officer. That has been the financial clerk of the Senate.

Senator COTTON. But delegated by the Senate?

Mr. VALEO. The Senate designates the Secretary by law, or Congress does, as the financial officer of the Senate, and in turn the Secretaries, my predecessors as well as myself, have delegated that authority to the principal fiscal officer of the Senate.

SALARY OF COMPTROLLER

Senator COTTON. You indicated also in your statement that at such time as Mr. Brenkworth should retire or relinquish the office of comptroller, that you would further curtail the comptroller's activities.

Mr. VALEO. No; that isn't correct, Senator. I had in mind——

Senator COTTON. You said something about it. Maybe I misunderstood.

Mr. VALEO. What I had in mind was—the question was raised how could you have two people in a line organization, one responsible for the other when they are both paid the same salary.

I think you can meet that anomaly, if you have been trying to take care of Mr. Brenkworth as a particularly fine employee of the Senate, by at the conclusion of his term, reducing that salary somewhat to fit that organizational need.

I personally don't care, but I think this is one way at the problem.

Senator MONTOYA. We had that in mind when we raised his salary, that you might do this when Mr. Brenkworth would quit. There is no quarrel about that.

Senator COTTON. But it is one thing to disburse the money and to see that it is disbursed under the proper rules and so on.

However, you have auditors that regularly audit the account.

Mr. VALEO. The GAO takes care of auditing Senate accounts.

COUNSELING BY PRESENT FINANCIAL CLERK

Senator COTTON. It has been my experience through the years that we have gone to Mr. Brenkworth for information and advice on a wide range of subjects.

I know I have been to him, usually just before I am up for reelection. I have always been to him to find out what my retirement would be, and he has figured it out, and I remember getting advice from him on whether to take out additional insurance when the Senate voted the Senators an option on that sort of thing.

I know that staff assistants have relied on him for similar types of information.

Now, is it your idea that this business of keeping track of the insurance rights and the options, and retirement rights and options, and being prepared to pass on them and advise Senators and advise staff members, is that to be done by the disbursing fellow, or by the comptroller?

Mr. VALEO. Senator, if I were a Senator and I wanted similar advice, with an election coming up, I would go to Mr. Brenkworth, and

I think any Senator should feel free, because of Mr. Brenkworth's great knowledge. But as an organizational matter I think the comptroller should be relieved of that, certainly insofar as the 4,000 employees of the Senate are concerned. I think they should turn to other people in the disbursing office for that.

The advice depends on the records of the individuals, which are in the disbursing office, and I should think the disbursing clerk, by pulling out the records and familiarizing himself with the procedures, could give that on a routine basis.

OPERATION MAGNITUDE

May I say that the main reason for the recommended division, again, is facing up to the fact that the Senate is now a $60 million a year operation and involves 4,000 people. It is no longer a small, personal relationship, and I think that we have a rather serious situation potentially—obviously not with Mr. Brenkworth, but we have a potentially serious situation when your auditing function is in the same locale and combined in the same person as your bookkeeping person.

AUDITING

Senator MONTOYA. Where are the auditing functions done?

Mr. VALEO. General auditing falls to the General Accounting Office. One of the responsibilities, in addition, which would be turned over to Mr. Brenkworth, would be auditing of drawings on the contingent funds of the Senate, which is now the responsibility of the Rules Committee, but which Mr. Brenkworth has been doing on an informal basis.

This would be one of the functions he would continue to operate and perform as comptroller, but separate from the paying place.

Senator COTTON. Who actually does the paying when a committee of the Senate, or a group of Senators, travels abroad and makes expenditures in counterpart funds, and so on, and comes back and makes a report? Who audits those reports?

Mr. VALEO. If my recollection is correct, Senator, there are several places where that is handled. There are some reports filed here with the Appropriations Committee. There is also some work done at the Foreign Relations Committee with relation to this type of expenditure.

Senator COTTON. It is done by the committees that authorized the travel.

Mr. VALEO. I am not sure of that in every instance, Senator.

Senator COTTON. I note the dictionary definition of a comptroller carries a function of auditing and approving.

Mr. VALEO. That is correct, and that is what I would see as one of his functions.

Senator MONTOYA. As I see this contemplated operation, which is within your recommendation, you intend to have two separate lines of authority now emanating out of your office.

Mr. VALEO. That is correct, Senator.

ASSIGNMENTS OF RESPONSIBILITIES

Senator MONTOYA. One is for the disbursing function, and the other is for the nondisbursing function, under the comptroller.

Mr. VALEO. That is correct, sir.

Senator MONTOYA. So the Financial Clerk will be in charge of his operation, and the Comptroller will have no supervision over that operation.

Mr. VALEO. But I will see to it that he has full access to everything in the disbursing office.

Senator MONTOYA. But he will have nothing to do with the operation.

Mr. VALEO. He will cease to supervise it, and will act in a sense more in line with the dictionary definition of a comptroller, so to speak, under this recommendation.

COMPTROLLER EMPLOYEES: AUDITING OF EXPENDITURES FROM SENATE CONTINGENT FUNDS AND AUDITING BY GAO

Senator MONTOYA. How many employees would be under this new operation?

Mr. VALEO. Himself and a secretary, and he would have access to all the employees in the disbursing office to the extent he needs them.

Senator MONTOYA. Wouldn't they in effect be auditing their own situation?

Mr. VALEO. No. He will no longer be in charge of the employees in that office.

Senator MONTOYA. It has the same effect of what you are complaining about, only a little more so, I would say, in that if Mr. Brenkworth wants to come and audit division A, he has to go to the employees of division A to do his own auditing.

Mr. VALEO. I am sorry. I may have confused you on the types of auditing.

There is the GAO auditing, but when I mentioned auditing, I meant in particular the review of expenditures out of the contingent fund of the Senate, which is quite different.

These expenditures would pass over his desk en route to the Rules Committee for their formal action, and he would audit them. He would audit them for the right to make the demand for the funds, and for their accuracy, and their authorization.

Senator COTTON. He would be pretty busy doing that with one secretary.

Mr. VALEO. I am advised 90 or 95 percent of these bills are routine.

ORGANIZATION FOR THE FUTURE: MR. BRENKWORTH'S VIEWS

Senator COTTON. Mr. Chairman, it just occurs to me that this isn't a matter of personnel, or a matter of what we are doing about Mr. Brenkworth or the present Secretary. It is a matter of future organization.

This morning you asked Mr. Brenkworth his idea about it, and without his indicating as speaking for himself, but generally from his knowledge, I would like to hear what he has to say about it.

DIVERGENCE FROM COMMITTEE UNDERSTANDING: DIMINUTION OF MR. BRENKWORTH'S AUTHORITY

Senator MONTOYA. May I say by way of preface here, before we call Mr. Brenkworth, that Mr. Potter came to see me, and I told him

what the understanding of the committee was, just what I have told here today, and it was a complete surprise to me that there was any contemplated dilution of Mr. Brenkworth's duties there.

I had not heard it until I talked to Mr. Potter. That was the first time, because we didn't hear it in the discussions last year, and this amazes me very much. I would not want to be a party to a little accommodation which I wrote into the appropriations bill at the instance and request of some of the leaders in the Senate who wanted to bestow some additional privilege on Mr. Brenkworth, and then have that misinterpreted or used as a vehicle to dilute his authority.

That is the position I am in right now.

Mr. VALEO. I understand, Mr. Chairman.

My only understanding of it was that as far as Mr. Brenkworth was concerned, he wanted to be relieved of these day-to-day responsibilities, and wanted to be separated from the office physically.

Senator MONTOYA. Our understanding from Mr. Brenkworth was that he didn't want to stay there indefinitely, and he wanted to pass his activity to a successor, and to train him to do the very things that he had been doing up to that time, because he expected to get out very soon. That is what Mr. Brenkworth told me.

I would like to call on Mr. Brenkworth now, and I want Mr. Brenkworth to be very frank about this.

I certainly don't want to be a party to any mistake, here, or to any misunderstanding.

REQUEST OF SENATORS TO INCREASE MR. BRENKWORTH'S SALARY: REVIEW OF PROCEDURE

Mr. BRENKWORTH. As you know, Mr. Chairman, this all started with a request not on my part but on the part of certain Senators that I be given an increase in compensation. You will recall numerous occasions on which I asked you if you could talk to the people involved and not do it, because of my own feelings about receiving the same money as the man I am working for, the Secretary.

Senator MONTOYA. You sure did that.

Mr. BRENKWORTH. Subsequently, we came to a preliminary markup, and I was informed by you that were going to put a new job into the picture, which was the Comptroller's job, at the same salary as the Secretary, which was the first time I was aware of it, as you recall.

Senator MONTOYA. And this was done at the request of the President pro tempore of the Senate and at the request of the leadership of the Senate.

Mr. BRENKWORTH. You recall, also, Mr. Chairman, that I told you I could understand the position of the committee, and that I was going to talk to the gentleman that you indicated had raised the question and ask him to withdraw it, which I did, and he would not do so.

Senator YOUNG. I believe Senator Russell was very active in this.

Senator MONTOYA. Yes.

Mr. BRENKWORTH. As a result of this, he went forward with the creation of the position.

It was not, as I understood it, an increase in salary or a change in title, but an entirely new position, and I think the committee indicated, or I got that impression, that it was not going to just give somebody a raise, period, but they expected to create a fiscal opera-

tion, and the question was raised not on the amount of salary but as to whether or not the operation presently in existence was doing the job it should do, and perhaps it should be changed, and when the comptroller came into the picture, you said, "Well, we will get a study and have recommendations and next year we will take it up."

At that time, I said, "Let the whole thing go until next year," and the answer was, "No."

1970 COMMITTEE REPORT

Senator MONTOYA. That is what we had in mind in this language:

In connection with the appropriation bill for fiscal year 1971, the Secretary of the Senate is requested to examine into the operations of the Senate which are fiscal in nature, with the view of transferring to this new office such functions of the Senate as would properly be under the jurisdiction of the comptroller.

That was in that report.

PROPER FUNCTIONS OF COMPTROLLER

Mr. VALEO. Mr. Chairman, those functions are now in the Disbursing Office. My problem was, if the committee's request meant a change in function for this job, then I had to think in terms of what the comptroller would do as distinct from what a financial clerk or disbursing clerk of the Senate would do.

So I was trying—looking ahead to the needs of the Senate in years to come—I was trying to see what functions would fit properly into a comptroller's office.

There aren't any others. The fiscal functions are in the Disbursing Office of the Senate. This is the problem with which I was confronted, so to speak. The alternative, if the committee's action were something simply to reward Mr. Brenkworth's outstanding service for so many years by title and by the salary increase, that, I think, was eminently deserved, would mean no basic changes in the situation as it now operates, because these are the basic financial functions of the Senate.

Senator MONTOYA. You heard my statement, Mr. Brenkworth.

What kind of functions will you have as comptroller under this new setup?

Mr. BRENKWORTH. This is the question. I think the Secretary has made some recommendations, and quite a few of them came from, I think, my discussions with Mr. Potter.

Mr. VALEO. That is correct.

Mr. BRENKWORTH. Last year, when Mr. Potter first came and asked me some qeustions, I informed him that, up to that point, I hadn't given it any thought, but some time after the committee's action of last year I had considered the situation, and I frankly told Mr. Potter what I thought about it.

No. 1, the comptroller should be the fiscal officer. Certain functions of the fiscal office should be taken care of by the comptroller, but I also said that the Disbursing Office should be under the direction of the comptroller.

I also said that the disbursing officer should be the financial clerk, who would be responsible to the comptroller, who in turn is responsible to the Senate. This puts the Disbursing Office as a subsidiary office to the Comptroller's Office.

Under those circumstances, I could say, "I want these vouchers, and I want this done and that done." Other than that, I could not. I would

feel I would have to go to the Secretary and ask if I could use this person and that one.

DISBURSING OFFICE

COMMITTEE DELEGATED FUNCTIONS

There are certain jobs which have nothing to do with the Secretary's office. Budget officer is one, which was given to me by this committee, not by the Secretary.

Further, the General Accounting Office does not audit our vouchers. The only questions the General Accounting Office raises are in reconciling our accounts, comparing our expenditures based on supporting documents submitted against our checking account balances. The audit of vouchers is a function performed for Rules Committee and not being done for the Secretary by my office.

NONPOLITICAL OFFICE

Further, is the Disbursing Office a political office? It has been my understanding from the day I was appointed that it was not. If I recall correctly, it was in the Secretary's Office back in 1954, the year I was appointed, that the Republican chairman at a meeting of their patronage committee entertained a motion made to confirm me to by a Democratic Senator who was in charge of the Democratic patronage committee. It was a joint meeting. So I don't consider it an office responsible to one party, but to both parties, and to the Senate as a whole. I always have considered it that way. No one in my office has any political affiliations whatsoever. They are not hired on that basis.

Senator COTTON. May I ask you one question?

Mr. BRENKWORTH. Yes.

RESPONSIBILITY FOR SHORTAGES

Senator COTTON. If there should suddenly a shortage turn up in the Senate accounts, right now, in the present setup, who would be responsible?

Mr. BRENKWORTH. I would. Technically I would, and I think the Senate would hold me responsible, but legally, under the law, which says that the Secretary of the Senate is the disbursing officer, the Secretary would be legally responsible.

However, I don't think anybody would hold the Secretary responsible. I think I would be responsible, in the eyes of the Senate, anyway. That has been my feeling all along.

Senator MONTOYA. We have a roll call on the amendment.

Do you see any use of pursuing this any further? I think we have enough information here to make our own recommendation, unless you want to hear more.

Senator COTTON. No.

Senator MONTOYA. Do we have other witnesses?

Mr. SCOTT. Yes, sir; Mr. McDowell, Mr. McCaffrey, Mr. Abrams, and Mr. Burroughs, on the press, radio-TV, periodical, and press photographers galleries.

Senator MONTOYA. All right. We will be back after we vote.

I don't think we need Mr. Valeo any more.

Thank you.

(Brief recess.)

STATEMENT OF JOSEPH F. McCAFFREY, RADIO-TV GALLERY

ACCOMPANIED BY:
CHARLES McDOWELL, JR., PRESS GALLERY
DONALD SMITH, PERIODICAL PRESS GALLERY
HENRY BURROUGHS, PRESS PHOTOGRAPHERS

BASIC SALARY INCREASES

Senator MONTOYA. You may proceed.

Mr. McCAFFREY. Mr. Chairman and Senators, the gentlemen with me are Mr. McDowell, and Mr. Smith and Henry Burroughs, who is from the Press Photographers Gallery.

We have already submitted to you a request for a basic salary increase, which will be the first one we have had since 1955 for the employees of the radio-television, press gallery, periodical, and photography gallery.

LETTER OF APRIL 3, 1970: HOUSE NEWS GALLERY STAFF SALARIES

Senator MONTOYA. I have here a communication dated April 3, and I will ask that this communication be made a part of the record at this point.

Senator MONTOYA. The communication reads:

> In addition, we are confronted by a specific inequity. The staffs of the House News Galleries are paid from $1,000 to $4,000 more than those of the Senate News Galleries.

I don't have any specifics on this thing. Would you or someone with you give me the salary differentials and your recommendations to try to equalize them?

Mr. McDOWELL. There is a proposed salary list on the last page.

Senator MONTOYA. Yes, I see that.

Now, the letter of April 3, with the resolution as well as the salary adjustments proposed, will all be made a part of the record at this point.

(The documents follow:)

April 3, 1970

The Honorable Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
United States Senate
Washington, D. C. 20510

Dear Senator Montoya:

The correspondents' committees of the four Senate news galleries are submitting to the Legislative Subcommittee of the Appropriations Committee a request for adjustment of the salaries paid to the superintendents of the galleries and their assistants.

We find the current salaries substantially below the level of pay for Senate personnel with comparable responsibility. In addition, we are confronted by a specific inequity--the staffs of the House news galleries are paid from about $1,000 to $4,000 more than those of the Senate news galleries.

Representatives of each of the correspondents' committees would be pleased to appear before the Legislative Subcommittee to justify the suggested salary increases, a copy of which is enclosed.

This is a matter of serious concern to us because our news gallery staffs are dealing with an increasingly heavy and complex load of work, and we are anxious to maintain good morale and a highly professional level of competence on the staffs that do so much to facilitate dissemination of the news of Congress.

We earnestly request your consideration.

Respectfully,

Charles McDowell, Jr.
Chairman, Standing Committee
of Correspondents

Joseph F. McCaffrey
Vice Chairman, Executive
Committee, Radio-TV Correspondents Galleries

Earl B. Abrams
Chairman, Executive Committee,
Periodical Press Gallery

Henry Burroughs
Chairman, Standing Committee
of Press Photographers

RESOLUTION APPROVED UNANIMOUSLY BY THE STANDING COMMITTEE OF CORRESPONDENTS, THE EXECUTIVE COMMITTEE OF THE RADIO-TELEVISION CORRESPONDENTS, THE EXECUTIVE COMMITTEE OF THE CONGRESSIONAL PERIODICAL PRESS GALLERIES AND THE STANDING COMMITTEE OF PRESS PHOTOGRAPHERS:

The Standing Committee of Correspondents, the Executive Committee of the Radio-Television Correspondents, the Executive Committee of the Periodical Press Galleries, and the Standing Committee of Press Photographers, respectfully request the members of the 91st Congress to adjust existing inequities in the salaries paid to the staff personnel of the four Senate galleries.

In consideration of this request, it should be noted that employees of the House galleries currently are paid at a rate that varies approximately from $1,000 to $4,000 above the current rate for employees of the Senate galleries.

For years the basic salaries of the Superintendents and their assistants in the galleries have been below the pay of other legislative employees. (With the requested adjustments, the Superintendents of the news galleries still would be paid less than the current salaries of, for example, the Superintendents of the Document Room and the Service Department, and the Keeper of Stationery.)

The Superintendents of the galleries are career men of long service and invaluable experience. They and their assistants serve as liaison officers between Congress and press, radio and television. Their duties require intimate knowledge ranging from parliamentary procedure to the professional and technical operations of the media. They function as administrators, librarians and information specialists.

Queries handled daily include those on the status of legislation, committee hearings, and statements on and off the floor by Senators and Representatives. Gallery personnel schedule radio and television interviews in the gallery and arrange them at other requested locations on the Capitol grounds; coordinate news conferences; facilitate coverage of committees and a variety of meetings of interest to the media; keep logs of floor proceedings; compile and post the ever-changing schedule of newsworthy events in Congress; supply research material as background for those events; and are responsible for arrangements for the coverage of special occasions at the Capitol such as Presidential inaugurations and state ceremonies in the Rotunda.

The staffs of these galleries are charged with the detailed arrangements for coverage of national political conventions, these arrangements including accreditation of media representatives and the assignment of work space, along with all their other functions that contribute to fast and orderly dissemination of news.

The four galleries have a combined membership of 2,200 individual representatives of the press, radio-TV, periodicals and photographers.

Despite these heavy responsibilities, the basic salary paid to the Superintendents in the galleries is below that paid to many subordinate employees in Senators' offices. Clerks of committees, their assistants, Senators' administrative assistants and other aides to Senators with somewhat comparable duties receive substantially more compensation.

The officers of the gallery Committees believe that an adjustment in these salary inequities to the amount shown on the accompanying chart -- that is, to the salary levels currently in force in the House news galleries -- is justified in order to maintain qualified staff personnel for this important work.

The Committees jointly and unanimously recommend the basic salary increases proposed in the accompanying chart. The Committees consider these recommendations to be reasonable and in keeping with their desires that the pay scales of the various galleries be maintained at a level that insures equality for all employees.

We respectfully urge their approval by the appropriate Senate committees.

Charles McDowell, Jr.
Chairman, Standing Committee
of Correspondents

Joseph F. McCaffrey
Vice Chairman, Executive
Committee, Radio-TV Correspondents Galleries

Earl B. Abrams
Chairman, Executive Committee,
Periodical Press Gallery

Henry Burroughs
Chairman, Standing Committee
of Press Photographers

PROPOSED SALARY ADJUSTMENTS FOR THE FOUR SENATE NEWS GALLERIES

	Present Position Salary	Proposed Position Salary
DAILY PRESS GALLERY		
Superintendent	18,177.00	20,388.27
First Assistant	16,425.00	18,154.75
Second Assistant	13,140.00	14,314.73
Third Assistant	11,388.00	12,678.02
Fourth Assistant	9,198.00	10,156.55
Secretary	7,665.00	9,198.00
RADIO-TELEVISION GALLERY		
Superintendent	17,958.00	20,388.27
First Assistant	14,016.00	18,154.75
Second Assistant	12,264.00	14,314.73
Third Assistant	10,512.00	12,678.02
PERIODICAL PRESS GALLERY		
Superintendent	16,425.00	18,154.75
Assistant Superintendent	10,512.00	12,678.02
PRESS PHOTOGRAPHERS GALLERY		
Superintendent	14,016.00	18,154.75
Assistant Superintendent	9,855.00	12,678.02

NOTE: The Standing Committee of the Press Photographers' Gallery considers the current salaries of that gallery not commensurate with the other galleries and has reflected this belief in the above recommendation.

(Revised figures appear on p. 668.)

Mr. McDowell. You will see that this is what Senate employees are paid, as compared to the figures with the new House raise, so we haven't overshot.

Senator Montoya. When did the House raise?

Mr. McDowell. Last November.

Senator Montoya. In the last appropriation.

That is all you want to do?

Mr. Scott. Are you speaking for all the galleries?

Mr. McDowell. Yes.

Mr. McCaffrey. We are speaking for all the galleries on the Senate side.

Mr. McDowell. We are asking that the Senate galleries be made comparable to the House galleries.

Senator Cotton. You are speaking for all four galleries in the Senate.

Senator Montoya. What will happen in the House this year? Would they get another raise?

Mr. McDowell. Only if there were a general percentage involved.

We would not recommend any further raises on the House side. We do recommend that if there is a percentage raise across the board——

Senator Montoya. That would have to apply to both equally.

Mr. McDowell. Yes, sir. We are just trying to get equity. We have a bad inequity in our staff salary scales.

Senator Montoya. Have you figured out how much of an increase this would require?

Mr. McCoffrey. Roughly about $30,000, for all four galleries.

Comparability of Responsibilities

Senator Cotton. Is there any differences in the pressure, the hours, or the duties as between the House and the Senate?

Mr. McDowell. I would speak to that briefly.

I believe that the record of the amount of time you gentlemen are in session would indicate that the Senate has slightly longer hours—maybe not too slightly. The Senate is in session longer over a year, and with many more night sessions, and the staff works when you work, plus a full work day when you aren't in session.

I believe the superintendent suggests about 200 hours more a session on the Senate side than the House side.

Senator Montoya. And perhaps more work for the Senate galleries.

Mr. McDowell. There is no question, sir, but that one follows the other.

Senator Montoya. But beside the additional hours.

Mr. McDowell. I think so. I think there is a larger crowd of news people covering the Senate.

Senator Cotton. There is an additional problem of trying to make out what the Senate means.

Senator Montoya. Do you have anything else to say, gentlemen?

Mr. McCaffrey. That is all.

Senator Montoya. Well, I think it is clear to us.

Senator COTTON. If we should refuse, is there some possibility that reference might be made to our increasing our own salaries? [Laughter.]

Mr. MCDOWELL. It never occurred to me.

Mr. MCCAFFREY. It was put in the record yesterday that increases for Senators fell far short of increases over a similar period for construction workers.

Senator MONTOYA. I saw that.

Thank you, gentlemen.

Senator COTTON. Next time, bring your cameras with you. [Laughter.]

ARCHITECT OF THE CAPITOL

SENATE RESTAURANTS

STATEMENT OF PHILIP L. ROOF, EXECUTIVE ASSISTANT TO THE ARCHITECT

ACCOMPANIED BY:
DANIEL J. GEARY, ACCOUNTING OFFICER FOR THE ARCHITECT
JOSEPH DIAMOND, MANAGER, SENATE RESTAURANTS

SUBSIDY REQUEST

Senator MONTOYA. The next witness is Mr. Roof, Executive Assistant to the Architect of the Capitol, who will testify on the budget estimate of $497,000, the subsidy on the Senate restaurants.

I will insert the justifications in the record, and you may proceed, Mr. Roof.

(The justifications follow:)

SENATE RESTAURANTS - FISCAL YEAR 1971..... $497,000

Contingent Expenses of the Senate

Miscellaneous Items

For miscellaneous items *** including $497,000 for payment to the Architect of the Capitol in accordance with section 4 of Public Law 87-82, approved July 6, 1961 ***.

For 1970, $497,000 was allowed in the Legislative Branch Appropriation Act.

For 1971, $497,000, the same amount, is being requested. The item is explained on the following pages.

SENATE RESTAURANTS, 1971

SENATE RESTAURANTS..... $497,000

Effective August 1, 1961, management of the Senate Restaurants in the Capitol and Senate Office Buildings was placed under the direction of the Architect of the Capitol, subject to approval of the Senate Committee on Rules and Administration as to matters of general policy, pursuant to Public Law 87-82, 87th Congress, approved July 6, 1961.

The following units are in operation:

Capitol Building.....	Main dining room and private dining rooms for Senators (S-109, S-113 and S-114).
	Main dining room for staff, press and public (S-112).
	Vandenburg Room for staff and public (S-138).
	Family dining room for staff and public (S-115).
	Special Breakfast and Luncheon room (S-120).
	Snack Bar (Basement).
New Senate Office Building.....	North Cafeteria for Senators and Senate employees (Basement).
	South Cafeteria for visitors and agency employees (Basement).
	Carry-out (Basement -- off northeast corner of South Cafeteria).
	Senators' private dining rooms (Ground Floor).
Old Senate Office Building.....	Coffee Shop and Carry-out (Basement Floor).

Estimate 1971
#3 - Senate Restaurants

FINANCIAL STATEMENT

FISCAL YEAR 1969 (For full year)

Facility	Gross Sales	Net Loss (-) or Profit (/)	
Capitol dining rooms	$ 235,702	(-)	$257,190
Snack bar in Capitol	32,411	(-)	7,431
Coffee shop in Old Senate Office Building	222,527	(-)	14,707
Cafeteria in the New Senate Office Building	492,918	(-)	159,364
Senators' dining room in New Senate Office Building	16,033	(-)	24,484
Carry-out in New Senate Office Building	158,725	(/)	28,350
Subtotals	$1,158,316	(-)	$434,826
Equipment expenditures	...	(-)	167
TOTALS	$1,158,316	(-)	$434,993

Estimate 1971
#4 - Senate Restaurants

FINANCIAL STATEMENT

FISCAL YEAR 1970 (to March 7, 1970)

Facility	Gross Sales	Net Loss (-) or Profit (+)	
Capitol dining rooms	$201,480	(-)	$217,967
Snack bar in Capitol	34,503	(-)	4,498
Coffee shop in Old Senate Office Building	142,499	(-)	20,341
Cafeteria in New Senate Office Building	348,778	(-)	153,805
Senators' dining room in New Senate Office Building	15,210	(-)	20,332
Carry-out in New Senate Office Building	119,843	(+)	22,340
Subtotals	862,313	(-)	394,603
Equipment expenditures	...	(-)	58
TOTALS	$862,313	(-)	$394,661

Estimate 1971
#5 - Senate Restaurants

FISCAL YEAR 1971

The same amount, $497,000, as allowed for the current year is being requested for the fiscal year 1971. It is hoped that through economies in operations and keeping the menu prices current, we will be able to operate within this amount.

A report has been submitted to the Subcommittee on the Restaurant, Committee on Rules and Administration, relating to the current financial condition of the restaurant and estimates of conditions for the coming fiscal year.

As soon as the Subcommittee on the Restaurant has an opportunity to consider the facts, estimates, and recommendations submitted, we feel that some further policy decisions will be forthcoming which will recognize the unique food services necessary for the efficient operation of the Senate, the welfare of the restaurant employees, and the necessity for economies in order to live within a reasonable subsidy.

U. S. SENATE RESTAURANT
STATEMENT OF ASSETS AND LIABILITIES
FEBRUARY 8, THRU MARCH 7, 1970
9TH ACCOUNTING PERIOD

ASSETS

Cash on deposit with Treasurer			$251,478.52
Petty Cash & Change Funds			8,500.00
ACCOUNTS RECEIVABLE			23,397.77
INVENTORIES:			
Food	$ 20,255.37		
Cigar Stand Merchandise	9,671.50		
Paper Supplies	3,968.15		
Cleaning Supplies	1,740.17		
China, Glassware, Silverware	27,172.13		62,807.32
TOTAL ASSETS:			$346,183.61

LIABILITIES

ACCOUNTS PAYABLE			60,524.39
PAYROLL ITEMS:			
Net Payroll	35,730.50		
Employees Benefits	6,457.63		
Federal Withholding Tax	5,481.96		
D.C. Withholding Tax	1,719.00		
Unclaimed Wages	560.54		49,949.63
RESERVE:			
Reserve for Purchases of China Glassware & Silverware			(7,541.68)
ACCRUED LEAVE			56,894.60
TOTAL LIABILITIES:			$159,826.94

EQUITY

Contributed Capitol			51,200.13
Capitalization of Inventory of China, Glassware, Silverware 7/1/67			36,361.33
APPROPRIATION FISCAL YEAR 1970	$497,000.00		
TOTAL APPROPRIATION:		$497,000.00	
Deficit Beginning Fiscal Year	- 3,543.40		
Amount Available for Fiscal Year 1970		493,456.60	
Accumulated LOSS for Fiscal Year to Beginning of Current Accounting Period	334,980.83		
LOSS CURRENT ACCOUNTING PERIOD	59,622.56		
LOSS FISCAL YEAR TO DATE	394,603.39		
Equipment Expenditures	58.00		
Total Deficit Current Fiscal Year		394,661.39	
Available Balance Current Appropriation			98,795.21
BALANCE			186,356.67
TOTAL LIABILITIES AND EQUITY			$346,183.61

U. S. SENATE RESTAURANT — FISCAL YEAR 1970 — 9th ACCOUNTING PERIOD
FEBRUARY 8, THRU MARCH 7, 1970

STATEMENT OF OPERATIONS

	COMBINED OPERATIONS		CAPITOL DRS.		SNACK BAR		COFFEE SHOP		CAFETERIA		SENATOR'S DR.		CARRY OUT		
	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT
FOOD															
SALES															
Food	73,304	85.7	16,391	72.5	3,223		9,557		31,572	84.0	2,027		10,534		
Catering	12,215	14.3	6,213	27.5					6,002	16.0					
TOTAL	85,520	100.0	22,604	100.0	3,223	100.0	9,557	100.0	37,574	100.0	2,027	100.0	10,534	100.0	
COST OF FOOD SOLD	33,748	39.5	9,299	41.1	1,274	39.5	4,175	43.7	14,984	39.9	803	39.6	3,212	30.5	
GROSS PROFIT ON FOOD	51,771	60.5	13,305	58.9	1,949	60.5	5,381	56.3	22,590	60.1	1,224	60.3	7,322	69.5	
OPERATING EXPENSES															
Labor: Straight Time	77,900	91.1	28,627	126.6	2,046	63.5	8,565	89.6	32,175	85.6	3,087	152.3	3,399	32.3	
Overtime	7,573	8.9	4,115	18.2	20	0.6	336	3.5	2,722	7.2	139	6.9	240	2.3	
Leave Expense	6,851	8.0	2,481	11.0	178	5.5	755	7.9	2,862	7.6	266	13.1	308	2.9	
Employee Meals	2,720	3.2	807	3.6	58	1.8	260	2.8	1,394	3.8	102	5.0	100	0.9	
Employee Benefits	5,681	6.6	2,056	9.1	148	4.6	625	6.5	2,374	6.3	221	10.9	255	2.4	
TOTAL LABOR COSTS	100,726	117.8	38,087	168.5	2,450	76.0	10,541	110.3	41,529	110.5	3,815	188.2	4,303	40.8	
Laundry	5,384	6.3	1,753	7.7	45	1.4	313	3.3	3,160	8.4	36	1.8	76	0.7	
Paper Supplies	2,024	2.4	398	1.8	252	7.8	275	2.9	572	1.5	-0-	-0-	526	5.0	
Cleaning Supplies	2,608	3.0	922	4.1	12	0.4	227	2.4	1,455	3.9	-0-	-0-	(9)	-0-	
Miscellaneous Expense	1,370	1.6	468	2.1	30	1.0	182	1.9	592	1.6	45	2.2	52	0.5	
Replacements (China, Glassware, Silverware & Kitchen Utensils)	2,461	2.9	953	4.2	-0-	-0-	528	5.5	909	2.4	72	3.5	-0-	-0-	
TOTAL OPERATING EXPENSES	114,574	134.0	42,581	188.4	2,790	86.6	12,067	126.3	48,218	128.3	3,968	195.7	4,948	47.0	
PROFIT OR (LOSS) ON FOOD OPERATIONS	(62,803	(73.5)	(29,276)	(129.5)	(842)	(26.1)	(6,685)	(70.0)	(25,628)	(68.2)	(2,745)	(135.4)	2,374	22.5	
CIGAR STANDS															
SALES	12,408	100.0	3,108	100.0	654	100.0	2,785	100.0	1,586	100.0	-0-		4,275	100.0	
COST OF SALES	9,689	78.1	2,315	74.5	490	74.9	2,421	86.9	1,308	82.5	-0-		3,154	73.8	
PROFIT OR (LOSS) ON CIGAR STAND OPERATIONS	2,719	21.9	793	25.5	164	25.1	364	13.1	278	17.5	-0-		1,121	26.2	
VENDING MACHINES COMMISSIONS	460		46		-0-		230		184		-0-		-0-		
NET PROFIT OR (LOSS) ON OPERATIONS	(59,622)		(28,437)		(678)		(6,091)		(25,166)		(2,745)		3,495		
EQUIPMENT EXPENDITURES	-0-														
NET INCOME OR (DEFICIT)	(59,622)														

NOTE: CENTS HAVE BEEN OMITTED; THEREFORE, COLUMNS WILL NOT FOOT.

