1033

92 Y4
Ap6/2
D63/972
pt.1



Senate Hearings

Before the Committee on Appropriations

District of Columbia Appropriations

92*d* CONGRESS, FIRST SESSION

Fiscal Year 1972

DOCUMENTS
AUG 18 1971
THE LIBRARY
KANSAS STATE UNIVERSITY

Part 1—Pages 1 through 766

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

AN ACT MAKING APPROPRIATIONS FOR THE GOVERNMENT OF THE DISTRICT OF COLUMBIA AND OTHER ACTIVITIES CHARGEABLE IN WHOLE OR IN PART AGAINST THE REVENUES OF SAID DISTRICT FOR THE FISCAL YEAR ENDING JUNE 30, 1972, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations



U.S. GOVERNMENT PRINTING OFFICE

58-979 O WASHINGTON : 1971

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS

DANIEL K. INOUYE, Hawaii *Chairman*

JOSEPH M. MONTOYA, New Mexico
ERNEST F. HOLLINGS, South Carolina
ALLEN J. ELLENDER, Louisiana, *Chairman*
CHARLES H. PERCY, Illinois
J. CALEB BOGGS, Delaware
MILTON R. YOUNG, North Dakota

EX OFFICIO MEMBERS FROM THE COMMITTEE ON THE DISTRICT OF COLUMBIA

THOMAS F. EAGLETON, Missouri
ADLAI E. STEVENSON III, Illinois
CHARLES McC. MATHIAS, JR. Maryland

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

MONDAY, MARCH 15, 1971

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

The subcommittee met at 10 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senator Inouye.

DISTRICT OF COLUMBIA

OFFICE OF THE COMMISSIONER

STATEMENT OF WALTER E. WASHINGTON, MAYOR-COMMISSIONER

ACCOMPANIED BY:

GRAHAM W. WATT, DEPUTY MAYOR-COMMISSIONER
COMER S. COPPIE, BUDGET OFFICER
KENNETH BACK, DIRECTOR OF THE DEPARTMENT OF FINANCE AND REVENUE FOR THE DISTRICT OF COLUMBIA

SUBCOMMITTEE PROCEDURE

Senator INOUYE. Ladies and gentlemen, the hearing will please come to order.

Today we begin our hearings on the fiscal year 1972 District of Columbia budget. The hearing marks not only the opening of our consideration of that budget but my first experience as chairman of this subcommittee, and, indeed as a member of the Appropriations Committee. For me these hearings will be an educational process and I hope that you will bear with me should I appear naive or unsophisticated as I proceed along.

I commence these hearings at an early date and in so doing I am continuing the practice begun by my predecessor last year—a practice which produced the first District of Columbia appropriations bill in 7 years to be enacted by the beginning of the fiscal year. I believe it is essential to good planning and the orderly processes of government to know what funds will be available prior to the time the government starts spending them. A bill before the beginning of the fiscal year will, therefore, be our goal again this year. With the cooperation of our sister committee in the House of Representatives and the legislative committee we shall achieve it.

Such early consideration will also insure that this budget gets the full attention it deserves and make our deliberations here available to the legislative committee for their consideration of District needs as well as the resources.

If I may say as an aside at this point, I am hopeful that when we conclude these hearings, all of you will agree with me that the District of Columbia did have its day in court.

You might be interested to know that we will be spending about 3 weeks on the hearing; and if we do so, we will be spending more time on the District of Columbia budget than the Senate will be spending on the Department of the Army, which spends a bit more than the District of Columbia.

Mayor WASHINGTON. Slightly.

COMPLICATION OF FISCAL STRUCTURE

Senator INOUYE. Let me say at the outset that my introduction to the District fiscal structure reveals that it is as complicated as any departmental budget presented to the Congress and as challenging an assignment as any that has come to me in my congressional career. With your help and with the assistance of my fellow members, I shall endeavor to measure up to the high standard of dedicated service and conscientious performance set by my distinguished predecessors.

As I have studied the myriad problems facing our Nation's Capital, I have thought in my own mind that every Member, and certainly any Member of Congress who seeks the Presidency of the United States, should have the opportunity that is ours, because the problems of the District are the problems of urban America in microcosm: Crime, overburdened transportation systems, population flight, stagnation in the delivery services, problems of public health, schools, pollution, overburdened sanitation facilities, and spiraling welfare rolls.

HOME RULE ASPIRATIONS

Solutions to these problems are so illusive as trying to catch a moonbeam in a darkroom. The Mayor and the city council, however, now have 3 years of budget and administrative experience behind them, and I have the feeling that at long last a unified city government is rapidly moving into a position effectively to meet these issues head on. In so doing, they will have the full and unqualified support of this subcommittee and its chairman. Incidentally, I have been thinking that, while almost everyone has a desire to be first, I desire to be the last chairman of this subcommittee, for I have the earnest hope that the day is not far off when home rule will afford the citizens of our Nation's Capital the opportunity to resolve their own budget and financial problems as do other State and local jurisdictions in our Nation. As Senator from Hawaii, let me say that I know full well the frustrations which are yours, and the feeling of importance which are generated by such lack of representation and denial of the powers of self-government.

HEARINGS PRIOR TO TRANSMISSION OF PRESIDENT'S BUDGET

The President has again followed his practice begun last year of submitting a delayed District of Columbia budget. While it is not anticipated that the official budget will be transmitted to the Congress for another several weeks, past experience indicates that we can anticipate that any adjustment to the Mayor's budget be relatively small.

In any event, we will begin our hearings utilizing the components of the $885 million budget submitted by the Mayor to the City Council; and we will adjust all data and summary tables to reflect the budget acted on by the council and officially transmitted by the President.

REAPPEARANCE OF MAYOR WASHINGTON

In the event of major revisions, the Mayor will not come before us until after the official transmittal. We will deal in depth with the problems of financing and alternative levels of funding when the Mayor comes before us at the conclusion of justifications by departmental witnesses. I feel, however, that we should not begin without a brief overview of the District's fiscal picture. I have asked Deputy Mayor Watt and the District Budget Officer, Mr. Coppie, to make such a presentation to us. I am certain the Mayor will come before us again.

At this time I would like to say how pleased we are to have with us on the opening day of our hearings, the distinguished Mayor of the District of Columbia, the Honorable Walter E. Washington. I am, personally, pleased that he was able to knock off the flu.

Mayor WASHINGTON. Thank you, sir.

Senator INOUYE. I watched you on TV yesterday, and I know you are in good shape.

DAY IN COURT

Mr. Mayor, we will be very pleased to hear from you, sir.

Mayor WASHINGTON. Thank you very much, Mr. Chairman. I have a very brief statement.

As you know, because through your graciousness, we have been able to reserve a period after the President transmits the budget for a more comprehensive opportunity for me to cover the field, as it were. I appreciate this opportunity and appreciate this courtesy which you, Mr. Chairman, extended to us.

I would not, however, like these proceedings to begin without being personally present to have heard what I believe to be one of the most telling observations about the city, the one that you made by saying that the District of Columbia government will indeed have its day in court.

For 4 years now, since I have been in office, I have been treated very courteously by members of both Houses; the question lingers, however, as to whether or not this suggests at the same time that you have your day in court.

SATURDAY NIGHT VISITS OF SUBCOMMITTEE CHAIRMAN TO CITY FACILITIES

Courtesy cannot equal this proposition. But you have stated it so well, and you have also indicated your support. Also, from my own personal knowledge, I know that you have taken the time to go out into the city on Saturdays at night with the scout cars and visited some of our facilities that are the heartbeat of our city, seeing at first-hand some of the problems.

You know that we are not talking about simply another city or an ordinary piece of real estate. We are talking here in these hearings about the piece of real estate that indeed is probably the core of the free world, the seat of our Federal Government, the center of the fastest burgeoning metropolitan area in the Nation, and the home for

nearly a million people. This is unique in America, and unique in the world, it seems to me. You have caught the excitement of the theme that we face today in this city. Because I believe so goes this Nation, so goes the city; so goes the city, so goes the Nation.

STRIVING TO BUILD A HEALTHY AND ATTRACTIVE ENVIRONMENT

And so, Mr. Chairman, I am happy to be here at the beginning, and I look upon these hearings as more than a justification of proposed expenditure items.

I expect that these hearings will portray a broad picture of issues and problems within our city. I expect that we will be able to indicate how we seek to resolve our problems—what difficulties and what progress we are experiencing as we move forward to build a healthy and attractive environment for our citizens and all who visit this city.

PECULIAR MIXTURE OF HOPE AND CONFIDENCE AND FRUSTRATION AND CONCERN

Of the five official members of this Subcommittee on District Appropriations, four Senators are new, including you, as you pointed out, Mr. Chairman. But whatever is new about you, you bring a breath of fresh air to this situation, it seems to me, when you speak of the time and the concern and the day in court for the city.

We face a great challenge at this time and I welcome your attention to this challenge. In my 4 years as Mayor-Commissioner of the District of Columbia, I have never felt such a peculiar mixture of hope and confidence, frustration and concern, for the future of our city.

My optimism comes from a whole host of factors. Recent strong economic indicators, commercial investments, a growing sense of security as we further our public safety effort and expectations of a record tourist year about to begin with spring as one of our most delightful times in Washington.

Yet, my responsibilities as chief executive of a major urban city today are such, that I must express my deep concern for the District's fiscal health, and thereby, its ability to sustain and improve essential city services. The pressures of inflation and uncontrollable cost increases demand financial resources beyond our revenue capability. The impact of this nationwide trend, which we do not expect to lessen in future years, must be a high priority consideration for all of us—and, I would add, not just for Washington, D.C., but for all cities and States across the country.

You are quite correct, sir; when you indicate that this city is a microcosm of the entire Nation and the cities, in the struggle of cities and communities throughout the Nation.

The focus of these initial sessions will be on specific departmental functions, requests, and issues.

DAY IN COURT: PRESENTATION OF CITY'S MOST CRUCIAL DOCUMENTS

Deputy Mayor Watt is prepared to give a broad brush of our situation as it stands, aided by Mr. Comer Coppie, and, as you know, they

will proceed as I conclude. But I cannot conclude, again, sir, without saying to you I am pleased and delighted that you set the tone, the tone for us to present what, I believe, is probably the most crucial document this city has presented in its recent history.

Sir, you have made the hearts of this government and many, many, many of its citizens happy by this attitude of consideration and the provision of a day in court, something that the District of Columbia awaits.

I would defer now to the Deputy Mayor, so he may proceed.

RECENT INCREASE OF INTEREST IN CITY

Senator INOUYE. Mr. Mayor, I thank you for your very generous remarks. I only wish to say that your statement is a most appropriate preface to our hearings. As I indicated to you some time ago, like most Members of Congress, I looked upon the District of Columbia as I would upon any other city. And throughout the transcript of the past hearings, I note that this city compared with other cities of equal size.

My interest in the District of Columbia admittedly runs for a little less than 2 months now. Although I have been in the Congress for nearly 12 years, like most Members of Congress, we have been preoccupied with problems relating to our country and to our States. So very few of us have had the inclination and the time to concern ourselves with your problems.

FEDERAL CONTRIBUTION

In the last 45 days, I am convinced that this is a unique city, and if this is going to be the Nation's Capital, then I think the people of this Nation should pick up a hefty part of the tab. For example, as we go along in our hearings, I am certain your witnesses will tell us that only 45 percent of the land area here is taxable and about 55 percent of this land area is held by the Government, and other nontaxable organizations. This situation does not exist in Atlanta, or other cities of equal size.

Furthermore, your police force is called upon constantly, every day, to deal with VIP's—ambassadors, prime ministers, presidents, emperors, and kings. No other city in the United States is called upon to do this. This would be unfair for the people of the District of Columbia to pick up that tab. And I think the people of the United States should pick up that type of cost.

So, although I come to this hearing with a few prejudices of my own, in general, my mind is open, and at this point may I say that I lean toward you, sir.

Mayor WASHINGTON. Thank you, sir. This is a very happy leaning that you have.

Senator INOUYE. Now, I would like to call upon our Deputy Mayor, Mr. Watt, and Mr. Coppie, to give us an overview of what the finances of this city look like.

Statement of Deputy Mayor Watt

BUDGET PROCESS IN DISTRICT

Deputy Mayor Watt. Thank you, Mr. Chairman.

This morning's session is the initial presentation of the fiscal 1972 District of Columbia budget proposals to the Congress.

The circumstances surrounding our testimony are somewhat unique. In part this is due to the uniqueness of the District budget process. In accordance with the Reorganization Plan No. 3 of 1967, the District of Columbia's budget for fiscal year 1972 has been formulated by the Mayor-Commissioner, sent to the City Council, and the Council reported its recommendations on Friday, March 12. The Mayor-Commissioner has not yet responded to those recommendations.

For most cities, this step would complete the budget review process. However, the District is also an agency of the Federal Government and as such, must conform to requirements of the Federal budget process as outlined in section 214 of the Budget and Accounting Act of 1921. This lengthy and complex review process is not yet complete. These hearings begin this morning prior to the final formulation of the District budget and its transmission to the President by the Congress.

CITY ENGAGEMENT IN WIDE VARIETY OF DIVERSE ACTIVITIES: FUNDING INADEQUACY

As your study of this budget will demonstrate with increasing clarity, this city engages in a wide variety of very diverse activities. You will also learn that we have effective programs carried on by many of our agencies which relate directly to these varied urban needs. We are aware, too, that in some areas, unfortunately, our ability to solve problems and meet public service demands falls short of our goal. There are, we must all recognize, many service deficiencies which are not overcome in this budget.

To illustrate, I would call your attention to a few areas representing both progress and need. This list is by no means exclusive:

Narcotics Treatment Program

Our narcotics treatment program expects to serve about 3,300 addicts in fiscal year 1972. This number is significant, considering that the program was virtually nonexistent a year ago. But our program falls very short of any measure of adequacy when compared with the number of addicts (conservatively estimated at about 16,000) in the District of Columbia—and when we consider the close connection between narcotics addiction and the crime rate.

Health Care Delivery System

The District's health care delivery system is designed to operate with a network of neighborhood health centers. Thirty-one centers were planned, but only eight are in operation. Although the figures will indicate that the state of the District's health is much improved over previous years, the same figures indicate the extent of the needs yet to be met; in 1965, the mothers of 27 out of every 100 children

born in the District had inadequate prenatal care—or none at all; in 1969 the ratio had been reduced to 19 in each 100, still nearly one in five births.

The rate of new active tuberculosis cases was 39 per 100,000, which was down from about 56 per 100,000 in 1968. Yet the rate is too high and should be further reduced.

Our infant death rate in 1969 was 20 per 1,000 live births as compared to 32 per 1,000 births in 1968. It is less than 30 for the first time since 1953. And yet who is to say that 29 deaths out of every 1,000 births is an acceptable level of health standards for this community.

The need for future improvement is obvious; our ability to meet that need is directly related to our capacity to expand available services.

Food Stamp Program

One of the District's major efforts to eliminate hunger and malnutrition is the food stamp program. It is estimated that less than half of approximately 42,000 families eligible to participate do in fact receive assistance; this budget does not contain additional funding which could increase program participation.

Public Safety Program

Considerable resources have been secured in recent years for our public safety program, and progress has resulted. Important support operations have not been equally strengthened, however, the impact of the law enforcement effort and court reorganization has been very heavy for such agencies as the Parole Board, the Public Defender Service, Corrections Department, Bail Agency and the Corporation Counsel's Office. Many proposals of the fiscal year 1972 budget begin to approach these needs, and they will be presented in more detail by the appropriate city officials.

District Agencies

Essential needs which are the responsibilities of smaller District agencies also are far more vast than this budget provides. The Minimum Wage and Industrial Safety Board is requesting permanent funding for two temporary safety inspector positions. The Board's objective is to reduce the number of injuries and deaths in industrial and construction work. This request would only maintain the current workload capacity at a time when demands resulting from the subway construction are increasing greatly. Over the METRO construction period, 5,000 persons will be employed in extremely hazardous mining and compressed air work, a 40-percent increase in construction manhours and a comparable increase in need for more frequent and lengthy inspections of METRO sites. A minimum of 1,500 additional inspections will be required in fiscal year 1972 just for METRO.

Fiscal Limitations and Inadequacy of Anticipated Revenue Increase

When we consider the total needs of the District, as we have come to see them from a close and continuing vantage point, it is agonizing to us in the District government to present a budget which meets only

some of these needs. The District's fiscal limitations compel this limited presentation. The anticipated growth in revenue from presently available sources is about 5 percent. This growth is not sufficient even to support the uncontrollable cost increases for which we must provide.

MAYOR-COMMISSIONER BUDGET REQUEST

The Mayor-Commissioner's fiscal year 1972 budget totaled $885 million. Of the proposed increase over the fiscal year 1971 appropriation, 79 percent, over $90 million, represents increases which are of this mandatory and uncontrollable nature. A further explanation of these costs and how they relate to the fiscal year 1972 budget will be presented by Mr. Coppie.

INFLATION AND UNCONTROLLABLE COSTS

Another factor which limits our capacity to meet our city's needs is inflation. The funds available to us simply purchase less services than in previous years. This is clear in an examination of the increase in the price of materials and services from 1960 to 1970. For all sectors of the economy, a 31-percent cost increase has occurred; for the Federal Government the increase is 43 percent; and for State and local governments we measure the highest increase of all, 54-percent. These are national figures.

Yet at the same time, it is the State and local tax base which is the most inelastic and least productive.

The burden of uncontrollable costs and inflation determined the guidelines under which the fiscal year 1972 budget was formulated. The executive budget concept places responsibility upon the Mayor-Commissioner for allocating resources among programs and for balancing expenditure requirements with anticipated revenues. The budget we propose requests funds for almost all uncontrollable costs and for some limited programs to which a strong policy commitment has been made. The financial plan for this fiscal 1972 budget requires additional revenue of $90 million. Our revenue proposals suggest a sharing of the additional costs by all who have a part in the life of Washington, D.C. Three sources are proposed: National support, through an increased Federal payment; regional support, through a reciprocal income tax; and local support, through a higher real property tax rate.

BUDGET COMPONENTS

This is the first year that we are requesting regional support. Until this year the financing of the operating budget has been by Federal payment and local taxes with local tax revenue financing about 80 percent of the total appropriated expenditures. Not including proposed new sources, the breakdown of major revenue sources for fiscal 1972 are the following: Federal payment, $126.0 million; property tax, $138.0 million; sales and gross receipts taxes, $132.5 million; and income taxes, $134.8 million.

Both the Federal contribution and level of local taxation have been substantially increased in recent years. In fiscal 1965, the Federal payment was $37.5 million. The current authorized level is $126 million and a further increase to $153 million is proposed for fiscal year 1972.

There have also occurred over the past several years, numerous increases in real estate and other local taxes whose burden falls primarily on District residents. Just last year, a 25-percent across-the-board hike in the District individual income tax was enacted.

COMPARISON OF TAX BURDEN WITH SURROUNDING JURISDICTIONS AND OTHER LARGE CITIES

An important consideration in our revenue program is that new proposals do not accelerate the trend of higher income residents and business moving to the suburbs. Our Department of Finance and Revenue has done a careful study of comparative tax burdens in the Washington metropolitan area. Mr. Back will elaborate on this in his presentation, but it can be generally summarized. The District's tax burden is fairly comparable to surrounding jurisdictions, being somewhat less than the burden of Maryland jurisdictions and generally higher than the Virginia suburbs except for Fairfax City. Turning to a nationwide comparison, of the 25 largest cities, the finance and revenue study shows the District's tax burden to be about average.

Mr. Chairman, I would turn to Mr. Coppie for his presentation of the highlights of the fiscal year 1972 budget, as it has been put together and formulated by the Mayor-Commissioner.

Senator INOUYE. Mr. Coppie, welcome to the committee, sir.

STATEMENT OF MR. COPPIE

RECENT TRENDS OF BUDGET GROWTH

Mr. COPPIE. Thank you very much, Mr. Chairman.

Mr. Chairman, this is a chart that summarizes the recent trends of budget growth in the District of Columbia. You will note that we have had sharp increases between the period 1965 and 1972, in both the operating budget area and the capital outlay budget area.

It is frequently asked why a city that has a relatively stable population could have such a substantial increase in the budget in a relatively short period of time. I would like to speak to that point, based on the information that flows from this chart.

You note that the 1965 budget was $294.1 million in the operating area. That has increased to $685.1 million for 1972, based on the Mayor's initial proposal to the City Council. That is better than a $300 million increase, Mr. Chairman, and represents about 133-percent increase in the operating budget area.

I would point out that while the population has remained relatively stable, 750,000 people, within the total population, there have been significant service population shifts. For example, in 1965 there were 30,000 major crime offenses in the District of Columbia; by 1970 that had increased to 90,000 major crime offenses. To meet the crime problem, which has been one of the major problems throughout the period of the 1960's, we have had more than $40 million appropriated between the period 1969, 1970, and 1971. That is annualized to a $40 million figure in 1972. The highlight of this increase, Mr. Chairman, is 2,000 additional policemen on the streets of the District of Columbia at a cost of about $25 million.

This expenditure is clearly justified but, nevertheless, it has had an important impact on the resources of the District of Columbia and does influence growth in the District of Columbia budget.

Another major factor has been the growth in public assistance. In 1967, we had 12,000 public assistance cases in the District of Columbia; by 1972, that is expected to increase to a level of 36,000 cases.

Senator INOUYE. Mr. Coppie, before we go on, maybe the folks in the back want to see. If you would turn the chart around.

Mr. COPPIE. You might not be able to see it, then.

Senator INOUYE. We will see it, don't worry.

PUBLIC ASSISTANCE CASELOAD

Mr. COPPIE. Talking about public assistance, Mr. Chairman, in 1967 the public assistance caseload was at 12,000 cases. By 1972, that is expected to increase to about 36,000 cases.

In a recent study that was completed by the Department of Health, Education, and Welfare, we discovered that the District, like other major urban centers across the country, had been affected by the public assistance change; it is a nationwide phenomenon. In the study that was released last week by HEW, I think we were the 11th of the major urban cities in the number of people that were on public assistance in the United States.

Senator INOUYE. What city was number 1?

Mr. COPPIE. I believe it was Suffolk County, which includes Boston, Mass. I think there is better than 15 percent of the population in Boston receiving public assistance.

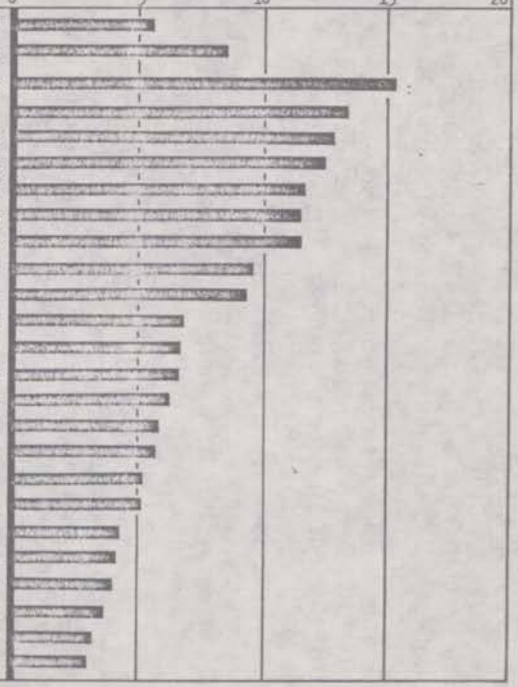
Senator INOUYE. Will you submit that table for the record?

Mr. COPPIE. Yes, sir; I would be glad to.

(The table follows:)

PUBLIC ASSISTANCE: RECIPIENT RATE IN SELECTED CENTRAL COUNTIES AND CENTRAL CITIES 1/ FEBRUARY 1970

Central county or central city	Percent of the county population in central city, 1970	Recipients as percent of population
United States, total	---	5.7
Central county or city, total 2/	---	8.6
Suffolk County (Boston)	87.1	15.3
New York City	100.0	13.4
Baltimore City	100.0	12.8
St. Louis City	100.0	12.5
San Francisco City	100.0	11.7
Philadelphia City	100.0	11.5
Essex County (Newark)	40.8	11.5
Los Angeles County (Los Angeles-Long Beach)	44.9	9.7
Alameda County (Oakland)	33.8	9.4
Cook County (Chicago)	61.2	6.8
District of Columbia	100.0	6.7
Cuyahoga County (Cleveland)	43.4	6.6
Wayne County (Detroit)	56.5	6.4
Fulton and De Kalb Counties (Atlanta)	48.3	5.9
Allegheny County (Pittsburgh)	32.2	5.8
Ramsey County (St. Paul)	65.0	5.2
Milwaukee County (Milwaukee)	67.8	5.1
Snohomish County (Everett)	19.8	4.2
King County (Seattle)	45.9	4.1
Hennepin County (Minneapolis)	45.2	4.0
Dallas County (Dallas)	63.5	3.6
Orange County (Anaheim-Santa Ana-Garden Grove)	31.3	3.2
Harris County (Houston)	70.4	2.9



1/ Includes for 20 largest Standard Metropolitan Statistical Areas, central cities for which public assistance data relate to central city and selected counties for which public assistance data relate to county population in which central city is located.

2/ Central counties or cities of 20 largest Standard Metropolitan Statistical Areas.

INFLUENCE BY HIGHER EDUCATION

Mr. COPPIE. Another major factor that has influenced our budget is higher education. In 1967, the Congress authorized new public institutions of higher education for the District of Columbia; the Federal City College and the Washington Technical Institute. Before 1967, we had one public college, the District of Columbia Teachers College, with an enrollment of less than 2,000 and with a budget of less than $2 million. By 1972, the growth in the public higher education system, as a result of the 1967 District of Columbia Higher Education Act is expected to increase to 16,000 students full time and part time and an estimated budget requirement of $30 million.

Mr. Chairman, another major factor that has influenced the budget is the increase required for the public school system. There has been a relatively stable school population in the period of the 1960's: it has been increased by, I think, 7,000 students. There has been, however, a major commitment on the part of the District government, which has been honored by the Congress, to improve the quality of instruction in the public school system. In 1965, the public school budget was just under $70 million, and in 1972, the Mayor has proposed a public school budget of $143 million.

These are some of the major factors that influence our budget situation. As the Deputy Mayor has pointed out, we are affected by inflation, and that has also been a factor in influencing budget change in the period 1965–70. More than $90 million was appropriated to meet salary requirements in the District of Columbia. This is salary increases for the classified employee; the wage board employee, and police, fire, and teacher employees.

CAPITAL BUDGET

Looking at the capital budget or the budget which funds our physical plant expansion, in 1965 the capital budget was $59.6 million. By 1972 we project a capital budget requirement of just under $200 million, based on the Mayor's submission to the City Council.

The major factor which influences the capital budget change is the requirements of the public schools. Better than $75 million of $199.7 million proposed in 1972 is required for the public school system. Another major factor is the increasing impact of the Metro System on our capital budget. In 1972, Metro will require $38 million.