U. S. SENATE RESTAURANT

FISCAL YEAR 1970 ACCOUNTING PERIOD

YEAR TO DATE

JULY 29, '69 THRU MARCH 7, 1970

STATEMENT OF OPERATIONS

	COMBINED OPERATIONS		CAPITOL DR.		SNACK BAR		COFFEE SHOP		CAFETERIA		SENATOR'S DR.		CARRY OUT		
	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT	% OF SALES	AMOUNT
FOOD															
SALES															
Food	667,776	88.9	145,554	82.2	28,947		113,250		281,020	84.4	15,210		83,794		
Catering	83,647	11.1	31,537	17.8					52,110	15.6					
TOTAL	751,423	100.0	177,091	100.0	28,947	100.0	113,250	100.0	333,131	100.0	15,210	100.0	83,794	100.0	
COST OF FOOD SOLD	321,059	42.7	81,100	45.8	12,669	43.8	48,957	43.2	141,928	42.6	6,801	44.7	29,601	35.3	
GROSS PROFIT ON FOOD	430,364	57.3	95,990	54.2	16,278	56.2	64,293	56.8	191,202	57.4	8,408	55.3	54,193	64.7	
OPERATING EXPENSES															
Labor: Straight Time	601,958	80.1	223,674	126.3	15,923	55.0	66,185	58.4	246,152	73.9	22,587	148.5	27,436	32.7	
Overtime	42,259	5.6	24,448	13.8	356	1.2	3,462	3.1	12,446	3.7	507	3.3	1,041	1.3	
Leave Expense	50,740	6.7	18,684	10.6	1,350	4.7	5,690	5.0	20,761	6.2	1,910	12.6	2,344	2.8	
Employee Meals	20,846	2.8	6,335	3.6	455	1.6	1,980	1.7	10,559	3.2	726	4.8	790	0.9	
Employee Benefits	44,004	5.9	16,205	9.1	1,166	4.0	4,939	4.4	18,004	5.4	1,661	10.9	2,029	2.4	
TOTAL LABOR COSTS	759,807	101.1	289,346	163.4	19,250	66.5	82,257	72.6	307,922	92.4	27,392	180.1	33,641	40.1	
Laundry	33,950	4.5	11,029	6.2	376	1.3	2,134	1.9	19,210	5.8	515	3.4	684	0.8	
Paper Supplies	22,128	2.9	3,936	2.2	2,240	7.7	4,492	4.0	5,462	1.6	-0-	-0-	5,997	7.2	
Cleaning Supplies	14,102	1.9	5,323	3.0	68	0.2	913	0.8	7,726	2.3	-0-	-0-	72	0.1	
Miscellaneous Expense	7,810	1.0	3,177	1.8	197	0.7	780	0.7	2,937	0.9	270	1.8	447	0.5	
(China, Glassware, Silverware & Kitchen Utensils) Replacements	16,806	2.3	7,072	4.0	-0-	-0-	1,948	1.7	7,222	2.2	563	3.7	-0-	-0-	
TOTAL OPERATING EXPENSES	854,604	113.7	319,883	180.6	22,132	76.4	92,524	81.7	350,480	105.2	28,741	189.0	40,843	48.7	
PROFIT OR (LOSS) ON FOOD OPERATIONS	(424,239)	(56.4)	(223,893)	(126.4)	(5,854)	(20.2)	(28,232)	(24.9)	(159,278)	(47.8)	(20,332)	(133.7)	13,350	16.0	
CIGAR STANDS															
SALES	106,743	100.0	23,974	100.0	5,555	100.0	27,176	100.0	13,988	100.0	-0-	-0-	36,049	100.0	
COST OF SALES	81,253	76.1	18,463	77.0	4,199	75.6	21,359	78.6	10,173	72.7	-0-	-0-	27,059	75.1	
PROFIT OR (LOSS) ON CIGAR STAND OPERATIONS	25,490	23.9	5,512	23.0	1,356	24.4	5,817	21.4	3,815	27.3			8,990	24.9	
VENDING MACHINES COMMISSIONS	4,146		414		-0-		2,073		1,658		-0-		-0-		
NET PROFIT OR (LOSS) ON OPERATIONS	(394,603)		(217,966)		(4,498)		(20,341)		(153,805)		(20,332)		22,340		
EQUIPMENT EXPENDITURES	58		58												
NET INCOME OR (DEFICIT)	(394,661)		(218,024)												

NOTE: CENTS HAVE BEEN OMITTED; THEREFORE, COLUMNS WILL NOT FOOT.

PRESENTATION FORMAT

Mr. ROOF. Thank you, Mr. Chairman.

This is the usual request on the operation of the Senate restaurant. On page 1, we give you the legislation involved. On page 2, we give you a breakdown of the units involved in the operation. On page 3, we give a breakdown by units for the full fiscal year 1969, showing the gross sales and the loss or profit in each unit.

On page 4, we give you a financial statement of operations so far this year, on the same basis of sales and profit or loss by units.

On page 5, we have the following general statement:

The same amount, $497,000, as allowed for the current year is being requested for the fiscal year 1971. It is hoped that through economies in operations and keeping the menu prices current, we will be able to operate within this amount.

REPORT TO SUBCOMMITTEE ON THE RESTAURANT, COMMITTEE ON RULES AND ADMINISTRATION: ANTICIPATED POLICY CHANGES

A report has been submitted to the Subcommittee on the Restaurant, Committee on Rules and Administration, relating to the current financial condition of the restaurant and estimates of conditions for the coming fiscal year.

As soon as the Subcommittee on the Restaurant has an opportunity to consider the facts, estimates, and recommendations submitted, we feel that some further policy decisions will be forthcoming which will recognize the unique food services necessary for the efficient operation of the Senate, the welfare of the restaurant employees, and the necessity for economies in order to live within a reasonable subsidy.

1970 LOSS

Senator MONTOYA. What was your loss last year, the last fiscal year?

Mr. ROOF. $435,000.

Senator MONTOYA. This year?

Mr. ROOF. We have wage increases each year, Senator, as you know, and last year we had roughly an across-the-board, 10-percent increase for management personnel, and then we had the wage board increase for the food workers of about 5.2 percent.

Senator MONTOYA. Would you insert at this point in the record the figures for last year? That is for the last fiscal year.

Mr. ROOF. The total?

Senator MONTOYA. The total breakdown for each dining room.

Mr. ROOF. That is on page 3 of the justifications, Senator.

Senator MONTOYA. Is this for last fiscal year, or the current fiscal year?

I get it now. So last year you lost $434,993?

Mr. ROOF. Right, sir.

1971 LOSS

Senator MONTOYA. This year, this loss came down to $394,661?

Mr. ROOF. Well, of course, we are not through with the current fiscal year as yet, as you know, but——

Senator MONTOYA. At this rate, what do you think it would amount to?

Mr. ROOF. It looks like, Senator, we might run slightly over the $497,000 that we have, unless Mr. Diamond—and we have talked to him seriously about this—unless he and the Rules Committee can come up with some formula for the rest of the year which would cause some economies.

We did, in January, I believe, put in new menu-price increases, which we feel should, over these last few months, have some leveling-out effect on the losses.

PRICE COMPARISONS: EXECUTIVE DEPARTMENTS AND COMMERCIAL CAFETERIA

Senator MONTOYA. How do your prices in the Senate compare to the prices downtown?

Mr. ROOF. I think Mr. Diamond will have to answer that, but as far as the House is concerned——

Senator MONTOYA. In restaurants of comparable quality.

Mr. ROOF. We did have a difference between the House and the Senate price structure, and I believe now, since we have instituted the new increases in the Senate, you have comparable prices in the House and the Senate eating facilities.

On the downtown firms, I yield to Mr. Diamond.

Mr. DIAMOND. It is difficult to arrive at exact comparisons. We have been making comparisons between operations of facilities for feeding Government employees, such as in executive departments of the Government.

I think you will find that our price structure is similar; but making a comparison item by item, we feel we give just a little better quality for the money.

In comparison with commercial cafeterias, our prices are, I believe comparable, and, of course, we also have the services for the Senators and others in the table service dining rooms. The prices will tend to be somewhat lower than they are in better hotels, but our prices are reasonably close to comparable facilities.

However, there, we serve a dual purpose. We serve the Senators and a good number of the press, public, and staff from that same menu.

Comparisons are really difficult to make.

CAPITOL DINING ROOM

Senator MONTOYA. I notice according to these figures that your biggest loss occurred in the Capitol dining room.

That means the House and Senate dining rooms?

Mr. DIAMOND. No, sir; that is the Senate dining rooms in the Capitol Building, and there is an additional dining room for Senators in this building.

The first item on this statement refers to the dining rooms on the first floor, Senate side of the Capitol only.

Senator MONTOYA. Am I to understand that the House dining room does not have a loss?

Mr. DIAMOND. Mr. Roof would be able to advise you on that.
Senator MONTOYA. It is not reflected here.
Mr. ROOF. No, sir; this is for Senate operations only.

HOUSE RESTAURANT LOSSES

Senator MONTOYA. Just for my own information, what is the loss on the House side on all its operations?
Mr. ROOF. Last year, it was $172,000. This year, it will run about $248,000. Next year, we have asked for a budget of $270,000.
Senator MONTOYA. Why is it less on the House side? Is it because of the volume?

EXPENDITURE LIMITATION

Mr. ROOF. I think, Senator, because of the difference in the type of service. As you know, we have two large cafeterias over there, which has a tendency to bring our loss down, and in addition to that, as I mentioned last year, the House Appropriations Committee took a very dim view of large subsidies last year, and they simply gave us so much, and we stayed within that. They said to raise menu prices and take whatever action we considered necessary to stay within the reduced appropriation.
They gave us an initial appropriation of $175,000, and we ended up with a total loss of $172,000. The House has had the benefit of cutting down on the hours of operation. That is where considerable money was saved. Whereas many of the Senate people work a full 8 hours a day, the House employees might work 6 and 7 hours a day.

CONSIDERATIONS FOR REDUCTIONS OF LOSSES BY SENATE RESTAURANTS: REDUCED HOURS OF OPERATION

Senator MONTOYA. Why can't we do that here in the Senate?
Mr. ROOF. It is, of course, a hardship on the employees in some cases to be on a part-time basis, employee morale and employee relations would no doubt be adversely affected.
Senator MONTOYA. Isn't the same thing true in the House?
Mr. ROOF. Yes, to some extent. These are some of the items we have discussed with Mr. Diamond here in the last few weeks, and as I said in the prepared justifications, we submitted a statement at the end of last week to the Rules Committee, pointing out these areas in which probably there can be some savings.

CLOSING CAPITOL DINING FACILITIES DURING SENATE RECESSES

I know when Senator Robert Byrd was Chairman of the Restaurant Subcommittee, and he was a member of this committee at the same time, he had me do a study then on where we could save money without seriously hurting the service to the Senate. One of the items we agreed to cut out was keeping the Capitol dining facilities open during adjournment, when the Senate goes into a 3-month adjournment, which perhaps you will do this year. We figured at that time it would save us $25,000 a year.
We put that into effect, but since that time—last year it wouldn't have made any difference, because you were here all year—but since

that time, effective with the 1968 adjournment, the Rules Committee advised Mr. Diamond to stay open in the Capitol and so we are back where we were several years ago, of having that dining room open, and we really don't need it during adjournment except to give at least some of the employees full employment, and hope that the losses won't run too much.

Senator COTTON. When you didn't keep it open, did you lose a lot of employees when it came time to start next year?

Mr. ROOF. You don't lose any of your, you might call, old standby employees, but you would lose some of the current employees who have been here maybe 6 months or a year.

Senator COTTON. Did the Rules Committee indicate why they decided to ask you to keep open during recess?

Mr. ROOF. I believe, Senator, to be frank with you, that it was at the request of several members of the Senate.

Senator MONTOYA. That you stay open?

Mr. ROOF. Yes.

Mr. DIAMOND. I think this request to keep the Capitol facilities open during adjournment, came from individual restaurant employees who had approached Senators with this in mind, what they were going to do when the Senate adjourned.

PROFITS FROM CATERING SERVICE

Senator COTTON. I asked a question last year, and I can't remember what the answer was.

On these operations that you have in other rooms of the Capitol, especially—I have a group down from New Hampshire and arrange a lunch in the Vandenburg Room or some other room. Do you lose money, or break even, on those extracurricular activities?

Mr. DIAMOND. These activities produce a very excellent gross profit. This profit, however, is reduced somewhat by reason of the fact that, in order to handle the demands made upon us, which at times are quite large, it is necessary for us to equip, maintain and pay for an organization appreciably larger than we otherwise would require.

These demands occur at certain peak periods, and, of course, you have to have an adequate kitchen operation and sufficient staff to handle those peaks.

When considered on a full-year basis, particularly a year in which the Senate goes out of session, for any appreciable period, the heart of the problem is the large organization which is actually needed only part of the time, part of the day and part of the year.

OUTSIDE EMPLOYMENT FOR RESTAURANT EMPLOYEES

Senator COTTON. Quite a proportion of your employees, during the earlier part of the year, when usually the Senate doesn't have many evening sessions, do they work downtown at restaurants?

Mr. DIAMOND. There are some who do, but not too many. Some of the male employees will work at a restaurant, but most of the girls have their home obligations, and they are very glad, I think, to go home in the evening.

WAGE RATES

Senator MONTOYA. What do you pay these girls now?

Mr. DIAMOND. The lowest wage is $2 an hour, and they are on a wage board system where their rates increase annually. Rates under this system range from $2 to $3.49. These are straight time rates. Waitresses for the most part are in the area of $2.18 an hour.

PROPOSALS TO REDUCE DEFICIT

Senator MONTOYA. We have been criticized for appropriating this money for the deficit in the operations. What is the alternative to this?

Mr. DIAMOND. Senator, the alternative to this is to examine very closely what services the Senate has to have.

As Mr. Roof mentioned, we have made some proposals to the Rules Committee which referred primarily to the curtailment of what we considered to be nonessential hours of operation.

We are expecting a proposal very shortly from the Architect's staff where outside consultants have been engaged to remodel one of the units, the Coffee Shop as it is known, in the old building. This will give us an opportunity to put in modern equipment and produce a profit in place of the present loss.

All of the equipment we are operating now was designed at least 12 to 13 years ago and some is older.

The equipment in this building was designed 15 years ago. A great deal has happened in this field in those years. Hopefully, when we get this remodeling and equipment replacement going, we will be able to operate the cafeterias at a profit.

I think you realize this is a very unique type of operation. Some parts of it will never be operated as a profitable business. It is a service we render to the Senate and which the Senate requires in its operations.

We hope to do that as economically as possible, and as effectively as possible. As far as cafeterias and carryout units are concerned, I think we can work toward the point where they will become self-supporting, and possibly produce a profit.

Senator MONTOYA. Do you run the cafeteria yourself?

Mr. DIAMOND. I am manager of all the restaurant units on the Senate side, under the Architect of the Capitol. The Rules Committee provides our guiding policies.

OPERATION OF THE CAFETERIAS BY CONCESSIONAIRES

Senator MONTOYA. What are the chances on leasing the cafeteria?

Mr. DIAMOND. I think Mr. Roof can answer that.

Mr. ROOF. Senator, I haven't made any studies on this side in some years, because, as you know, we had an outside concern there until 1961. They ran the Senate facility for about 15 years, and then the Senate gave the management back to us. They operated on a deficit basis.

But on the House side, we made quite an extensive study year before last with a subcommittee of the House Subcommittee on Legislative Appropriations, and we found that quite a few of the outstanding food firms were interested in the operation, but when they got down and saw all of the layout and what was expected of them, that it was

so different from the outside, most of them said that they would only run it on the basis of a cost-plus contract, which is in effect what you had years ago here.

So my own judgment is——

Senator MONTOYA. When is the last time you made contact with these people?

Mr. ROOF. Two years ago.

Senator MONTOYA. And they will not do it except on a cost-plus basis?

Mr. ROOF. Out of about 12 firms, we had one firm that said he would operate the first year, on the House side, for x number of dollars, and the second year we would pay him x number, and the third year x number, and the fourth year x number, and after that there would be no deficiency, but he was a very small operator.

But on the others, when we investigated, there were two that said they would be interested in trying to work out some arrangement whereby they could decrease the deficit, or perhaps eventually eradicate it, but in that case you get involved with these Senate employees who might lose their retirement rights and other benefits, when they become employees of outside firms. All of that has a bearing on going to outside operation. But we did have three firms that expressed an interest in it.

Senator MONTOYA. Do you have any more questions?

SUGGESTED BUFFET SERVICE AS A MEANS TO SAVE MONEY

Senator COTTON. I had just one.

Of course, you have to have the Senate dining room, because the Senators have important guests, and they have to have a sit-down place, and a good place to eat.

Suppose that all of the rest of the cafeteria service were buffet service. Would you save money then, including the Senate restaurant in this building?

Mr. ROOF. There is no doubt about it. It could be done. I assume that a satisfactory layout for a buffet could be put in the Capitol.

Mr. DIAMOND. Yes, sir; this could be done, and this is one of the things I spoke of before, reviewing what we have and deciding what is essential and what is not. In other words, in the Capitol Building we have the dining room, and we have other space there which probably could be adapted to a use such as you speak of.

Whether this would be acceptable to the Senate at large is something I think that would have to be decided at a higher level, through the Rules Committee or some other way.

Senator COTTON. This is all I have.

Senator MONTOYA. All right. That will be all.

TRAVEL OF STAFF

I have received a letter signed by 10 Senators relative to the change in the method of reimbursing staff travel. It will be inserted in the record at this point.

(The letter follows:)

U.S. SENATE,
Washington, D.C., April 9, 1970.

Hon. JOSEPH MONTOYA,
Chairman, Subcommittee on Legislative Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The change in the method of reimbursing staff travel which was made in last year's Legislative Branch Appropriations Act has had quite unfortunate consequences.

Under the previous system, a staff trip was reimbursed at the rate of 10 cents a mile. Since a staff member can normally fly at a cheaper rate, particularly on longer trips, the 10 cents a mile made a surplus available for lodging and instate travel expenses during the trip to the home state. To use California as an example, a round trip airline ticket costing $355 was reimbursed at $530, leaving $175 to cover instate expenses.

Under the new system, when one of us wishes to send a staff member to the home state, he must either ask the staffer to pay instate travel and lodging expenses out of his own pocket, or the Senator must pay the staff member's bills himself. Neither practice is compatible with the soundest procedures for public administration.

If our staff members are traveling on official business and the Senate is paying for their travel, then we believe the Senate should also pay their reasonable expenses within the state.

In order to accomplish this, we have considered introducing a bill which would provide for a per diem of $25 for a maximum of seven days on an official business trip being paid for by the Senate.

It may be, however, that this situation can be remedied without the introduction of new legislation. Therefore, we propose to delay the introduction of the bill.

At the same time, we urge the Subcommittee on Legislative Appropriations, to take up the question of staff travel during your deliberation of the Legislative Branch Appropriations Act for FY 71.

However, we believe that some form of per diem is the best solution. None of us are necessarily tied to the specific provisions of the bill. The committee may wish to consider returning to the old method of reimbursement. This, we believe, would be preferable to the present system. The Committee might also wish to consider some combination of per diem, travel costs, and a mileage maximum.

But whatever conclusions you may reach, we feel that some remedy to the present inadequate and unfair method of reimbursing staff travel is essential to the best interests of the Senate and of good government generally.

Sincerely,

Alan Cranston, Philip A. Hart, Daniel K. Inouye, Charles H. Percy, William B. Saxbe, Clifford Case, Jennings Randolph, Robert W. Packwood, Walter F. Mondale, Mark O. Hatfield.

SUBCOMMITTEE RECESS

Senator MONTOYA. Do you have anything else, sir?

Mr. SCOTT. At 10 o'clock tomorrow, Senator, the General Accounting Office.

(Whereupon, at 4:25 p.m., Tuesday, April 7, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, April 8.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1970

WEDNESDAY, APRIL 8, 1970

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

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Joseph M. Montoya (chairman) presiding.

Present: Senators Montoya, Proxmire, Pearson, and Young.

GENERAL ACCOUNTING OFFICE

STATEMENT OF ELMER B. STAATS, COMPTROLLER GENERAL OF THE UNITED STATES

ACCOMPANIED BY:

ROBERT F. KELLER, ASSISTANT COMPTROLLER GENERAL
PAUL G. DEMBLING, GENERAL COUNSEL
LAWRENCE J. POWERS, ASSISTANT TO THE COMPTROLLER GENERAL
ELLSWORTH H. MORSE, JR., DIRECTOR, OFFICE OF POLICY AND SPECIAL STUDIES
CHARLES M. BAILEY, DIRECTOR, DEFENSE DIVISION
CHARLES S. COLLINS, ASSISTANT DIRECTOR, DEFENSE DIVISION
OYE V. STOVALL, DIRECTOR, INTERNATIONAL DIVISION
HERSCHEL J. SIMMONS, DIRECTOR, OFFICE OF ADMINISTRATIVE SERVICES
SANFORD H. CORNETT, CHIEF, BUDGET AND FINANCE BRANCH

BUDGET REQUEST

Senator MONTOYA. The subcommittee will come to order.

Today we are pleased to have with us the Comptroller General of the United States, the Honorable Elmer B. Staats. In your presentation, Mr. Staats, you are requesting $74,750,000, an increase of $6,109,000 over your adjusted 1970 appropriation. You are also requesting an additional 260 average positions this fiscal year.

JUSTIFICATION

Before proceeding with your statement, I will ask that several pages from the justifications containing important summary tables be inserted in the record at this point.

(The justifications follow:)

42-807 O—70——36

U.S. GENERAL ACCOUNTING OFFICE
PROGRAM AND PERFORMANCE

Our budget estimates for 1971 total $74,750,000, an increase of $6,109,000 above our revised 1970 estimate of $68,641,000. The revised 1970 total includes an estimate for a requested supplemental appropriation of $5,011,000 for the Pay Act increases and related benefits, effective July 13, 1969, as provided by P.L. 90-206, approved December 16, 1967. It also includes $131,000 to cover the increase in retirement contributions provided by P.L. 91-93, approved October 20, 1969, and $499,000 increase in travel per diem allowances provided under P.L. 91-114, approved November 10, 1969.

The following summary table combines major items of expense for 1970 and 1971:

	Revised 1970 est.	Estimate 1971	Net Change
	(In thousands of dollars)		
By major object:			
Salary	$56,742	$60,960	+$4,218
Benefits	4,678	5,198	+ 520
Travel	4,874	5,545	+ 671
Other	2,347	3,047	+ 700
Total	$68,641	$74,750	+$6,109
At FY 1969 rates	$63,000	$68,036	$5,036
FY 1970 pay increase P.L. 90-206	5,011	5,569	558
Increase in retirement contribution P.L. 91-93	131	300	169
Increase in travel per diem P.L. 91-114	499	845	346

The following summary compares our estimated program financing requirements for 1970 and 1971:

	(000 omitted) F.Y. 1970	F.Y. 1971	Change
Assistance to Congress	$10,271	$11,714	+$1,443
Review of management efficiency and program results	35,204	38,281	+ 3,077
Financial statements and settlement of accounts	13,060	13,724	+ 664
Legal services and decisions	2,824	2,933	+ 109
Financial management improvement	1,787	2,038	+ 251
Claims settlement and debt collection	1,514	1,520	+ 6
Executive direction and administrative support	3,982	4,541	+ 559
Total-GAO	$68,641	$74,750	+$6,109

Approximately $4.5 million, or 73.5 percent of our increased program requirements of $6.1 million for Fiscal Year 1971, is requested for increases in assistance to Congress-$1.44 million, and our reviews of management efficiency and program results-$3.04 million. To assist the Congress in maintaining effective legislative oversight, we propose to further increase our capability to meet the most pressing priorities for assistance to committees and members and to appraise the management efficiency and results of programs of substantial dollar impact and congressional interest. Our efforts in the various program categories are discussed on pages C-4 through C-18.

The following summary combines our staffing requirements for 1970 and 1971 by program and by type of position and identifies our need for an average of 260 additional positions in 1971.

	Average number of positions		
By Program:	Revised 1970 est.	Estimate 1971	Net Change
Assistance to Congress	612	688	+ 76
Reviews of management efficiency and program results	2,155	2,295	+ 140
Audits of financial statements and settlement of accounts	1,036	1,050	+ 14
Legal services and decisions	182	185	+ 3
Financial management improvement	112	114	+ 2
Claims settlement and debt collection	135	134	- 1
Executive direction and administrative support	337	363	+ 26
Total	4,569	4,829	+ 260
By type of position:			
Professional staff	2,769	2,980	+ 211
Technical staff	583	587	+ 4
Other staff	1,211	1,254	+ 43
Intermittent	6	8	+ 2
Total	4,569	4,829	+ 260

Our staffing requirements for 1971 provide for an increase of 7.6 percent, or 211 positions, in our professional staff. A relatively smaller increase of 2.7 percent, or 49 positions, is required for the supporting staff positions. Of the total increase of 260 positions requested, an increase of 76 man-years of staff assistance will be provided for requests of congressional committees and individual members of Congress, and an increase of 135 man-years of staff assistance will be provided for additional coverage of our work in defense activities, including operations in Southeast Asia and expanded domestic programs.

U.S. GENERAL ACCOUNTING OFFICE

SALARIES AND EXPENSES

SUMMARY OF AMOUNTS REQUESTED

Division or office	Revised estimate--FY 1970					Changes--1970 to 1971					Estimate--FY 1971				
		Personnel		Travel and other expenses			Personnel		Travel and other expenses			Personnel		Travel and other expenses	
	Average positions	Compensation	Benefits		Total	Average positions	Compensation	Benefits		Total	Average positions	Compensation	Benefits		Total
OFFICE OF THE COMPTROLLER GENERAL	35	$ 601,100	$ 41,300	$ 173,600	$ 816,000	+2	$ +52,100	$ +6,900	$ -123,900	$ -64,900	37	$ 653,200	$ 48,200	$ 49,700	$ 751,100
OFFICE OF THE GENERAL COUNSEL	201	2,766,600	214,300	137,800	3,118,700	+4	+95,800	+14,300	+21,100	+131,200	205	2,862,400	228,600	158,900	3,249,900
OFFICE OF ADMINISTRATIVE SERVICES	227	1,734,600	202,900	302,118	2,239,618	-4	+33,400	+15,200	+34,382	+82,982	223	1,768,000	218,100	336,500	2,322,600
OFFICE OF PERSONNEL MANAGEMENT	66	715,500	50,600	93,100	859,200	+5	+97,900	+7,700	+33,000	+138,600	71	813,400	58,300	126,100	997,800
OFFICE OF POLICY AND SPECIAL STUDIES	96	1,619,400	134,700	86,000	1,840,100	+30	+547,300	+34,600	+223,600	+805,500	126	2,166,700	169,300	309,600	2,645,600
CIVIL DIVISION	643	8,935,700	679,500	485,800	10,101,000	+31	+448,900	+72,500	+75,900	+597,300	674	9,384,600	752,000	561,700	10,698,300
DEFENSE DIVISION	291	4,529,800	360,400	306,100	5,196,300	+44	+495,200	+58,000	+163,500	+716,700	335	5,025,000	418,400	469,600	5,913,000
INTERNATIONAL DIVISION	280	4,072,800	481,700	1,441,200	5,995,700	+21	+195,300	+34,600	+113,000	+342,900	301	4,268,100	516,300	1,554,200	6,338,600
FIELD OPERATIONS DIVISION	1,787	22,829,400	1,810,100	3,891,800	28,531,300	+106	+1,816,000	+209,700	+677,500	+2,703,200	1,893	24,645,400	2,019,800	4,569,300	31,234,500
CLAIMS DIVISION	139	1,400,700	110,300	47,500	1,558,500	-1	-500	+3,500	+3,700	+6,700	138	1,400,200	113,800	51,200	1,565,200
TRANSPORTATION DIVISION	796	7,442,700	584,700	225,500	8,252,900	-	+240,300	+46,600	+28,400	+315,300	796	7,683,000	631,300	253,900	8,568,200
DATA PROCESSING CENTER	8	94,100	7,100	16,800	118,000	+22	+196,000	+16,400	+134,800	+347,200	30	290,100	23,500	151,600	465,200
Total--GAO	4,569	56,742,400	4,677,600	7,207,318	68,627,318	+260	+4,217,700	+520,000	+1,384,982	+6,122,682	4,829	60,960,100	5,197,600	8,592,300	74,750,000
TRANSFER TO GSA					13,682					-13,682					-
Total obligations 1970 and estimate 1971					68,641,000					+6,109,000					74,750,000
APPROPRIATION 1970					63,000,000										
PROPOSED SUPPLEMENTAL					$ 5,641,000										

BUDGET REQUEST INCREASE: PAY INCREASE AND NEW POSITIONS

Senator MONTOYA. You may proceed with your statement.