Mr. Chairman, just to try and pinpoint a service population area once again, looking at public assistance, you can see that we have come from a 13,580 caseload in 1969, to a 36,000 caseload in 1972. The initial appropriation for fiscal year 1971 was at $24.5 million, and our supplemental requirements are expected to increase that to $30.9 million. So as you can see, the caseload has gone up very sharply and that has had a substantial impact on the resources of the District of Columbia.

IMPACT OF DISTRICT OF COLUMBIA UNCONTROLLABLE COST INCREASES

Mr. Chairman, when we were planning for the 1972 budget, early in the 1970 calendar year, we did some projections with regard to where our budget had come, and where it would be perhaps going in the 1972 period. We discovered that one of the factors that was increas-

ingly significant in terms of its impact on the District of Columbia budget, and District of Columbia resources, were the so-called uncontrollable or mandatory costs in the District budget. These are costs that we have little or no control over. They are built into the annual budget requirement.

As we moved forward, to plan for the 1972 fiscal year, we realized that the mandatory or uncontrollable cost factors were going to be running substantially ahead of our resources or our ability to fund them; that is, of the resources that are already authorized for the District of Columbia. When the Mayor and the Deputy Mayor went out with their 1972 instructions for the operating departments, they essentially called for an austerity budget or a hold-the-line budget. That is essentially what we have presented to the City Council for 1972, and that is essentially what you will be learning more about during the next several weeks.

For 1972, based on the Mayor's presentation to the City Council, the increase over the fiscal 1971 appropriation is $114.5 million in the operating budget area. This breaks down to $90.3 million for the mandatory or uncontrollable cost, or 78.9 percent of the total increase. Second, $24.2 million—21.2 percent—is for obligatory programs.

STAFFING IN MANDATORY CATEGORY

Senator INOUYE. Before we proceed, I can understand where "debt services" and "retirement contribution" would be considered mandatory, and are legally mandatory, but what do you mean by "staffing" and "other personnel" costs there? Are they mandatory by law?

Mr. COPPIE. They are not mandatory by law, Mr. Chairman, but as a practical matters, we consider them to fall into the mandatory area. First, on staffing. This request is $2.7 million. This item provides staffing for new facilities that are scheduled to be completed in the 1972 fiscal year. In order for that facility to become operational, we do require the necessary staffing. So in that sense, we see it as a mandatory item.

PERSONNEL COSTS

Then in the "other personnel" costs, this is primarily the normal within-grade advancement for employees in the District of Columbia—the classified employee, the police, fire, and teacher employees and the wage board employees. While there is some discretion involved here, I think that the historical situation would clearly indicate that it does become a mandatory requirement in this budget, as indeed it is throughout the Federal Government.

FACTORS CONSTITUTING MANDATORY PROGRAMS

On the mandatory programs, the largest factor here is for pay raises, $41.6 million, or 36.3 percent.

A second major factor is "human resources," $20.3 million or 17.7 percent. This is the cost that is required to maintain our public assistance caseload and medicaid program. There is a direct relationship between the increase in the public assistance caseload and the increase in the medicaid caseload. In 1972, that is expected to require an additional $20.3 million, based on our current projections.

Then there are a variety of other mandatory increases, two of which we have talked about—the debt service on our capital borrowings, the retirement contributions and a miscellaneous "other" category, $4.4 million, the largest item here being the increase required for the school transit subsidy.

Senator INOUYE. This is the District of Columbia subsidy——

Mr. COPPIE. That is correct.

Senator INOUYE (continuing). The one that was turned down by the Council?

Mr. COPPIE. That is correct.

PRIORITY INCREASES FOR 1972 BUDGET

Mr. Chairman, as we developed the 1972 budget, while we realized the largest part of our increase was going to fall in the mandatory or uncontrollable area, there were certain increases that have a high degree of total discretion associated with them, but that, nevertheless, we felt a high obligation to request them in 1972 in order to maintain posture of the city.

These fall into four major areas—a $3.2 million increase for public safety; $13.3 million increase for human resources; $5 million for higher education; and $2.7 million increase for other obligatory programs.

PUBLIC SAFETY AREA

To speak specifically to this, in the public safety area, $900,000 is for the further implementation of court reorganization as authorized by the Congress in June 1970; $2.3 million is for the Department of Corrections, primarily to meet the minimal staffing requirements in the correctional institutions. In higher education, $1.2 million is for the Washington Technical Institute to allow for the further development of its program, consistent with the 1967 Public Higher Education Act; $3.7 million is for the Federal City College to allow for the further implementation of the Public Higher Education Act of 1967; and $100,000 is for the D.C. Teachers College.

HUMAN RESOURCES AREA

We request $5.2 million to allow for an increase in the standard of public assistance payments. Currently, we are paying at 75 percent of the 1970 cost of living index. We propose to increase that in 1972 to 85 percent of the 1970 cost of living index.

COMPARISON OF PUBLIC ASSISTANCE PAYMENT

Mr. Chairman, when we met wth you briefly last week, you asked how our public assistance payment compares with other States across the country. A review that we have now completed indicates that 30 States are paying at a higher percentage of standard than the District of Columbia, and that 14 of those States are actually paying at 100 percent of the current cost of living index.

Senator INOUYE. Will you make that as a part of the record, sir?

Mr. COPPIE. Yes.

That change to 85 percent will require $5.2 million.

(The information follows:)

Table 4.--Aid to families with dependent children: Monthly amount for basic needs under full standard and payment standard and largest amount paid for basic needs for a family consisting of four recipients, by State, July 1970

State	Monthly amount for basic needs				Largest amount paid for basic needs	
	Full standard	Payment standard 1/			Amount	Percent of full standard for basic needs in column (1)
		Total	Other than rent	Rent		
	(1)	(2)	(3)	(4)	(5)	(6)
Alabama	$230	$230	$185	$45	$81	35
Alaska	400	400	(2/)	(2/)	375	94
Arizona	256	256	186	70	167	65
Arkansas	176	176	141	35	100	57
California	432	432	292	140	221	51
Colorado	235	235	166	69	235	100
Connecticut	330	330	176	154	330	100
Delaware	287	236	186	50	187	65
District of Columbia	318	238	144	3/ 94	238	75
Florida	223	223	142	81	134	60
Georgia	208	208	168	40	133	64
Guam	(2/)	(2/)	(2/)	(2/)	(2/)	(2/)
Hawaii	263	263	175	88	263	100
Idaho	272	242	180	62	242	89
Illinois	282	282	187	95	282	100
Indiana	322	322	263	4/ 59	150	47
Iowa	300	243	186	57	243	81
Kansas	267	244	187	57	244	91
Kentucky	264	216	176	40	187	71
Louisiana	213	213	163	4/ 50	109	51
Maine	349	349	234	115	168	48
Maryland	302	196	155	41	196	65
Massachusetts	314	314	236	78	314	100
Michigan	263	263	178	85	263	100
Minnesota	299	299	209	4/ 90	299	100
Mississippi	232	232	192	40	70	30
Missouri	325	325	260	65	130	40
Montana	250	228	170	58	228	91
Nebraska	330	330	230	100	200	61
Nevada	317	317	212	105	143	45
New Hampshire	294	294	209	85	294	100
New Jersey	347	347	347	4/ 100	347	100
New Mexico	203	182	140	42	182	90
New York	336	336	231	105	336	100
North Carolina	184	158	96	3/ 62	158	86
North Dakota	284	261	189	72	261	92
Ohio	258	200	104	3/ 96	200	78
Oklahoma	218	185	145	40	185	85
Oregon	281	225	175	50	225	80
Pennsylvania	313	313	227	86	313	100
Puerto Rico	132	132	112	4/ 20	53	40
Rhode Island	263	263	183	80	263	100
South Carolina	198	103	82	21	103	52
South Dakota	300	300	200	100	300	100
Tennessee	217	217	184	33	129	59
Texas	239	179	146	33	179	75
Utah	271	212	159	53	212	78
Vermont	327	304	200	4/ 104	304	93
Virgin Islands	(2/)	(2/)	(2/)	(2/)	(2/)	(2/)
Virginia	279	261	166	3/ 95	261	94
Washington	303	303	203	100	303	100
West Virginia	265	138	100	38	138	52
Wisconsin	255	217	144	3/ 73	217	85
Wyoming	277	265	194	71	227	82

1/ Payment standard for the specified type of family living by itself in rented quarters for which monthly rental, unless otherwise indicated, is at least as large as the maximum amount allowed by the State for this item.
2/ Data not reported.
3/ Utilities included in rent.
4/ Estimated average.

Note: The full standard is the amount with which income from all sources is compared to determine whether or not financial eligibility exists. Use of the full standard for this purpose (where this is different from the payment standard) is mandatory only for AFDC applicant families with earned income who have not received assistance in anyone of the four preceding months.
The payment standard is the amount from which income "available for basic needs" is subtracted to determine the amount of assistance to which a family is entitled.
The largest amount paid is the total monthly payment for basic needs made under State law or agency regulations to families with no other income.

COST IF BASED ON 100 PERCENT

Senator INOUYE. Excuse me, Mr. Coppie. What would the cost be if it were up to 100 percent of standard?

Mr. COPPIE. It would require about $7.8 million in additional funding, Mr. Chairman, based on our estimated caseload.

INCOME SUPPLEMENTATION

Mr. Chairman, to come to income supplementation, because that relates to public assistance. The request is $4.8 million for an income supplementation program in 1972.

Mr. Chairman, by the 1967 Social Security Amendments affecting public assistance, all States, including the District of Columbia, are required to supplement the difference between the income a working mother receives from her normal employment and the minimum amount she would receive if she were on public assistance. The District is not in compliance with that Social Security requirement and we do propose to begin that program. In 1972 that will require $4.8 million, in additional funding.

REQUEST FOR REIMBURSEMENT TO HOSPITALS

Then we are requesting $628,000 for 267 positions in the Department of Human Resources to service the public assistance caseload. Our request of $2.6 million is to reimburse the hospitals that are participating in our medical charities program at reasonable cost. Currently, by the appropriation language in our appropriation bill, they are reimbursed at $38 a day for inpatient costs, and $6 a day for outpatient costs. Both costs are about 5 years dated and we recommend that they be paid at reasonable cost consistent with the same reimbursement that the hospitals get under the Medicaid program.

REQUEST FOR VARIETY OF PROGRAMS

Then, Mr. Chairman, we request $2.7 million for a variety of other programs. This includes an expansion of our computer capability, the funding for a planning office, the funding for a consumer affairs office, funding for the Commission on the Arts, funding for the Commission on the Status of Women.

CUTBACK IN SERVICES FOR FIRE DEPARTMENT

Senator INOUYE. Before proceeding, I am well aware that the succeeding witnesses will cover all of these matters in greater detail, but I would like to have some information at this time on public safety.

On public safety, I cannot help but recall watching TV for a couple of nights and seeing fire officials complaining about some of the stations not being fully manned. I do not see anything about the Fire Department there. Was that covered in public safety?

Mr. COPPIE. Mr. Chairman, it was covered in another way. There is no major discretionary increase for the Fire Department in 1972, but as a result of their having to absorb costs in the current fiscal year, there has been a cutback in services. The funding will become a mandatory requirement in the 1972 budget, and if they are approved by

the Congress in the appropriations bill, the Fire Department will be able to sustain a current level of staffing consistent with the positions that have been authorized for it.

COMPARISON OF PUBLIC ASSISTANCE AND INCOME SUPPLEMENTATION

Senator INOUYE. On the matter of public assistance and income supplementation, how does the District of Columbia compare with the surrounding jurisdictions, Montgomery County, Fairfax, Prince Georges, etc.?

Mr. COPPIE. Mr. Chairman, I have that for the State of Maryland. The State of Maryland is paying at 65 percent of the cost of living index, and the State of Virginia is paying at 94 percent of the cost of living index. So that we are currently higher than the State of Maryland; we are below the State of Virginia.

Now, both Maryland and Virginia have a program of income supplementation. How many people are actually receiving income supplementation at this date, I do not have that statistic available at this time.

Senator INOUYE. Proceed, sir.

FUNDING OPERATING BUDGET

Mr. COPPIE. To fund the operating budget increase for 1972, the Mayor has made four major proposals, three of which are needed to fund the $90.3 million deficit in the general fund, and one required to meet the needs of the highway fund, and highway program in the District of Columbia.

The three major requirements in the general fund include a $27 million increase in the Federal payment, which will bring the Federal payment for 1972 to $153 million. I believe, as you know, our Federal payment mark is set by the President and that is the mark that is in his budget, and currently before the Congress for 1972, $153 million.

A second proposal is a reciprocal income tax, which would yield $51.6 million. This is merely an extension of our income tax to the nonresident who is employed in the District of Columbia. That is a proposal that you have heard a great deal about, and no doubt will hear a great deal more about. The expected yield is $51.6 million.

A 30-cent increase in the real property tax rate is our third proposal, which will yield $11.7 million.

Then a 1-cent increase in the gasoline tax which will yield $1.5 million, and that increase is needed to meet the requirements of the highway capital program.

ALTERNATIVE FOR RECIPROCAL INCOME TAX PROGRAM

Senator INOUYE. Before proceeding, Mr. Coppie, maybe the Mayor or Mr. Watt can assist us. In considering your budget, I felt it might be proper to speak of financing first, at least to give us some indication as to how far we can go.

It appears from this chart here that if we are to approve the budget as presented by the Mayor, we would be required to approve your reciprocal income tax program, an increase in Federal payments and you have your property tax increase.

I have discussed the matter of the reciprocal income tax with several of my colleagues, and although many of them will agree that, in principle and philosophy, the District of Columbia should be entitled to this type of program because other States have this, it appears that because of the nature of things as we have it today, where the District of Columbia does not have the political muscle necessary, I gather that the chances of your reciprocal income tax becoming a reality, would be rather nil at this point.

If that is the case, are you prepared to present, maybe not to this committee, but to the legislative committee, some alternative plans? I realize you do not want to speak of alternatives at this stage, but are you prepared?

Mr. WATT. Mr. Chairman, we certainly have no alternative plans that are ready to be pulled off the shelf, and presented here or to any committee at this time. Obviously, in developing a budget and in adjusting the budget, we will always do what must be done. But we feel that the proposal for the reciprocal income tax, as I indicated in my statement, the attempt to secure regional support, metropolitan-wide support for the central city's programs, is a proposal which is still worthy of a great deal of discussion and a great deal more consideration.

I believe, sir, you would agree that the discussion of the issue is a healthy thing at this point.

COOPERATION OF MARYLAND AND VIRGINIA

Senator INOUYE. I would like to suggest, if I may, that some of the selling job be done in Richmond and Annapolis, in addition to Washington. It might be helpful, sir.

Mayor WASHINGTON. It is not an easy selling job in those two capitals, as you may know, who are vitally affected by the nature of the exchange of taxloads, but this has not been something that we have overlooked, Mr. Chairman.

As you know, in Baltimore, alone, they now are considering some form of commuter tax, in relation to its problem with its environs. The selling, of course, has been suggested in other places, as well as Annapolis and Richmond.

I do not go to New York for that purpose, because they are interposing a $500 million piece of it themselves right at this time, and I suspect they have enough to handle there.

But I think that the point that you make is certainly well taken, and there has been some rather concerted effort, to sell this tax in various places. Needless to say, it is not one that is easily salable in the two States that are most vitally affected. But that does not mean our efforts have not extended in those directions.

TAXING CONGRESSIONAL MEMBERS

Senator INOUYE. Just as a matter of curiosity, sir, I live in the State of Maryland, I work in the District of Columbia. At the present time, I am paying taxes in Hawaii and in Maryland, but the reciprocal income tax, would I now be paying taxes also in the District of Columbia?

Mayor WASHINGTON. I have an answer but I would rather get it from the specialist.

Mr. BACK. I am Kenneth Back, Director of the Department of Finance and Revenue for the District of Columbia.

No; our proposal would not tax elected officials of the U.S. Government.

Senator INOUYE. Is this the selling job?

Mr. BACK. We do not tax them now.

Mayor WASHINGTON. That is the Virginia type. That was the way they sold it.

Mr. BACK. Virginia just changed their law to exempt Members of Congress in their last session of the legislature. We have never taxed in the District of Columbia Members of Congress.

Senator INOUYE. Well, frankly, I do not see why not. We are wage earners like the rest of you.

Mr. BACK. Let me say we would like to tax Members of Congress.

Mayor WASHINGTON. Mr. Chairman, you know we started out as friends. You would not want us to introduce that at the same time.

Senator INOUYE. Let us go one step at a time.

Thank you very much, sir.

Mr. Coppie, please.

CAPITAL BUDGET REQUEST

Mr. COPPIE. Mr. Chairman, our capital budget totals just under $200 million. This is the program that funds our physical plant requirements in the District of Columbia, and to fund it we have an arrangement whereby we borrow from the U.S. Treasury and repay over the period of 30 years, both principal and interest. We qualify for the going Treasury interest rate and that interest rate is currently at 7.5 percent.

For 1972, 54 percent, or $107.3 million, falls into the area we call social issues or social programs. The largest part of this increase, or $75 million, is required for the public school system. Another major factor is the funding for a new receiving home for the Department of Human Resources, the Receiving Home for Children. This includes funding for the expansion of our public library program and our recreation department program.

A sum of $76.7 million or 38 percent is for physical and community development. This includes $38 million for the Metro, the District's Metro share, to allow for the Metro system to move forward. It includes funding for water and sewage improvements.

A total of $15.5 million, or 8.1 percent is for public safety. This includes the funding for a new jail; it includes the funding for an expansion of our police district station houses, our fire station houses, and other items that fall into the public safety area.

INTEREST RATES PAID FOR BONDS

Senator INOUYE. Before proceeding, you spoke parenthetically of the interest rates you are paying on your bonds. How does it compare with other cities?

Mr. COPPIE. Mr. Chairman, we have done an analysis. Of course, it is relative, depending upon the relative credit rating that a city has. I think that one of the cities that we have looked at, in particular New York, and at this time last year, New York, I think, paid the highest interest rate in its history. It went back to a period before the Civil War, and I think that was at about 7 percent, as I recall it.

Now, when I testify on the repayment of loans and interest for the District, I will have for you at that time some backup information to show what the current trend is in interest rates across the country. But I would say our interest rate, our current interest rate, probably is a competitive one. But, of course, it is relative, depending upon the relative credit rating of a State or local government across the country.

EXPENDITURE PROPOSAL

Mr. Chairman, this is a chart that shows the District operating budget, both the income and the outgo, or where the money is proposed for expenditure.

You will note that based on our current resource situation, that the property tax, the sales tax, and the income tax, are all at just about 20 percent: Property tax, 19.9 percent; sales tax, 19.1 percent; and the income tax, 19.4 percent.

Other tax 1.8 percent. Other resources, 8.6 percent. And then looking at our proposed revenue program for 1972, the Federal payment is 3.9 percent of that; reciprocal income tax 7.4 percent; and the property tax is 1.7 percent.

Senator INOUYE. Mr. Coppie, although I am not advocating this, just for the record, if you increased your sales tax by 1 percent, what will it bring in?

Mr. COPPIE. I believe it will bring in somewhere between $12 million and $15 million. Isn't that correct, Ken?

Mr. BACK. Mr. Chairman, we have three levels of rates. It depends on whether we were going to increase one or increase all of them by 1 percentage point. We now have certain items taxed at 5 percent. Most items are taxed at 4 percent. But groceries, food, is at 2 percent. If we increased all of them by 1 percent, I think our revenue—we have not priced this out—but around $18 million, I would think.

Senator INOUYE. Thank you very much.

Mr. COPPIE. In terms of the expenditure pattern, the largest area is human resources, 29.9 percent; public education, 24.3 percent; public safety, 22.5 percent; and then the variety of other areas, including protection of the urban environment, transportation, general support and direction and a few other relatively minor programs.

AUTHORIZATIONS IN TOTAL BUDGET

Mr. Chairman, this is the chart that shows the total budget for the District of Columbia, including both operating and capital. It is similar to the previous charts. And the major factor on where the money comes from, the major factor that changes this chart from the earlier one, is the loan authorization in the total budget, 22.4 percent of the total budget would be funded from loan authorizations.

Mr. Chairman, we do have a chart that attempts to show the differences between a traditional kind of commuter tax and the reciprocal income tax, but I think you have heard just about all that can be said about this. But this does attempt to distinguish between the two taxes.

Mr. Chairman, that concludes my presentation.

Senator INOUYE. Thank you very much Mr. Coppie. It has been most helpful.

REPRESENTATION OF COMMITTEE

Before proceeding, I would like to advise the witnesses of the District of Columbia that as we proceed, I will be calling upon my counsels, minority counsel, Mr. Clark, and majority counsel, Mr. Jordan, to ask questions, if they so wish. I decided to do this because, frankly, the committee is not always fully represented, and I want to see that all interests are adequately represented, at least through counsel. So I gather Mr. Jordan would like to ask a few questions.

Mr. JORDAN. Mr. Chairman, I do have two questions, but before I ask them, I would like to relate to you, we have a larger number of witnesses than we will possibly be able to accommodate this morning. And because of their schedules—we always try to be mindful of your schedules—I would like to recommend that any witness appearing after the Planning Office be excused for this morning's hearing.

We will be proceeding in regular budget order as identified by the salmon-colored table that is here on the rostrum, and on the witness table. And if you appear after the Planning Office, you might be excused from this morning's hearing. We will be resuming in the morning at either immediately following the Planning Office or as far as we are able to reach in this morning's hearing.

Would you be agreeable to excusing those people for appearing after the Planning Office?

Senator INOUYE. I would just like to assure you that although officially we have set aside 3 weeks for the hearing, if necessary we will go on for another 3 weeks.

Mr. JORDAN. Two comments or questions, Mr. Coppie.

DEFINITIONS OF TERMS

The chairman has mentioned the mandatory increases. In these hearings, over the years, we have used three words—mandatory increase, uncontrollable costs, and essential items. These are not terms that were coined by this committee. I think it would be very helpful to have both in the hearing record and noted as early in our hearing the definition of these terms as they are used by the District of Columbia government.

INFORMATION REQUESTED ON REVENUE

In addition, we have mentioned briefly the subject of revenue and we will be coming back to that later. We have a committee chart appearing on my left, prepared from information that we received from the Budget Office and reflecting the total necessary amount of revenue to finance the Commissioner's budget of $724 million. What I would like to ask you is to have a member of your staff pencil into this chart these things. They may be fluctuating, so perhaps we should put them in, in pencil:

No. 1. The amount of revenue necessary to finance the District's original 1971 budget request;

No. 2. The funding required for the full 1971 budget request, which you presently envision and which would include both the first and the second supplemental; and

No. 3. The resource level required to fund the so-called mandatory items in the Mayor's 1972 budget.

Thank you, Mr. Chairman.

(The information follows:)

DEFINITIONS - MANDATORY AND UNCONTROLLABLE INCREASES

The terms "uncontrollable" and "mandatory" have been used interchangeably in fiscal 1972.

Mandatory costs are beyond the control of the District government (i.e. uncontrollable); there is no option but for these increased costs to be paid. In many cases, the level of increases is also beyond the control of the District government. For example, increases in the unemployment benefit payments are related to the unemployment rate -- when more legitimate claims are made, the benefits must be paid and more funds are necessary to pay them. The level of benefits is also set by outside forces such as the increased cost of living.

Additionally, use of the term mandatory relates to the classifications used over the past ten years to sort out requested increases and give a logical indication of proposed changes in budget levels. This classification scheme includes these categories: required, staffing, workload, improved, and new.

Mandatory increases consist of Required and Staffing items.

"Required" items are increases in costs to maintain present levels of operation and which do not produce any improvement in service of relief for additional workload: included are within-grade advancements, reallocations, salary increases, price of rate changes, annualizations. In FY 1972, due to the high level of mandatory increases, no price increases (such as for drugs, books, etc.) and no reallocations have been requested. This does not imply that the cost is any less "required" but that the decision has been made that in FY 1972 these costs must be absorbed by District agencies.

"Staffing" increases are necessary to staff and operate new facilities for that portion of the year during which facilities will be available based on estimated completion dates.

"Workload" increases are to maintain an agency's current standard of operation and result from factors such as a population increase or caseload increase.

"Improved Services" are increases for on-going programs for which betterment of service is sought.

"New Programs" are programs not previously funded from appropriated funds.

DEFINITION - OBLIGATORY INCREASES

"Obligatory" increases are increases for programs to which a strong policy commitment has been made by the Mayor. Even in a time of limited financial resources, the District's obligation is to see that every effort be made to provide the necessary resources for these programs.

PREPARATION OF COMPARISON OF PERCENTAGES OF BUDGETS TO OTHER CITIES

Senator INOUYE. Mr. Clark.

Mr. CLARK. First, Mr. Mayor, I was asked to express the regrets of Senator Percy, personally, that he could not be here this morning. As you may be aware from watching television from time to time, he is involved in a different hearing right at this time.

Mayor WASHINGTON. I understand.

Mr. CLARK. Just one thing. When we get to public safety later, I wonder if you would have some preparation done of comparisons with similar size cities for percentages of their budgets. It might be useful for members of the committee to have some comparisons available at the time we get to the public safety question.

Mayor WASHINGTON. Very well. Would you like a comparison not only of the size, but of the responsibilities?

Mr. CLARK. Yes, sir; as that is germane to showing why there might be a difference in the percentage.

Mayor WASHINGTON. Yes. We think it is entirely germane. For instance, 198 demonstrations in a year, some of them running as high as $500,000, basically in police overtime. We believe this is substantial, as the chairman pointed out, in differentiating the nature of the Nation's Capital from another city in another place and which has nothing to do with a local consideration or a local issue, but has something to do with the national issue.

All I was asking is, I would like to be able to present it in its perspective in relationship to our role as the Nation's Capital. I am sure having talked to the Senator, he probably would want that.

Mr. CLARK. Yes, sir.

In that respect, it would, of course, include any reference to the inclusion of national police we have available here.

Mayor WASHINGTON. Oh, yes.

Mr. CLARK. Thank you.

LONG-RANGE PROJECTIONS

Senator INOUYE. Mr. Watt, increasing attention has been given by the Congress to future projects of spending levels and lending of the Departments. In fact, last year's legislation, the Reorganization Act, provides for 4-year predictions of such estimates. Does the District of Columbia have estimates for its operating budget?

Mr. WATT. We are currently preparing long-range projections for our Capital budget. We do not have at this time long-range projections for our operating budget. As part of our change in our budgeting process and moving into a PPB-type budget, we will have long-range projections of operating costs, since the future impact of current cost is a key element in the PPB approach. We are hopeful that perhaps within another year, we may have that capacity. We do not have it at this time.

Senator INOUYE. Do you have any for your revenue requirements projections?

Mr. WATT. On revenues, we do.