Mr. STAATS. Thank you very much, Mr. Chairman. We are pleased to be here to have an opportunity to present our budget request for your consideration for fiscal year 1971.

Mr. Chairman, with your agreement, I will try to summarize, in the interest of saving time, the first few pages. As you have indicated our adjusted 1970 estimate is $68,641,000. This is an increase of $5,641,000. The adjusted 1970 estimate results from the pay increase, the contribution to the retirement fund and the increase in travel per diem allowance.

Our 1971 request of $74,750,000 represents an increase of $6,109,000 over our adjusted 1970 estimate. I think perhaps I should just summarize how that increase takes place. We are asking for 211 additional professional staff and for 47 additional supporting staff for a total of 258 which is approximately 260 as you mentioned. These are average positions, average employment for the year.

RECRUITMENT: AVERAGE EMPLOYMENT

I would like to add here at this point that our professional staff totals 2,801 as of the end of March, so that our professional staff net increase for 1971 would be 179 over our present employment as against a figure of 211 which is shown in the budget.

We are below the overall average, however, because we have not been able to fill some of our secretarial and other supporting staff positions as of the end of March.

Senator MONTOYA. Is that not a normal situation where you have so many that are not filled?

Mr. STAATS. We are ahead of where we were last year on our professionals because our recruiting effort has been successful.

Senator MONTOYA. What is the average of unfilled positions?

Mr. SIMMONS. For the average professional staff positions we are some 32 over the average we have in our 1970 budget. In other positions we are 69 under. We have a net situation now where the number on the rolls is 37 under the average number in the 1970 budget. This compares with a year ago when we were 145 under the average number as of March 31, 1969.

Senator MONTOYA. Versus 37?

Mr. STAATS. Yes, and 32 in the professional staff are above what we anticipated but in other areas we are below by 69, so the net is the 37 Mr. Simmons referred to.

PRICE INFLATION

Mr. Chairman, on the top of page 3 I think you will be interested in an analysis we made which gives you the effect of price inflation on our budget. This is true not only in GAO, but in other agencies. We felt it would be useful to give you this perspective.

The inflation I refer to is in the form of pay raises, increase in the cost of travel and other costs. If we were to have the same level of costs in 1971 that we had in 1962, our budget instead of being $74.8 million would be $49 million. We have had a 53-percent increase in our budget costs because of these increases.

Senator MONTOYA. What items are you talking about?

Mr. STAATS. The per diem increases in travel, adjustments in pay from year to year on top of other increases. We are talking about increased costs of supplies, materials, equipment and things of this type.

PROFESSIONAL STAFF INCREASE

The other point we make in that paragraph is that during the past 10 years our total average staff increased from 4,797 in 1962 to 4,829 which is the amount we requested in our 1971 budget.

During the same period our professional staff increased from an average of 2,044 to 2,980, 936 representing an increase of 45 percent. We bring this point out because we have been making every effort to increase our professional staff and decrease the support staff and technical staff which is needed for more or less routine audit work.

TRAVEL EXPENSES

In the next paragraph we outline our needs for travel. Our work plans for 1971 will require travel estimated to cost $5,545,000 which is an increase of $671,000 over our 1970 revised estimate.

In 1971, $271,000 is required to place on a full-year basis the increase in travel allowance per diem authorized by Public Law 91–114. This law provided for an increase in the maximum per diem allowance from $16 to $25 per day.

Our 1971 estimate provides an average per diem allowance of $22 per day which is $3 below the maximum. We think this is sufficient for our needs.

An additional $400,000 is required for travel requirements for professional staff which we were discussing just a few minutes ago.

ASSISTANCE TO CONGRESS: NONREFLECTION OF DOLLAR SAVINGS

I would like now to turn to a summary of our work and our general performance highlights. We point out that much of our work, Mr. Chairman, is not readily translatable into specific dollar savings. We try to keep a record of our dollar savings but we think of particular importance is the work we do for Congress which is increasing.

About 20 percent of our professional staff effort currently is involved in providing direct assistance to Congress. We of course make no effort to credit any dollar savings to GAO for this work.

COMMITTEES: REIMBURSEMENT

Senator MONTOYA. What sort of assistance do you offer Congress?

Mr. STAATS. This takes several forms. We are required to furnish assistance by law to Committees on Appropriations.

Senator MONTOYA. Do you get reimbursed for this?

Mr. STAATS. We do with respect to some of it, but not all of it.

Senator MONTOYA. Any direct assignment to a committee is subject to reimbursement, is it not?

Mr. KELLER. It is generally true in the Senate, but it is not always true in the House. Even in the Senate we do not always receive reimbursement. I might add the Senate Appropriations Committee always reimburses us.

REQUESTS FROM CONGRESS AS A WHOLE, COMMITTEE CHAIRMEN AND INDIVIDUAL MEMBERS

Mr. STAATS. Another type of help, of course, and which accounts for a good deal of this work, is that we do at the request of Congress as a whole; for example, the study on defense profits, the study of the feasibility of applying uniform cost standards to all defense contracts. This was a major study. It was requested by the Congress as a whole in an extension to the Defense Production Act and, of course, you are familiar with the study we discussed last year that we did on the OEO program.

We also get requests from chairmen of committees. We received requests from the chairmen of the Appropriations Committees, and the Ways and Means Committee. Most of the committees of Congress call on us from time to time for studies or help of one kind or another.

Also, to the extent we can, we render assistance to individual members who have some problem with a government operation in their State or district. We do a great deal of this type of work.

INVESTIGATIONS OF EMPLOYMENT SECURITY OFFICES IN MANPOWER TRAINING

Senator MONTOYA. Do you do any investigation of employment security offices in the country?

Mr. STAATS. We are looking at this currently only from the standpoint of the role of the employment security offices in manpower training. We have some studies underway here, but we are not currently looking at the management of the employment security offices as such.

Senator MONTOYA. Are you acquainted with the special funds which exist from penalties assessed for late filings?

EMPLOYMENT SECURITY TRUST FUNDS: NEW MEXICO OFFICE DISSIPATION OF FUNDS AND REJECTION OF STATE AUDIT

Mr. STAATS. Are you talking about the Internal Revenue now?

Senator MONTOYA. Yes.

Mr. STAATS. Internal Revenue presents a special problem for us, Mr. Chairman, because of a ruling made by their General Counsel about 2 years ago which denies us access to tax returns.

Senator MONTOYA. I am not speaking of tax returns. I am speaking of employment security funds.

Mr. STAATS. Assessed against employers, unemployment compensation?

Senator MONTOYA. Right. There is some penalty money that comes in through penalty assessments which is put into a separate fund and which does not come to the Treasury, so to speak. This seems to be a gray area insofar as the State is concerned in that they cannot audit this fund. The employment security in my State is resisting the audit.

Mr. STAATS. By the State government?

Senator MONTOYA. They contend it is a Federal matter. Have you had any experience with this?

Mr. KELLER. We can check this out. I don't recall that we have been into this area. We would be glad to take a look at it.

Mr. STAATS. We would have legal authority?

Mr. KELLER. Offhand I would say yes.

Senator MONTOYA. For years and years we accumulated into this penalty fund. I think it reached a proportion of more than half a million dollars and during the past 16 or 20 years there was only $18,000 spent out of that fund. All of a sudden it is being dissipated and without budget, without appropriation, and I am really concerned about this, because there is no specific authorization from the legislature.

The attorney general and the State auditor have been refused access to the funds on the grounds that it is not subject to audit by a State agency.

Mr. STAATS. We will be very happy to look into it for you, Mr. Chairman.

Senator MONTOYA. I wish you would. This money is a trust fund that belongs to the employees and to the employers, for that matter, because this reflects on the rate of compensation paid.

INCREASE IN CONGRESSIONAL REQUESTS

Mr. STAATS. The main point we wanted to make in the paragraph at the top of page 4 is there has been this very considerable increase in the number of requests that we get from the Congress. We welcome this to the extent that we can render this type of assistance but it does constitute more and more of our workload.

Of course we are part of the legislative branch, we are an arm of the Congress, and we want to be of help to the Congress to the fullest extent we can.

Also, we believe it is useful for you and for us to have the dollar savings that result where we can definitely say a saving comes about specifically as a result of our work.

NONENACTMENT OF SCHWEIKER AMENDMENT; VOLUNTARY ANNUAL REPORT TO CONGRESS ON MAJOR WEAPONS SYSTEMS

Senator MONTOYA. How many new positions are you requesting as a result of the efforts made to enact the Schweiker amendment?

Mr. STAATS. The Schweiker amendment was not accepted in conference, as you know, but we have agreed to undertake to render a report to Congress once a year on the acquisition of major weapons systems. Senator Schweiker had in mind a report four times a year, quarterly, but we are planning to make it in January, at the beginning of the session, and then update it during the session to the extent that it may be important to do so.

FEBRUARY 6, 1970 REPORT

We are doing this on our own in the absence of enactment of the Schweiker amendment. We rendered our first report to Congress on February 6, 1970.

Senator MONTOYA. Do you have an extra copy of that?

Mr. STAATS. Yes, sir.

This was our first effort to do this. We were satisfied with what we were able to do the first time but we think we can improve on it the next time.

If you are interested, Mr. Chairman, I can identify briefly what we have done here.

This report is designed to provide Congress with a report once a year on the major weapons systems to point up where there have been substantial cost overruns or cost growth; where there have been significant slippages on time schedules against the original contract specifications and where there has been a significant lowering or departure from the performance specifications.

System To Be Considered: Minimnm R. & D. and Production Costs

In deciding what weapons systems we would consider, we took weapons systems where the research and development costs were $25 million or more and/or the production costs were $100 million or more.

We identified a total, working with Defense, of 141 weapons systems that met that definition. We included in our report 57 of those weapons systems which seemed most important in terms of dollars that were in various phases of the acquisition cycle and encompassed a wide range of commodities.

Systems Requiring Congressional Action

But we were also interested in selecting weapons systems where Congress still had to make decisions either on new funding, or where there were options to be exercised under the contract, or where new authorizations were required.

We just do not see much point in reporting on those systems after the fact; that is, after it is all over. We concentrated on those where the Congress has some options it can exercise through the authorization process or the appropriations process. We think in this way this kind of reporting will be most helpful to you.

C–5A and F–111 Aircraft Contracts

Senator Young. I think it is valuable to know what happened in the past. In the case of the C–5A, everyone recognizes it is a good plane. The cost overrun was heavy, but the company may have lost up to $1 billion on this and other defense contracts. In contrast, we have the F–111, I think all of them are still grounded.

We have been working on this plane for even a longer period of time. According to the press stories this company is supposed to be making money. The first cost estimate was $3 million per plane and now it is $13 million a plane and they are still making money.

There is an entirely different set of contracts involved in the two situations. This is important to know, at least for me, serving as the ranking Republican on the Defense Appropriations Subcommittee.

Mr. Keller. We consider both aircraft on going programs because there is funding to be done by the Congress on both the C–5A and the F–111. I might add that supplementing our report on February 6, 1970, there are a number of individual reports, which are classified. These individual reports cover specific weapons systems in more detail than we did in overall report.

These individual reports, as well as the summary report, have been made available to the Appropriations Committee.

Senator YOUNG. Do you go into the difference and type of contracts between the F–111 and the C–5A?

Mr. KELLER. Not in that particular report, but we point out some of the problems in an effort to be helpful to the Congress. The F–111 and the C–5A were two entirely different types of contracts.

Senator YOUNG. One was a letter of intent and the other was a hard and fast contract. Why should there be such a difference where both of them are multibillion-dollar contracts.

C–5A: FIXED PRICE, SINGLE PROCUREMENT PACKAGE CONTRACT

Mr. STAATS. We are interested in the type of contract involved. The C–5A was a fixed price incentive contract. It was also a single package procurement in the sense that Lockheed was made totally responsible for the development of the airplane, for all of the subcontracting, in other words, from stem to stern from the very beginning to the finished product. This was the first of the very large defense single package procurements which most people would now agree was a mistake.

The concept was a logical one. Defense felt if they gave the total responsibilities to a single contractor that they could get economies out of it, by making him completely responsible all the way through, but from the Government point of view and the contractors' point of view in retrospect it looks like this was not a good idea.

I believe I am accurate in saying that the Defense Department would go very cautiously on any more contracts of this type.

F–111: INCENTIVE R. & D. AND PRODUCTION CONTRACTS

Senator YOUNG. General Dynamics is supposed to still be making money. The Navy version of the F–111 was abandoned about 2 years ago. This work was under an entirely different contractual agreement, was it not? Was it not only a letter of intent in that case.

Mr. KELLER. They eventually entered into definitive contracts. They had one contract for research and development in 1964 and another for production in 1967.

My understanding is that General Dynamics still is in a profit position but there could still be some changes in this regard.

Senator YOUNG. The costs of the F–111 have gone up 400 percent.

Mr. KELLER. They have made changes in the ceiling prices and target prices.

Senator YOUNG. The Navy considered it almost a complete failure and the company still makes money. This I don't understand.

TRANSFERS BY DEFENSE DEPARTMENT OF ACTIVITIES FROM ONE AREA TO ANOTHER

Senator MONTOYA. There is another area and I am wondering whether you have gone into it and that is the situation where the Defense Department deactivates one activity at one place and then transfers that activity to another place with attendant additional expenditures for duplication or for installation of some of the equipment.

Have you gone into that?

Mr. STAATS. Yes, from time to time. We have had two requests fairly recently on cases of the type that you refer to. One of them had to

do with moving some research activities. Mr. Bailey, do you want to speak to this?

Mr. BAILEY. We have generally gone into these on the basis of requests from Congressional delegations in the various states or other requests coming from members of Congress with respect to specific base closures or cutting back on activities at a particular location.

One of the most recent ones has involved a request from the New York delegation where they asked us to look into the closing of the motion picture studios in New York and the transfer of some of those activities to other places in the country.

I could say, in general, that Defense has looked into most of these cases fairly thoroughly in terms of what savings would be realized. Ordinarily we find even though there may be some initial costs which they have to incur to make the transfer their cost figures fairly well stand up fairly well under review in terms of what the eventual savings will be to the Government.

We do not always agree with the amount of savings that are involved, and there may be some expenses that are overlooked in their analyses but generally there will be some monetary savings as a result of the base closures and cutbacks in activities.

NONCONSIDERATION OF HUMAN ADVERSITY

Senator MONTOYA. But they don't take into consideration the human adversity.

Mr. BAILEY. No, sir; that is right.

Senator MONTOYA. This is where the real damage occurs, just for a real savings, and I know that in many instances the Defense Department has received adverse reports from well-meaning investigators of the services to determine the feasibility of any moves, but someone in the Pentagon writes a beautiful overall report of justification, and those things happen, too.

PROCUREMENT OF MISSILES AND WEAPONS PRIOR TO ADEQUATE DEVELOPMENT

I am also thinking of another instance where the General Accounting Office could really hit pay dirt and that is in the area of missile or weapons procurement. If the General Accounting Office would evaluate the testing reports that are furnished preliminary to certification for material procurement, I am sure you could find quite a lot there.

I am thinking of a situation that I am personally well acquainted with where certain weapons have been tested at the White Sand Proving Grounds. I have gone there for briefings and I have made some interrogations and I have been told the truth by the testers and the scientists. They have rendered reports about the deficiencies in some of these weapons to Monmouth, N.J., which is the base where all of this data is fully evaluated for certification to the Army Materiel Command and Monmouth, N.J. has in spite of these warnings and reports of deficiencies certified that the weapons should be procured now.

Then when the weapon is procured millions of dollars go down the drain because of the defects in the weapon, but which we were forewarned about to start with.

I think this happens all over the country.

Mr. BAILEY. There is more of this probably than we would like to think happens. You are right, Senator. We are presently working with Senator Stennis' Armed Services Committee on 10 air-to-ground missiles, plus Shillelagh and TOW which have the same basic mission and can be used for air-to-ground interdiction.

The information that we have prepared and given to the Armed Services Committee in connection with these missiles indicate that some of the things you have mentioned here this morning apply to some of those missiles as well.

In other words, we go into production before we have a fully developed weapon, and production concurrently with the development of the weapon tends to give us a lot of money spent in the production of a weapon that is not fully responsive to the needs of the particular using organization. This means that the weapon either has to be retrofitted to try to take care of these problems——

Senator MONTOYA. And that is more expensive?

Mr. BAILEY. Certainly this is so—or the weapon is just not usable in its present form, or is no better than less expensive items already in our arsenal.

Senator YOUNG. I think the Defense Appropriations Subcommittees of both Houses are following the policy you outline. Money does not go into production items until you have weapons or planes that work. We are not converting as many submarines as the Navy would like, because we want to be sure the Poseidon will work.

We know the Polaris has been successful.

Mr. KELLER. Defense has been planning more emphasis in this area.

Senator MONTOYA. I am not blaming the Army Materiel Command. Actually, the certification they received was that the weapon would be efficient. That is why they ordered it. But I am saying between the testing and the Army Materiel Command, there has been some false reporting.

SUGGESTED USER TESTS OF MISSILES VIS-A-VIS ADVOCATE TESTS

Mr. BAILEY. If I may also comment on this, Senator, one of the problems that has been involved in this process in the Army and in some of the other services as well is that the testing has been done by the advocates of the missile or weapon. In other words, the people who want this new weapons system, whether it is a missile or otherwise, rather than making user tests as a part of the testing process. The forces that will have to use this weapon once it is produced have not had the opportunity to test it under conditions that simulate its use in actual combat.

Because of this, the advocates—the people who are concerned with the development or those that want this particular weapon as a part of the arsenal—look at the test results through rose colored glasses. In connection with the problems developed by the tests, they decide, we should go ahead with the program, but the ones who would be critical of the program do not get an opportunity to test the weapon until after it is in the production process.

Senator MONTOYA. There is too much self-interest all along the line.

Mr. BAILEY. Yes, sir.

REQUESTS FOR ADDITIONAL INVESTIGATIONS

Senator MONTOYA. I am going to ask you to look into certain areas outside the orbit of this hearing because I am vitally interested.

I can cite another instance where there was a well-meaning report by a general to the effect that the movement of this particular project from one base to another would not be justified. This general would be the recipient of the transfer. He very unselfishly gave this opinion that it would be too costly.

Still the Department of Defense is doing it.

1969 SAVINGS AND WORK SUMMARY

Mr. STAATS. We point out on page 4 that our savings that we can calculate totaled in 1969, $187.6 million which was about three times our total budget for that year.

On page 5 we summarize the work that we did in 1969. We issued over 1,000 reports. We had undertaken 2,000 audits of programs in the United States and overseas. We audited 9½ million freight shipments and passenger movement where the Government paid over $2½ billion.

PILFERAGE IN VIETNAM: STUDY ON PETROLEUM

Senator MONTOYA. What have you uncovered with respect to pilferage in Vietnam?

Mr. STAATS. We have in process as you know a study requested by you and Senator Proxmire on the petroleum. We are fairly well along with this report and hope to have it for you very shortly.

Mr. Stovall here might wish to summarize this for you at this point. We do have a draft report and we have received comments from Defense and AID.

Mr. STOVALL. We are doing work in several areas in Vietnam. We are doing some followup at the request of the House Government Operations Committee growing out of report that they had made about 2 or 3 years ago which had resulted in some 65 recommendations that either the committee or GAO had made.

We have recently sent to that committee a report covering 16 recommendations having to do with illicit activities.

The general findings are that there has been a great deal of work done by AID and by the military and noticeable improvements, but the situation still very definitely exists.

It is a bit more underground, and there have been recent extra efforts made by Defense. The military in Vietnam, for example, has caused some extra measures to be taken to require contractors to get rid of employees who are known to have participated in the black market or other illicit activities. Those involve people of various nationalities.

Senator MONTOYA. What particular instances of great pilferage or theft have you uncovered?

Mr. STOVALL. We have not had any single outstanding cases of large theft. However, our work has been directed more to attempting to evaluate controls or lack of controls and concentrate on encouraging or urging the U.S. Government agencies to improve their controls.

PORT SITUATION

We had this in the port situation. We found it just about impossible to really prove and nail down specific items, although we knew there were large pilferages going on. The control of the ports in Saigon and Newport have cleared up.

As you know, they have cleared considerably. In fact, the port situation is almost normal now as far as the movement of traffic through it is concerned.

LARGE CONTRACTORS

We have also been doing some further followup with the large contractors because of a large amount of pilferage related to the construction contract, but we have had no single instances of large black market operations.

Mr. STAATS. The study growing out of the request from you and Senator Proxmire, which is now about 11 months old, is of interest because it undoubtedly involves in part pilferage in the sense that you have used that word.

Some of it results from lack of controls. Mr. Collins of our Defense division is here and is principally responsible for this study and if you would like he could briefly summarize it.

Senator MONTOYA. What is your full name?

Mr. COLLINS. Charles Collins. We found there had been a number of instances of pilferage both in Thailand and in Vietnam. Unfortunately because of the lack of records and people going back more than a year or so, we could not get complete information on this.

However, we did find that there was a realization that this was going on by the military. They have been aggressively tightening up their controls.

UNDUE CONFIDENCE IN NONPOLICED CONTRACT PROVISIONS

Our analysis of this at the present time is that there was a rather undue amount of confidence put in the contracts here which provided that the U.S. Government would get gallon-for-gallon delivery by the contractor for the quantities of fuel we paid for when it left the refinery in the Middle East.

Senator MONTOYA. Did the contract at all times have that provision?

Mr. COLLINS. It had it in at all times, but the trouble is the military has relied upon this without setting up controls to see that the government has been getting gallon-for-gallon delivery and this is where the basic problem has been.

FAILURE OF DEFENSE DEPARTMENT TO CHECK DELIVERIES

Senator MONTOYA. Have you uncovered situations where the contractor was actually at fault for not delivering, say, what the bill of lading showed?

Mr. COLLINS. No; our problem here, sir, has been that the military has relied upon this without setting up controls to see that the Government was getting what the contractor said he was supplying. That has been the basic problem.

So, we really do not know whether they have been getting it or not.

The weaknesses in the internal control setup cover such things as the failure to set up loss tolerances, and failure to set up property administrators who would keep an eye on what the contractor was doing and make sure that the Government was getting what it should have been getting.

Inadequacy of Organizational Structure: Absence of Central Control and Authority

In addition there is one other problem and that is the fact that the organizational structure is not conducive to these controls. The operation of the petroleum activities in Southeast Asia are fragmented between the Army, Navy and Air Force and the Defense Supply Agency. They all have different systems and it is hard to get them to coordinate and operate on a cooperative basis there.

The reaction to our report by the DOD is that they agree with this and that by July 1, 1970, they are going to make a decision in this area and put it under central control and central authority.

Senator Montoya. Actually, all of these agencies are under the Department of Defense; are they not?

Mr. Collins. That is correct, but they all have their own interests and sometimes they are working in different directions. One is going right and one is going left.

Mr. Staats. We feel we have made a useful contribution in that the Department of Defense will be taking action shortly along the lines of the recommendations in our report.

Prepared Statement

Senator Montoya. Your full statement can be made a part of the record and you can summarize it.

(The statement follows:)

We appreciate the opportunity to appear before you today to discuss the work of the General Accounting Office and our budget estimates for 1971. The justifications we have furnished your Subcommittee provide details concerning our work, our organization, our plans, and our fiscal requirements. We have also furnished the Subcommittee with our 1969 Annual Report which gives details concerning our accomplishments last year. My statement will summarize and highlight our request.

BUDGET ESTIMATES

Our appropriation for 1970 was	$63,000,000
Our revised 1970 estimate includes a request for supplemental funds to meet the cost of the following cost increases which were not included in the 1970 appropriation:	
Pay increase, effective July 13, 1969	5,011,000
Increase in contributions to the retirement fund effective January 11, 1970	131,000
Increase in travel per diem allowance approved November 10, 1969	499,000
Our current 1970 estimate thus totals	$68,641,000

Our fiscal year 1971 budget estimate of $74,750,000 represents an increase above our revised 1970 estimate of $6,109,000. This increase is made up of the following principal items:

The additional cost of 1970 supplemental items to put them on a full year basis	$ 596,300
Periodic step increases	808,900
An increase in the average number of professional staff (211) and grade promotions for the professional staff	2,685,800
An increase in technical and supporting staffs (47) and grade promotions for these staffs	476,500
Personnel benefits related to the above items	371,800
An increase in our need for highly technical contract services and intermittent use of consultants equivalent to about 2 man-years	334,000

42-807 O - 70 - 37

Increase in required travel related to the increase in professional staff	400,000
The net increase for all other items totals	435,700

Subsequent to the submission of our budget, the Civil Service Commission authorized, effective with the first pay period beginning after June 1, 1970, a further increase in the minimum rates and rate ranges for the top quality graduates that we recruit annually at the GS-7 and GS-9 levels. The minimum rates are increased for a GS-7 from $8,659 to $9,934 and for a GS-9 from $9,942 to $10,564. These increases in rates are expected to increase our costs by $27,000 in fiscal year 1970 and $520,000 in fiscal year 1971. We have not included this increase in our 1971 budget request.

To give you some idea of the effect that pay raises, increased travel, and other costs have had on our appropriation requests within the last 10 years, if our 1971 budget request were computed at 1962 rates for salary, travel, and other expenses, the amount requested would be $49.0 million, or about 35 percent less than the $74.8 million we have estimated for fiscal year 1971. During the past 10 years our average total staff level increased only 32 employees--from 4,797 in 1962 to 4,829 requested in our 1971 budget. During the same period, however, our professional staff has increased from an average of 2,044 to 2,980, or 936, which represents an increase of 45 percent.

TRAVEL

Our work plans for 1971 will require travel estimated to cost $5,545,000, an increase of $671,000 above our 1970 revised estimate of $4,874,000. In 1971, $271,000 is required to place on a full-year basis the increase in travel per diem allowance authorized by P.L. 91-114, which was approved November 10, 1969. This law provided for an increase in the maximum per diem allowance from $16 to $25 per day. Our 1971 estimates provide an average per diem allowance of about $22 per day which we believe is sufficient for our needs. An additional $400,000 is required for the travel requirements

of the additional professional staff. More detail concerning our travel requirements appears in our justification material beginning on page S-1.

GENERAL PERFORMANCE HIGHLIGHTS

It is difficult to translate the effect of GAO activities in terms of improvement of the operations of the Government. Most of the recommendations which flow from our work cannot be readily reflected in terms of dollar savings. For example, about 20 percent of our professional staff effort is involved in rendering direct assistance to the Congress--none of which is reflected in terms of dollar savings. Moreover, we do not attempt to reflect dollar savings except where these can be readily measured. In brief, we do not undertake to test our effectiveness in terms of our ability to increase our dollar savings from year to year. Rather, our objective is to concern ourselves with indicated problem areas or potential problem areas, irrespective of the amount of savings which we might anticipate would flow directly from our work.

Nevertheless, we feel that it is useful to maintain a record of readily translatable dollar savings resulting from actions taken by Federal agencies through the adoption of recommendations brought to the agencies' attention through GAO audits. For fiscal year 1969 these amounted to $187.6 million in additional revenues or savings, including:

- $20.4 million in refunds and collections.
- $65 million, representing one year's value of savings and revenues which we expect will recur in future years, and
- $102.2 million in non-recurring savings in planned or current programs.

Approximately $95 million of the total savings and revenues were achieved through improvement of Government supply management and procurement.

Other indicators of our workload during 1969 were the following:

- We issued 1,023 reports, including 381 reports to the Congress, committees or members of Congress, and 642 reports to other Government officials.
- We undertook about 2,000 audits and reviews of selected Government activities and programs throughout the United States and in 45 foreign countries.
- We audited over 9.5 million freight shipments and passenger movements for which the Government has paid over $2.5 billion.
- We collected over $14 million in transportation overpayments and settled almost 14,000 claims from public carriers against the United States for amounts totaling $16.3 million, or $2.5 million less than claimed.
- We disposed of over 18,690 general claims against the United States for amounts totaling $70.1 million, adjusted and settled over 9,750 claims by the United States, and collected over $2.8 million from debtors.
- We handled about 4,900 decisions and other legal matters, including 794 legislative and legal reports to committees and members of Congress and 45 reports to the Bureau of the Budget.
- We testified before congressional committees on 24 occasions.

NEED FOR INCREASED STAFF

As previously stated, our budgetary request identifies our need for an average of 260 additional positions in 1971. This provides an increase of

7.6 percent, or 211 positons, in our professional staff. A relatively smaller increase, 2.7 percent or 49 positions, is required for the supporting staff positions. With the total increase of 260 positions requested, an increase of 76 man-years of staff assistance will be provided for direct assistance to the Congress in responding to requests of congressional committees and individual members of Congress and an increase of 140 man-years of staff assistance will be provided for additional coverage of our audit review work in defense activities, including operations in Southeast Asia and expanded domestic programs. The remaining 44 man-years will be required principally for work in the examination of financial statements and settlement of accounts and the administrative support for our increasing workload.

This year we have, for the first time, provided in our budget justification information concerning our staffing requirements by function or program; that is, the average number of positions and financing requirements related to the work we undertake in carrying out each of our statutory responsibilities. We believe this summary will be helpful to the Committee in that it will enable it to relate our staffing requirements to each of these responsibilities for Washington and field and without regard to organizational units responsible for carrying out these responsibilities at the Washington level. However, we are also setting forth our requirements by organizational unit. It will be noted, by reference to pages C-2 through C-18, that we have shown our requirements in seven program categories, viz.,

. Direct assistance to Congress

. Reviews of management efficiency and program results

Examinations of financial statements and settlement of accounts

Legal services and decisions

Financial Management Improvement

Claims settlement and debt collection

Executive direction and administrative support

DIRECT ASSISTANCE TO THE CONGRESS

Our work in response to specific requests from the Congress, from congressional committees, and from individual members of Congress has continued to increase. During the past three fiscal years our staff effort involved in assignments resulting from specific congressional requests and assistance has increased from 238 man-years in 1966 to 470 man-years in 1969, an increase of 232 man-years or nearly 100 percent.

During fiscal year 1970, we have already undertaken over 100 assignments in response to specific congressional requests. Our estimated manpower requirements to respond to such requests total 612 man-years, which includes 522 man-years of professional staff assistance and 90 man-years of technical and supporting staff. As a result of the continuing concern of congressional committees and members of Congress over national defense and other major domestic programs, we anticipate that approximately 589 man-years of professional staff assistance and 99 man-years of technical and supporting staff assistance, or a total of 688 man-years, will be required to meet significant priorities of congressional requests in 1971, principally in defense, education,

and manpower, pollution control, health, income security, transportation, housing, and other urban programs. We have therefore projected a total increase of some 76 man-years for 1971, which increases our level of direct assistance to the Congress to slightly under 700 man-years. We believe this increase reflects an important trend out of a growing recognition by the Congress of GAO's capability to provide effective assistance to the Congress in exercising its legislative oversight responsibility and in the consideration of authorization and appropriation requests by the Federal Government.