Senator INOUYE. I have asked this question because the committee was hoping that when you submit, when the present submission is for-

warded, we are hoping these projections would be included and reprinted in the columns on the right hand of the salmon-colored table before us. Because it would be very helpful not just to this subcommittee, but the full committee, to see where we are headed. I would hope that you could relay this request to the President's Office of Management and Budget and request their assistance and concurrence in providing this information to us.

I brought this up because we do have a law providing for 4-year projections.

Mr. WATT. And we have previously submitted requests for personnel in the Budget Office, sir. Last year the request was cut back, so we have not.

Senator INOUYE. Because of personnel, you are not able to make this projection?

Mr. WATT. We have not moved as rapidly into the PPB process as we had hoped to.

Senator INOUYE. I would hope that you would call upon the President's Budget Office and have them assist you in this.

Mr. WATT. Yes, sir.

REQUESTS FROM DISTRICT GOVERNMENT

Senator INOUYE. Now, I would like to state before we proceed any further, that this committee will be glad to entertain any requests which the District government might make or any position on fiscal matters which they would like the committee to consider. On the other hand, once the Congress has acted on this bill, I shall regard it as self-defeating to immediately begin reordering the budget by reprograming actions and supplemental congressional requests.

REPROGRAMING ACTION AND SUPPLEMENTAL REQUESTS

In the few weeks I have been in this position, I have had two reprograming requests come across my desk. Such action should be limited to those clearly qualifying under strict interpretation of the policy guidelines of the President's Office of Management and Budget, and the stated position of this committee as contained in its last two annual reports. In the reorganization of the sole Senate Appropriations Committee, supplementals will not be heard by a special committee on deficiencies and supplementals, rather they will be heard by the same subcommittee having responsibility for the annual bill. Therefore, this subcommittee will be passing on the supplementals as well as the annual requests.

In short, I expect a great deal from a Management and Budget program costing about $4 million, and shall consider unjustified reprograming and supplemental requests as defeating good budget practices and disruptive of orderly planning. I realize that there are exceptional circumstances and clearly unforeseeable situations. However, I would like the record to be clear that I shall adhere to a strict policy with reference to reprograming action and supplemental requests, once the annual budget has been approved.

I decided to make this statement because otherwise the budgetary process that we are following today would be almost a sham. I am certain you will agree with me.

We will omit testimony on Federal payment and Federal loans for the time being. The remainder of the budget will be heard in regular order with public witnesses to be heard at the conclusion of the District government's presentation—probably during the week of April 4.

May I assure the public that they, too, will be given their time in court.

GENERAL OPERATING EXPENSES

Senator INOUYE. The first appropriation for consideration is general operating expenses, for which $59,328,200 is being requested. This is a 19.4-percent increase over the 1971 appropriation enacted to date. I wish to call upon you, Mr. Watt, to justify this item.

RESPONSIBILITIES OF MAYOR-COMMISSIONER

Mr. WATT. Thank you, again, Mr. Chairman.

In presenting the justification for the appropriation requested for the Executive Office, I should first tell you that this is an organizational concept borrowed from modern corporate organization. The Mayor-Commissioner is the top official ultimately responsible for the administration and operation of the District government organization. His responsibilities are:

1. To insure execution of District laws and regulations.
2. To insure coordination of the various operating activities of District government.
3. To encourage and implement modern management principles District-wide and in the operating agencies.
4. To enforce financial controls and reports to maintain sound fiscal policy.
5. To balance interests, needs, and demands so as to arrive at an overall plan to achieve basic public objectives.
6. To see that operating and program administration at the agency level does not contradict more broadly based city policies and goals.

The Mayor-Commissioner must supervise directly 17 departments and agencies and he has an indirect or shared responsibility for 38 additional departments and agencies which are headed by various boards and commissions. This produces an incredibly complex organization with innumerable combinations requiring coordination and conflict resolution, and the span of control which the Mayor-Commissioner is expected to exercise is so excessive as to be nearly unbelievable. Obviously, to assist the Mayor-Commissioner to exercise his responsibilities for the operation of such an organization and to facilitate his provision of executive leadership requires adequate and high-quality staff support. The executive office is intended to provide that direct assistance required by the executive—the Mayor—as he seeks to perform his responsibilities of direction, leadership, program development, resource allocation, evaluation and control.

OFFICE OF THE COMMISSIONER

The Office of the Commissioner is not budgeted as a part of the executive office. For fiscal year 1972, $641,400 and 20 positions are requested for the Office of the Commissioner. This amount provides the immediate staff of the Mayor and Deputy Mayor and $100,000 for the man-

agement improvement account. In the pending supplemental, $25,000 is requested to develop plans to be submitted for consideration by the National American Revolutionary Bicentennial Commission. According to the Commission's report to the President last July, Washington is to be the symbol of the national bicentennial by becoming "an example of what a successful quest for life, liberty, and the pursuit of happiness can produce" in modern urban America. The bicentennial could be a forceful complement to our current effort to revitalize our city and stimulate its future economic growth and development. The proposed appropriation is needed to plan the District's response to this challenge.

Total Appropriation Request for Executive Office

The fiscal 1972 appropriation request for the Executive Office totals $7.2 million and 232 positions, including annualization of the fiscal 1971 supplemental now before the City Council. This morning I will present highlights of the appropriation and indicate generally how these funds support the executive functions I have mentioned. Each agency head will present a more detailed justification for your consideration. First, I must emphasize that with but few exceptions which we will call to your attention, the increases requested are mandatory, representing salary increases, within-grade advancements, the additional cost of 2 extra days of work in fiscal year 1972, the needs of the unemployment and employees' disability compensation funds, and the administrative expenses for the District workmen's compensation program. These spending requirements are controlled by law.

Agencies Providing Direct Support to Mayor-Commissioner

Included within the Executive Office are the agencies providing direct staff support to the Mayor: the Office of the Secretariat and the Office of Public Affairs. Communications support through the Mayor's command center is provided by the Office of Civil Defense.

Office of Budget and Executive Management

Turning now to the Office of Budget and Executive Management, this Office provides the essential tools for executive management: budget preparation and control, management analysis and improvement, computer and statistical services, and the District's legislative operation. Here, more than in any other single agency, executive policy is developed based upon careful analysis of all pertinent factors, and municipal operations are scrutinized for efficiency and effectiveness.

The budget which is before you is more than a dollar-and-cents picture of District programs in fiscal year 1972. The process of its preparation included a close review of agency operations and interrelationships. The District government last year implemented a comprehensive planning-programing-budgeting system. The program budget defines objectives and classifies activities according to these objectives. In this way programs which are related, even though located in different agencies, can be viewed together. Alternative proposals can be analyzed to determine their cost and relative effectiveness in meeting objectives. New avenues of coordination are opened up and made more explicit.

FINANCIAL MANAGEMENT

Another important function to which we are devoting significant resources is financial management and control. Considerable progress has been made to computerize agency financial plans and operating status reports. These reports are used to maintain a close watch on monthly financial commitments. Administrators can determine quickly whether agencies are pacing their programs according to their financial plan for the year.

In the public works area a computerized monthly report on capital improvements projects maintains a quickly accessible record of all funds obligated and disbursed for capital projects and all reprogramming actions. The report indicates the flow of monies in the building program as well as the actual progress being made. These data are essential to good management of projects and, through analysis, help to indicate where efficiencies can be instituted.

The legislative unit within this office aids policy coordination by providing for all legislative proposals a full policy review by both the Executive Office and the affected agency. This newly initiated process has been applied for the first time to the District of Columbia's legislative program for 1971. This legislative program is being submitted early in the 92d Congress to assure that there is ample opportunity for careful and deliberate consideration of all our legislative proposals.

Also within this office, management analysts are working to solve organizational problems such as design of an integrated planning system, studying the feasibility of extending centralized staff services to all administrations in the Department of Human Resources, planning a structure most effective for performance of environmental protection responsibilities.

USE OF MANAGEMENT IMPROVEMENT FUNDS

This Management Division also is directing the use of funds from the management improvement account. These monies, $100,000, are financing sophisticated investigations intended to improve operations and produce dollar savings and better public services. For example, a study of the inventory control system in the Department of Sanitary Engineering has been completed, which identified the requirements for effective management and control of stocked supplies inventories, and developed an inventory control system. This system's implementation will be in three stages over the next 4 years. Already direct savings of $86,000 have been accomplished by decentralizing inventory records and the assigning of full operational responsibility for the maintenance of the inventory control system to the Water Operations Division, discontinuing previously split responsibilities.

Senator INOUYE. Mr. Watt, are you referring to the $100,000 which was restored by the Senate for management improvement studies?

Mr. WATT. Yes, sir.

Senator INOUYE. Thank you, sir.

Mr. WATT. Additional, indirect savings have also resulted. The Office of Budget and Executive Management will continue to assist the implementation of this project. The improvements can be used as a model for other District operations, multiplying our return on this investment.

In these times of limited finances, as the Mayor and I have emphasized so strongly, these kinds of management improvements are more critical than ever before. It is essential that the Executive Office stimulate and assist continued management analyses, and the Office of Budget and Executive Management provides the central staff capability to this effort.

OFFICE OF COMMUNITY SERVICES

While the Office of Budget and Executive Management serves the Executive Office in a fiscal and management capacity, the Office of Community Services focuses on improvement and coordination of city services at the neighborhood level. Our service area system brings together responsible departmental representatives and people from the community to talk about how operating programs can be made more responsive to the needs of the community. It seeks to insure that basic executive policies are translated into effective programs by identifying service gaps and recommending actions to fill these gaps.

The Director of the Office of Community Services will elaborate on some of the accomplishments and improved services which have resulted, including multiservice centers, community streets, and working out a plan with sanitary engineering for equipment and staff to assure cleaner streets and alleys in the model neighborhood.

Through its attention to the adequacy of city services, the service area system provides basic planning information for budget and program decisionmaking. I call to your attention the analysis by service area of the 1972 capital improvements program contained in the 1972 program budget. The results of this indicate our policy commitment to overcoming program deficiencies in Anacostia. The District recognizes that the extraordinary population growth of Anacostia has not been supported with adequate public facilities, and it is our objective to catch up to the needs of this neighborhood. Of all local projects with a social orientation in the fiscal year 1972 Capital budget, almost 50 percent are in Anacostia. When the fiscal year 1972 amendments are included, the percentage is even higher—75 percent for this one neighborhood.

PERSONNEL OFFICE

The personnel office represents another major section of the Executive Office. The role of the personnel office is far broader than implied by the agency's name. In addition to recruitment, classification, and placement of employees, this office is responsible for developing policy, programs, and procedures concerning employment, District-wide labor-management relations, safety and training programs, and for administration of several federally aided manpower programs for training and advancement of the economically disadvantaged. The personnel office, in cooperation with the Office of Budget and Executive Management, is developing an automated position management and personnel reporting system for approximately 1,500 employees served by our central personnel office. The automated system will provide more timely and accurate processing of position and personnel data; it will produce savings by reducing present clerical effort by relieving employees of routine tasks that can be processed by the computer; it will minimize the need for additional clerical staff by

absorbing increased workload through the computer; and it will provide budget information automatically that is now prepared manually. Longer range goals include the maintenance of data about skills and educational background of employees and integration of our personnel and payroll systems.

Through these resources in the Office of Budget and Executive Management and the Office of Community Services and Personnel, strong staff support assists the Executive to perform effectively in providing top-level leadership to the District government. A major deficiency, however, is our lack of comprehensive planning capability.

PLANNING OFFICE

There now is no means available to the Mayor-Commissioner for central integrated planning and policy development. Without the integrated planning function anticipated in our request for a planning office, the Executive is limited in his coordinative role largely to reviewing policy and programs as they develop. His is not a positive role, defining Districtwide objectives, evaluating alternatives, and reviewing recommendations for their interrelationship to the overall policy plan. He cannot truly be the principal architect of policy, but is forced to try to eliminate policy conflicts in order to maintain the direction he seeks.

The planning office would meet the Mayor's need for an integrated planning system—articulating long-range goals and objectives; identifying and analyzing community problems and needs; furnishing guidance to the social, economic, and physical development of the city; and providing a framework for functional planning by our operating agencies.

I would emphasize that this request presents no conflict with already authorized planning agencies such as the National Capital Planning Commission. As contrasted to traditional planning, oriented generally toward land use and physical development, the concept of planning envisioned for this new office is policy planning, issue analysis, and program development of a comprehensive nature. This kind of planning is essential for rational and informed administrative action whether it be within a city or a private corporation.

OFFICE OF CRIMINAL JUSTICE PLANS AND ANALYSIS

There is no central planning support for the Executive Office and so we place a high priority on this request. The Office of Criminal Justice Plans and Analysis provides an example of what can be accomplished, at least in this one functional area, through comprehensive planning at the executive level.

By Commissioner's order issued in September 1970, the Office of Crime Analysis and the Office of Criminal Justice Planning were combined to create the Office of Criminal Justice Plans and Analysis as a systemwide law enforcement planning staff for the Executive Office. Quoting from the order, responsibilities of the Office include:

> Developing plans, programs, and policies for the improvement of the criminal justice system in the District of Columbia.
>
> Designing, developing, and implementing a crime information and analysis system.

Providing such other staff assistance as the Commissioner shall require including monitoring the implementation of legislation affecting the criminal justice system and providing reports and analyses required by the Commissioner, and

Participation in the evaluation of effectiveness of crime programs in terms of program objectives.

ACCOMPLISHMENTS OF CRIMINAL JUSTICE SYSTEM

Since the passage of the Court Reform and Criminal Procedures Act of 1970, the Office of Criminal Justice Plans and Analysis has furnished the District government's capacity to plan in detail the hundreds of decisions and actions required to implement this broad and complex act. The Office of Criminal Justice Plans and Analysis staff have prepared task assignment charts, decision tables, integrated schedules and tracking systems utilized by various District departments, the U.S. Department of Justice, the courts and other participants to achieve complete coordination of efforts in order that the provisions of the legislation could be fully implemented by February 1, 1971, on schedule, as intended by the Congress. The success and effectiveness of this work has been widely recognized and commended by those who are familiar with the accomplishments made possible by the work of this Office.

As part of the requirement for grant assistance under the Safe Streets Act, a comprehensive criminal justice plan has been developed. The fiscal 1971 plan has improved and refined our initial effort and I commend it to you for your review.

In fiscal year 1972, the Office will be administering almost $2 million in LEAA grants. One of the most important projects being undertaken by this Office is project TRACE, an information system which identifies an individual at the time of arrest and follows him through the entire criminal justice system. A common weakness running through all criminal justice programs is lack of data, or insufficient data, or data which is incomplete, or the wrong kind, or out of date, or which is in some other way inadequate. This project TRACE is providing a management information system adequate for enlightened decisionmaking based on a better understanding of the dynamics of crime and law enforcement.

Substantial accomplishments have been realized in the past 2 years in the effort to decrease major crimes, to increase the number of persons receiving treatment for drug addiction, and to initiate the reorganized and expanded court system. As Mayor Washington has stressed, our cautious optimism for the future in achieving our public safety objectives is directly related to our ability to work in the broad law enforcement and criminal justice system and not to be forced, as we once were, to deal with fragmented and often uncoordinated segments of the system. The central planning capability provided us by the Office of Criminal Justice Plans and Analysis is a keystone of our effectiveness.

This, then, is the sort of added capacity we want to bring to our ability to deal with other complex systems which make up our total program. A central planning staff, located in the executive office, will greatly enhance our effectiveness in dealing with environmental concerns, developing new and integrated systems of manpower development, optimizing the economic and community benefits to be derived

from the construction of the METRO system, and producing similar advantages in other areas of local public responsibility.

I have tried, Mr. Chairman, in this overview to indicate in broad terms the ways in which the agencies of the Executive Office assist the Mayor to provide top-level leadership to the District government. The financial and management systems, the personnel operations and the interagency coordinative linkages which we are establishing will go far to insure that the District of Columbia functions as one government and not as a series of many segmented and unrelated activities.

I will be happy to answer whatever questions you have and for testimony and questions, representatives of departments and agencies and other individuals are here.

STAFF OF OFFICE OF COMMISSIONER

Senator INOUYE. Thank you very much, Mr. Watt.

I note that in the Mayor's office you have 20 full-time employees, and for the 20 full-time employees you are requesting $403,000?

Mr. WATT. $403,000; yes, sir.

Senator INOUYE. Which comes to an average of $20,000 per employee. How much does the secretary get paid? Clerk-typist?

Mr. WATT. They are paid according to the GS schedule established for use in the Federal service. The jobs are studied and classified in accordance with U.S. Civil Service Commission procedures and are rated accordingly.

Senator INOUYE. Could you just provide the committee with a memo on the 20 staff people? I would like to know where they stand.

Mr. WATT. Yes, sir.

(The information follows:)

Listed below are the personnel in the Office of the Commissioner as of March 15, 1971:

Position	Grade	Salary
Commissioner	Level III	$40,000
Assistant to the Commissioner	Level V	36,000
Executive Assistant	GS-301-15	31,523
Special Assistant	GS-301-15	29,099
Consultant	GS-301-15	29,907
Executive Assistant	GS-301-15	26,675
Special Assistant	GS-301-15	24,251
Special Assistant	GS-301-14	21,509
Special Assistant	GS-301-12	15,040
Administrative Aid	GS-301-11	12,615
Administrative Aid	GS-301-11	13,878
Secretary (Steno)	GS-318-9	10,470
Administrative Aid	GS-301-9	11,168
Secretary (Steno)	GS-318-9	10,819
Secretary (Steno)	GS-318-9	11,517
Administrative Aid	GS-301-7	8,582
Secretary (Steno)	GS-318-7	9,154
Secretary (Steno)	GS-318-7	8,582
Secretary (Steno)	GS-318-6	7,727
Matron	WG-3565-2	6,053 (2.91ph)
Total 20 positions		Total Salary 364,569

BREAKDOWN OF PERSONNEL IN OFFICE OF COMMISSIONER

Senator INOUYE. Are you included among the 20?

Mr. WATT. Yes, sir. This includes both the Mayor, my position, our secretarial help, the executive assistant positions in the Mayor's office, and my office. Those are all reflected in this number, in this amount.

Senator INOUYE. I am embarrassed in not knowing this, but in my readings I did not come across this item. What does the Mayor get paid?

Mr. WATT. The Mayor is paid at executive level-4 which is $40,000 per annum.

Senator INOUYE. And you, sir?

Mr. WATT. Executive level-5, which is $36,000.

Senator INOUYE. According to a chart I saw, there are two D.C. employees receiving $40,000 or more. Who is the other employee?

Mr. WATT. I believe it is the president of the Federal City College, sir, and the superintendent of schools, I believe, is paid now at the rate of $38,000. There are several jobs in that area.

COMMUNICATIONS

Senator INOUYE. This is not a major item in your office, but you had $7,000 for communications. What does this cover?

Mr. WATT. It covers principally telephone service in both the Mayor's office and my office and includes telephone service for all of our direct support staff.

TRAVEL AND TRANSPORTATION

Senator INOUYE. In your travel and transportation, is this for travel and transportation within the District of Columbia, and its environs, or is this for traveling to New York City?

Mr. WATT. This would be principally for travel beyond the city limits.

I am advised by Mr. Coppie it includes both. The major part of the sum, however, is for travel outside of the city.

Senator INOUYE. I note that you will be participating in conferences in other cities, and last year the Mayor went around the world. Is this the item that takes care of that?

Mr. WATT. The Mayor's trip was paid for, I believe, by other than District funds.

Senator INOUYE. I noticed there are others that are paid for by District funds.

Mr. WATT. That is correct. We attend conferences and meetings out of the city, representing the city. We are in official business status.

Senator INOUYE. It all comes out of this?

Mr. WATT. Paid from this amount; yes, sir.

Senator INOUYE. 4.9?

Mr. WATT. 4.9; yes, sir.

BICENTENNIAL PLANS

Senator INOUYE. Another low item here—you have made a request in your supplemental for $25,000 for the National American Revolutionary Bicentennial Commission. I also note that in your fiscal 1972

request, you have another $25,000. Is this the final amount you are requesting?

Mr. WATT. It would be difficult for me to say with certainty, Mr. Chairman. It may depend upon the extent to which the District is finally to be involved in the celebration of our bicentennial. It may depend upon other funding sources which could be provided directly from the Federal Government for bicentennial purposes. We do believe that the $25,000 per year for 1971 and 1972 is a minimal request, which gives us barely the capacity to respond to the suggestion of the President that Washington should be a major focal point for the bicentennial.

Senator INOUYE. I brought up this matter of transportation. I realize it is not a huge amount, but for the first 6 months I note that you have already spent $3,499.80. You are requesting $4,900, which leaves about $1,400 for the rest of the year.

Mr. WATT. I point out, Mr. Chairman, in 1970 our actual expenditures for this purpose were about $8,000. It is possible, of course, that the necessary expenses to be incurred would exceed the amount requested, in which case we would be expected to absorb that slack by offsetting adjustments elsewhere in the appropriation.

Senator INOUYE. I picked on this little item because I was just curious to see if you had some sort of procedure and organization where you had travel moneys coming out of other departments, because I cannot conceive of you with just $1,400 remaining for travel for the rest of the year. Are you going to stick to that?

Mr. WATT. The travel costs for each department, each agency, are budgeted in the appropriate account for that agency. So this represents travel expense of the Mayor, myself, professional members of our staff, who may be involved in official travel. As I say, it is possible we are not able to schedule in detail all of the travel which we are required to do. It may happen that the actual cost will exceed the amount requested. But probably not by a great deal.

Seantor INOUYE. I thank you very much, sir. I hope that you can make yourself available, if necessary. I am certain we will be calling upon you later.

Mr. WATT. Mr. Chairman, it is my plan to attend all of these hearings, virtually all of them. It will be necessary for me to be absent on Friday, if I may, but other than that I will expect to be here with you.

Senator INOUYE. Thank you very much, Mr. Watt.

CITY COUNCIL

STATEMENT OF GILBERT HAHN, JR., CHAIRMAN

ACCOMPANIED BY:

STANLEY J. ANDERSON, COUNCILMAN, CHAIRMAN OF THE PERSONNEL COMMITTEE
DAVID SCHWARTZ, SECRETARY TO THE COUNCIL
ROBERT MOORE, ASSISTANT SECRETARY TO THE COUNCIL

INTRODUCTION OF WITNESS

Senator INOUYE. Our next witness this morning is Mr. Gilbert Hahn, Jr., the very distinguished Chairman of the City Council.

Mr. Hahn, welcome, sir.

Mr. HAHN. Thank you, Mr. Chairman.

BUDGET REQUEST

Senator INOUYE. I note that your budget request for the fiscal year 1972 is $520,100, which is an increase of 13.3 percent over the last appropriation. I invite you to justify this amount, sir.

Mr. HAHN. Thank you, Mr. Chairman.

I would like to introduce Councilman Anderson, who is here with me, on my left. Also with me would have been Vice Chairman Tucker, who, as you know, is in New York today because of the death of Whitney Young.

Also here with me, I would like to introduce on my immediate right, the Secretary of our Council, Mr. David Schwartz, and Mr. Robert Moore, on his right, who is the Assistant Secretary of the Council.

STATEMENT OF CHAIRMAN TO CITY COUNCIL

In the past 2 years the City Council has developed from a largely inactive and ineffective body to one that is now handling effectively the full role of a legislative body for a major city government.

Having established with recent favorable decisions of the courts that Congress delegated to the city the full municipal ordinance-making functions were not in direct conflict with Federal statute, the Council is in a position to take over from the Congress those items that Senator Eagleton referred to the other day. I attach a copy of his comments as they appeared in the Washington Post on March 13, 1971.

(The article follows:)

THE SENATE HANDLES D.C. PROBLEMS—LIKE POLICE BAND MEMBERSHIP, KITE FLYING, AND DOG TAGS

(The following is excerpted from a Senate speech this week by Sen. Thomas F. Eagleton (D-Mo.), new chairman of the Senate District of Columbia Committee.)

We in Congress come from 50 states outside the District of Columbia, from as far away as Alaska and Hawaii, to as close by as Maryland and Virginia—100 senators and 435 representatives—and make decisions, some miniscule and some

of tremendous importance as to the destiny of the District of Columbia, and at no time is a spokesman of the District of Columbia, accountable to the people of the District, permitted to participate in that process.

What are some of these decisions that we make on behalf of our constituents, and I use that word loosely—accountable or unaccountable constituents? We have a part of Mayor Washington's legislative package before us at the present time in the Committee on the District of Columbia. One of the measures Congress will be called upon to decide this year—and I suggest we can dispose of it more quickly than the SST—is whether we should authorize members of the District of Columbia Fire Department and the Park Police to participate in the Metropolitan Police Department Band.

This is going to be a federal statute, apparently, that one of these days 100 U.S. senators and 435 members of the House are going to be called upon to decide.

Last year, in order to make life easier in the District of Columbia, we passed a reform statute that permits the flying of kites so that the international fly-out contest could be held at the base of the Washington Monument.

We passed, I think, a good reform procedure last year relating to snow and ice removal.

Another one of our reforms last year related to license fees for the District of Columbia. In order to alleviate the financial crisis in the District of Columbia, we imposed license fees by federal statute so that a registration fee of 25 cents was required for each dog owned or kept in the District of Columbia. We are also going to charge $2 if it is necessary that we impound the dog of a resident of the District of Columbia, and we do that by federal statute.

One hundred of us in this body from without the District of Columbia passed legislation—a federal law—requiring a $100 fee if one wishes to conduct a closeout sale.

In previous years we have passed such fine pieces of legislation on behalf of these constituents who are voiceless as those which I now name:

In the 90th Congress we amended an act to provide for a public crematorium.

Also, to make life easier in the District of Columbia, we passed a federal statute in the 90th Congress to permit the name of a spouse to be added to a trailer registration.

Perhaps most significant of all—and I am sure life is much better by reason of it—in the 89th Congress this body considered a provision for construction of a velodrome in the District of Columbia. For those of you who are not athletically inclined, as I am, a velodrome is a place where bicycles are raced.

This is the minuscule; this is what 100 people from 50 States spend their time for on behalf of the District of Columbia residents who have no voice. I do not know that anybody wanted a velodrome in the District of Columbia. I guess somebody did. I suppose somebody wanted to impose a $100 license fee for a closeout sale. I guess; I guess; I do not know.

But the truth is, if we are going to continue in this exercise of minutia, in this endeavor to pass federal statutes on matters which even most city councils would not do by ordinance, at the very least there ought to be two members in this body from the District of Columbia who can speak up for their people and who are accountable to their people, to see whether they want some of these unimportant statutes or, more importantly, whether they want something which is more significant. For example, should they not have a right to vote in the District of Columbia to decide whether they ought to have an elected mayor or elected city council? Here we have federal statutes to cover the "itty-bitty" matters I have mentioned. They should have a right to decide whether there should be a federal law providing for a 30 percent federal contribution. That is important. There should be an ongoing federal contribution.

Should there not be two men or women in this body who have just as much interest in what is good for the District of Columbia and what they want, as every one of the states has, some of them very small, 10 of them smaller in population than the District of Columbia, who can keep ever present in their minds the question, "Is it good for my people," as they do for Nevada or Utah or the Dakotas or Montana?