As an example, we recently completed an important and complex study of the feasibility of applying cost-accounting standards to negotiated defense contracts of $100,000 or more as directed under Pub. L. 90-370, approved July 1, 1968. The results of this study were submitted to the Chairmen of the House and Senate Armed Services Committees and the Banking and Currency Committees on January 19, 1970.

Another comprehensive study which we have under way is the Defense Contractors Profit Study. Section 408 of Pub. L. 91-121, approved November 19, 1969, authorized and directed the Comptroller General to conduct a study and review on a selective, representative basis of the profits made by contractors and subcontractors on contracts on which there is no formally advertised competitive bidding. We are required under the law to submit the results of our study and review to the Congress no later than December 31, 1970.

At the request of the Chairman, Senate Committee on Armed Services, we are currently making a review of reports, studies and other available data at Defense and service levels to develop information bearing on the question of whether the various types of air-to-ground missiles, plus TOW and SHILLELAGH, duplicate each other in their intended application, and, if so, whether

standardization was considered, and whether cost/benefit and other analytical studies justified the chosen missile. In making this study we are being assisted by consultants and are working closely with industry representatives and defense officials.

At the request of the Subcommittee on Executive Reorganization of the Senate Committee on Government Operations, we are undertaking a broad review of the Federal role in health facilities construction. Our review will involve the health construction activities of the Departments of Health, Education and Welfare; Defense; Housing and Urban Development; Commerce; the Veterans Administration; and the Small Business Administration. Our review will determine whether economies can be effected through more effective coordination of medical facilities among the departments and agencies, as well as the feasibility of sharing medical facilities by the Government and by outside parties.

During the current fiscal year and fiscal year 1971, we will continue to provide substantial assistance to committees and individual members on U.S. activities in Vietnam and Southeast Asia. At the request of the Senate Committee on Foreign Relations we are undertaking:

- A study of all aspects of the Calabrian project in Thailand financed largely with loans guaranteed under AID.
- Study of payments related to Philippine assistance in Vietnam.
- Follow-up review of the American Institute for Free Labor Development.

We are also undertaking a number of important and comprehensive reviews at the request of the House Committee on Appropriations, including:

- Review of the management of the civilian health and medical programs of the uniformed services,
- A review of the need, requirements, and implementation features of ADP systems planned for installation in fiscal year 1970 and future years, and
- A review of the management of non-appropriated funds in the Department of Defense.

Another very important form of assistance to the Congress, its committees, and individual members, is provided by our legal staff. We provide advisory opinions and comments on proposed and pending legislation, litigation, and other legal matters at the request of congressional committees and members. During fiscal year 1969, for example, nearly 800 advisory opinions and comments on proposed and pending legislation and other legal reports were furnished to committees and members of Congress. Additionally, we handle several hundred informal requests from the staffs of various committees on legal matters involving legislation under consideration.

Our staff also handles over 1,000 inquiries a month from members of Congress, committee staffs, and congressional officials. These inquiries relate to matters under consideration on which our professional assistance, technical advice, or information is sought. These inquiries generally lead to discussions and informal briefings of members and congressional staffs in order that we can be as helpful as possible in their work.

I would also like to mention that we have a very small and competent professional accounting and auditing staff located at the Capitol for the purpose of performing audits, examinations, and reviews of various activities of the House and Senate, including the U.S. Capitol Guide Force, Recording

Studios, Barber Shop, Beauty Shop, Stationery Revolving Fund, and the Architect of the Capitol. This staff provides over several hundred responses to requests for advice during the course of a year and offers recommendations for improvement of financial controls, accounting records, and procedures employed in the operations of the House and Senate.

REVIEWS OF MANAGEMENT EFFICIENCY AND PROGRAM RESULTS

Much of the work we undertake on our own initiative in reviewing management efficiency and program results materially assists the Congress and its committees in maintaining effective legislative oversight of governmental programs and operations. In selecting areas for review, we continually give primary attention to those areas known or considered to be of direct interest to the Congress or which, in our judgment, should be reviewed by the GAO as an independent arm of the Congress. In making these judgments, we give due consideration to the importance of programs and activities, size of expenditures, investment in assets, etc., through our program planning system.

Each year, before the start of appropriation hearings, we submit to the Chairman, House Committee on Appropriations, compilations of selected significant audit findings developed during our reviews of Government programs and activities.

We plan to increase the staff positions by 140 applied to reviews of management efficiency and program results, from 2,155 in 1970 to 2,295 in 1971. About 70 percent of the increase will be used in the review of Defense programs and activities.

At last year's hearings I advised your Committee of our plans to monitor the progress of weapon systems development and production and to report to the

Congress at least annually the most recent information available pertaining to cost growth, variations from original performance specifications, and significant slippages in production schedules. We undertook this effort in response to widespread interest in both houses of Congress and following the introduction of a large number of bills which would have prescribed detailed reporting and auditing by the GAO with respect to defense procurement.

On August 1, 1969, I advised the Chairmen of the House and Senate Armed Services Committees of our plans to assign a large number of our professional staff to this effort, indicating that we would give particular attention to the following:

1. Possible improvements in cost estimates at the time the authorization request is presented to the Congress.
2. Providing greater assistance to the Armed Services and Appropriations Committees in the timeliness and completeness of information on the status of major weapon systems.
3. Reviewing and presenting to the Congress on a selective basis major problems identified which may be of assistance to the Congress in acting on future appropriations and authorizations for major weapon systems.

We indicated our plan "to submit to the Congress at the beginning of the congressional session and at such later points in time as might be useful during the period when authorizations and appropriations are under consideration, status reports on major weapon systems, excluding those systems which are substantially completed." In other words, our intent was to provide information useful to the Congress where decisions still have to be made with

respect to new authorizations or new funding--not only to provide information with respect to costs, performance and schedules, but also to indicate problem areas and questions which we believe the Committees might wish to develop in the course of hearings with the Department of Defense.

An additional objective was to critically review the adequacy of the Defense Department's internal reporting system on the status of major weapon systems and the adequacy of quarterly reports which they now provide to the Armed Services Committees.

Our report submitted February 6 covers a total of 57 weapon systems out of a total of 131 systems which are estimated to cost in excess of $25 million for research, development, test and evaluation and/or $100 million for production. Of the 57 systems, we were able to develop for this first report sufficient detail on only 38 to permit an adequate comparison of cost estimates at different points in time. These 38 systems are now estimated to cost about 50 percent more than the original planned estimates. Our report points out that cost growth arises from a number of reasons--price inflation, improvement modifications, starting a system before it has been adequately developed and tested, faulty estimates, and over-optimism.

In future reports we hope to be able to identify the source of cost growth in greater detail. We are already underway on in-depth reviews of the Department of Defense's major acquisitions of aircraft, missiles, boosters, combat and support vehicles, ships, submarines, communications systems, space systems, and significant ammunition items.

We are satisfied, based on this initial report and after discussion with the staff of the Appropriations and Armed Services Committees, that the GAO

should continue to concern itself with this subject and perhaps extend this type of reporting to other major construction and procurement outside the Department of Defense--such as NASA, AEC, and the Department of Transportation--although we have not included any specific provision for such extension in our current budget estimate.

For many years a major part of our audit effort has been devoted to the areas of supply management, including the determination of material requirements, and to the procurement of the material, especially through negotiated contracts. These reviews have resulted in hundreds of millions of dollars in savings and improvements in the management of Defense Department procurement and supply management activities. As in 1970, a significant portion of our audit and review effort will be devoted to these Defense Department activities in 1971.

During the next 12 to 18 months we plan to review the phasedown of U.S. combat operations and related support forces in Vietnam. We have already assigned staff to review the current phasedown increment (code name Keystone Bluejay) under way in Vietnam. There will be formidable problems associated with identifying, transferring, redistributing, or disposing of the substantial quantities of military materiel, in-placed communications and radar equipment, and facilities which no longer will be used by U.S. forces in Vietnam. We intend to keep the Department of Defense apprised on a current basis of any matters of substance which we believe would require their prompt attention in order to promote economies or increased efficiencies in the management of the phasedown program. We also expect to report periodically to the Congress on the effectiveness of the Department of Defense's management of the phasedown program.

Our work plans for 1971, as for 1970, contemplate reviews of management efficiency and program results in all the civil departments and all major independent agencies as well as in many of the smaller agencies. Although our overall increase in reviews of civil domestic programs is only 7 man-years in 1971, we are adjusting the priorities for application of our manpower in a number of important areas. For example, in 1971, we plan to apply increased resources in the Departments of Health, Education, and Welfare; Housing and Urban Development; Labor; and Transportation and to decrease somewhat our efforts in the Veterans Administration and Treasury.

Because of the substantial expenditure of Federal funds and expressed interest of several congressional committees in the water pollution control program, we recently reported to the Congress (B-166506, November 3, 1969) on the results of our review of the construction grant program for abating, controlling and preventing water pollution.

During fiscal years 1957 to 1969, the Federal Water Pollution Control Administration awarded grants to States, municipalities, and intergovernmental agencies of about $1.2 billion for the construction of more than 9,400 projects having a total estimated cost of about $5.4 billion. The water pollution control program to date has been administered, for the most part, using a shotgun approach--awarding construction grants on a first-come first-served or readiness-to-proceed basis. We pointed out the need for a more systematic method of allocating funds, particularly in the short run, to increase the benefits to be obtained in terms of the purposes for which the water can be utilized. Accordingly, and in view of (1) the magnitude of the program required for the construction of waste treatment facilities, and (2) the backlog of grant applications for Federal funds, we suggested that

the Congress may want to consider amending the Federal Water Pollution Control Act to provide that priorities for grant awards be established on the basis of the benefits to be realized.

In view of the increasing costs in health program areas, now running to $14 billion, we are applying considerable resources to reviews of the medicare and medicaid programs. I might mention that we furnished important and extensive assistance to the staff of the Senate Committee on Finance during its study of medicare and medicaid programs. Their report was released on February 9, 1970.

We have over 50 reviews relating to health activities now in progress or to be initiated this year. Our audit emphasis has been and will continue to be directed toward various aspects of the Medicare Program, including cost reimbursements to hospitals and extended care facilities (providers), utilization of medical services, eligibility of providers to participate in the program, reasonableness of physicians' charges and carriers' claims processing activities.

Our reviews of the medical assistance (Medicaid) program will include the eligibility of nursing homes participating in the program, the propriety of rates of payment paid for nursing home care, the functions and responsibilities of fiscal agents assisting the State welfare agencies in administering the medicaid program, the States' systems of control over payments for physicians' services and drugs, and the eligibility of medically indigent persons participating in the medicaid program.

We also have reviews under way for health research, facilities and manpower. Our reviews will involve the health professions educational

improvement program, the management and coordination of computer activities, the National Institutes of Health research functions, the comprehensive health planning and services to States and local agencies, selected Public Health Service hospitals and clinics, the nationwide mental health program for alsoholics, and the operating and regulatory functions of the Consumer Protection and Environmental Health Service, including environmental health activities related to radiological hazards and to air pollution. We also have a number of reviews of health activities in progress in the Veterans Administration and the Department of Defense.

We also intend to give increased attention to community development and housing, education and manpower, and income security. Congressional interest in these important domestic programs warrants an extremely high priority in our work.

One of our principal areas of audit emphasis will be our review of manpower training programs. As an objective, our manpower reviews will cover in considerable depth the effectiveness of the significant programs and activities in most of the geographical areas of the nation.

Of the nine major categories of education activities, we intend to concentrate principally on elementary and secondary education and higher education. We plan to undertake surveys and reviews involving the teacher corps program, library and community services, education of the handicapped, aid to impacted areas and research activities.

During the current year and fiscal year 1971 we plan to apply nearly 750 man-years to surveys and reviews involving health, education and manpower, community development and housing, and income security.

During fiscal years 1970 and 1971, we will continue to direct our resources to making country-wide reviews of foreign assistance programs, United States balance-of-payments position, and United States participation in international organizations. With respect to international organizations, we have started and will continue our review of United States financial participation in the International Labor Organization and plan to start a review of selected aspects of United States participation in international financial institutions.

A major portion of the Government's $6 billion expenditures for transportation of equipment, material, and personnel continues to be for support of our military forces overseas, particularly those in Southeast Asia, as I previously mentioned. We therefore plan to maintain substantial review effort in this area as well as in other military transportation activities. We plan to expand our reviews of transportation and traffic management practices in the civil departments and agencies, such as the General Services Administration and the Post Office, and matters having multiagency or Government-wide significance, such as consolidation of air freight shipments and costs related to shipments by contractors.

To illustrate our work in the transportation field--in a report to the Congress (B-117196, June 30, 1969), we identified savings of millions of dollars annually that could be achieved if the Government consolidated its small freight shipments. We found that by consolidating small freight shipments to obtain the lower transportation rates applicable on larger shipments, the Government could save about $3 million a year on shipments from just three consolidation areas to Seattle and San Francisco. The potential savings and benefits Government-wide would be significantly greater. Efforts are now being made to implement the concept between additional shipping points.

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EXAMINATION OF FINANCIAL STATEMENTS AND SETTLEMENT OF ACCOUNTS

Our work involved in the examination of financial statements and settlement of accounts, which are required by various statutes, includes:

- Centralized audit of transportation payments
- Annual audits of corporations and other governmental entities,
- Centralized voucher audits at the military finance centers, including account settlement,
- Settlement of accounts of accoutable officers in civil departments and agencies, and
- Audits of civilian pay and allowances.

The number of staff positions needed in fiscal year 1971 to carry out these financial-type audit activities will be 1,050, compared to 1,036 in fiscal year 1970. The increase of 14 is primarily for centralized voucher audits at the military finance centers and audit of civilian pay and allowances in view of the expected increases in expenditures.

The Transportation Act of 1940 requires the GAO to postaudit all billings for transportation under standard Government transportation forms. This activity, performed centrally in Washington by our Transportation Division, involves 723 people. While we expect increases in this audit workload in 1971, we are not asking for additional people to perform this function. We are improving our audit procedures through the use of our computer, which, we believe, will also result in increased recoveries of overpayments. In fiscal year 1969, we collected over $14 million in overpayments.

Mr. Chairman, I have covered the highlights of our major program requirements and operations. Additional details concerning our activities are contained in our budget justification and I will be glad to answer any questions you may have.

This concludes my statement, Mr. Chairman.

INCREASE IN DIRECT ASSISTANCE TO CONGRESS

Mr. STAATS. Going over to page 7 under "Direct assistance to Congress" we point out here that our work in response to specific requests from the Congress, from congressional committees, and from individual Members of Congress has continued to increase.

During the past 3 fiscal years our staff effort involved in assignments resulting from specific congressional requests and assistance has increased from 238 man-years in 1966 to 470 man-years in 1969, an increase of 232 man-years or nearly 100 percent.

During fiscal year 1970, we have already undertaken over 100 assignments in response to specific congressional requests. Our estimated manpower requirements to respond to such requests total 612 man-years, which includes 522 man-years of professional staff assistance and 90 man-years of technical and supporting staff.

As a result of the continuing concern of congressional committees and Members of Congress over national defense and other major domestic programs, we anticipate approximately 589 man-years of professional staff assistance and 99 man-years of technical and supporting staff assistance, or a total of 688 man-years. This compares to 238 man-years in 1966. So you can see we have experienced here a major increase in work of our office responsive to the requests that come from Congress as a whole or for committees or individual Members.

Recently there has been a considerable increase in these requests involving manpower training, pollution control, health, transportation, and other urgent problems. We therefore projected a total increase of 76 man-years for 1971 which increases our level of direct assistance to Congress to slightly under 700 man-years.

CONGRESSIONAL INCREASED RECOGNITION OF CAPABILITY TO PROVIDE EFFECTIVE ASSISTANCE

This is a figure which has not been generally understood—the extent to which our office has been doing this kind of work. We believe this increase reflects an important trend out of a growing recognition by the Congress of GAO's capability to provide effective assistance to the Congress in exercising its legislative oversight responsibility and in the consideration of authorization and appropriation requests by the Federal Government.

STUDY OF FEASIBILITY OF APPLYING COST ACCOUNTING STANDARDS TO NEGOTIATED DEFENSE CONTRACTS

As an example, we recently completed an important and complex study of the feasibility of applying cost-accounting standards to negotiated defense contracts of $100,000 or more, a study which Senator Proxmire sponsored.

We testified before the House Banking and Currency Committee on our report just last week.

STUDY OF PROFITS OF DEFENSE CONTRACTORS

Another study which we have in process at the present time is referred to in the next paragraph relating to a study of Defense contractors' profits. This grew out of section 408 of Public Law 91-121

approved November 19, 1969. We are in the middle of that study at the present time It is going to be a very difficult one, but we believe that the plans we have laid out for it are going to be very productive.

STUDY ON OVERLAPPING AND DUPLICATION OF WEAPONS SYSTEMS

In the next paragraph we refer to the study which Mr. Bailey referred to awhile ago, that we are doing for the Senate Committee on the Armed Services with reference to several weapons systems particularly the air-to-ground missiles where there is concerned about overlapping and duplication of missile systems.

We are working currently with the committee and supplying the results of our study directly to the committee as studies on individual weapons systems are completed.

STUDY ON CONSTRUCTION OF FEDERAL HEALTH FACILITIES

On page 9 we refer to the study which we are making at the request of Senator Ribicoff's subcommittee in the field of Federal health facilities construction. This study will involve the health construction activities of all of the agencies of the Government which have any responsibility in this area: HEW, Defense, Housing, Commerce, the Veterans' Administration and the Small Business Administration.

Our review will determine whether economies can be effected through more effective coordination of medical facilities among the departments and agencies, as well as the feasibility of sharing medical facilities by the Government and by outside parties.

What we are really trying to get at here, Mr. Chairman, is a situation where one agency goes ahead and makes plans for construction or makes a loan or a grant for a facility in a given community without reference to plans of other agencies. The result is in some cases at least is underutilization of hospital facilities which means the daily cost for care is higher than it otherwise would be.

So, what really needs to be done is we are pointing up in the study a better planning on an areawide planning of the total Federal programs involved in construction of health facilities.

STUDY ON CALABRIAN PROJECT IN THAILAND: SUBSTANTIAL U.S. LOSS

In the next paragraph we refer to other studies we have made for the Congress. The morning paper carries a news item of a study we did for the Senate Foreign Relations Committee. A study of all aspects of the Calabrian project in Thailand financed largely with loans guaranteed under AID.

This study deals with guarantee of loans for developing plan for elevator construction and for corn grown in Thailand and for marketing facilities to corn processing plants.

Senator MONTOYA. How much did this involve?

Mr. KELLER. About $7 million.

Senator MONTOYA. Did AID guarantee loans?

Mr. KELLER. Yes. The whole matter is now in court. There will be a substantial loss by the Federal Government.

Senator MONTOYA. Under that guarantee is there any chance of recouping from the Government of Thailand under this arrangement?

Mr. KELLER. The Government of Thailand was not tied in as a responsible party. The U.S. Government guaranteed the notes of the Calabrian Co. to U.S. banks.

Mr. STAATS. This was a New York firm.

Senator MONTOYA. So $7 million went down the drain.

Mr. KELLER. Well, as the case is in court, it is my understanding that while there may be some assets of the company, it is questionable how much can be recovered. I think there will be a substantial loss.

OTHER DEFUNCT PROJECTS ON WHICH AID GUARANTEED LOANS

Senator MONTOYA. Do you have other projects like this where AID guaranteed and the project went down the drain?

Mr. KELLER. I think there have been some.

Senator MONTOYA. Would you give them to me. Supply them for the record.

Mr. STOVALL. We will be glad to furnish that for the record.

(The list follows:)

As of June 30, 1969, AID had 2,995 outstanding investment guaranties totaling over $7.1 billion. As of the same date, AID has paid $11.8 million in claims on all the investments guaranteed. These statistics are shown below by types of guaranties.

Type of guaranty	Outstanding guaranties Number	Outstanding guaranties Amount	Fees collected	Claims paid Amount	Claims paid Number
		(000 omitted)			
Specific risk:					
Convertibility	1,313	$3,052,217	$20,076	$ 296	3
Expropriation	769	1,610,380	32,739	3,027	2
War risk	418	762,347	10,153	38	2
Expropriation/war risk	391	1,345,554	12,582	140	1
Development Loan Fund	1	54,000	2,623	835	2
	2,892	6,824,498[a]	78,173	4,336	10
Extended risk:					
Latin American housing	62	201,299	3,193	650	1
General	41	96,631	1,130	6,828	4
	103	297,930	4,323	7,478	5
Total	2,995	$7,122,428	$82,496	$11,814	15

[a]Actual Government liability is considerably less than $6.8 billion because this figure includes guaranties covering several types of risks for the same investments.

As shown above, most of the outstanding guaranties consist of specific risk guaranties, whereas most of the amount paid on claims was paid on general extended risk guaranties. Almost all the amount paid on general extended risk guaranties applied to the Calabrian project. Payments for the Calabrian project totaled over $6.7 million at June 30, 1969. The only other general extended risk payment amounted to $111,160.

AID collects, in accordance with requirements established by the authorizing legislation, an insurance fee on each guaranty issued. At June 30, 1969, AID had collected about $82.5 million in insurance fees. As shown above, each of the guaranty programs, with the exception of the general extended risk guaranty program, had collected more fees than it had paid in claims as of June 30, 1969.

TRANSFER OF INVESTMENT GUARANTEE PROGRAM FROM AID TO OVERSEAS PRIVATE INVESTMENT CORPORATION

Mr. STOVALL. The program of which this guarantee is a part will be transferred to the Overseas Private Investment Corp. that was authorized last year and which is in the process of being formed. I understand that around 400 loans with outstanding balances of around $170 million and the whole investment guarantee program now administered by AID will be transferred over to this new corporation within the next few months.

Senator MONTOYA. What effect will that have on the collectibility of this particular loan?

Mr. STOVALL. I don't think it will affect the collectability of this loan.

Senator MONTOYA. They are transferring it from one umbrella to another.

Mr. STOVALL. They are transferring it from one administrative agency to another and since it is in the courts I don't think it will make any difference.

OTHER STUDIES

Mr. STAATS. We are also undertaking a study of payments related to the Philippines assistance in Vietnam and a followup review of the American Institute for Free Labor Development in South America.

STUDIES FOR HOUSE APPROPRIATIONS COMMITTEE: REVIEW OF FINANCIAL CONTROLS FOR NONAPPROPRIATED ACTIVITIES

We have listed here just three of several studies we have undertaken for the Appropriations Committee of the House. We call your attention particularly to the third one which relates to review of the financial controls and auditing arrangements for the nonappropriated activities such as post exchange primarily.

We do not have direct responsibility for these appropriated funds, but we have made arrangements to audit the controls and auditing arrangements made by the Department of Defense itself with respect to the post exchange and other nonappropriated activities.

Senator MONTOYA. Have you ever requested this authority?

Mr. STAATS. In years past GAO has requested this authority. We have reviewed this matter recently because there was some interest in GAO making audits of these operations. I believe we can perform our functions adequately for the Congress if we can review the kinds of controls the Defense Department has established.

If we were to undertake to audit every one of these operations it would require a tremendous manpower requirement for us. We believe that we can perform our function adequately without having direct audit responsibility.

LEGISLATIVE ASSISTANCE AND ADVISORY OPINIONS TO CONGRESS

We refer in our next paragraph here to the work we do with the Congress in assisting in the drafting of legislation, in commenting on proposed legislation and rendering advisory opinions to Congress about the legality of expenditures of appropriated funds.

We have something over 1,000 inquiries a month from Members of Congress, from committee staffs and congressional officials just on information, the type of information, for example, what have we done in some field, or can we get some information with respect to some item where we go to an agency or develop it from our own resources.

Examination and Auditing of Congressional Activities

We have a small staff here in the Capitol itself for the purposes of auditing, making examination reviews of various activities of the House and Senate which includes the U.S. Capitol guide force, recording studio, barber shop, beauty shop, stationery revolving fund, and the Architect of the Capitol.

This staff gets many requests from Congress for advice and assistance and we render that assistance through the staff actually physically located here in the Capitol.

Reviews of Management Efficiency and Program Results

In the next section, we outline work we have done in the area of review of management efficiency and program results.

In selecting these areas for review, of course, we try to give primary attention to those areas where we know there is congressional interest or where we know a congressional authorization is coming up the next year, so we can get our work started and be more useful to the Congress.

We review our work programs every 6 months so we can direct our efforts to the areas having the highest priority from the standpoint of congressional interests, expenditures, and known problem areas.

We are increasing our staff in the program and efficiency review areas.

Supplementing Major Weapon Systems Report: Cost Overruns and Specifications in Major Civilian Construction Contracts

On page 12, there is a paragraph there to which I would like to call your attention. On August 1, we advised the chairman of the House and Senate Armed Services Committee of our plans to go into these major weapons systems. The report which I mentioned earlier is the result of this first effort.

I particularly want to say here that we are not just concentrating on the Defense Department. We also plan to go into major civilian programs where these same kinds of problems take place.

We are in the process now of identifying a number of these in civilian agencies. For example, the AEC has a 200-Bev nuclear accelerator under construction. On this type of project we want to report to the Congress much as we have done on these weapons systems.

Industry Profits on Defense Contracts

Senator Young. Have you gone into the profits that industry makes on Defense contracts?

Mr. Staats. That is the study we referred to a moment ago growing out of the legislation enacted last year. We are scheduled to report on

that study by the end of this calendar year. We may have to have some additional time to complete our work. We feel it is much more important to get a thorough, definitive study, if such a result is possible, than it is to hurry it up. We have not yet reached this conclusion, and if we do reach that conclusion of course we will discuss it with Congress.

C–5A AND F–111 AIRCRAFT CONTRACTS

Senator YOUNG. You do know, like in the case of Lockheed, they have lost a lot.

Mr. STAATS. We have just sent out a large number of questionnaires to contractors within the last 2 weeks. We expect to be getting information in response in about 75 days.

But to answer your question specifically, we know what the Lockheed statement is. We have been providing some information to Senator Proxmire and to Congressman Fletcher Thompson at their request with respect to the Lockheed situation.

Senator YOUNG. According to press stories that General Dynamics, even though the planes are grounded and have had one problem after another, and the costs have risen from $3 million per plane to $13 million per plane is still making money—it is a poor plane.

We do know that Lockheed is pleading for money. They have financial problems and they made a good plane. It was probably a poor contract. This is something that we on Defense Appropriations would like to get into more.

What kinds of contracts have they been entering into and what is wrong with the procedures. One company goes broke making a good plane and another company makes money making a poor plane.

In the case of the F–111's, the Navy version is no good at all. Senator McClellan has been investigating this right from the start. I had some question as first whether or not he was on the right track, but he certainly was.

COST ALLOCATION BY LOCKHEED: WEAPONS SYSTEMS AND COMMERCIAL DEVELOPMENT

Senator PROXMIRE. Is it not true with regard to the C–5A, which is Lockheed's biggest demand for funds presumably, it is very hard to tell on the basis of the information I have seen so far whether Lockheed has actually lost money on the C–5A and these other weapons systems, or whether they have lost money on their commercial operations.

It seems to me allocating their costs is a very difficult problem and to date as I understand it you have not been able to do that. There is some suspicion which may or may not be sound that the cost of developing their commercial equivalent to the Jumbo Jet is very, very high, and some of the costs that are involved in the C–5A might conceivably be more properly attributed to the costs of developing a commercial plane.

Mr. STAATS. That is true.

Senator PROXMIRE. The whole thing is lacking in specific, detailed information on which you can make a firm judgment as to whether they are losing money on the C–5A and if so, how much.

1011 AIR BUS CONTRACT

Mr. STAATS. I think you are right. You would not be able to determine the amount of loss on the C–5A unless it is possible to segregate cost or functions that relate to the air bus, the 1011 or the commercial version of the C–5A, the L–500.

Senator YOUNG. They have not gone far enough on the 1011 yet; have they? They have spent a terrific amount just on research and development. Delivery of the aircraft is a year or more away.

Mr. STAATS. They have incurred substantial costs even though deliveries are not scheduled until late 1971 on the 1011's. I am told, and this is subject to check, they have spent something over $300 million on the air bus to date.

Senator YOUNG. I understand they have to sell something over 200 before they can realize a profit.

Mr. STAATS. The company itself indicates they would have to sell 220 as a minimum to break even on the air bus. To date the total orders are in the neighborhood of 175 and the figure of 220 does not take into account any cost growth or any cost overruns against their original estimates on the plane.

Senator PROXMIRE. The shocking thing to me, Mr. Staats, is here you have a company that is the biggest defense contractor we have. The Defense Department spends more money with Lockheed than any other defense contractors. Yet all of a sudden they say they need $600 million, that they are in desperate shape.

CASH FLOW STATEMENT IMPERATIVE

It seems to me no bank would give a firm a million dollars, let alone a billion dollars, without having a cash flow statement and without knowing where their money is going over a period of time so they can't get into a situation of this kind without the bank knowing in advance and in this case the Federal Government should have had this kind of knowledge and information on their No. 1 contractor.

I think they should have it on all contractors, but particularly the big ones which are providing weapons systems that are crucial to our national defense.

We ought to be able to know if they will have the financial capability of producing them. Isn't this something we could and should properly demand?

CONTRACT VARIANCES

Mr. STAATS. As we were discussing earlier, we would probably not have another total package procurement type of contract of the C–5A type. The General Dynamics contract on the F–111 was not that type of contract. I think Senator Young's question is a good one.

I don't think anyone could ever sort out all of the factors and detail them as to why General Dynamics profit position is different from Lockheed's, but certainly a very important factor would be that the research and development contract was separated from the production contract. They had a better idea on what they were bidding on in the production contract than Lockheed did.

Senator YOUNG. If Congress is going to advance more money such as we did for the Poseidon, we want to know in advance that it is a good weapon. We have had several other weapons systems which did

not turn out so well. Before we appropriate more, if we do, we should know where they lose money and how much.

BASES OF COST OVERRUNS

Senator PROXMIRE. You brought up the overrun problem in civilian as well as military areas. Do you have any conclusions that you can give us here on the reasons why there have been such consistent and very large overruns? As I understand it, earlier in the year, you provided us with, I think 38 major weapons systems with overruns of $20.9 billion.

Mr. STAATS. Approximately $20 billion which is about 50 percent on the 38 systems that we were able to get good figures on out of the 57 in general.

Senator PROXMIRE. The generalization is sound that the overruns are very large, 50 percent on the average. Do you have any conclusions as to why this is so?

Mr. STAATS. On page 13 of our statement we say that our report points out that cost growth arises from a number of reasons such as price inflation, improvement modifications, starting a system before it has been adequately developed and tested, faulty estimates, and overoptimism.

So, I guess you might say there are a number of reasons why cost growth takes place.

INFLATIONARY COST INDICATOR

You have expressed an interest in having a better cost indicator as to what growth might take place on the weapons systems. This matter interests me a great deal also. We have been doing some work with Defense in this area. One of the hopes that we have is that by the time weapons systems are authorized, there would be some better way than we now have to identify what is likely to take place in cost growth due to inflation for any one weapons system over a period of time.

From the time some of these weapons systems are authorized to the time they are completed could be as much as 5, 6, 7 years and for each major system, you almost need an index by itself because the components are quite different from what you would find in any kind of a projection that the Commerce Department might make on their index of industrial materials.

DEFENSE CONTRACTS: C–5A AIRCRAFT

Senator YOUNG. Is it true that in defense contracting they are not allowed to make any allowance for inflation as they can in other contracts? Is there a difference? I understand there is. Secretary Laird testified that they can't add on expected inflationary costs.

Mr. STAATS. This has been the practice. Ordinarily they would show cost growth only for the fiscal year in which funds have been requested. For many items, this is all right because you buy and it will largely be completed in one year.

But when you are talking about a major weapons system, I don't think that is an acceptable way of doing it.

Senator PROXMIRE. In the C–5A, for example, they had an inflation component built into the contract and they anticipated it.

Mr. STAATS. To some extent, yes.

Senator PROXMIRE. Perhaps it was limited. Then the Air Force estimated $200 million was inflation, only about 10 percent. While this would be understandable in the kind of inflation we are going through now and it can be an important element, but the overall conclusion some of us drew was that inflation was not the important element.

Mr. KELLER. I think it played a part in it. As I recall the C–5A contract was firm for about 2 or 3 years and then the inflation formula came into play.

Senator PROXMIRE. It would be very unfair to the contractor if he was not allowed to allow for inflation. He should be allowed to do that.

Mr. KELLER. Perhaps as important is the fact that with many of these systems, the Defense Department itself did not build in an inflationary factor when they made the cost estimates for the system.

LOCKHEED JUMBO PLANE CONTRACT

Senator YOUNG. Even a more important factor is the Defense Department's procurement reduction in the number of planes. This compares somewhat to the situation with Lockheed's 1011. If they do not sell more than 220, they will lose money. If they sell more, they can make money.

Mr. STAATS. The only obligation the Government had was for 58 airplanes at the time the contract was entered into. There was a program for a projected 120 airplanes, but there was nothing in the contract which required the Government to go beyond the 58. This was later increased to a total of 81.

Senator YOUNG. It must have been an unusual contract.

Mr. KELLER. Lockheed takes the position they had an order for 120.

Mr. STAATS. Part of the disagreement they have now on the total amount of money due Lockheed grows out of their contention that the contract did provide for 120. I believe the Air Force argues to the contrary.

F–111 AIRCRAFT CONTRACT

Senator YOUNG. There is such a wide difference between this contract and the contract for the F–111, if there was a contract at all, with this letter of intent. Here the cost is increased about 400 percent, and they are still making money, and the plane is no good. I won't say entirely no good, but they are all grounded.

Senator PROXMIRE. The Stubbings study indicated General Dynamics has been successful in this. Richard Stubbings, a senior member of the Bureau of the Budget made a study showing that of the 11 major weapons built in the 1960's six were complete flops meaning only 25 percent met the specifications in the two contracts, and General Dynamics had a record of never producing a major defense product in the 1960's that met its standard specifications or a weapons system. Yet they made more money than the rest of the industry from defense work. So the point Senator Young makes is a sound point.

There is something wrong with these contracts where the companies that do inefficient work make the most money, and the ones that do a better job lose money.

IMPROVED COST ESTIMATION

Mr. STAATS. We believe this report we have made will focus in part, on these differences. We also hope we can learn ways in which you can get more realistic cost estimates at the time the weapons system is authorized.

I think Congress many times has authorized projects against unrealistic cost estimates, and we think if we can focus on this, it would be a real good contribution.

PERSONNEL INCREASE: RECRUITMENT

Senator MONTOYA. You are emphasizing in your programing for fiscal year 1971 two areas of activity, assistance to Congress, and reviews of management efficiency and program results. Will you be able to recruit the 200-some personnel you would require for this effort?

Mr. STAATS. We think we can, Mr. Chairman. As I have already indicated, we have some 32 professional employees already in excess of what we anticipated we would have on the average for 1970 fiscal year. Interestingly enough, accounting personnel is a scarce commodity in the market, and it has been for 3 years. We recruited last year from the colleges and universities one-half accountants and the other half was made up of business administration majors, economists, mathematicians, and so forth. We anticipate this trend will increase.

We hope we can over a period of time have more people on our staff who have expertise in other fields, like engineering, for example, because, when you get into some of these weapons systems problems, we need these kinds of experts. We also need more economists and systems analyst people on our staff. We recruited 585 out of colleges and universities last year, in addition to the people brought in who had experience.

RETENTION RATE

Senator MONTOYA. What is your retention rate?

Mr. STAATS. The turnover rate was about 15½ percent for fiscal 1969. On professionals, it is 14.2, and the other 17.2. The average for the GAO as a whole is 15.5.

ASSISTANCE TO CONGRESS ASSIGNMENTS: REIMBURSEMENTS

Senator MONTOYA. Do the personnel involved in the assistance to Congress category include those who are on detail to congressional committees?

Mr. STAATS. That is right.

Senator MONTOYA. How many are on such assignment at the present time, and tell us what reimbursement you get from the congressional committees, and what expense do you undertake from this appropriation for employees for which you do not get any reimbursement.

Mr. STAATS. I have a table on this. We have a report here going back to fiscal year 1963. The total cost in 1969 fiscal year, which is the latest completed fiscal year, was $416,375 of which we were reimbursed for $31,394.

Senator PROXMIRE. You were reimbursed for $31,000?

Mr. STAATS. Yes, sir.

Senator PROXMIRE. Six or seven percent.

Mr. STAATS. The net cost to GAO was about $385,000.

Senator PROXMIRE. The committees just don't reimburse you?

Senator MONTOYA. Have you made any claims on the committees for reimbursement?

Mr. STAATS. We try to get reimbursement, whenever we can.

Senator MONTOYA. What do you mean by that? Do you make a very polite request for reimbursement, and then you wait for the check?

Mr. KELLER. There is a provision in the Budget and Accounting Act which requires us to furnish assistance to the Appropriations Committees, the Committee on Finance and the Committee on Ways and Means, and the Committees on Government Operations. We are required to furnish assistance whether we get reimbursed or not.

With the exception of the Government Operations Committee, the Senate committees, as a rule, reimburse us.

Senator PROXMIRE. The House does not?

Mr. KELLER. The House record is not so good.

PRINCIPAL BENEFICIARY COMMITTEES

Senator PROXMIRE. Could we have for the record the committees which receive the principal help in this regard, how many people they get?

Mr. KELLER. We include that in our annual report every year.

Senator PROXMIRE. What does that amount to?

Mr. KELLER. I have it here for 1969. For the House Appropriations Committee, it was $93,374. They reimbursed us $21,653. This was for travel expenses.

Senator PROXMIRE. Is that 7 or 8 man-years?

Mr. KELLER. A total of eight.

Senator MONTOYA. When you say that the Senate does reimburse you, and the House reimbursed you $21,000 last year, total reimbursement was $33,394. Does that mean that the Senate only utilized $10,394 worth of service?

Mr. KELLER. No. The Senate Appropriations Committee, for example, did not call on us in 1969. The Senate Committee on Commerce, a small amount, $662, which was not reimbursed. The Government Operations Committee $180,000, no reimbursement.

Senator MONTOYA. The Senate, or the House?

Mr. KELLER. The Senate.

Mr. STAATS. Most of it is the Senate Permanent Investigating Subcommittee.

Mr. KELLER. The Senate Committee on Public Works, $17,807. There was no reimbursement.

The Senate Committee on Armed Services, a total cost of $11,483, of which they reimbursed $9,751.

Senator PROXMIRE. Those are the principal committees in the House and Senate that used your services?

Mr. KELLER. Those are the Senate. In the House we have Appropriations, Banking and Currency, Education and Labor, Government Operations, Post Office and Civil Service, and the Select Committee on Small Business.

Mr. PROXMIRE. You gave the committees for the ones that used the major share of your professional personnel? You did not mention the House Government Operations Committee in terms of how much.

Mr. KELLER. I can go down the list. Senate Committee on Appropriations is $115,017; Banking and Currency, $19,785; Education and Labor, $1,645; Government Operations, $6,594. That was a full committee. Subcommittee on Donable Property, $473; Subcommittee on Intergovernmental Relations, $4,388; Subcommittee on Foreign Operations and Government Information, $12,208; Committee on Post Office and Civil Service, $32,489; Senate Committee on Small Business, Subcommittee on Foundations, $6,639; Joint Committee on Atomic Energy, $7,103.

PROCEDURE FOLLOWING COMMITTEE REQUESTS FOR PERSONNEL ASSIGNMENTS

Senator PROXMIRE. If the Joint Economic Committee would request you to provide personnel, what would you do? Would you provide them, or say this has to go through some other congressional authority, or would it depend on the number requested? What would be your reaction?

Mr. KELLER. We would try to get reimbursement first. I realize this is a Joint Committee, but the Senate rules do provide that no detail can be requested by the committee unless they reimburse for it.

We have taken the position we have a responsibility to serve the committees, and we advise them of the reimbursement requirement. If the committee decides to go ahead, it is our position this is then a Senate matter.

Senator PROXMIRE. Or a House matter?

Mr. KELLER. The House rules, as I recall, are not quite as specific on this.

CREATION OF CONGRESSIONAL ECONOMIC ANALYSIS CAPABILITY: POSSIBLE UTILIZATION OF GAO PERSONNEL

Senator PROXMIRE. One of the things we are interested in doing is having an economic analysis capability in the Congress. We are thinking of having it in the Joint Economic Committee.

When the C–5A was up before the Congress, we thought of this. The Office of the Secretary of Defense had two studies by his own systems analysis people of the C–5A decision to go ahead with more than 57 planes, both of those studies were adverse. Secretary Laird understandably didn't want to give those to me, and I can understand why not. If I were in his position, I would have the same reaction. He said to me, if you keep coming back for this, you are going to destroy our Systems Analysis Office, because you can't have an Office of Systems Analysis make an objective, competent study, make their study, and then have the Secretary of Defense and the President, which they have every right to do, reversing and/or taking a contrary position. They have a right to do it, and they should do it, if they think their experts are wrong. But then Congress picks up the study and beats us with it. This would make the department study-shy.

Secretary Laird said, "You ought to be able to do this yourself in the Congress, and make your own decision."

One notion was to put such an Office of Systems Analysis in the GAO, and I know how reluctant you are to have things built up constantly, and another alternative was to have something like this built up in the Joint Economic Committee.

I have talked this over with the staff and committee, and they would welcome this. They don't want a big staff, but would something like this, if the Congress decided to go ahead with it, would it be proper, in your judgment, wise, to use GAO personnel at least to begin with, to get this started, or would it be better to have it independently staffed?

Mr. STAATS. It would depend on the circumstances in the individual cases. Many times we find it works better, where a committee has some capability already in existence, to simply add our staff to the committee staff for purposes of that study, as against other situations, where, say, we have been in an area where it makes more sense for us to take it on for the committee. These vary from case to case.

I would answer it this way: If the committee had a nucleus of staff, then it would be quite in order, again under the Senate rules, for us to assign people to the committee for that purpose, just as we have done for the Senate Armed Services Committee and the House Armed Services Committee—for now over 2 years for the Senate committee, and about a year for the House committee.

PROGRAM FUNDING

Senator PROXMIRE. The proper course of action to fund this would be for the committee to come before this subcommittee of the Appropriations Committee and Senator Montoya and the other members of the subcommittee, to ask funds to be provided so you could be reimbursed?

TIME FRAME: NECESSARY ACCESS TO DEPARTMENT REPORTS AND STUDIES

Mr. STAATS. We are trying to build up more capability in the GAO itself to analyze cost effectiveness of all programs, not just weapons systems effectiveness.

I believe the problems the committee would face, or we would face, go a little deeper, or it is of a little different character in that the time frame in which the Congress has to review the authorization request is ordinarily fairly short.

In other words, the President submits his budget, say, in January, and the military authorization request would be coming along very shortly after that to the Congress. Sometimes these are new authorizations, as against, say, an extension of an existing program, and the time that the Congress has, or that we would have, to analyze them from scratch is much too limited to do the kind of thing, which the agency, the Defense Department in this case, would maybe have spent 2 or 3 years on.

So the conclusion we have reached is that perhaps the most useful thing that either we could do, or, say, the Joint Committee could do, would be to have access to the kinds of reports and studies that you indicate Secretary Laird would be reluctant to provide, so you could at least know what kind of analysis had been made, why the options were taken the way they were, what cost-benefit studies were made, and what tradeoffs were made. Then you could at least pose appropriate questions in congressional committee hearings, whether before the Senate Armed Services Committee or the Appropriations Committee.

DIFFERENTIATION OF ONGOING AND NEW PROGRAMS

That is about where we come out on this. With respect to ongoing programs, where the program is already authorized, we can make cost-benefit studies, as we are trying to do now in the water pollution field and in the manpower training field. Also, we are trying to do this to a limited degree in the air-to-ground missiles study for the Senate Armed Services Committee.

I think, to be frank, for a new request that comes to the Congress from the executive branch on a major system such as a major weapons system, the time is just too limited.

Senator PROXMIRE. That makes a lot of sense. You could not make the kind of thorough analysis. Maybe you could do something that would be helpful, but you could not make a satisfactory, comprehensive analysis.

Mr. STAATS. We have said to the Government Operations Committee, which has been reviewing our problems arising out of the problems last year on the Armed Services Procurement Act, that we would stand ready to examine any information that was available either to the committee or to us directly and analyze that information, pose the questions and issues that we think the committee could usefully address itself to, either in the course of the authorization hearings or the appropriations hearings.

We have made it very clear that within the capability we have in terms of kinds of people and numbers of people, we would be glad to do that.

I am not sure what else we can do, given the fact that the leadtime is a very short one.

Senator PROXMIRE. Thank you, Mr. Chairman.

FIVE-YEAR ASSIGNMENTS TO CONGRESS

Senator MONTOYA. Would you supply for the record the number of personnel who have been assigned to the Congress over the last 5 years, on a year-by-year basis?

Mr. STAATS. And the costs?

Senator MONTOYA. Yes, and the amount of reimbursement.

(The information follows:)

COST OF ASSIGNMENTS OF GAO PERSONNEL TO CONGRESSIONAL COMMITTEES FISCAL YEARS 1965 THROUGH 1969

Fiscal year	Number GAO staff assigned	Salaries	Travel expenses	Total cost	Reimbursed by committee	Net expenditures by GAO
1965	72	$392,891	$31,519	$424,410	$50,042	$374,368
1966	118	651,761	67,819	719,580	75,652	643,928
1967	106	464,712	30,623	495,335	55,180	440,155
1968	120	514,432	77,044	591,476	21,519	569,957
1969	73	384,288	32,087	416,375	31,394	384,981
Total	489	2,408,084	239,092	2,647,176	233,787	2,413,389

REVIEWS OF MANAGEMENT EFFICIENCY AND PROGRAM RESULTS

Senator MONTOYA. With respect to management review, what procedure would be used to appraise the adequacy of program manage-

ment, and to determine whether Government programs are achieving the purposes intended by Congress?

Mr. STAATS. We have outlined the types of studies we have made that fall into this category of our work. I mentioned just a moment ago the review we are making in the manpower training field.

Senator MONTOYA. Is this to be an intensive Government effort, or will it be restricted to special activities?

Mr. STAATS. In the manpower field we are trying to look at the Government manpower training programs, particularly those related to the hard-core, ghetto-based type of unemployment. In other words, getting at the kinds of things that the opportunities industrialization centers are trying to get at, the National Alliance of Businessmen, the Manpower Training and Development Act and so on.

Senator MONTOYA. Have you had any spot audits on many of these programs?

Mr. STAATS. Yes, sir; we have done quite a bit of that.

OFFICE OF ECONOMIC OPPORTUNITY

Senator MONTOYA. What have you uncovered on OEO administration? I have been very concerned about what goes on in OEO.

Mr. STAATS. Anything we said, we would have to qualify to some degree by saying you are dealing with inexperienced organizations in terms of some of the basic things you and I would think about, accounting systems, adequate audits, and need for controls. Almost invariably when we get into any one of the OEO programs we find that there has been a lot of looseness in terms of fiscal controls, administrative controls, property types of controls.

Senator MONTOYA. Have you encountered a lot of payroll padding?

Mr. STAATS. At least lack of information as to where the money went. Now, whether it is padding or not, it certainly has to be described as lack of recordkeeping.

OPERATION PRIDE, DISTRICT OF COLUMBIA

Senator MONTOYA. You have not followed through to determine if it was payroll padding?

Mr. STAATS. I guess the nearest thing we have done in that respect is the study we did on Youth Pride Inc. here in the District of Columbia, at the request of the Senate Appropriations Committee, where, in that case, there was some evidence of padding.

We believe that for most of the problems that were uncovered there, they have attempted honestly to try to remedy the situation by changing their payroll system, changing their timekeeping system, and things of this type.

IN-HOUSE AUDITING BY OFFICE OF ECONOMIC OPPORTUNITY

Sentaor MONTOYA. Does OEO have an adequate in-house auditing division?

Mr. STAATS. It is improving. Let me put it this way. I think it has improved considerably over the past few years. It still has some way to go.

Senator MONTOYA. Are there any questions?

PHILADELPHIA PLAN CONTROVERSY: GAO JURISDICTION TO PROVIDE LEGAL OPINION RESPECTING AUTHORITY TO SPEND APPROPRIATED FUNDS

Senator PROXMIRE. I was unhappy the Senate did not choose to sustain you in this Philadelphia Plan controversy. I think it is crucial. I would like you to tell us what effect, if any, it has on your role as the legal counsel for the Congress in interpreting the legitimacy and the legal validity of congressional payments.

Mr. STAATS. I would be glad to.

This, of course, was our main concern. The GAO for almost 50 years had been unchallenged with respect to it providing, as an agent of the Congress, the legal interpretations on the expenditure of appropriated funds. The Budget and Accounting Act is quite explicit in this regard.

ISSUANCE OF CONTRARY OPINION BY ATTORNEY GENERAL

In this particular case, we rendered an opinion which was challenged by the Labor Department. The Labor Department then sought a ruling from the Attorney General, who held contrary to our position on it.

That posed for the first time a clear-cut issue, as to whether the Attorney General spoke for the Congress with respect to spending appropriated money, or whether the Comptroller General does.

TRADITIONAL PROCEDURE FOR RESOLUTION OF DISAGREEMENT WITH GAO OPINIONS

This is not the first time that the GAO has held programs to be contrary to law, but the traditional way of resolving this kind of issue is for the agency to go back to the Congress and get Congress to either go along with them or having the law changed or modified.

It is possible under the present law to get the case into court, but usually as a result of an agency spending money contrary to our opinion. In such a case a judicial decision would come along considerably later.

Senator MONTOYA. Who brings action?

Mr. STAATS. In such a case, we would have to initiate the action against the certifying disbursing officer who paid the money.

The officers are bonded. The disbursing officer after that would either have to go to Congress for legislative relief, or he would have to defend his action in court.

As you can see, this would be quite a long time after the ruling that would have been rendered by the Comptroller General.

PRESIDENT'S MESSAGE TO CONGRESS: SUGGESTED PROVISION FOR LIMITATIONS OF COURT ACTIONS BY COMPTROLLER GENERAL AND ATTORNEY GENERAL

On the 22d of December, at the time this matter was to be voted on in the House, President Nixon made a statement in which he indicated very clearly that there was no intent or desire on the part of the executive branch to usurp the authority of the Comptroller General.

He suggested in lieu of the present arrangement, where it is very difficult to get a matter resolved and litigated in the courts, that there be some arrangement whereby the Comptroller General could have his own counsel and initiate action in the courts, and that the Attorney General could do the same thing, so that the matter could be resolved promptly.

We think this approach has merit, and we have been working with the Senate Goverment Operations Committee on some legislation, which I believe we now have agreement on from the Department of Justice, which would provide a procedure along the lines the President suggested in his statement.

We think it is very important. It is fundamental to separation of power between the legislative branch and the executive branch.

Senator PROXMIRE. If a situation occurred again similar to the Philadelphia program, the Labor Department disagreeing with your interpretation, they could go to the Attorney General, and if he made his finding, then you could go to court and it could be resolved by the court?

Mr. KELLER. And represent ourselves.

Senator MONTOYA. Either you or the Attorney General could go to court, then?

Mr. STAATS. Either one. At present only the Attorney General can represent us. If he has taken a contrary position it is not reasonable to assume he is going to take a different position in arguing the case.

Senator PROXMIRE. You have your own legal staff that could represent you?

Mr. STAATS. Yes.

Senator MONTOYA. You had better make provision for expeditious handling of that in the court.

Mr. KELLER. We have written that into the language. It would be handled by a three-man court, and the decision would be appealable directly to the Supreme Court.

NONATTEMPT TO ASSESS PROGRAM MERITS: CONTENTIONS

Mr. STAATS. We have made this point several times, and I want to be sure the record is clear. We were not attempting to assess the merits of the program. Nor are we against greater opportunities for minority groups.

Senator MONTOYA. I think that was made clear in the debate.

Mr. STAATS. We felt we had to hold the way we did from a legal standpoint. The case subsequently came up in the U.S. district court in Philadelphia. I am not sure the judge really answered the point we made.

Senator PROXMIRE. You did make the point it contradicted the Civil Rights Act in that it required quotas?

Mr. STAATS. We felt when it came to a matter of enforcement, certainly it would violate the Civil Rights Act, because the enforcement is based on whether a contractor did or did not make every good faith effort to hire x number of people as a minimum. He is to move toward a goal which is the number of minority in relation to the total population in the geographic area in the employment area for which the contract was to be let.

The contractor understood he would be denied the contract, even though he was the low bidder, or he could have had his contract cancelled if he did not make the kind of effort that the Department of Labor thought he should, or in an extreme case, he could have been barred from any future contracting with the Government.

These are serious and severe penalties.

Again, it would have to come down to somebody's judgment as to whether or not he had or had not made every good faith effort to hire a sufficient number of people from the minority groups.

We could not see the distinction between what was a quota, and everyone agreed was illegal, and a goal or range. We had to say it was more of a semantic difference than it was a real difference.

Mr. KELLER. I might add we appreciate the support we received on this from the Senate Appropriations Committee.

INTERNAL AUDIT SYSTEMS OF EXECUTIVE DEPARTMENTS

Senator MONTOYA. Do you feel that the internal audit systems in the various departments and agencies are adequate?

Mr. STAATS. They vary a great deal. We have felt that one of the ways——

Senator MONTOYA. What recommendations do you have to change the situation, and in what instances?

SPECIAL STUDIES

Mr. STAATS. We have made special studies on internal audit in most of the major agencies. We can supply for the record the names of agencies on which we have made reports to Congress or to the agency heads.

(The list follows:)

U.S. GENERAL ACCOUNTING OFFICE

REVIEWS OF INTERNAL AUDIT ACTIVITIES

List of Reports Issued
July 1, 1966 to March 31, 1970

Department or Agency and Report Title or Description	Addressee	Reference No.	Date of Report
Department of Agriculture			
Review of activities of the Office of the Inspector General	Congress	B-160759	5-8-68
Department of Commerce			
Review and appraisal of efficiency and effectiveness of audit activities	Congress	B-160759	7-12-67
Department of Defense			
Internal audit activities	Congress	B-132900	3-8-68
Review of organization and operations of internal audit activity in the Office of the Secretary of Defense	Chairman, Government Activities Subcommittee, House Committee on Government Operations	B-132900	7-7-66
Review of the internal audit system of the Defense Supply Agency	Chairman, Government Activities Subcommittee, House Committee on Government Operations	B-132900	8-12-66
GAO observations relative to the organization, staffing, programs, reporting process, and general objectives of the Army Audit Agency	Chairman, Government Activities Subcommittee, House Committee on Government Operations	B-132900	10-14-66
Information relating to the survey of implementation by the military audit agencies of audit plans for Vietnam	Chairman, Subcommittee on Military Construction, House Committee on Appropriations	B-159451	10-7-66

Department or Agency and Report Title or Description	Addressee	Reference No.	Date of Report
Use of internal auditors to audit nonappropriated fund activities, Department of the Army	Secretary, Department of Defense	B-159150	7-1-66
Audits and reviews of military pay and allowances made at various levels within Department of the Army	Secretary, Department of Defense	B-125037	12-30-66
Department of Health, Education, and Welfare			
Observations on development and status of the audit function	Congress	B-160759	5-9-69
Department of Housing and Urban Development			
Report of effectiveness of internal audit work relating to financial statements for fiscal year 1966	Secretary, Department of Housing and Urban Development	B-114860	3-21-68
Department of Justice			
Need to improve internal audit	Congress	B-160759	12-26-67
Department of Labor			
Need to expand and relocate internal audit function	Congress	B-160759	6-6-68
Need for more effective action to correct conditions disclosed by internal audits, Bureau of Employment Security	Congress	B-133182	1-17-67
Post Office Department			
Review of internal auditing and related activities	Congress	B-160759	4-12-68

Department or Agency and Report Title or Description	Addressee	Reference No.	Date of Report
Department of State			
Agency for International Development			
Review of Washington internal audit activities of the Agency for International Development	Congress	B-160759	1-17-69
Information concerning delays in finalizing audit reports by auditors assigned to the Mission of the Agency for International Development in Vietnam	Chairman, Subcommittee on Foreign Operations and Government Information, House Committee on Government Operations	B-159451	10-4-66
Survey of internal audits and inspection relating to U.S. activities in Vietnam	Congress	B-159451	7-18-66
Department of Transportation			
Need for improvements in internal auditing, Federal Aviation Administration	Congress	B-160759	7-2-68
Survey of certain audit activities of the Federal Highway Administration	Administrator, Federal Highway Administration	B-160759	7-30-68
Atomic Energy Commission			
Review of the internal audit system	Chairman, Atomic Energy Commission	B-160759	3-21-68
Civil Service Commission			
Review of internal auditing activities	Congress	B-160759	3-20-67
Corps of Engineers, Department of the Army (Civil Functions)			
Review of disposition of findings disclosed by internal reviews	Chief of Engineers, Corps of Engineers	-	11-9-67

Department or Agency and Report Title or Description	Addressee	Reference No.	Date of Report
District of Columbia Government			
Review of internal auditing	Commissioner, District of Columbia Government	B-160759	2-20-68
General Services Administration			
Review of Central Office's direction of internal audit activity	Administrator, General Services Administration	B-160759	3-10-67
Government Printing Office			
Examination of financial statements of the Government Printing Office	Congress	B-114829	8-29-66
National Aeronautics and Space Administration			
Review of internal audit activities	Administrator, National Aeronautics and Space Administration	B-160759	7-12-67
National Science Foundation			
Review of internal audit activities	Director, National Science Foundation	B-160759	6-17-69
Panama Canal Company			
Review of internal audit activities	Secretary, Department of the Army	B-160759	1-15-68
Peace Corps			
Limited examination into a reorganization involving the internal audit function	Director, Peace Corps	B-160759	12-27-67

Department or Agency and Report Title or Description	Addressee	Reference No.	Date of Report
Small Business Administration			
Organization and operation of the internal audit function	Administrator, Small Business Administration	B-160759	6-30-67
United States Information Agency			
Review of internal audit activities	Congress	B-160759	4-8-69
Multi-agency			
Survey of extent of audits of food donation programs administered by nonprofit voluntary relief agencies, Agency for International Development, Department of Agriculture and Department of State	Congress	B-159652	3-7-67
Review of audit and inspection programs conducted by U. S. agencies in Vietnam during 1966, Agency for International Development, Department of Defense and Department of State	Congress	B-159451	5-4-67
Survey of implementation by the military audit agencies of their audit phases for Vietnam, Agency for International Development, Department of Defense, and Department of State	Chairman, Subcommittee on Military Construction, House Committee on Appropriations	B-159451	1-9-67
Department of Housing and Urban Development			
Review of the Placement of Audit Functions in the Organizational Structure	Secretary, Department of Housing and Urban Development	B-160759	10-16-69

Department or Agency and Report Title or Description	Addressee	Reference No.	Date of Report
Department of State			
Proposals for Improving Internal Audit in the Department of State	Congress	B-160759	12-16-69
Department of Treasury			
Review of Internal Audit Activities	Congress	B-160759	10-13-69
Review of Internal Audit - Internal Revenue Service	Secretary of Treasury	B-160759	10-10-69
Veterans Administration			
Need to Improve and Relocate Internal Audit Activities	Congress	B-160759	10-3-69

Recommendations

We have made recommendations in most of these reports as to how we thought internal auditing could be strengthened in the agencies. This comes down in many cases to the need for additional audit personnel, such as in the State Department. We do not think the State Department has a sufficient number of audit personnel.

We are holding discussions currently with Treasury, trying to get them interested in putting more central strength in their internal audit.

We see internal audit as very important from our point of view, because to the extent we can get auditing done in the agencies, less manpower required from us, and it also emphasizes the responsibility of agency heads for using audit as a tool of management.

Internal audit can be a tremendously important tool for management, if it is used properly and supported by management.

Department of Agriculture

Department of Agriculture is a case where we feel they have effectively used internal audit for the past several years. In part this grew out of the problem they had with the Billie Sol Estes case. They realized they had to have strong central auditing.

Department of Defense

Senator Montoya. What about Defense?

Mr. Staats. We have made special studies for Defense. I am not sure I can recall—perhaps Mr. Bailey can—some of the specific recommendations we made, but, in general, I think we can say the Defense Contract Audit Agency has greatly improved its capability.

We recommend against combining the audit function with the Defense contract services function which had been proposed.

Is there anything you would like to add to that, Mr. Bailey?

Mr. Bailey. There are, of course, varieties of performance, of the audit function in the Department of Defense. As Mr. Staats mentioned, there is the Defense Contract Audit Agency, which has the responsibility for auditing Government contracts, and for providing information to contracting officers in connection with the negotiation of contracts. Getting on to the audit of the several departments and agencies of the Department of Defense, the Army Audit Agency, we think, has made a tremendous improvement in their internal audits program, and to make special studies of areas for the Secretary of Defense.

The Air Force auditor general is a good organization, basically, although we think some of their efforts are in areas which are not quite as significant as they might be.

The Navy auditor general, we think, has improved his audit program very considerably in the last few years.

And then, of course, the Defense Supply Agency, which reviews the negotiation of contracts, and other defensewide activities. They have an internal auditing function which is growing and, we think, is proceeding along the right line.

In other words, there are degrees of development in the Department of Defense of the auditing organizations.

Senator MONTOYA. Do you think it is going fast enough?

Mr. BAILEY. Yes, sir; I think it is growing and going along about as well as can be expected.

CONCURRENCE IN RECOMMENDATIONS

Senator MONTOYA. Have you people gotten together with them on recommendations?

Mr. BAILEY. Yes, sir; we have made our reports and our recommendations.

There is one area we think that requires some further clarification, and that is the extent to which the internal management review groups in the Department of Defense who are responsible to various levels of management, as contrasted with the internal auditors, who report to top management, should supplement the work of the internal auditors, where this function ought to be in the Department of Defense or to what extent these activities should be controlled, trained or subject to standards set by some central authority in the Department of Defense.