Why should the people of the D'strict of Columbia be represented either by absence or by sufferance or by tag-along? I am a perfect example of what is representation by tag-along. I am chairman of the District of Columbia Committee, not the most coveted position in the U.S. Senate, I assure my colleagues. In my normal routine day, after trying to dispose and contemplate those matters that I think have some direct bearing on the people of my home state, Missouri, the people who sent me here—and I hope will keep me here—and then considering

such matters as are before committees of the Senate that have some national scope insofar as jurisdiction is concerned, and after perhaps attending to personal chores, if I have 5 minutes, or perhaps 10 minutes, then I can contemplate and guess at what might be good for 750,000 people that I do not know, and to whom I am not accountable. They cannot elect me and they cannot defeat me. And if I have time, if I want to give it some time, that is what they get from me. That is what they get from other members of the District of Columbia Committee, and I daresay they get even less from the other 93 members of the Senate who do not serve on the District of Columbia Committee.

COMMENT ON NEWSPAPER ARTICLE

Mr. HAHN. I might say as an aside, in reference to his comment that the Congress is dealing with what he called itty-bitty matters, many of these matters would be, of course, small to the Congress, but they are the bread and butter staple items to a city council.

I believe that 99 percent of the type of items that Senator Eagleton talked about can be handled by Council regulation using the police powers.

I believe that it is in the interest of Congress that this function should grow and expand. Congress retains the right at all times under the powers of article I, section 8, by statute to reverse any action taken by us.

Using the licensing powers to set fees for trash collection and parking the Council has and can make a significant budget contribution.

Further, using its hearings and investigatory power, the Council has already assumed much of the burden that Senator Eagleton refers to and can assume more.

We have placed in the materials submitted to you a list of the regulations approved by the Council during 1970 and a list of the public hearings held by the Council during 1970.

(1970 regulations approved by the Council as submitted are retained in the files of the committee.)

BUDGET REQUEST

Mr. HAHN. I think you can see from this that the work and effectiveness of the Council has both matured and increased in sophistication and efficiency.

Our budget request for 1972 is only for mandatory increases and for the addition of one more professional staff member. Our total budget request is for $520,000, including this new staff position.

Councilman Anderson, who will speak for Vice Chairman Tucker, whose committee prepared the Council budget, will more fully explain our request. Upon his conclusion, we will submit ourselves for any questions the chairman may put to us.

Senator INOUYE. Councilman Anderson, welcome, and please proceed.

Mr. ANDERSON. Thank you, Mr. Chairman.

I am Stanley Anderson, and I am speaking for Vice Chairman Tucker, who is the Chairman of the City Council committee responsible for reviewing the Council's own budget—both the base budget and the increases which might be needed. Based on this review, the budget request which the Council is making for 1972 is $520,100. This represents an increase of $34,900 and one position over the 1971 adjusted base; $28,000 of the increase is for mandatory personnel expenses.

We believe that our present staff organization is an effective one. The Council is divided into nine committees with nine specific substantive areas. Each councilman chairs one of these committees. Aside from our administrative staff, legal counsel, and assistants to the Chairman and Vice Chairman, our professional staff members serve as clerks to one or more of these committees. We are requesting one additional committee clerk in 1972 because of the increased workload of some of our committees.

In closing, I would like to summarize the $34,900 increase requested by the Council as follows:

1. Within-grade advancement, $12,300.
2. Pay raise, $15,900. This represents the pay raise which went into effect last January 1.
3. Additional positions, $6,700. One GS–13 committee clerk for 4 months funding.

PROFESSIONAL PERSONNEL

Senator INOUYE. Thank you very much, Mr. Councilman. I note that you presently have 37 positions.

Mr. ANDERSON. Yes, sir; that is correct.

Senator INOUYE. Of this number, how many are professionals?

Mr. ANDERSON. Nine, sir, are professionals.

Senator INOUYE. Are these selected or assigned by their program specialties?

Mr. ANDERSON. They are based on program specialties. When we think in terms of professional, we include legal counsel and people assigned by program specialties. And for the committee of the whole, we have a person assigned to that particular committee. Then the Housing and Urban Development Committee, there is a professional assigned to it. We have a professional serving two committees, the Health and Welfare Committee, and the Economic Development Committee. And the Education and the Youth Affairs Committee, we have those two committees being served by one professional at the time. Public Safety has a person and there is one person assigned to the two committees, Transportation and Government Operations. So we would like to be able to decrease the workload of those professionals.

SALARY OF CHAIRMAN AND COUNCILMEN

Senator INOUYE. I should know this, but this just shows you how long I have been on the committee. What is the salary of a councilman?

Mr. HAHN. The Chairman's salary is $10,000, and the councilmen's are $7,500. The Vice Chairman is $9,000; it is part time.

Senator INOUYE. The law says your position is part time, but if I read your exhibits correctly, you seem to spend a lot of time in hearings. How many hours would you put in, in a week on this job, on the average?

Mr. HAHN. Without wanting to prejudice my position as a part-time employee, I would say it is full time, 7-days-a-week job. And the councilmen pretty much do the same.

Senator INOUYE. You put in at least 40 hours a week, would you say?

Mr. HAHN. Oh, yes.

Senator INOUYE. Under those circumstances, have you considered a pay raise?

Mr. HAHN. There has been a pay raise bill which was proposed 2 years ago, at the same time as the pay raise for the Mayor, and the Deputy Mayor, but that did not succeed at that time. I would think it would be appropriate to submit another one this year.

REJECTION OF PROPERTY TAX

Senator INOUYE. Mr. Chairman, during the opening of this hearing, I asked the Mayor about the property tax, and I somehow involved the council, because I noted that the council had turned down the Mayor's recommendation for a property tax item. Would you tell this committee at this point your reason for turning this down?

Mr. HAHN. Yes, sir; Mr. Chairman. And speaking of fiscal year 1972, we have before us three budgets at the present time. The main 1972 budget, which is the one which is before you now; a 1972 budget amendment, on which we have not yet held full hearings enacted; and a second 1971 supplemental budget, on which we have acted in part, but have not acted in the main.

Looking at the funds available for those three budgets and assuming for the present purposes that the reciprocal income tax will be passed and produce $51 million, it does not appear that the revenue from a real estate tax is needed at this time.

RECIPROCAL INCOME TAX

Senator INOUYE. This question may be a bit premature, but as I indicated to the Mayor, there seems to be a feeling among my colleagues that this reciprocal income tax will not be looked upon with favor.

Mr. HAHN. I heard the chairman say that.

Senator INOUYE. If the Congress fails to approve this tax, how do you propose to make up for this $51 million?

Mr. HAHN. Naturally, this is a subject that has given us a good deal of troublesome thoughts during the past 6 weeks. We do not see at the moment, so long as the Mayor proposes to push the reciprocal income tax, how we can deal effectively with alternatives, although we have given a great deal of thought to the matter.

My suggestion is this. When we have completed the study of the second 1971 budget supplemental, and the 1972 budget amendment, we will have among those items about a maximum of $51 million, if those items are all approved. It could be equated with the reciprocal income tax, and during the time that consideration takes place, on whether or not that can be passed, and if it cannot, what alternative there should be to it, whether short-term borrowing would not be an intelligent way to deal with these matters, which are either largely existing debts, or pay increases required, for which no funds have been heretofore set aside.

A business would make such a choice and I think that that would be my immediate suggestion, that we look at the possibility of short-term borrowing to fund those items, so that when we deal with the main budget, where funds required are $675 million of operating funds, we can have available funds that are "in being" rather than funds where the revenues have not yet been provided for.

Senator INOUYE. Would you consider an increase in the Federal share?

Mr. HAHN. Yes; I would say that that certainly is the No. 1 consideration, based upon the very generous and appropriate remarks that you made at the beginning of the hearing, and, second, the possibility as suggested by the vice chairman several weeks ago, also indicated by your comments, perhaps a number of tax-exempt properties, not Federal, be removed from the exemption list. This could be a source of additional funding.

Senator INOUYE. Any questions?

REFERENCE TO NEWSPAPER ARTICLE

Mr. JORDAN. Mr. Hahn, Sunday's Washington Star, March 14, quoted you as follows, with reference to alternative means of financing the 1972 budget:

> Instead Hahn said, the Mayor could dip into the City's current 1971 budget, and take out $20 million of unspent Federal money and put it in the 1972 proposed budget..

(The article appears on page 1684.)

Would you give the committee the benefit of your views on this particular matter?

Mr. HAHN. Yes, Mr. Jordan. The remarks I made earlier reflect that point of view. I hope I did not precisely use the words "dip in," but I would say——

Senator INOUYE. Very descriptive.

Mr. HAHN (continuing). The sense, though, is correct. It seems to me that the dynamic part of the city's 1972 budget is contained in the main 1972 budget, which is now before this committee. I would be concerned at setting up a budget which would contain less than all of the revenues already provided for. We have submitted a suggested financing program along with the report we submitted to the Mayor. I will be glad to make a copy of that report available. We have included in that a list of funds available of $660 million, which includes $20 million of 1971 funds, unappropriated as of the time our request is submitted, plus $17 million of the $27 million of additional Federal increase requested by the Mayor in fiscal 1972.

PRIORITY OF REPROGRAMINGS AND SUPPLEMENTAL APPROPRIATIONS

Mr. JORDAN. Mr. Hahn, earlier, our Chairman mentioned the difficulty of dealing with multiple requests all at the same time, both supplementals and revisions of earlier appropriations, and you, yourself, indicated that this was a problem for the council, perhaps. Would you find yourself in agreement with the position as stated by the Chairman, to the effect that reprogramings and supplemental appropriations should be restricted to truly urgent and unforeseeable items?

Mr. HAHN. Yes, sir; I do agree. I heard the chairman's statement and I do agree with it. We did ask and repeatedly asked, beginning in October and November, that the second budget supplemental of 1971 be submitted then, so that it could be dealt with at that time. The fact that the second 1971 budget supplemental and the 1972 budget amendment were delivered to us on February 23, of course, creates problems. We dealt immediately with three items which had been heard and reviewed by public witnesses heretofore. That is principally the higher

education general operating fund request; the additional money for 1971 for the subway; and the additional for Blue Plains. All other items were new to us. The Deputy Mayor testified on them to the council on Friday. Public witnesses will be heard on the 18th and we will act by the 23d.

Mr. JORDAN. I might add for the record, this committee received a reprograming action for Capital Outlay items in the neighborhood of $5 million, only 3 days before we were to begin the hearings on the annual bill. This item is pending before the subcommittee, awaiting Chairman Jackson.

Senator INOUYE. Mr. Clark?

Mr. CLARK. No questions.

Senator INOUYE. Thank you very much, Mr. Hahn. If I may, I would like to have the opportunity to call on you again, if it is necessary.

Mr. HAHN. It would be my pleasure, and I join with the Mayor in expressing to you from the legislative branch of the Government an appreciation of the generous approach in time, energy, and commitment, which you are giving to our city.

Senator INOUYE. Thank you, sir.

EXECUTIVE OFFICES

OFFICE OF THE SECRETARIAT

STATEMENT OF MARTIN K. SCHALLER, EXECUTIVE SECRETARY

ACCOMPANIED BY IRA KELLOGG, ASSISTANT AND CHIEF, ADMINISTRATIVE REGULATIONS SECTION

BUDGET REQUEST

Senator INOUYE. We will now consider the budget of the Office of the Secretariat. Mr. Martin K. Schaller, the executive secretary, is here to testify on behalf of the Office of the Secretariat, for which the amount of $603,400 is requested for fiscal year 1972. This is an increase of 7.4 percent over the last appropriation.

Welcome to the committee, sir.

INTRODUCTION OF WITNESSES

Mr. SCHALLER. Good morning, Mr. Chairman. I am pleased to be here. I have with me Mr. Ira Kellogg, who is assistant to the executive secretary, and also chief of my administrative regulation section.

I have an opening statement if you would like me to read that, sir.

Senator INOUYE. Please proceed in whatever way you want.

BUDGET REQUEST

Mr. SCHALLER. The Office of the Secretariat, executive office of the Commissioner is requesting funding in the amount of $603,400 and 28 positions for the fiscal year 1972. The increased level of funding in the amount of $16,000 which is being requested in our budget is necessary to cover within-grade advancements and represents annualization of the January 10, 1971, classified pay increase. The Office of the Secretariat is not requesting any additional positions in the 1972 fiscal year. The positions and funds requested are necessary to provide administrative and staff support to the Commissioner through the performance of ministerial duties and the maintenance of official records and correspondence. In carrying out these duties the executive secretary, District of Columbia, and the Office of the Secretariat is required to—

RESPONSIBILITIES OF SECRETARIAT OFFICE

Receive all District of Columbia departmental action documents prior to submission to the Commissioner for approval, and maintains records of such actions.

Process all correspondence for the Commissioner and the assistant to the Commissioner.

Serve as secretary of the Commissioner's cabinet, and in that capacity prepares agenda and records actions.

Issue notary public commissions and certifications of notary public commissions.

Administer the publication provisions of the Administrative Procedure Act (Public Law 90–614), including publication of the District of Columbia Register, and maintenance of the publications fund, publication, storage, and distribution of all District of Columbia codes, maps, regulations, and amendments. Prepare for approval of the Commissioner and after approval issue orders of the Commissioner, resolutions, proclamations, letters of greeting, public service awards, directives, official notices, and memorandums to heads of departments and agencies.

Make arrangements for public hearings of the Commissioner.

Provide personnel assistance and support for certain offices under the jurisdiction of the Commissioner.