GAO DEFENSE DIVISION AUDITING CAPABILITY

Senator MONTOYA. Do you have actually any experts that deal with the complicated type of auditing with respect to, say, an airplane contract or a missile contract with a defense contractor?

Mr. BAILEY. Yes, sir. In our Defense Division we have what we call our procurement group, and they are specifically charged with the responsibility of auditing defense contracts and work in contractors' plants of the Department of Defense.

In addition, we have a group which is presently working on what we call the "should cost" area, which is not only looking at what the actual costs are under certain contracts, but what those end items should cost.

Senator MONTOYA. Do they do this while the contract is in being and is being executed, or do they do this after the contract has been performed?

Mr. BAILEY. Ordinarily this is done after the contract is performed, but in the "should cost" area, we are doing it while contract work is underway.

You have a situation many times, Senator, where contracts will be completed, and contracts are still being performed, in the same plant. You would not wait until those still underway are finished before you go in and do any work at all.

DEFENSE CONTRACT AUDIT AGENCY

Senator MONTOYA. Have you made any recommendations to the Defense Department that they should have internal auditing of a contract while it is being performed?

Mr. BAILEY. Yes, sir. This is the job of the Defense Contract Audit Agency.

Senator MONTOYA. Are they doing an adequate job in this respect?

Mr. BAILEY. I think on the whole, in sum, yes.

COST OVERRUNS: FAILURE OF AUDITORS TO ADVISE TOP MANAGEMENT OF KNOWN FACTORS

Senator MONTOYA. Why do we have these cost overruns, then?

Mr. BAILEY. The cost overruns, I think, are factors that the auditors were aware of, but have not brought to the attention of top management.

Senator MONTOYA. Then they were not performing their duties as auditors, then. Is that what you are saying?

Mr. BAILEY. Well, this is an area of interest, of course, and this could be said. But I think that while the reports have gone up to certain echelons in the Department with respect to cost overruns——

Mr. STAATS. I think it is not so much a question of whether the auditor in this case was doing the job, but what instructions he was operating under, and at what reporting level.

The procurement people should have had the information much sooner than they did on some of the cost overruns.

I think now they will have it. We think it is very important for top management to have this information.

We found, for example, when we made this review, that top management in DOD did not know how many weapons they had that met this definition. We had to go out into the field to places like Dayton to get the information on weapons systems that met this test of $25 million in R.D.T. & E. or $100 million in production. Defense has that now.

And further reporting to the Armed Services Committee I think is a very useful and important thing.

JUSTIFICATIONS: COLLECTIONS AND OTHER BENEFITS

Senator MONTOYA. First of all, I wanted included in the record at this point the pages from the justifications showing the collections and other measurable savings attributed to the work of the General Accounting Office staff.

(The justification follows:)

Collections and Other Benefits

The effects of recommendations made by GAO in connection with its audits or reviews were actions taken by Federal agencies during fiscal year 1969 to improve their activities along the lines suggested.

For many of these it was impractical to determine the dollar savings that might be realized. But refunds, collections, and financial savings or revenues that could be determined to have resulted from GAO audits and reviews amounted to $187.6 million during fiscal year 1969 as follows:

	(In millions)	
Refunds and collections:		
Audits of departments and agencies	$ 3.4	
Transportation audits	14.2	
General claims work	2.8	$20.4
Other savings:		
Supply management and procurement	95.0	
Transportation costs	32.0	
Payments to Government employees and other individuals	14.3	
Reallocation of nonreimbursable flood control benefits	5.0	
Construction costs	4.9	
Acquisition of land	3.6	
Leasing and rental costs	2.9	
Manpower utilization	1.5	
Miscellaneous	8.0	167.2
Total savings attributable to the work of GAO		*$187.6

*Savings of approximately $65 million are recurring in nature and will continue in future years.

The following schedules show, by department and agency, the collections and other measurable savings attributable to work of the General Accounting Office during fiscal year 1969 and collections for the period 1960 through 1969.

Collections and Other Measurable Savings

[000 omitted]

	Collections	Other measurable savings	Total
DEPARTMENTS			
Army	$933	$18,083	$19,016
Navy	339	36,057	36,396
Air Force	166	2,454	2,620
Defense	365	39,844	[1] 40,209
Agriculture	8	462	470
Commerce	1	193	194
Health, Education, and Welfare	891	3,419	4,310
Housing and Urban Development	15	602	617
Interior	8	10,545	10,553
Justice		1	1
Labor	8	780	788
Post Office	7	142	149
State (including AID, Peace Corps, and USIA)	31	20,013	20,044
Transportation	188	29,270	29,458
Treasury	2	105	107
AGENCIES			
Atomic Energy Commission		213	213
Civil Service Commission	244	496	740
General Services Administration		950	950
National Aeronautics and Space Administration		2,284	2,284
National Science Foundation		123	123
Office of Economic Opportunity	164		164
Railroad Retirement Board	1		1
Selective Service System		13	13
Veterans Administration	3	824	827
Regulatory agencies		342	342
Total for departments and agencies	3,374	167,215	170,589
Transportation audit	14,167		14,167
General claims work	2,819		2,819
Total	20,360	167,215	187,575

[1] Includes $1,606,000 resulting from reviews of Defense international activities.

COLLECTIONS BY OR THROUGH THE EFFORTS OF THE GENERAL ACCOUNTING OFFICE, 1960–69

[000 omitted]

Fiscal year	General audit	Transportation audit	General claims	Total collections
1960	$14,661	$21,545	$7,233	$43,439
1961	8,970	24,071	4,878	37,919
1962	13,826	28,160	6,233	48,219
1963	8,679	15,960	4,528	29,167
1964	10,257	10,499	6,410	27,166
1965	11,222	9,657	4,070	24,949
1966	4,568	8,495	4,129	17,192
1967	6,828	12,963	3,627	23,418
1968	2,037	14,681	2,939	19,657
1969	3,374	14,167	2,819	20,360
Total	84,422	160,198	46,866	291,486

CASH SAVINGS

Senator MONTOYA. How much of the total savings, which is $187.6 million, is in actual cash?

Mr. STAATS. Actual cash collections in 1969 were $20,300,000. But all of the total amount represents dollar savings to the budget in that fiscal year.

Senator MONTOYA. What happens to this cash and to this savings? Does the cash revert to the Treasury?

Mr. KELLER. A good deal of it goes back to the Treasury.

Senator MONTOYA. Isn't it all supposed to go? What do you mean, a good deal?

Mr. KELLER. Some of it goes into miscellaneous receipts. Others may be recredited to appropriation to be available for use.

Senator MONTOYA. How much would go back into the Treasury?

Mr. KELLER. I would have to submit that for the record.

Senator MONTOYA. Show the actual cash return and the actual cash that does go to the Treasury, and then show the amount which goes to the appropriation. Separate the two.

(The information follows:)

The $187.6 million in collections and other measurable savings by the General Accounting Office in fiscal year 1969 is composed of $20.4 million in collections and $167.2 million in other measurable savings.

Of the $20.4 million in collections, $13.3 million was deposited in the Treasury in current appropriation accounts and $3.7 million was deposited in general fund and lapsed accounts in the Treasury. The remaining $3.4 million in collections represents offsets that have been taken against amounts currently due as well as direct collections by various departments and agencies resulting from GAO audit work.

The $167.2 million in other measurable savings includes reductions or elimination of payments, costs, or expenses that would have been made or incurred as well as revenues which would have been lost except for the adoption of recommendations or suggestions made by the General Accounting Office.

Senator MONTOYA. How is the balance accounted for? How is the actual saving accounted for internally within the agency?

Mr. KELLER. They will show a credit if it is placed in the appropriation. If it goes into the Treasury, they would probably not make any adjustment.

EMPLOYEE TRAINING

Senator MONTOYA. On page I–3 you state that formal training has provided certain categories of new personnel. Please explain what this training is. I think we went into it last year.

Mr. STAATS. We consider that the first year that a new employee is recruited directly from college is largely a training year for him. He receives rotation, he receives close supervision, and his performance is more closely assessed than would be the case later on. If his performance is satisfactory, we promote him and then give him a regular assignment.

FORMAL TRAINING PROGRAMS

In addition to that, we have three types of training programs. We conduct training programs within the GAO itself, where we have formal classrooms where people are given instructions in systems anal-

ysis, for example, in the procedures of the GAO—a whole series of training programs like that for the young, new employee.

We have also more advanced programs for people in particular fields.

Then we have a second type of formal training which is conducted by the Civil Service Commission, where GAO participates along with other agencies. This is particularly in the financial management field.

Thirdly, we train people outside the Government. We use the Harvard Business School, Stanford, Cornell, the Brookings Institution—any agency that has good training programs.

Senator MONTOYA. How much will you spend on this type of training with these institutions, including the salary of the particular individual and allowances? Would you state that for the record?

Mr. STAATS. We will have to supply it for the record.

(The information follows:)

For fiscal 1970, we estimate we will spend $75,000 on executive training in institutions outside the Federal government. For fiscal 1971, it should be the same amount.

COMPARISON OF GAO AND DEFENSE TRAINING

Senator MONTOYA. I would like to make a comparison between your agency and Defense.

Mr. STAATS. We would have to pick comparable activities. For Defense as a whole, so many of their programs are not like ours.

Senator MONTOYA. They are not an accounting agency.

Mr. STAATS. We might compare the Defense Contract Audit Agency.

Senator MONTOYA. Compare the Defense completely, and then break it down into their accounting activities.

Mr. STAATS. Yes, sir.

Senator MONTOYA. You probably have those figures, anyway.

(The information follows:)

The only period for which we could obtain comparable costs was fiscal 1969. In that period, the Defense Department spent approximately $2.2 billion on training military personnel, exclusive of salaries, military academies and overhead, according to an estimate in a special analysis by the Bureau of the Budget.

The Defense Contract Audit Agency told us that they spent $620,000 for fiscal 1969 for training exclusive of any salaries of course participants.

As additional information, we obtained a report from the Internal Revenue Service which shows that they spent $4,182,978 for training in fiscal 1969, exclusive of student salaries.

GAO's total training cost for 1969 was $1,941,355. Of this amount $1,301,510 was for salaries of staff members attending the courses, leaving $639,845 comparable to the above costs.

SUPERVISORY TRAINING

Senator MONTOYA. You state further that increased emphasis will be devoted to supervisory training and career development programs. Can you elaborate a little more on this?

Mr. STAATS. We are undertaking a training program at the moment for some of our supervisory personnel. GAO has one of the most difficult problems of management that you can imagine from the standpoint of the large number of assignments that we have.

Last year, for example, GAO issued more than a thousand reports, and at any one period of time we have hundreds of reports underway. You have the usual difficulties of assigning knowledgeable staffs to the different studies.

In addition to a person being a good technician, he has to be a good manager. As we get larger, it becomes more important.

Senator MONTOYA. You have been doing this right along.

Mr. STAATS. I guess what we are saying in our justification is that we are trying to step it up.

OFFICE OF POLICY AND SPECIAL STUDIES

Senator MONTOYA. Under the Office of Policy and Special Studies, you are proposing an increase of 30 average positions. Is this the office that determines the policies and general work programs of the GAO?

Mr. STAATS. It is concerned with the audit policies, and it is also the point of review of all of our audit reports, from the point of view of compliance with our basic policies. It is designed to raise questions and challenge whether the auditors have all of the information they need and have made a convincing presentation, and so forth.

Mr. Morse, at the end of the table, is head of that office.

Mr. MORSE. Our function is not to develop specific work programs. We have another office in GAO that does the overall planning for what jobs we are going to do.

The office of which I am part is concerned with establishing overall audit policies and communicating them out to our staff. We do this through a series of formalized policy manuals which become the reference point for GAO auditors as to what our policies are.

Senator MONTOYA. That is the conventional activity of your section, to advise the field auditors as to what policies to pursue?

Mr. MORSE. That is right.

Senator MONTOYA. What is this Office of Policy and Special Studies? Is this an improvement on that?

Mr. MORSE. That is what we are talking about.

Senator MONTOYA. You need 30 new positions for this?

Mr. MORSE. The 30 additional positions are needed for other types of work, not audit policy as such.

CENTRALIZED DEVELOPMENT ASSISTANCE AND APPROVAL OF ACCOUNTING SYSTEMS

In the last year we reorganized our operations in GAO to centralize the responsibility for cooperative development and approval of agency accounting systems in my office. To get enough manpower to do that work, we are requesting additional positions.

Senator MONTOYA. In other words, in your office, you devise the approaches to auditing that you think would apply to different segments of our governmental activities?

Mr. STAATS. That is one of the responsibilities.

Senator MONTOYA. And the other is evaluation of the audit reports?

Mr. STAATS. That is a part of it, but the term special studies here indicates there are other functions, as well.

ELECTRONIC DATA PROCESSING STUDIES

For example, part of the increase here is for people in the computer field. We are working with our auditors on the problems that come up

in auditing in areas that involve computers. Also we are doing a great deal of work in making studies in the computer field.

For example, a major study is being made at the request of the House Appropriations Committee on the computer operations of the Defense Department. Mr. Edward Mahoney is head of our ADP staff in the Office of Policy and Special Studies. He has also been serving as head of a task force at the request of the House Administration Committee on possible computer applications in the House of Representatives. That has taken considerable staff in the course of the last year.

STUDIES INVOLVING SYSTEMS ANALYSIS

Then another activity in the special studies area is where we have been trying to apply systems analysis to some of the Government's problems of military and manpower training, poverty and so on.

DUPLICATION IN THE USE OF COMPUTER SYSTEMS

Senator MONTOYA. Have you expressed any concern over the duplication of computer systems by the different agencies of the Government?

Mr. STAATS. We are interested in that, particularly in the Defense Department.

Senator MONTOYA. Have you evaluated whether or not a central computing system would be more economical and probably more efficient?

Mr. STAATS. In the Defense Department; right.

Senator MONTOYA. But they have quite a few?

Mr. STAATS. Yes; they do.

Senator MONTOYA. Do you have a report on that?

Mr. STAATS. What is the status of our report?

REPORTS ON DEFENSE COMPUTER SYSTEMS

Mr. BAILEY. In connection with the work we are doing for Chairman Mahon on this area, we have informally reported on the Tacfire System. That is a computer system used in the tactical firing of weapons.

We made a preliminary draft of our report available to the committee on March 27. We also have made a report on the Army's CS–3 ADP system, which is the combat services support system.

We are presently in process of preparing a draft report on the Air Force base data collection system, and we are working on the advanced logistics system and the worldwide military command and control system. These five ADP systems are the ones that we currently have in process.

After we complete work on these, we will continue work on other ADP systems in the Department of Defense.

Senator MONTOYA. If you have proliferation of computer systems within the Defense Department, and if you determine that a central computing system would serve the same purpose, you could really effectuate some great economies; could you not?

Mr. BAILEY. This is one of the basic problems in the Department of Defense with these systems. They are developed separately from each other without any attempt to interface the systems.

Senator MONTOYA. Have you reached the point where you have reached a determination that this is overly expensive, and that establishing one computer system would be very feasible? Have you reached that point?

Mr. BAILEY. No, sir. We have not yet reached that point. The fact of the matter is the problem is not just what the Department of Defense can do to centralize and combine systems. The present problem, as we see it, is that the services themselves, each one of them, have a proliferation of systems within that service that they have not standardized so information developed at various levels is compatible and readily usable, let alone trying to put it all together in a single system.

REPORTS URGING CENTRALIZED COMPUTER OPERATIONS

Senator MONTOYA. Have you made any urging upon them?

Mr. BAILEY. We have been working in this area. As a matter of fact, the Army within the last year or so has established a special organization headquartered at Fort Belvoir to try to coordinate within the Army the different systems that are being tested and installed in various areas in the Army.

Mr. STAATS. We have also recommended centralization on computer operations in State, AID, USIA.

Mr. MORSE. In the Office of Policy and Special Studies, we are now making a worldwide study of the utilization of computers. We have found that the Navy has conducted studies in three areas as to the benefits of centralization. In the San Diego area alone, the Navy study concluded that centralization of computers would save a million dollars a year.

We have also gone out to industry to find out what their policies are. Many of the major industrial companies are also making studies on the merits of centralization.

Mr. STOVALL. In the matter of urging, just a few weeks ago we sent a letter to the Department of State urging them to shift from a study program which has become a perpetual study to an action program, because we made a report to them two years ago that State, AID, and USIA should merge their capability.

They have been studying them for 2 years. We think they should shift the emphasis to action.

Senator MONTOYA. There is an old Spanish saying that goes like this—and it rhymes and it is poetry in Spanish: "From the saying to the deed, there is a long stretch."

AUDIT OF FEDERAL GRANT PROGRAMS

On page J–5, you refer to the development of auditing standards and guidelines for application under Federal grant programs. Then you state:

> It is expected that the standards and guidelines developed will be applicable to audit work performed at State and local government levels and for other recipients of Federal grants, irrespective of who performs the audit work.

Now what are the auditing arrangements for grant programs?

Mr. STAATS. There has been interest, Mr. Chairman, in having the Federal Government rely more heavily on the State governments for auditing of Federal grant-in-aid programs.

This is a laudable objective, but the question is under what standards would they audit, what kinds of people would they use, how frequently would the audits be made, and so on.

What we are attempting to do is to develop some standards which would enable the Federal Government to rely more heavily upon the State governments for audit.

Senator MONTOYA. With supervisory reserve on your part?

Mr. STAATS. Right, and on the part of the agency making the grant.

As grant-in-aid programs have increased in number and size, this has become a very important area. As you know, the total grant-in-aid in the 1971 budget is estimated to be about $28 billion, and the numbers of grant-in-aid programs has increased year by year.

We feit it was important for us to develop some standards here, and there has been much interest in this from the House and Senate Government Operations Committees, as well. They have been urging us to do some work in this field, and that is what is referred to in our justification.

ADJUSTMENTS IN STAFF ASSIGNED TO CIVIL AUDIT WORK

Senator MONTOYA. On page K–2 you show a decrease of 11 average positions assigned to the Veterans' Administration. To what is this decrease attributed?

Mr. STAATS. I think it is nothing more there, Mr. Chairman, than the feeling that that staff can be used in some of the other areas where we show increases. We show an increase of 12 in the HEW area, nine in housing, four in the Interior Department, seven in Labor, and so on.

It is a matter of reprograming our staff to make better use of them.

Senator MONTOYA. On page K–3, the third paragraph, you state: "Our work plans for fiscal year 1971 contemplate reviews in selected bureaus and offices." What criteria are used in making these selections?

CRITERIA FOR SELECTING AUDIT WORK

Mr. STAATS. As I have indicated, we have a number of considerations, such as problems pointed up in committee reports of Congress. The increasing size of the budget for a given program may be another factor.

We referred to internal audit a few moments ago. If the agency has not had a recent internal audit in some area, we might decide to go into that area.

AGENCY COOPERATION WITH GAO

Senator MONTOYA. What has been your experience with the agencies following your recommendations?

Mr. STAATS. On the whole, very good. The savings we have been talking about in part have been responsive to recommendations we have made. We don't take credit for any savings unless the agency says we are going to do thus and so, and we can translate that action into specific dollar savings.

I don't know whether we could put this in percentages or not. In general, I don't believe we can make any overall complaint that the agencies do not take our reports seriously.

The Budget Bureau has a followup arrangement, the Government Operations Committees attempt to follow up on our reports, and the legislative and appropriations committees frequently use our reports in their hearings.

We think the interest of the various legislative committees and the appropriations committees as it increases will also have a desirable and salutary effect as far as the agencies are concerned.

INTERNATIONAL DIVISION

Senator MONTOYA. Please give us a little more background of the work of your International Division. How many personnel are employed in the various overseas offices?

Mr. STAATS. Mr. Stovall, head of that Division, is here.

Senator MONTOYA. And tell us if you are asking for additional positions.

Mr. STOVALL. We have in the overseas offices now a total of 143 people. There are 71 in our European branch, headquarters in Frankfurt, including a suboffice of 12 people in New Delhi, which covers Europe, Near East, Africa, and in south Asia.

For the Far East branch, headquarters in Honolulu, with a suboffice in Manila, and a suboffice in Saigon, we have 72 people right now.

We are asking for a slight increase for 1971, for a total of 145 people. This compares with 143 actually on board now.

STAFF ASSIGNED IN VIETNAM

Senator MONTOYA. Do you have any in Vietnam?

Mr. STOVALL. Yes, sir. We have about 19 people on resident duty there, and at any one time we borrow from the regional offices and Washington, and we have anywhere from 25 to 30 people there, normally.

Senator MONTOYA. Are you doing any auditing of AID expenditures?

Mr. STOVALL. Yes, sir. That is a goodly part, and the military purchases constitute a goodly part of our work. We are working with the commercial import program and we have several congressional inquiries in process that relate to AID. We have a rather steady stream of congressional inquiries concerning AID there.

USE OF EMPLOYEES ON TEMPORARY DUTY OVERSEAS

Senator MONTOYA. On page M–2 you state the International Division also is furnished assistance from the Field Operations Division essentially for programs performed overseas that are not within the designated geographic areas of the foreign branches.

Will you give some examples of this?

Mr. STOVALL. Those were the temporary travelers to which I referred with relation to Vietnam. They also work in other places.

They help us for staffing jobs in South America. We do not have an office in South America. We borrow people for staffing there.

In Vietnam, for example, a large part of this is in Mr. Bailey's area in relation to Defense work. If he has a large job that needs to be done quickly, we cannot put additional people in on resident duty fast

enough, and a great deal of the military work is done on temporary duty.

AUDIT OF INTERNATIONAL ORGANIZATIONS

Senator MONTOYA. What kind of audit control is maintained on U.S. contributions to international organizations?

Mr. STAATS. We have been doing a great deal of work reviewing the kind of a job agencies are doing in deciding what level of contribution the United States wants to make and what kinds of programs we want to support.

There are two categories of contributions. One is the assessment category, where we agree on a certain percentage of the cost, but a large part of the total is made up of voluntary contributions where we can have a lot more to say about the level of contribution we make.

We have included in our study such agencies as the International Labor Organization, World Health, Food and Agriculture Organization. What kind of job is the State Department doing, particularly in trying to be sure that budgetary levels are justified.

We have been pretty critical in our reports. We do not think the State Department has paid adequate attention to this area. The contributions made to international organizations are about 50 percent more than the total of the State budget for other purposes. We are talking here about a total level in the voluntary category of over $100 million, nearer $150 million.

Mr. STOVALL. Of the total budget of the Department of State, about $419 million this past year, excluding the services that they rendered for other Government agencies, of that, $139 million was directly concerned with international organizations, and then the State Department administers in addition to that $139 million in their appropriation about $185 million that AID puts up, or a total of about $324 million, last year.

Mr. STAATS. We recently testified before the House Foreign Affairs Committee on this problem. We are going to be doing some more work with the Foreign Affairs Committee, trying to suggest ways in which they think the State Department could do the job we think that should be done.

INSPECTOR GENERAL—FOREIGN ASSISTANCE PROGRAM

Senator MONTOYA. How is the inspector general doing within the AID function?

Mr. STOVALL. Are you referring to the inspector of foreign assistance in the State Department or the auditor general in AID?

Senator MONTOYA. The inspector general.

Mr. STOVALL. We maintain a running liaison with his office. Of course, he has only about 20 people, and concerns himself largely, as I understand, with individual items which can be quickly identified and quickly reported and action taken.

He does not render reports on broader subjects or indepth studies.

Senator MONTOYA. His is merely an investigative function, rather than an auditing function. Isn't that correct?

Mr. STOVALL. Yes, that is essentially correct, and he provides us with help, and we in turn let him know our plans.

To our knowledge, he is doing a reasonable job within that range, but not in the broader range.

AUDIT OF INTERNATIONAL ORGANIZATIONS (CONTINUED)

Senator MONTOYA. Are you allowed to go into the books of the international organizations and establish an audit to determine whether or not our funds were used to accomplish the objectives for which they were given?

Mr. STAATS. No, we are not, but we do think the U.S. Government can do a better job of reviewing its budgets in terms of what we would hope for. Also we think the U.S. Government can do more in the way of insisting that the international organizations themselves set up good internal audit facilities.

This we think the GAO ought to be reviewing critically, but we do not have authority to go into the internal work or audits made by the World Health Organization or any other international body.

ALLIANCE FOR PROGRESS

Senator MONTOYA. What about the Alliance for Progress, because there are certain understandings between our Government and the other American governments in Latin America to the effect that certain things had to be done as conditions precedent to receiving any concessions out of the Inter-American Bank and the other organizations set up within the Alliance for Progress concept? Have you gone into this particular compliance feature?

Mr. STOVALL. No, sir, because we do not have auditing access there.

We made a report several months ago on how the State Department is administering U.S. interests in the Organization of American States. I believe that was a classified report, but that still was looking at how the U.S. representatives were managing U.S. interests, and not how the Alliance for Progress was managing its affairs.

Senator MONTOYA. I mention this because we were in the original hearings when we set up the Alliance for Progress funding, and Assistant Secretary Dillon presented the matter for the Department of State, and assured us that these conditions would have to be adhered to before any Latin American government could receive moneys, such as land reform and to establish a base for credit unions and savings and loan associations and contributions to education, income tax reform.

As we review these things, they have not adhered to these conditions.

REVIEW OF NEGOTIATION GUIDELINES IN INTERNATIONAL AGREEMENTS

Mr. STAATS. In the AID program we have looked at some of these in terms of the guidelines that were given to the negotiators who negotiated an AID agreement within the framework of the Alliance for Progress.

Mr. STOVALL. We are conducting what we call countrywide reviews in some countries, trying to get a perspective on the total assistance, not just AID, but total assistance in those countries.

In those cases, we try to get whatever information was can as to what was considered by the United States in developing its programs and also in administering the U.S. programs.

Senator MONTOYA. If you read the hearings when the funding was originally before the House Appropriations Committee, you will get those guidelines.

Mr. STOVALL. One additional thing that we have done is on the basis of legislation a couple of years ago in connection with Inter-American Development Bank, we worked with committees and the Treasury Department at that time in obtaining legislation establishing responsibility for the Comptroller General to provide guidelines to the Secretary of the Treasury, who in turn would work through his representative with the Inter-American Development Bank to establish a three-man audit board there.

We have participated in that, and at such times as there are audit reports coming from that board, we will get them.

Mr. STAATS. We think it is very important that the international organizations have strong internal control and audit arrangements. By and large, this is not the case today.

JUSTIFICATION: STAFF UTILIZATION IN FIELD OPERATIONS DIVISION

Senator MONTOYA. I am inserting in the record several tables from the justifications, showing staff utilization in the Field Operations Division, and their locations at this point.

(The tables follow:)

Staff Utilization

The work planned by the Civil and Defense Divisions, International Division, and Transportation Division as set out in our justifications will require personnel for the Field Operations Division as follows:

	Number of Positions		
	At June 30 1969	F.Y. 1970	F.Y. 1971
Central Office	6	6	6
Regional Offices	1761	1824	1961
Total	1767	1830	1967

A further analysis of the positions in the Field Operations Division follows:

	Professional accounting and auditing staff	Fiscal auditors and other technical staff	Administrative and clerical staff	Total
As of June 30:				
1969 (actual)	1502	115	150	1767
1970 (est.)	1532	129	169	1830
1971 (est.)	1660	129	178	1967
Total number of positions:				
1970	1532	129	169	1830
1971	1660	129	178	1967
Average number of positions:				
1970	1500	125	162	1787
1971	1592	126	175	1893

FIELD OPERATIONS DIVISION
1970 REVISED AND 1971 BUDGET
SUMMARY OF STAFF BY LOCATION

Regional Office Location	June 30		
	1969	1970	1971
Atlanta	121	130	140
Boston	99	99	107
Chicago	111	112	121
Cincinnati	112	129	143
Dallas	105	109	120
Denver	131	134	137
Detroit	123	129	133
Kansas City	118	128	133
Los Angeles	116	118	131
New Orleans	58	62	62
New York	97	113	121
Norfolk	64	60	76
Philadelphia	134	131	135
San Francisco	124	115	129
Seattle	99	99	102
Washington (Falls Church)	149	156	171
Subtotal	1,761	1,824	1,961
Central Office	6	6	6
Total	1,767	1,830	1,967

FIELD OPERATIONS DIVISION

Senator MONTOYA. On page 0–2, you show an increase from fiscal year 1969 to 1970, but you propose an increase of 137, from 1,830 in 1970 to 1,967 in 1971. Why such a large increase?

Mr. POWERS. That is an increase throughout the country that will be necessary to carry out the programs of the Civil, Defense, International, and Transportation Divisions.

That increase is spread throughout the 16 regional offices throughout the country. It goes from an average of 1,787 in 1970 to an average of 1,893 in 1971. This is an average increase of 106 positions.

Senator MONTOYA. For a change in salaries of $1,816,000?

Mr. POWERS. That is right, sir.

FEDERAL SALARY COMPARABILITY SURVEYS

Senator PEARSON. If this concept of comparability of salaries that has been generally adopted, do you get involved in working out comparability between Government salaries and private industry?

Mr. STAATS. No, sir; we have not.

Senator PEARSON. Who makes that adjustment, as to what the comparability is?

Mr. STAATS. The data is collected through the Bureau of Labor Statistics. Their data is collected on the basis of a sample that is approved by the Civil Service Commission and the Bureau of the Budget.

When the data is obtained, the Bureau of Labor Statistics does not try to develop that into a pay schedule. They supply the raw data to the Budget Bureau and the Civil Service Commission, who in turn work out a pay scale based on BLS data.

Senator PEARSON. Do they give any indication of comparability as to number of employees?

OMISSION OF STATE AND LOCAL GOVERNMENT EMPLOYEES FROM SALARY COMPARABILITY SURVEY

Mr. STAATS. A number of questions have been raised with respect to comparability analysis, one of which is that the BLS does not collect data on State or local government salaries. I personally feel this is a weakness. It tends to bias the sample in favor of higher levels in many categories.

We have experienced a good deal of criticism from State and local governments, for example, that Federal Government salaries are causing them real difficulty in recruiting in the same areas for the same kinds of jobs.

We have considered the possibility of the GAO making a review of the way in which comparability studies are made, and the pay lines established.

It is hard to argue with the principle that Government salaries should be in line with those paid elsewhere. But I personally do not think it is wise to exclude particularly State and local governments, particularly since their employment has grown so fast and represents large numbers of people.

OMISSION OF PRODUCTIVITY FROM SALARY COMPARABILITY SURVEYS

Senator PEARSON. You are right. The comparability is fine, but what haunts me is the intuition that you have about two men doing the job that one can do out in private industry, with which we are trying to get some comparability. I do not have anything in the world except a suspicion.

Mr. STAATS. That is the other thing I should have mentioned by way of criticism. It does not take into account relative productivity on both sides.

Comparability analyses are only as good as the person who collects the data and tries to compare one job against another, and all too frequently he is looking at a paper job description rather than measuring output. A person can have the same kind of job description, but his output may be different, and his worth therefore different.

Senator PEARSON. I suspect we are going to vote this afternoon on some pay raises for the postal system, but I suggest that does not make it too late to undertake some of these things you have in mind. The unrest is out there.

NATIONWIDE APPLICATION OF FEDERAL PAY SCALE

Mr. STAATS. Another weakness is that our pay scales in the Federal Government become national pay scales, and it is derived from data where the area variations in pay may be quite wide.

So the postal worker in New York is getting the same as he does in a small community. From the point of view of good management, I don't think any private industry would follow that practice.

CLAIMS DIVISION

Senator MONTOYA. You show a net decrease of $500 in the Claims Division. Describe briefly the work of the Division and at what point does the GAO become involved in these claims?

Mr. KELLER. The Claims Division carries out our responsibilities under the Budget and Accounting Act, of settling all claims by and against the United States. That is quite broad. However, in many areas the Congress has placed the final authority to settle claims with the executive departments and agencies. For example the Internal Revenue Service and the Veterans' Administration.

Also, the administrative practices have built up in the area of contract claims which diffuses our authority with the result our jurisdiction is not as broad as it would seem.

We do get a great number of claims that have to be handled that come to us from the departments or agencies. Also from employees and contractors, and from others who do not think they received a fair shake from the Government.

Those claims are handled, and we expect the volume, as indicated by our personnel estimates, to remain about the same for 1971 as it is for 1970.

The minor decrease you find there is more of an adjustment rather than a cutback.

Also we do get a great number of cases of uncollectible debts which are sent to us by the departments, and quite often you may hear from constituents about this, where we try to get them to pay up.

Senator MONTOYA. Why doesn't Justice do this?

Mr. KELLER. Justice does not want to take a case under $250. Statistically, it does not pay off. I agree with Justice on that, because of the expense involved in litigation. In 1966 Congress passed the Claims Collection Act which places more responsibility on the agencies in this area. However, if the agency has made a demand, and the debtor does not feel it is just, he can come to us.

JUSTIFICATION: DATA PROCESSING CENTER

Senator MONTOYA. We come now to the justifications for the Data Processing Center. I will place page Q–1 in the record at this point.

(The justification follows:)

DATA PROCESSING CENTER

Personnel Compensation:

Obligations:

Fiscal Year	Permanent Positions: Total Number	Permanent Positions: Average Number	Net Salaries	Change in Net Salaries
1970	30	8	$ 94,100	
1971	30	30	$290,100	+$196,000

The increase in net salary will result from 1971 full year cost of personnel actions ($190,400), primarily appointments, paid for only a part of the year during 1970, periodic step increases totaling $4,800, and $800 for other pay changes occurring during 1971.

SCOPE AND NATURE OF WORK PROGRAM

The Data Processing Center was established to provide automatic data processing services, including equipment operation, systems analysis, design, programming, and documentation, to all organizations in the GAO; prescribe internal data processing standards; coordinate the acquisition and utilization of automatic data processing equipment and services; and operate the computer center.

The following table shows the application of staff resources during FY 1970 and 1971 to activities of the Data Processing Center.

	Average number of positions: FY 1970	FY 1971	Change 1970 to 1971
Systems design and programming	3	14	+11
Operations	4	14	+10
Program direction	1	2	+ 1
Total	8	30	+22

The systems design and programming staff will analyze, design, develop, program, and implement automatic data processing applications within the GAO to support operations, such as our audit divisions and administrative and personnel activities.

SAVINGS RESULTING FROM COMPUTER OPERATION

Senator MONTOYA. You show a net increase of 22 employees in this Center. This is a new operation; is it not?

Mr. STAATS. This is new, and there are offsets against those 22 employees for the Center.

Mr. Powers can give you this, and we would like, Mr. Chairman, to submit for the record a brief analysis we have made as to the payoffs that we will get from the installation of this Data Processing Center.

It will yield us actual savings, and we think it will be a much better operation.

Senator MONTOYA. Will those savings be reflected in dollars and cents here, and by a reduction of the appropriation?

Mr. STAATS. We are going to have more and more need for rental of computer equipment if we don't have our own. That is what it comes down to.

(Analysis to be furnished follows:)

Offsets for application against data processing center

Reduction of 10 positions—OAS (fiscal year 1971)	$78,140
Reduction of 14 positions—TD (fiscal year 1971)	136,654
Reduction of 6 positions—OAS (fiscal year 1972)	46,884
Reduction of EAM equipment rentals (fiscal year 1972)	51,200
Savings in present computer sharing application (fiscal year 1971)	35,200
Subtotal	348,078
Add:	
Increased recoveries in household goods comp. audit (fiscal year 1971)	200,000
Savings in projected computer-sharing application (fiscal year 1972)	35,600
Total offsets	583,678
Deduct: Amortized cost (5 years) of computer and facility	78,000
Net amount of applied offsets	505,678

STAFFING REQUIREMENTS: DATA PROCESSING CENTER

Mr. POWERS. Next year, 1971, will be our first year of operation with the Data Processing Center. As indicated in our budget justification, our staffing requirements for the Center are 30 positions. We have currently 18 of those folks on board today. We anticipate that the other 12 we will obtain internally or by outside recruitment. By the end of June.

Senator MONTOYA. According to the justification, you only have eight, and you are increasing it to 30.

Mr. POWERS. That is the average number of man-years. The 18 people we have on board now we just recruited since January 1. We will have a total equivalent of 8 man-years, but in gross number of positions we expect to be fully staffed to the 30 positions by June 30.

COMPUTER APPLICATIONS

Currently we are attempting to develop and apply upon our computer our programing, scheduling, and reporting system for all of our professional staff. This is a job of considerable magnitude.

As you know, we have a professional staff of 3,000, roughly, located throughout the world. As of any one point in time, we have between

1,000 and 1,200 audits or reviews under way. Consequently, with the application of this on the computer, and the quick response time, it will provide effective management information to the Comptroller General and information to the division chiefs in the management of our programs, our professional staff and other resources.

Savings in ADP Rentals

Senator Montoya. On page Q–2 you say, "In building our Data Processing Center capability, we have already eliminated most of our computer equipment rental costs." What does this rental amount to? What rental charges remain, and do you anticipate eliminating the remaining, if there is any?

Mr. Powers. We anticipate eliminating quite a good deal of this, Mr. Chairman. For example, in fiscal year 1972, one year beyond the current year we are talking about, we anticipate we can reduce our rentals by $51,200.

Senator Montoya. What is the total rental?

Mr. Powers. Today?

Senator Montoya. Yes.

Mr. Staats. $72,500.

Senator Montoya. What would be the cost of the computerization and the data processing? The entire unit?

Mr. Powers. For the entire unit, the cost will run $465,200.

Senator Montoya. So you are eliminating $50,000 a year in rentals because of it, as a result of your purchasing?

Mr. Powers. Yes, sir.

Senator Montoya. That is good amortization.

Mr. Staats. We can amortize the cost of this in 5 years.

Recovery of Overcharges by Carriers

Senator Montoya. You further state when completely operational, this computer audit will result in complete recovery of overcharges by carriers by over $200,000 a year.

Does this mean some carrier overcharges are currently being overlooked?

Mr. Powers. Mr. Chairman, one of the first audit programs we are putting on the computer is the audit of household goods shipments. There is a large volume of these shipments. Previously most of these audits were on a manual basis.

There is a point, you might say, of no return, or where the cost-benefit on a manual basis gets down to less than dollar for dollar. Consequently, in our manual audits we avoid the audits of these, because they are uneconomical.

As a result of a feasibility study we undertook on whether or not we should consider the computerization of household goods shipments, we found that by actually developing the input data of household goods shipments, by putting it on the computer, we could get a 100 percent audit, and we could get a greater return on an annual basis of about $200,000.

In this way we realize two benefits: one, we get an increased return of the overcharges on the part of the carriers, and, two, we are able to make a more effective audit with less people.

JUSTIFICATION: OTHER SERVICES

Senator MONTOYA. On page R–5, referring to the subitem, other services, I have several questions.

You have an item under non-Government services for training, tuition and fees, requesting $194,000, an increase of $57,000 over the previous year. Will you explain this item?

Mr. STAATS. Do you want this now, or for the record?

Senator MONTOYA. Go ahead and tell it to me now. I think we can dispose of it in general terms.

TRAINING TUITION AND FEES

Mr. STAATS. The general answer to the question is, as you see there from that schedule, that we are increasing the level of our training programs——

Senator MONTOYA. Is this in addition to what we went into previously?

Mr. STAATS. It is over last year.

Senator MONTOYA. We went into training programs.

Mr. STAATS. No, this is the same thing.

Senator MONTOYA. That is what you are going to spend, $194,000?

Mr. STAATS. Yes; these are tuition costs.

It is broken up into two parts. One, we are going to be sending more people out; and two, tuition costs are going up.

Senator MONTOYA. This is in addition to the allowances you make by way of continuing salaries?

Mr. STAATS. That is right. These are tuitions.

Senator MONTOYA. And living expenses?

Mr. STAATS. That is right. We propose to increase the number of people from fiscal 1969——

Let us take 1969, 1970, and 1971. In 1969 we had a total of 296 people involved; 1970, 354 people; and 1971, 491.

EMPLOYMENT AGREEMENTS

Senator MONTOYA. What arrangements do you have with these individuals as to further obligations to stay with your agency once they receive additional training?

Mr. STAATS. They sign an agreement with us that they will stay with us for at least three times the period of their training.

Senator PEARSON. How do you enforce that?

COLLECTION OF TRAINING COSTS: VIOLATION OF EMPLOYMENT AGREEMENT

Mr. STAATS. We can deduct the training costs from their salary.

Senator MONTOYA. How do you do that after you have given them their last paycheck?

Mr. STAATS. If they transfer to another Government agency, the amount can be withheld from his pay.

Senator MONTOYA. What if they don't transfer to another Government agency?

Mr. KELLER. You withhold the last pay and/or put an assessment against his contribution to the retirement fund.

Senator MONTOYA. What legal authority do you have for that? Do you have that in the contract?

Mr. STAATS. It is in the agreement that he makes.

Senator MONTOYA. Is there authority for that in the Training Act?

Mr. STAATS. Yes. The authority to require him to enter into an agreement is in the Training Act.

Mr. KELLER. Since, he is obligated to the United States, the United States has a right to assess any funds within their hands.

Senator MONTOYA. Have you had any cases like that?

Mr. KELLER. Yes; we had one recently.

Senator MONTOYA. Is it being contested?

Mr. STAATS. Not in any legal way, no. He just disagrees with us.

CONTRACT SERVICES

Senator MONTOYA. I will submit two questions, because we have to go listen to the windup on this confirmation.

For important contract services, you are requesting $416,500, for fiscal year 1971, a very large increase of $279,000 over the previous year's appropriations. What is this for, briefly? For contract services. Is that contract auditing?

Mr. SIMMONS. We can elaborate on this, if you wish, and break it down. We have an item for computer program design and the development of software to supplement our limited capability in the data processing center at this time, about $125,000. In Mr. Morse's area, the policy staff, $181,000 is included there for collection and statistical analysis of technical data, development of computer audit techniques and the training of GAO employees in their use.

Senator MONTOYA. Is this a new item?

Mr. SIMMONS. This is an increase in other items we have had before. We have been doing this kind of thing all along.

REIMBURSEMENT TO OTHER FEDERAL AGENCIES

Senator MONTOYA. Below that is a table entitled "Other Government Agencies." Will you please explain this category of expense?

Mr. SIMMONS. The security investigations made for the security clearance of our employees, are a very large item, running a little over $510 a piece. These investigations are made by the Civil Service Commission for the most part and we reimburse them for this service.

The administrative support item seems to follow the cost inflation pattern. This item is for reimbursement to the Department of State for expenses in connection with support furnished all of our overseas offices for space, guard services, and transportation services.

We pay that directly to them. We are charged on a shared cost concept for the number of people we have over there, and the total in the embassies and other agencies at each location.

The health service item has very little increase. That is the part we pay to the Public Health Service or GSA for furnishing the various health services where our offices are located. We have most of these health units in our regional offices and a large one at our Washington office.

The computer services item is for rental charges by other Federal agencies. We might borrow computer time from GSA to make an audit of certain data they have on their computer, and they charge us.

The office alteration item is predominantly an item we will be required to put in in 1971 for the additional people we have. As we put additional people in the field, it is necessary that we enlarge our office space in Norfolk, Kansas City, and in some of our other offices. We have to reimburse GSA for the expense of these alterations.

JUSTIFICATION: TRAVEL

Senator MONTOYA. On pages S–1, 2, and 6, and I will ask they be inserted in the record.

(The justification follows:)

UNITED STATES GENERAL ACCOUNTING OFFICE

ESTIMATED OBLIGATIONS - 21 TRAVEL AND TRANSPORTATION OF PERSONS

Fiscal Year	Estimated Obligations	Increase or Decrease over Present Availability
1970	$4,874,000	
1971	5,545,000	+ $671,000

Effective examination of the activities of Federal agencies and contractors requires that our audit and investigative work be done at Federal agency offices and installations and contractors' plants located throughout the United States and in numerous locations abroad. For this reason, a large part of the working time of our professional staff of accountants and auditors must be spent in travel status.

For example, for each man year of professional staff time applied to carry out our assignments during fiscal year 1970 and 1971, we estimate that the average number of days applied while in travel status will be 45.

For the fiscal year 1971, we are requesting an authorization of $5,545,000 to meet our estimated travel requirements. This amount represents an increase of $671,000 over the estimate for 1970.

Our requirements for travel funds for 1970 and 1971 are compared by organizational unit within the General Accounting Office in the following tabulation. This tabulation also shows the general categories of work assignments for which increased travel costs are expected to be incurred.

	1970 Revised Estimate	1971 Estimate	Increase or Decrease (-)
Accounting and Auditing Divisions:			
Field Operations Division			
Defense work	$1,555,000	$1,790,000	$ 235,000
Civil agency work	1,435,000	1,680,000	245,000
Training, recruiting, etc.	384,000	430,000	46,000
Subtotal	3,374,000	3,900,000	526,000
Defense Division	178,000	205,000	27,000
Civil Division	264,000	288,000	24,000
International Division			
For work performance	751,000	804,000	53,000
For change of station	166,000	177,000	11,000
Other Divisions and Offices	141,000	171,000	30,000
Total	$4,874,000	$5,545,000	$ 671,000

A more detailed breakdown of our estimated travel fund requirements showing Federal agencies and programs involved appears on page S-6.

The estimated increase of $671,000 in travel cost for 1971 is due to the increased per diem rate and to increased staff travel as follows:

Increase in authorized rate of per diem applicable to all of 1971 and only part of 1970.	$ 271,000
Increase in number of professional staff available for assignment involving travel.	400,000
Total net increase	$ 671,000

The increase is divided between travel within the continental United States and international travel, as follows:

For travel within the continental United States	$ 607,000
For international travel	64,000
Total net increase	$ 671,000

COMPARISON OF TRAVEL FUND REQUIREMENTS BY PROGRAMS

FISCAL YEARS 1970 AND 1971

	1970					1971				
	Travel within continental United States		Travel outside continental United States			Travel within continental United States		Travel outside continental United States		
	By regional office staffs	By Washington staffs	By Washington and regional office staffs	By foreign branch staffs	Total	By regional office staffs	By Washington staffs	By Washington and regional office staffs	By foreign branch staffs	Total
	(000 omitted)									
DEFENSE PROGRAMS:										
Facilities and support services	$ 185	$ 20	$ 4	$ 43	$ 252	$ 212	$ 23	$ 5	$ 51	$ 291
Major acquisitions	314	20	3	-	337	359	25	4	-	388
Management control systems	167	18	3	41	229	190	20	4	45	259
Manpower	220	20	10	26	276	255	23	16	29	323
Procurement	324	30	3	22	379	374	34	4	26	438
Research and development	115	12	3	13	143	135	15	4	14	168
Supply management	230	33	11	84	358	265	37	22	82	406
Other	-	25	8	-	33	-	28	7	-	35
Total Defense programs	1,555	178	45	229	2,007	1,790	205	66	247	2,308
CIVIL AGENCY PROGRAMS:										
Agriculture	133	16	5	-	154	158	19	-	-	177
Commerce	52	11	31	-	94	65	12	22	-	99
Defense--Army Corps of Engineers	41	2	-	-	43	41	3	-	-	44
Health, Education and Welfare	213	42	-	-	255	293	48	-	-	341
Housing and Urban Development	46	5	-	-	51	65	7	-	-	72
Interior	181	15	-	-	196	211	17	-	-	228
Justice	21	3	-	-	24	26	3	-	-	29
Labor	58	7	-	-	65	117	8	-	-	125
Post Office	19	6	-	-	25	16	8	-	-	24
Transportation	146	16	-	-	162	176	17	-	-	193
Treasury	18	5	-	-	23	8	4	-	-	12
Atomic Energy Commission	122	38	-	-	160	141	43	-	-	184
Civil Service Commission	7	1	-	-	8	3	-	-	-	3
General Services Administration	4	5	-	-	9	12	6	-	-	18
National Aeronautics and Space Administration	58	16	-	-	74	64	17	-	-	81
National Science Foundation	17	3	-	-	20	26	3	-	-	29
Office of Economic Opportunity	112	10	-	-	122	70	11	-	-	81
Small Business Administration	32	3	-	-	35	35	4	-	-	39
Veterans Administration	43	4	-	-	47	47	5	-	-	52
U.S. Courts	6	-	-	-	6	-	1	-	-	1
Multi-agency programs	-	1	-	-	1	3	1	-	-	4
Settlement and payroll audits	100	-	-	-	100	103	-	-	-	103
Other	6	55	-	28	89	-	51	-	30	81
Total Civil Agency programs	1,435	264	36	28	1,763	1,680	288	22	30	2,020
INTERNATIONAL PROGRAMS:										
Foreign assistance programs	-	-	57	61	118	-	-	56	66	122
Financial management	-	-	9	16	25	-	-	9	20	29
State and other international	-	-	73	73	146	-	-	71	81	152
Other	-	-	33	23	56	-	-	33	28	61
Total for work performance	-	-	172	173	345	-	-	169	195	364
Change of station travel	-	-	-	166	166	-	-	-	177	177
Total International programs	-	-	172	339	511	-	-	169	372	541
TRANSPORTATION PROGRAMS	-	-	43	25	68	-	-	47	28	75
TRAINING, RECRUITING, AND ADMINISTRATION	384	77	-	-	461	430	97	-	-	527
OTHER	-	64	-	-	64	-	74	-	-	74
Total	$3,374	$583	$296	$621	$4,874	$3,900	$664	$304	$677	$5,545

INCREASE IN TRAVEL COST

Senator MONTOYA. You are requesting an increase of $671,000 for travel in 1 year.

Is that the additional increase in per diem and the additional employees, which require $400,000?

Mr. SIMMONS. On November 10, 1969, the maximum per diem rate was increased from $16 to $25. Our increase was effective the 12th of that month. That means for two-thirds of this year we will be required to pay above our estimate, a difference of $6 a man-day.

We will have to pay two-thirds of the annual cost this year. Next year we will be required to pay an additional third of a year, or $271,000. The other $400,000 is strictly related to the 207 additional travelers we will have in 1971.

Mr. MONTOYA. If we cut all of those, you will not need this travel.

Mr. SIMMONS. That is right, at least not quite that much.

CONSULTANTS AND EXPERTS: NEW LANGUAGE REQUESTED

Senator MONTOYA. Explain the necessity for the language requested, "except not more than 25 individuals may be paid at higher rates not to exceed $200 per diem."

Mr. STAATS. We sked for this authority—it was requested previously, and not allowed—because in many cases in order to get the outside help, the only way we can get it is to meet the price either by way of a higher daily rate or by entering into a formal contract.

If we had this authority, we could obtain consultant services in many cases without resorting to a formal contract, by simply executing an employment agreement with the individual on a daily rate basis.

Senator MONTOYA. Why would you have need for this type of a contract?

Mr. STAATS. In many areas we can use an outside specialist very effectively; for example, in the computer area, in the weapons area, and in other areas. An outside expert can come in and help us criticize what we are doing, how we are doing it, and in some cases he can make a valuable contribution by being with us just a few days.

We are using outside people on the profit study. In other cases we need them for a more extended period of time.

Senator MONTOYA. Why would you put here, not more than 25 individuals may be paid at higher rates?

Mr. STAATS. We would feel, for normal purposes, that the regular rate would be adequate.

LIMITATION ON CONSULTANTS AND EXPERTS PAID AT HIGHER RATE

Senator MONTOYA. Not more than 25 individuals may be paid——

Mr. STAATS. At that higher rate.

Senator MONTOYA. But for what period? You could get around this by getting 25 individuals today, and another 25 individuals tomorrow, and another 25 individuals the next day.

Mr. STAATS. That is true. You are quite correct.

We wanted to limit it because we felt we should limit it. We would be agreeable to another type of limit, as far as that is concerned, 25 individuals, say, during the course of the year.

What we are really seeking here is a little flexibility so we could go at a higher rate if we have to go at that higher rate. We are not recommending that Government policy should authorize a higher rate across the board.

Senator MONTOYA. I wanted to clear that for the record, that that is possible.

Mr. STAATS. You are entirely correct.

Senator MONTOYA. What funds would you use?

Mr. STAATS. It would come within our regular budget.

Senator MONTOYA. Your salary budget?

Mr. STAATS. Yes.

Mr. KELLER. There would be no additional funds for this.

ALTERNATIVE USE OF CONTRACT SERVICES

Senator MONTOYA. Otherwise, you would have to enter into a contract. Is that correct?

Mr. STAATS. Yes. Of course, that is what agencies do, and that is what we have done.

Senator MONTOYA. Is there a disadvantage to that?

Mr. STAATS. It costs more, because you have to pay overhead to firms. Most firms have a firm rule that they will not allow an individual of their firm to consult as an individual. You enter into a contract with the firm, and you pay an overhead.

We felt that this would give us more flexibility, and enable us to do our work more cheaply.

Senator MONTOYA. Thank you very much, gentlemen.

CONCLUSION OF HEARINGS

The hearings are concluded and the subcommittee is now recessed, subject to the call of the Chair.

(Whereupon, at 1 p.m., Wednesday, April 8, the hearings were concluded and the subcommittee was recessed, to reconvene at the call of the Chair.)

Clerk's Note: Subsequent to the hearings, the following material was furnished to the Subcommittee:

JOINT COMMITTEE ON PRINTING

Letter from the Vice Chairman of the Joint Committee on Printing, the Honorable B. Everett Jordan:

CONGRESS OF THE UNITED STATES
JOINT COMMITTEE ON PRINTING

April 14, 1970

Hon. Joseph M. Montoya
Chairman
Subcommittee on Legislative Appropriations
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

Enclosed is a printed page containing the letter from Congressman Samuel N. Friedel, Chairman of the Joint Committee on Printing, to the Hon. George W. Andrews, Chairman of the House Legislative Appropriations Subcommittee, relative to the 1971 fiscal year budget of the Joint Committee on Printing. It is self-explanatory and I subscribe completely to the merit of the request.

The House Committee on Appropriations, I am advised, considered only budget estimates as received from the White House and, consequently, our modest request for the increase of $19,133 was not included.

In the light of the constantly growing use and importance of high-speed electronic photocomposition to the Federal printing program, with particular reference to Congressional needs, I will appreciate your interest in having full, and hopefully favorably, consideration given by your subcommittee to this request.

Yours very sincerely,

B. Everett Jordan

B. Everett Jordan, U.S.S.
Vice Chairman

JOINT COMMITTEE ON PRINTING

Mr. ANDREWS. The next one is the Joint Committee on Printing and the budget request for 1971 is $236,110 as compared to $212,855 appropriated to date for the current fiscal year.

We will insert the schedule from page 61 of the print.

(Information referred to follows:)

	1969 actual		1970 estimate		1971 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Appropriation or estimate		$210,865.00		[1] $235,030.00		$236,110.00
Staff director	1	27,528.28	1	31,317.00	1	31,317.00
Assistant staff director	1	26,334.28	1	30,003.00	1	30,003.00
Printing consultant/Electronics Analyst [2]	1	24,874.92	1	15,695.00	1	12,702.00
Administrative clerk	1	13,266.66	1	15,330.00	1	15,330.00
Editorial assistant	1	16,168.68	1	18,615.00	1	18,615.00
Clerk-stenographer [3]	2	11,989.71	1	11,826.00	1	11,826.00
Inspector of paper and materials [4]	1	7,780.85	1	7,210.00	1	17,301.00
Technical analyst [5]	2	19,112.66	1	19,710.00		19,710.00
Printing-publications analyst	1	17,047.62	1	18,907.00	1	18,615.00
Stenographer	1	10,746.00	1	11,826.00	1	11,826.00
Legal consultant [6]			1	14,219.79	1	27,375.00
Total salaries	12	174,849.66	11	194,658.79	11	214,620.00
Agency contributions		11,762.37		18,000.00		18,139.86
Nonsalary items:						
Travel		4,431.00		4,000.00		2,500.00
Office supplies		516.91		750.00		700.00
Telephone		109.80		200.00		150.14
Miscellaneous expenses		102.70				
Total		191,772.44		217,608.79		236,110.00

[1] Appropriation of $212,855, plus committee pay increase cost estimate of $22,175.
[2] Until Oct. 31, 1969
[3] 1 until Sept. 30, 1968.
[4] 1 to Jan. 27, 1968; 1 from Feb. 1, 1970.
[5] 1 to July 31, 1968.
[6] 1 from Dec. 26, 1969.

(CLERK'S NOTE.—See page 630 for revised estimate received subsequent to the hearings.)

JOINT COMMITTEE ON PRINTING

Mr. ANDREWS. The committee has also received a letter from the Honorable Samuel N. Friedel, chairman of the Joint Committee on Printing, requesting an increase in his budget estimate for fiscal year 1971. The increase amounts to $19,133. We will insert the letter and the revised budget estimate into the record at this point.

(The letter and estimate follow:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON PRINTING,
March 19, 1970.

HON. GEORGE W. ANDREWS,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I am requesting, in the proposed budget for fiscal year 1971 for the Joint Committee on Printing, an increase of $19,133. As shown by the attached table, this will be an increase of about $15,000 for a position to be known as electronic analyst, which is now coupled with our printing consultant. This is a very important aspect of our mission in the Joint Committee on Printing and we will want as expert an analyst as we can acquire.

I am also requesting that our travel money, which will be so truly needed to continue our nationwide study to bring the Federal printing program into focus to permit a greater application of the commercial enterprise to Government printing as compared to Government capability spread out across the country, be slightly increased.

The agency contributions and a modest increase in telephone cost for the operation of the committee would bring the total request from the present estimate of $236,110 to $255,243.

With kindest personal regards, I am

Sincerely,

SAMUEL N. FRIEDEL, *Chairman.*

	1969 actual		1970 estimate		1971 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Appropriation or estimate		$210,865.00		[1] $235,030.00		$255,243
Staff director	1	27,528.28	1	31,317.00	1	31,317
Assistant staff director	1	26,334.28	1	30,003.00	1	30,003
Printing consultant/electronics analyst [2]	1	24,874.92	1	15,695.00	1	27,375
Administrative clerk	1	13,266.66	1	15,330.00	1	15,330
Editorial assistant	1	16,168.68	1	18,615.00	1	18,615
Clerk-stenographer [3]	2	11,989.71	1	11,826.00	1	11,826
Inspector of paper and materials [4]	1	7,780.85	1	7,210.00	1	17,301
Technical analyst [5]	2	19,112.66	1	19,710.00	1	19,710
Printing-publications analyst	1	17,047.62	1	18,907.00	1	18,615
Stenographer	1	10,746.00	1	11,826.00	1	11,826
Legal consultant [6]			1	14,219.79	1	27,375
Total salaries	12	174,849.66	11	194,658.79	11	229,293
Agency contributions		11,762.37		18,000.00		20,000
Nonsalary items:						
Travel		4,431.00		6,000.00		5,000
Office supplies		516.91		750.00		700
Telephone		109.80		200.00		250
Miscellaneous expenses		102.70		200.00		
Expenses incurred in preparation for new printing of the Capitol				3,000.00		
Total		191,772.44		222,808.79		255,243

[1] Appropriation of $212,855, plus committee pay increase cost estimate of $22,175.
[2] Until Oct. 31, 1969.
[3] 1 until Sept. 30, 1968.
[4] 1 to Jan. 27, 1968; 1 from Feb. 1, 1970.
[5] 1 to July 31, 1968.
[6] 1 from Dec. 26, 1969.

Franked Mail

Letter addressed to the Comptroller of the Senate, Mr. Robert A. Brenkworth, from J. W. Hargrove, Assistant Postmaster General:

(See page 488)

POST OFFICE DEPARTMENT
ASSISTANT POSTMASTER GENERAL
BUREAU OF FINANCE AND ADMINISTRATION
WASHINGTON, D.C. 20260

April 14, 1970

Mr. Robert A. Brenkworth
Comptroller of the Senate
Room S-233
U. S. Capitol Building
Washington, D. C. 20510

Dear Mr. Brenkworth:

This has reference to my letter of April 8 and your further inquiry as to the cost factors that go into franked mail.

The cost of handling franked mail has always been less than first class mail. This is due to the special preparation and dispatch procedures adopted between the Legislative Branch of the Government and the Post Office Department. The dispatches are not culled nor postmarked and are usually sent in direct sacks to the states and localities involved. We provide pick up service but there is practically no window service involved.

Sincerely,

J. W. Hargrove

LIBRARY OF CONGRESS

Letter of appeal from the Librarian of Congress:

THE LIBRARY OF CONGRESS

WASHINGTON, D. C. 20540

April 14 1970.

Dear Senator Montoya:

H. R. 16915 (House Report No. 91-995) provides for an appropriation of $49,942,000 for the operation of the Library of Congress for fiscal 1971. This is $1,904,000 less than the amount I requested for the Library.

I am therefore writing this letter asking that your Subcommittee when considering appropriations for the Library restore certain of these reductions. Although my requests were based on the most urgent needs of the Library for its efficient and effective operation, I have again carefully reviewed these budget requests in light of the House action and most respectfully ask your Committee to restore under the following appropriation heads those funds I consider as absolutely basic to the needs of the Library of Congress in fiscal 1971.

1. Salaries and Expenses, Library of Congress

Restoration requested - $633,685

A. $398,685 representing 41 positions, including fringe benefits, for the Reference, Processing, and Administrative Departments, the Law Library, and the Office of the Librarian. These positions are greatly needed to provide the basic reference, processing, and administrative services resulting from normal growth in the Library of Congress. The House recommendation for 25 additional positions under this appropriation would not allow the Library to maintain currency in its processing activities, to proceed at a reasonable rate of progress in its automation and preservation activities, to continue to provide effective reference service to the Congress, government agencies, and the public, and to provide those administrative services necessary to the operation of the Library. Recognizing the many priorities with respect to funds with which the Congress must deal, I have reduced my request for positions under this appropriation from 98 to 66.

B. Automation: $235,000 of the $460,000 disallowed by the House. With the restoration of this amount, the Library could continue to progress in automating its central bibliographic system, in automating those activities in the Legislative Reference Service that would assist in the work of the Congress, and in applying automation to certain other operations such as those in the Geography and Map and the Order Divisions. We will, of course, have to delay certain programs planned for this fiscal year, but a restoration of $235,000 would help maintain an adequate, but by no means an optimum level of operation.

2. Copyright Office

Restoration requested - $93,108

This amount represents salaries, including fringe benefits, for 10 positions in the Copyright Office. The House disallowed the Copyright Office request for 15 positions. The 10 positions requested to be restored represent those positions relating to the workload of the Copyright Office. Currency must be maintained in registering claims for copyright. The workload, which results from increased registrations, cannot be controlled. This appropriation is recouped in large part through fees returned to the U. S. Treasury.

3. Legislative Reference Service

Restoration requested - $471,000

The House allowed 25 of 68 positions in this request. The additional positions requested are necessary if the Legislative Reference Service is to provide the timely and quality service that Members of Congress need, that they have been demanding, and that they have come to expect. Any reduction in this request will impede the capacity of the Service's new Environmental Policy Division to provide assistance in this highly important area. It will also foreclose the Service from bringing on needed specialists in the defense field to cover such subjects as weapons systems, military organization, procurement, and related topics. Finally, without these additional positions various of the Legislative Reference Service subject divisions will be deprived of the manpower that is so essential to meeting the increased Congressional demands for research assistance across the board.

I would be most happy to provide your Subcommittee with any additional information you may need in considering this request for a restoration of funds by the Senate.

Sincerely yours,

L. Quincy Mumford
Librarian of Congress

LIBRARY OF CONGRESS 4/15/70

Summary of Budgeted Positions

Appropriation	1970 Total Number	1971 Total Number	Increase 1971 over 1970	1971 Allowed by House	1971 House Reduction	1971 Appeal to Senate
Salaries and Expenses, Library of Congress	1,581	1,679	98	25	73	41
Salaries and Expenses, Copyright Office	332	347	15	--	15	10
Salaries and Expenses, Legislative Reference Service ...	328	396	68	25	43	43
Salaries and Expenses, Distribution of Catalog Cards ...	604	615	11	11	--	--
Salaries and Expenses, Books for the Blind and Physically Handicapped	72	87	15	15	--	--
Salaries and Expenses, Organizing and Microfilming the Papers of the Presidents	15	15	--	--	--	--
Collection and Distribution of Library Materials (Special Foreign Currency Program)	10	10	--	--	--	--
Total	2,942	3,149	207	76	131	94

1971 Estimates
New Positions Requested
Appeal to Senate

4/15/70
1.

Salaries and Expenses, Library of Congress

Processing Department

Selection Office

1	GS-12	Assistant to Selection Officer	$ 13,389

Catalog Maintenance and Catalog Publications Division

1	GS-12	Head, Editorial Section	$ 13,389
2	GS-9	Assistant Editors @ $9,320	18,640
1	GS-7	Assistant Head	7,639
1	GS-3	Clerk-Typist	4,917
1	GS-3	Arranger	4,917
1	GS-2	Messenger	4,360
7			$ 53,862
8		Total, Processing Department	$ 67,251
		Personnel Benefits	5,648
			$ 72,899

Reference Department

Geography and Map Division

2	GS-9	Catalogers @ $9,320	$ 18,640

Prints and Photographs Division

1	GS-12	Technical Officer	$ 13,389

Stack and Reader Division

2	GS-5	Senior Deck Attendants @ $6,176	$ 12,352
2	GS-3	Deck Attendants @ $4,917	9,834
4			$ 22,186
7		Total, Reference Department	$ 54,215
		Personnel Benefits	4,642
			$ 58,857

1971 Estimates
New Positions Requested
Appeal to Senate

Salaries and Expenses, Library of Congress (continued)

Law Library

Far Eastern Law Division

1	GS-12 Legal Specialist	$ 13,389
	Personnel Benefits	1,120
		$ 14,509

Administrative Department

Office of the Assistant Director for Management Services

1	GS-13 Management Analyst	$ 15,812

Space Management Office

1	GS-13 Assistant Space Management Officer	$ 15,812
1	GS-11 Space Analyst	11,233
2		$ 27,045

Buildings Management Office

3	GS-5 Guards (Privates)(Special Policemen)@$6,176	$ 18,528
2	WG-3 Laborers @ $5,678	11,356
1	WS-2 Laborer Foreman	6,843
6		$ 36,727

Data Processing Office

1	GS-13 Assistant Data Processing Officer	$ 15,812
1	GS-12 Senior Programmer Analyst	13,389
1	GS-9 Computer Room Supervisor	9,320
2	GS-5 Computer and Peripheral Equipment Operators @ $6,176	12,352
1	GS-4 Control Clerk	5,522
6		$ 56,395

1971 Estimates
New Positions Requested
Appeal to Senate

4/15/70
5.

Salaries and Expenses, Library of Congress (continued)

Administrative Department (continued)

Preservation Office

Preservation Research Laboratory

1	GS-12 Paper Chemist	$ 13,389
1	GS-9 Laboratory Technician	9,320
1	GS-6 Secretary	6,882
3		$ 29,591

Restoration Shop

2	WB-125 Rare Book Binders @ $10,338	$ 20,676
1	WB-125 Rare Book Binder (Map)	10,338
1	WB-129 Map Restorer (Map)	9,942
1	WB-124 Bindery Worker (Map)	5,782
1	WB-123 Bookbinder	9,651
6		$ 56,389
9		$ 85,980

24	Total, Administrative Department	$221,959
	Personnel Benefits	18,317
		$240,276

Office of the Librarian

Publications Office

1	GS-11 Typographer-Designer	$ 11,233
	Personnel Benefits	911
		$ 12,144

41	Total, Salaries and Expenses, Library of Congress	$368,047
	Personnel Benefits	30,638
		$398,685

1971 Estimates
New Positions Requested
Appeal to Senate

4/15/70
7.

Salaries and Expenses, Copyright Office

Office of the Register

1	WG-5	Truck Driver	$ 6,074

Examining Division

1	GS-14	Attorney	$ 18,531
1	GS-13	Attorney	15,812
1	GS-11	Attorney	11,233
2	GS-5	Correspondence Clerks @ $6,176	12,352
5			$ 57,928

Service Division

1	GS-5	Assistant Supervisor, Filing & Revising Unit	$ 6,176
1	GS-5	Materials Expediter	6,176
1	GS-3	Deck Attendant	4,917
1	GS-3	Mail Clerk	4,917
4			$ 22,186

10	Total, Copyright Office	$ 86,188
	Personnel Benefits	6,920
		$ 93,108

Salaries and Expenses, Legislative Reference Service

Office of the Director

1	GS-14	Systems Analyst (Automation)	$ 18,531
1	GS-11	Assistant Supervisor, Inquiries Unit	11,233
1	GS-5	Secretary (Automation)	6,176
1	GS-2	Mail Clerk	4,360
4			$ 40,300

Salaries and Expenses, Legislative Reference Service (continued)

American Law Division

1	GS-14	Specialist in International Law	$ 18,531
1	GS-11	Legal Indexer	11,233
1	GS-9	Legal Digester	9,320
1	GS-5	Editorial Assistant (Typist)	6,176
1	GS-5	Clerk-Stenographer	6,176
5			$ 51,436

Economics Division

1	GS-13	Economics Statistician	$ 15,812
1	GS-13	Communications Analyst	15,812
1	GS-5	Editorial Assistant (Typist)	6,176
3			$ 37,800

Education and Public Welfare Division

1	GS-11	Analyst in Consumer Health Problems	$ 11,233
1	GS-9	Education Analyst	9,320
1	GS-7	Research Assistant	7,639
1	GS-3	Division Reference Clerk	4,917
4			$ 33,109

Foreign Affairs Division

1	GS-11	Analyst in East European Affairs	$ 11,233

Government and General Research Division

1	GS-14	Analyst in Public Administration	$ 18,531
1	GS-9	Status Information Collector (Automation)	9,320
1	GS-9	Analyst in Public Administration	9,320
1	GS-4	Editorial Assistant	5,522
4			$ 42,693

Salaries and Expenses, Library of Congress (continued)

Library Services Division

1	GS-6	Cataloger (Automation)	$ 6,882
1	GS-5	Computer Terminal Operator(Automation)	6,176
1	GS-5	Acquisitions Assistant	6,176
1	GS-4	Editorial Clerk-Typist (Automation)	5,522
4			$ 24,756

Senior Specialists Division

1	GS-9	Research Assistant	$ 9,320
1	GS-5	Clerk-Stenographer	6,176
2			$ 15,496

Science Policy Research Division

1	GS-11	Research Associate in Earth Sciences	$ 11,233
1	GS-11	Research Associate in Life Sciences	11,233
2	GS-7	Research Assistants @ $7,639	15,278
4			$ 37,744

Congressional Reference Division

1	GS-11	Reference Librarian	$ 11,233

Defense Policy Research Division

1	GS-17	Senior Specialist in National Defense and Chief of Division	$ 28,976
1	GS-13	Analyst in Military Affairs (Weapons Systems)	15,812
1	GS-12	Analyst in Defense Organization & Operations	13,389
1	GS-9	Analyst in Military Manpower Management	9,320
1	GS-9	Operations Management Assistant	9,320
1	GS-5	Reference Assistant	6,176
1	GS-5	Editorial Assistant (Typist)	6,176
7			$ 89,169

1971 Estimates
New Positions Requested
Appeal to Senate

4/15/70
10.

Salaries and Expenses, Legislative Reference Service (continued)

Environmental Policy Research Division

1	GS-15 Specialist in Environmental Science	$ 21,589
2	GS-7 Research Assistants @ $7,639	15,278
1	GS-5 Editorial Assistant	6,176
4		$ 43,043
43	Total, Legislative Reference Service	$438,012
	Personnel Benefits	32,988
		$471,000

General Accounting Office

Letter of appeal from the Comptroller General of the United States:

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

April 15, 1970

Dear Mr. Chairman:

The Legislative Branch Appropriation Bill, 1971, as reported by the House Committee on Appropriations, and as passed by the House on April 13, 1970, provides the General Accounting Office with an appropriation of $73,712,000 for the fiscal year 1971. This represents a reduction of $1,038,000 from our budget estimates.

Our budget estimates for 1971 were prepared after carefully evaluating our responsibilities to the Congress and the minimum staffing we considered necessary to carry out those responsibilities. Since the time our budget estimates were prepared, additional responsibilities have been given to us either by law or by a strong indication of interest by the Congress and its committees.

For example

-- The Defense Procurement Authorization Act, 1970, Public Law 91-121, approved November 19, 1969, requires the General Accounting Office to make a study of profits of defense contractors and to submit a report by December 31, 1970.

-- We expect to be called upon by the Commission on Government Procurement, which was established by Public Law 91-129, approved November 26, 1969, for considerable assistance, perhaps as high as 40 man years, in the form of direct detail of staff and of staff studies.

-- The Ribicoff Subcommittee of the Senate Committee on Government Operations requested us to make a study of construction of hospitals and nursing homes which are federally supported or federally operated.

-- We are making reviews to see whether there is an overlapping in the development and production of air to ground missiles for the Senate Armed Services Committee.

-- The House Appropriations Committee has directed us to make a review of the management of nonappropriated fund activities by the Department of Defense.

-- In the event Congress decides to enact legislation requiring cost accounting standards for negotiated contracts - a measure now pending before the Senate Banking and Currency Committees - it is quite possible that the responsibility for developing the standards will be given to the General Accounting Office.

All of these assignments will require substantial investment of manpower and, as I indicated, the staff to carry out these responsibilities was not planned for in preparing our 1971 budget estimates. Yet, we have no alternative but to carry them out. This, in effect, means that, even if we were given the total appropriation requested by us, we will not be able to review some other areas we had planned to review though they are of major significance. If the $1,038,000 reduction is allowed to stand there will have to be further significant adjustments in our work program. Considering the cost benefits that normally flow from the work of the General Accounting Office, I question whether this is a wise course of action.

I should also mention that as a result of recent action taken by the Civil Service Commission the entrance salaries of college graduates in accounting has been raised from $8,659 to $9,934 for a GS-7 and from $9,942 to $10,564 for a GS-9. This will increase our salary costs by $520,000 for the fiscal year 1971.

In view of the factors outlined, I must urge that your Subcommittee, in considering the Legislative Branch Appropriation Bill for 1971, restore the $1,038,000 reduction made by the House in the General Accounting Office appropriation request.

I am sending a copy of this letter to the Chairman of the Legislative Subcommittee of the House Appropriations Committee.

Sincerely,

Comptroller General
of the United States

The Honorable Joseph M. Montoya
Chairman, Subcommittee on
Legislative Branch
Committee on Appropriations
United States Senate

Addendum to letter of appeal from the Comptroller General of the United States:

The $3,500 requested for 1971, which is to be expended only on my personal certification, is necessary to cover expenses incurred in meeting with accounting organizations and individuals from universities and private industry in connection with some of the difficult special studies we make of governmental practices and procedures.

This small part of our appropriation would be used to defer the costs of having such groups meet for dinner or lunch or to pay other incidental expenses where it would not be appropriate or possible to hire them as consultants.

I plan more meetings for these purposes in 1971 which will result in the increase of $1,500 over the amount the appropriation committee approved for 1970.

U. S. General Accounting Office
Budget Estimate F. Y. 1971
Average Number of Positions (Man-Years)

Division	FY 1970 Avg. Pos.	FY 1971	Changes 1970 to 1971	House Reduction	Restoration Requested
Office of the Comptroller General	35	37	+ 2	--	--
Office of the General Counsel	201	205	+ 4	--	--
Office of Administrative Services	227	223	- 4	--	--
Office of Personnel Management	66	71	+ 5	--	--
Office of Policy & Special Studies	96	126	+ 30	- 2	+ 2
Civil Division	643	674	+ 31	- 21	+ 21
Defense Division	291	335	+ 44	- 8	+ 8
International Division	280	301	+ 21	- 4	+ 4
Field Operations Division	1787	1893	+ 106	- 50	+ 50
Claims Division	139	138	- 1	--	--
Transportation Division	796	796	--	--	--
Data Processing Center	8	30	+ 22	--	--
TOTAL	4569	4829	+ 260	- 85	+ 85

(The original list appears on p. 541.)

EXECUTIVE COMMITTEE OF CORRESPONDENTS
91ST CONGRESS, SECOND SESSION

CHARLES WARREN, MUTUAL BROADCASTING SYSTEM, CHAIRMAN
JOSEPH F. MCCAFFREY, MCCAFFREY REPORTS-WMAL NEWS, VICE CHAIRMAN
ROBERT E. CLARK, ABC NEWS, SECRETARY
FRANK J. JORDAN, NBC NEWS, TREASURER
MARYA MCLAUGHLIN, CBS NEWS, MEMBER AT LARGE
ROBERT F. FOSTER, WGN CONTINENTAL BROADCASTING COMPANY, MEMBER AT LARGE
PAUL SISCO, UPITN CORP., MEMBER AT LARGE
ROGER H. MUDD, CBS NEWS, MEMBER EX OFFICIO

Congress of the United States
RADIO-TELEVISION CORRESPONDENTS' GALLERIES
Washington, D.C.

SENATE RADIO-TELEVISION GALLERY
ROBERT C. HOUGH
SUPERINTENDENT

Address all Communications
Care of Senate Radio-Television Gallery
Room S-316
U.S. Capitol
Washington, D.C. 20510

Telephone: 225-6421

April 17, 1970

The Honorable Joseph M. Montoya
Chairman, Legislative Appropriations
Subcommittee
United States Senate
Washington, D. C. 20510

Dear Senator Montoya:

Enclosed is a revised list of the positions and salaries of the four Senate and House News Galleries which shows the present salaries including the six percent Federal pay increase.

The position salaries requested for the Senate Galleries in this statement are based on the present salaries now being received by the staffs of the House Galleries. I am making this request on behalf of all four of the Senate News Galleries rather than having all four Galleries make a separate request.

We would be grateful for your consideration in adjusting these inequities in the salaries of the Senate and House Galleries.

Sincerely yours,

Joseph F. McCaffrey
Vice Chairman, Executive Committee
Radio-Television Galleries

Enclosure

42-807 O - 70 - 43

PROPOSED SALARY ADJUSTMENTS FOR THE FOUR SENATE NEWS GALLERIES

	Present Position Salary (including 6%)	Proposed Position Salary (including 6%)
DAILY PRESS GALLERY		
Superintendent	19,267.62	21,611.57
First Assistant	17,410.50	19,244.04
Second Assistant	13,928.40	15,173.61
Third Assistant	12,071.28	13,438.70
Fourth Assistant	9,749.88	10,765.94
Secretary	8,124.90	* 9,749.88
RADIO-TELEVISION GALLERY		
Superintendent	19,035.48	21,611.57
First Assistant	14,856.96	19,244.04
Second Assistant	12,999.84	15,173.61
Third Assistant	11,142.72	13,438.70
PERIODICAL PRESS GALLERY		
Superintendent	17,410.50	19,244.04
Assistant Superintendent	11,142.72	13,438.70
PRESS PHOTOGRAPHERS GALLERY		
Superintendent	14,856.96	19,244.04
Assistant Superintendent	10,446.30	13,438.70

* These revised figures include the 6% increase to the proposed position salaries in the Senate News Galleries. This amended proposal is equitable to the House News Galleries 6% increase.

ARCHITECT OF THE CAPITOL

OFFICE OF THE ARCHITECT

SALARIES

The Office of the Architect of the Capitol is requesting an additional sum of $16,000 for the purpose of employing a sanitarian, which was submitted in House Document No. 91–305. Copies of the letters which were furnished by the Architect and the Attending Physician follow:

MARCH 12, 1970.

Hon. GEORGE W. ANDREWS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: We have been furnished a copy of letter of March 9, 1970, from Dr. Pearson to you, recommending the employment of a sanitarian by the Architect of the Capitol.

If such employment is provided for by your committee, the sanitarian would be appointed by the Architect of the Capitol, with the approval of the Attending Physician, and would work under the immediate supervision of the Attending Physician. This arrangement is similar to the manner in which the Congress provides for the services of nurses throughout our buildings.

We are advised that Dr. Pearson's request has the approval of both the Select Committee on the House Restaurant and the Subcommittee on the Restaurant, Senate Committee on Rules and Administration. We join in endorsing the request.

Any funds granted by the Congress for this purpose should be added to the total for "Office of the Architect of the Capitol—Salaries."

Sincerely yours,

MARIO E. CAMPIOLI,
Acting Architect of the Capitol.

THE ATTENDING PHYSICIAN,
CONGRESS OF THE UNITED STATES,
March 9, 1970.

HON. GEORGE W. ANDREWS,
Chairman, House Subcommittee on Legislative Branch Appropriations, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In my report of February 16, 1970, to the chairman of the House and Senate Restaurant Committees, I recommended the employment of a sanitarian by the Architect of the Capitol. The sanitarian would inspect and supervise the food service areas on Capitol Hill (and with permission other public service areas such as barbershops and beauty parlors, etc.) and would report to me at regular intervals.

Investigation has revealed that an annual salary of $16,000 will be required to employ such a qualified individual.

This letter is to request authority for this funding.

Sincerely yours,

R. J. PEARSON, M.D.

JOINT ITEMS

Offical Mail Costs

The following letter was received from Assistant Postmaster General J. W. Hargrove:

Post Office Department,
Assistant Postmaster General,
Bureau of Finance and Administration,
Washington, D.C. April 28, 1970.

Mr. Robert A. Brenkworth,
Comptroller of the Senate,
U.S. Capitol Building,
Washington, D.C.

Dear Mr. Brenkworth: This is in reply to your request for information as to how we arrived at the total of $11,244,000 for franked mail.

Reports are received from representative post offices showing the time, volume and distances involved in the handling of franked mail. These data are consolidated and converted into costs in three major categories. These costs amounted to $5,423,270 for delivery services, $3,898,730 for post office operations and $1,061,000 for transportation services. This totaled $10,383,000 for the 190 million mailings having the frank of Members of Congress. In addition, reports are also received from the Superintendent of Documents as to the volume and type of mailings sent at the request of Members of Congress under the mailing indicia of the Government Printing Office. These mailings are computed as similar type Government mail with a unit cost of 8.61 cents for 10 million mailings which amounted to $861,000, or a total of $11,244,000 for all Congressional mailings.

Sincerely,

J. W. Hargrove.

CHRONOLOGICAL LIST OF HEARINGS

	Page
Tuesday, March 17, 1970:	
Government Printing Office	1
Architect of the Capitol	79
Wednesday, March 18, 1970:	
Library of Congress	259
Architect of the Capitol	371
Library of Congress	401
Tuesday, April 7, 1970:	
Office of the Secretary of the Senate	455
Office of the Sergeant at Arms	489
Press, News, and Radio–TV Galleries	537
Office of the Secretary of the Senate	511
Architect of the Capitol	543
Wednesday, April 8, 1970:	
General Accounting Office	559

INDEX

WITNESSES

A

	Page
Applebaum, Edmond L	259

B

Bailey, Charles M	559
Berry, Paul L	259
Bray, Robert S	259
Brenkworth, Robert A	455, 511
Buckley, Carper W	1
Burroughs, Henry	537

C

Campioli, Mario E	95, 371
Caraway, J. Lewey	95
Cary, George D	259
Clancy, Thomas F	95
Coffin, Lewis C	259
Collins, Charles S	559
Cornett, Sanford H	559
Curran, Donald C	259

D

Darling, Rowland E	1
Dembling, Paul G	559
Diamond, Joseph	543
Dunphy, Robert G	489
Durkin, Charles A	95

G

Geary, Daniel J	95, 543

H

Hamer, Elizabeth E	259
Harrison, James L	1
Henlock, Charles A	95, 371
Humphrey, Harry J	1

J

Jayson, Lester S	259, 361
Jordan, Hon. B. Everett	79

K

Keller, Robert F	559

L

Lorenz, John G 259

M

McCaffrey, Joseph F 537
McDowell, Charles, Jr 537
Markert, Benjamin F 95
Morse, Ellsworth H., Jr 559
Mumford, L. Quincy 259, 401

P

Pincus, Paul 95
Potter, Orlando 511
Powers, Lawrence J 559

R

Raines, William F., Jr 95
Reimers, Paul R 259
Ridgely, William A 455
Roof, Philip L 95, 543
Rossiter, William W 259
Rubel, Walter L 95

S

St. Claire, Darrell 511
Simmons, Herschel J 559
Smith, Donald 537
Staats, Elmer B 559
Stovall, Oye V 559

V

Valeo, Francis R 511

W

Ward, U. T 95
Welsh, William J 259
Winkelmann, Frederick W 95

SUBJECT INDEX

ARCHITECT OF THE CAPITOL

Page

Acquisition of property 184
Annual maintenance increases 108
Botanical Garden, salaries and expenses 247
  Justification 248
Budget request 95
Capitol Buildings:
  Carryover items 397
  Extension 143
  Illumination 141
  Justification 121
Capitol grounds 110
  Justification 149
  Service vehicles 158
  Taft Memorial, maintenance 162
Capitol Physician's Office—(See U.S. Senate: Office of Attending Physician.)
Capitol Power Plant:
  Air pollution control 205, 211, 232
  Expansion of facilities 210, 237
  Expenditures for electrical energy 207
  Future plans 219
  Impact of Madison Library 206
  Justification 190
  Request for additional funds 235
Comparative summary of appropriations and appropriation estimates 101
Contingent expenses 117
General statement of Architect of the Capitol 96
Library buildings and grounds, structural and mechanical care:
  Budget request 371
  Justification 371
  Nonrecurring expenditures 395
Limitation on travel expenses 112
Madison Memorial Library:
  Description of building 89
  Estimate of cost 80, 94
  Jordan, Hon. B. Everett, statement of 79
  Justification 83
  New building site 81
  Three-stage construction program 79
Maintenance increases 108
Office of the Architect:
  Appropriations and estimates 96
  Justifications 103
  Salaries 102, 111
Radio-TV, House 110
Operation and maintenance 95
Sanitarian, employment of 669
Senate Garage:
  Justification 185
  Parking spaces available 187

	Page
Senate Office Buildings:	
Acquisition of property	184
Desk replacement program	182
Elevator service	180
Justification	164
Legislative lighting signals	183
Painting allotment	178
Plumbing system	182
Senate restaurants	543
Assets and liabilities	549
Financial statement	546
Operations statement	550
Price comparison	553
Subsidy request	543
Service vehicles and equipment, list of	159
Speech reinforcement system:	
House	109, 142
Senate	105, 141
Supplies and materials	109
Taft Memorial, maintenance	162
Travel expenses, limitation on	112–116
West-central front, emergency shoring and repairs and feasibility study	143

GENERAL ACCOUNTING OFFICE

Alliance for Progress	631
Auditing	627, 630, 631
Budget request	559
Cash savings	623
Centralized development assistance	625
Collections and other benefits	620
Congressional assistance	565, 593, 603, 607
Contract services	642, 648
Data Processing Center	637
Defunct projects, AID guaranteed loans on	595
Divisions:	
Claims	636
Field operations	635
International	629
Economic analysis capability	605
Employee training	623, 641
Employment security trust funds	566
Internal audit, special studies	611
Department of Agriculture	618
Department of Defense	618
Justifications	559, 620, 632, 637, 643
Letter of appeal	663
Management efficiency review	607
Personnel increase, recruitment	603
Philadelphia plan controversy	609
Pilferage in Vietnam	572
Policy and Special Studies, Office of	625
Price inflation, effect on budget	564
Salary comparability reviews	635
Staats, Elmer B., statement of	559, 574
Staff utilization	632
Travel	565, 643
Weapons system	567, 598

LIBRARY OF CONGRESS

Acquisitions	292
Administrative Department, justification	304
Appropriations and appropriation estimates, comparative summary	264
Appropriations and positions, chronological table	268
Assistant Librarian, positions in the Office of	303, 322

Page

Automation ---- 260, 294, 301, 333, 346
Additional positions required ---- 293
Books for blind and physically handicapped, justification ---- 424
Salaries and expenses ---- 429
Books for general collection, justification ---- 422
Budget request ---- 259, 653
Catalog card distribution, justification ---- 413
Collection and distribution of library materials (special foreign currency program) ---- 439
Commercial cataloging service ---- 420
Copyright office:
Fees and collections ---- 343
Justification ---- 336
Workload ---- 345
Department of Defense, loss of revenue from ---- 264, 455
Descriptive Cataloging Division, additional positions ---- 297
Foreign manuscript copying, establishment of center for ---- 301
Furniture and furnishings:
Justification ---- 401
Nonrecurring items ---- 410
Geography and Map Division ---- 300
Gifts and grants ---- 326
Hispanic Law Division ---- 323
Information Office ---- 304
James Madison Memorial Building ---- 262
Law Library ---- 322
Justification ---- 422
Legislative Reference Service:
Justification ---- 347
New positions ---- 361
Workload ---- 362
Mumford, L. Quincy, statement of ---- 259
Positions requested ---- 656
Positions supported by administrative overhead ---- 324
Preservation laboratory ---- 327
Presidential papers, organizing and microfilming, salaries and expenses, justification ---- 433
Processing department ---- 292
Publications ---- 11
Publications Office ---- 304
Public Law 480 program ---- 443
Reference department, justification ---- 297
Refinancing of positions ---- 262
Rental of additional space, justification ---- 329
Salaries and expenses, justification ---- 274
Special foreign currency program for collection and distribution of library materials, justification ---- 439
Staff transfer from GPO ---- 273
Pay increase ---- 418
Summary of budgeted position ---- 655

U.S. GOVERNMENT PRINTING OFFICE

Additional working capital requirement, general statement ---- 22
Agency printing plants ---- 25
Apprentice program ---- 2, 23
Automated electronic data processing ---- 45
Billing and collection ---- 6, 30
Bills and resolutions ---- 12, 33
Calendars ---- 11, 19
Code of Federal Regulations ---- 13, 18
Commercial printing ---- 26
Committee reports ---- 12
Congressional printing and binding ---- 3, 8
Congressional Record ---- 2, 10, 29, 31, 32

	Page
Cost accounting procedures, review of	30
Deaf and mute, employment of	24
Documents	12
Sale of	31
Electrical and air-conditioning requirements	3, 28
Electronic data processing	45
Employees	15
Expenditures	16, 34
Federal Register	17, 18, 33
Franked envelopes and documents	11
Funding reduction	7
Harrison, James L.:	
Encomium for	1
Statement of	1
Hearings	12
Income	16, 34
Incompleted orders	33
International exchange publications	11
Justifications	7
Library of Congress publications	11
Miscellaneous publications	10
New printing plant, withdrawal of funds	23
Overtime, increase in	2
Presidential Documents	12, 18
Procurement offices, establishment of	26
Public Papers of the Presidents	12, 17
Revenue, expense, earnings	20, 34
Revolving fund	3, 28
Superintendent of Documents:	
Branch bookstores	46, 49, 52, 54, 55
Data processing	45, 49, 51
Depository libraries	46, 55–78
Documents, sale	31
Monthly catalog	54
Office of	35
Revenues, expenses	52
Salaries and expenses	3, 35
Sale of publications:	
Return to treasury	47
Storage	52
Systems studies	50
Training classes	24
U.S. Government organization manual	12, 18
Volume growth, printing and binding	2
Working capital	2, 22

U.S. SENATE

Administrative and clerical assistants to Senators	460
Administrative payroll	467
Allowances to Senators	456
Automobiles and maintenance	461
Budget request	455
Bureau of Unemployment Compensation transfer	462
Committee employees and conference of the majority and minority	460
Committee on Reduction of Federal expenditures	472
Compensation of Vice President and Senators	457
Comptroller of the Senate	459, 488
Transfer of fiscal operations	511
Contingent expenses	461
Expense allowance, Vice President and majority and minority leaders	458, 466
Folding documents and mail transportation	461
Inquiries and investigations	461, 464, 469
Joint Committee on Atomic Energy	477

	Page
Joint Committee on Defense Production	481
Joint Committee on Internal Revenue taxation	478
Joint Committee on Printing	478
Joint Economic Committee	472
Joint Items	472, 649
Legislative Counsel	471
Mail costs	458, 652, 670
Mileage, President of the Senate and Senators	458
Office of Attending Physician:	
Additional nurse	107
Sanitarian—(See under Architect of the Capitol.)	
X-Ray facilities	141
Office of the Chaplain	459
Office of the Majority and Minority Leaders	458, 462
Office of the Majority and Minority Whips	458
Office of the Secretary	466
Disbursing Office	455, 535
Office of the Secretary to the Majority and Minority	461
Office of the Sergeant at Arms:	
Budget request	489
Capitol Police:	
Powell, Chief James M., statement of	499
New positions	461
Pages—(See Pages, infra.)	
Press, news, and radio-TV galleries:	
Basic salary increase request	537
Proposed salary adjustments	541, 668
Resolution presented	539
Senate recording studio	497
Service department	495, 501
Pages:	
Education	483
Increases	498
Payment to widow of late minority leader	472
Postage, stationery, communications	464
Restaurants—(See under Architect of the Capitol.)	
Salaries, officers and employees	458, 467
Senate policy committees	461
Statements of appropriations	488
Transfer of fiscal operations	511
WATS line	462, 463