Process applications for nomination by the Commissioner to the service academies, for four of the five military academies of the United States.

Serve as chairman of the special events committee, by providing the coordinated planning of arrangements and services requiring the cooperation and participation of departments and agencies of the municipal government in connection with ceremonies, conventions, parades, festivals, and pageants.

Provide and arrange for orientation sessions on the organization and structure of the District of Columbia government for foreign government officials and other visitors; and serve as ceremonial and protocol officer on the occasion of visits by foreign officials, dignitaries, and others to the city government.

Provide the necessary administrative services for the Police Complaint Review Board—formal complaints are filed by aggrieved persons and are referred to the Chief of Police for investigation prior to hearings and official action of the board.

Receive and process applications received from the public for temporary street and/or alley closings.

Process appointments and reappointments made by the Commissioner to the various boards, commissions, and committees of the District of Columbia.

Prepare advertising orders for local and out-of-town newspapers as required by law or as requested by departments and agencies of the District of Columbia government.

Provide the necessary administrative and other support services for the Hacker's License Appeal Board.

Maintain budget and fiscal accounting services for certain offices under the jurisdiction of the Commissioner.

DISTRICT OF COLUMBIA RULES AND REGULATIONS

With respect to the compilation of District of Columbia regulations, as of October 21, 1970, the compilation, known as the District of Columbia Rules and Regulations (DCRR), was published as required by Public Law 90–614, District of Columbia Administrative Procedure Act.

The DCRR consists of 29 titles and a general index—all of which were published as special editions of the District of Columbia Register. The 29 titles include rules and regulations as they relate to the functions and operations of the various District of Columbia government agencies. Some of the titles include materials which had been previously published and were incorporated in the DCRR by reference. These referenced materials will be issued in DCRR format in accordance with a publication schedule extending through March 1972.

In addition, codification work is proceeding on refining and republishing materials which were published in the DCRR in 1970, and relates to public welfare and motor vehicles. This work is expected to be completed in fiscal year 1971.

This completes my statement, Mr. Chairman.

POLICE COMPLAINT REVIEW BOARD

Senator INOUYE. Mr. Schaller, you have referred to the Police Complaint Review Board. During the calendar year 1970, how many complaints against policemen were filed with this Board?

Mr. SCHALLER. I believe it was 52, sir. We average about 50 to 80 cases a year.

Senator INOUYE. Can you provide a memo for this committee, setting forth the following statistics for the last 5 years: the number of complaints filed, the number of cases resolved, and the number of cases pending?

Mr. SCHALLER. Yes, sir. I would be pleased to do that.

(The information follows:)

POLICE COMPLAINT REVIEW BOARD

STATISTICAL INFORMATION 1965-71

Year	Complaints	Action
1965	24	16 dismissed; 4 withdrawn; 2 PTB (police trial board action taken); 1 proposed rules of conduct for police officers; 1 formal reprimand suggested.
1966	31	12 dismissed; 6 withdrawn; 3 disciplinary action; 5 PTB (police trial board action taken); 1 complainant failed to return medical waiver; 4 investigative report not received.
1967	43	31 dismissed; 6 withdrawn; 1 officer resigned; 4 investigative report not received.
1968	57	19 dismissed; 5 withdrawn; 1 PTB (police trial board action taken); 2 attorney unable to contact complainant; 6 pending formal hearing; 3 pending informal hearing; 8 pending disposition; 13 investigative report not received.
1969	83	3 withdrawn; 14 pending informal hearing; 19 pending disposition; 1 PTB (police trial board action taken); 46 investigative report not received.
1970	52	20 pending informal hearing; 1 pending formal hearing; 31 investigative report not received.
1971	16	No reports received.

Note: Dismissed—(1) Unable to resolve conflicting statements; (2) Not within CRB jurisdiction; (3) Unable to locate complainant; (4) Failure to return medical waiver; (5) Did not appear for formal or informal hearings.

MEMBERS OF POLICE COMPLAINT REVIEW BOARD

Senator INOUYE. Who constitutes the Board?

Mr. SCHALLER. We have a Board composed of five members who are citizens of the District of Columbia, who volunteer their services to that Board. They are appointed for terms of 3 years by the Commissioner of the District of Columbia.

APPLICATIONS FOR SERVICE ACADEMIES

Senator INOUYE. Is your office under the direct control of the Mayor?

Mr. SCHALLER. It is part of the Executive Office of the Commissioner, and I report directly to the Commissioner; yes, sir.

Senator INOUYE. Because I note that many of your functions would be almost the office type. Is the processing of applications for service academies difficult to do?

Mr. SCHALLER. It is a time-consuming job during certain times of the year. We have just completed our nominations and they were submitted the first of February for the school year beginning in September for the service academies. The Commissioner nominated approximately 40 youngsters. We have probably about 100 or so youngsters that made formal inquiry or applied during the year for nominations to the academies.

They fill out an application, we verify whether they are legally residing in the District of Columbia, we give an examination the day after Thanksgiving, which is the traditional day for the examination. This exam is similar to the Civil Service examination given by many of the Congressmen. Ours is administered by our Public School System.

Senator INOUYE. How many staff people are assigned to this job?

Mr. SCHALLER. Really, no person is assigned to it full time. My administrative aide, who is on my immediate staff, is the person that works on this. Actually, throughout the year it is the type of activity where we would have in any given week, one or two youngsters coming in wanting to know how to apply for the service academies and so on. As the time approaches for the examination, particularly the period October through January, my administrative aide does spend a considerable amount of time on this activity. The youngsters come in and change their minds; they want to go to another academy; and the academies themselves send representatives to our office, and say, we have a youngster who has come to us and we would like to send him to you for consideration; questions on domicile arise, and so on. So there is quite a bit to do with this, however, it is not the type of activity we would assign a person to full time.

Senator INOUYE. Mr. Jordan?

TRAVEL EXPENSES AND DUES OF ORGANIZATIONS: SEC. 4, 1971 APPROPRIATION ACT

Mr. JORDAN. Mr. Schaller, section 4 of the 1971 Appropriation Act of the District of Columbia reads as follows:

> Appropriations in this act shall be available for purposes of travel and for the payment of dues of organizations concerned with the work of the District of Columbia government, when authorized by the Commissioner, provided that the total expenditure for this purpose shall not exceed $150,000.

The 1970 act contained a similar provision, except its limitation was $122,700.

What responsibility, if any, does your office have in connection with insuring that the terms of the Appropriations Act are complied with?

Mr. SCHALLER. It does not really have responsibility, sir. I have, for example, on my staff, a budget person who is concerned with the

immediate budget of the Office of the Mayor and of the Deputy Mayor and of the secretariat, and some smaller offices. The responsibility I have is only for the preparation of the budget and the immediate expenses of the office.

Mr. JORDAN. I have specific reference to Commissioner's Order 70-319, dated August 19, 1970, which I believe you signed as Executive Secretary, is that not correct?

Mr. SCHALLER. Yes, sir.

Mr. JORDAN. You are familiar with that, of course?

Mr. SCHALLER. Yes, sir. Of course, the Executive Secretary signs most of the Commissioners Orders for the Commissioner. Since we have many orders it is not possible for me to remember the contents of all of them.

Mr. JORDAN. Are you familiar with the contents of the order?

Mr. SCHALLER. I do not remember it completely, no, sir. I would have to look at it.

Mr. JORDAN. The committee has been unable to find one issued in connection with the 1970 Appropriations Act. Do you know why one was not issued, or if, in fact, one was not?

Mr. SCHALLER. This is the appropriations order which, I believe, has to be issued annually; is that correct?

Mr. JORDAN. Yes, and the one I had reference to was issued on March 19, 1970.

Mr. SCHALLER. I believe there was one issued. I think that question was already raised before these hearings started——

Mr. JORDAN. Would you advise the committee as to the date of that earlier order if, in fact, there was one issued?

Mr. SCHALLER. Yes, sir, I would be pleased to do that.

(The information was furnished for the committee files.)

TOTAL COST OF OUT-OF-CITY TRAVEL

Mr. JORDAN. The committee has been supplied with summary information indicating that the total cost of out-of-city travel for fiscal 1970 was $572,935, and for the first six months of fiscal 1971, the total was $223,974. Both of these summaries will be placed in the hearing record.

(The information follows:)

COST OF OUT-OF-CITY TRAVEL AND RELATED INFORMATION

Fiscal Year 1970

Agency:	Amount Allotted	Amount Disbursed
General Operating Expenses:		
Office of the Commissioner	8,407	6,609
City Council	3,500	4,439 1/
Executive Office:		
Office of the Secretariat	73	48
Public Affairs Office	71	71
Office of Budget and Executive Management	5,700	3,138
Personnel Office	1,308	1,038
Office of Civil Defense	1,975	1,899
Total, Executive Office	9,127	6,194
Department of Finance and Revenue	8,279	7,781
Office of the Corporation Counsel	2,400	2,337
Department of General Services	2,400	5,851
Department of Economic Development	16,827	13,666
Public Library	522	1,332
Other Independent Agencies and Offices:		
Assistant to Commissioner for Youth Opportunity Services	711	686
Assis ant to Commissioner for Housing Programs	3,200	379
Alcoholic Beverage Control Board	675	517
Board of Parole	5,550	819
Office of the Coroner	.....	2,114
Department of Insurance	.....	425
Minimum Wage and Industrial Safety Board	5,165	2,037
Public Service Commission	1,650	2,169
Zoning Office	800	1,874
Human Relations Commission	2,200	4,641
Total, Other Independent Agencies and Offices	19,951	15,661
Miscellaneous Contributions:		
D. C. Apprenticeship Council	1,841	1,578
Total, General Operating Expenses	73,254	65,448
Public Safety:		
Metropolitan Police	200,015	207,323
Fire Department	2,800	1,891
Court:		
Juvenile	2,130	2,053
General Sessions	4,332	3,763
Legal Aid Agency	16,000	1,290
Total, Courts	22,462	7,106
Department of Corrections	6,620	7,804
National Guard	2,000	1,151
Total, Public Safety	233,897	225,275

	Amount Allotted	Amount Disbursed
Education:		
Public Schools	165,000	111,015
D. C. Teachers College	2,100	2,245
Federal City College	75,000	35,490
Washington Technical Institute	14,185	13,442
Total, Education	256,285	162,192
Recreation:		
Recreation Department	30,222	4,110
Health and Welfare:		
Office of the Director	.....	689
Vocational Rehabilitation Administration	11,215	8,335
Health Services Administration	43,561	34,350
Social Services Administration	19,964	32,054
Veterans' Affairs Administration	800	695
Narcotics Treatment Administration	.....	2/
Total, Human Resources	75,540	76,123
Highways and Traffic:		
Department of Highways and Traffic	4,444	22,484 3/
Motor Vehicles	4,100	2,766
Motor Vehicle Parking Agency	1,000	524
Total, Highways and Traffic	9,544	25,774
Sanitary Engineering:		
Department of Sanitary Engineering	2,990	10,376
Washington Aqueduct	3,637	3,637
Total, Sanitary Engineering	6,627	14,013
Grand Total	685,369	572,935

1/ From June 30, 1970 Financial Plan and Status Report.
2/ Did not submit.
3/ A large percentage of these trips are not to attend conventions, seminars, or schools; but to allow design engineers to meet with consultants; construction engineer to inspect steel fabrication at the mill, and landscape architects to inspect and choose stock at nurseries - most of these types of travel are charged to projects and are reimbursed by the Federal Highway Administration.

SUMMARY COST OF
OUT-OF-CITY TRAVEL AND RELATED INFORMATION
FISCAL YEAR 1971
(For first six months only)

Agency	Transportation Costs	Per Diem Cost	Other Costs	Total Cost to District of Columbia
General Operating Expenses:				
Office of the Commissioner	$ 1,950.50	$ 1,335.50	$ 371.75	$ 3,499.80
City Council	1,046.50	816.62	150.24	2,013.36
Executive Office:				
Office of the Secretariat	.....	.....	.....	.....
Office of Public Affairs	46.10	25.00	.....	71.10
Office of Budget and Executive Management	1,130.55	1,098.75	855.45	3,084.75
Personnel Office	330.40	793.75	357.75	1,481.90
Office of Community Services	.....	.....	.....	.....
Office of Civil Defense	.....	.....	.....	.....
Office of Criminal Justice Plans and Analysis	..... 1/	..... 1/	..... 1/	..... 1/
Total, Executive Office	1,507.05	1,917.50	1,213.20	4,637.75
Department of Finance and Revenue	2,755.27	1,920.00	625.45	5,300.72
Corporation Counsel	493.30	618.75	210.00	1,322.05
Department of General Services	707.65	945.00	789.95	2,442.60
Department of Economic Development	2,792.39	2,061.88	1,580.00	6,434.27
Public Library	213.18	150.00	60.00	423.18
Other independent Offices and Agencies:				
Assistant to the Commissioner for Youth Opportunity Services	788.00	.....	.....	788.00
Assistant to the Commissioner for Housing Programs	212.00	150.20	.....	362.20
Alcoholic Beverage Control Board	.....	.....	.....	.....
Board of Parole	288.00	500.00	31.00	819.00

	Transportation Costs	Per Diem Cost	Other Costs	Total Cost to District of Columbia
General Operating Expenses - cont.				
Office of the Coroner	214.40	402.40	254.30	881.10
Department of Insurance	1,183.55	291.25	26.75	1,501.55
Minimum Wage and Industrial Safety Board	550.21	1,287.50	336.25	2,173.96
Recorder of Deeds	.....	.....	.....	.....
Public Service Commission	1,276.20	643.00	705.40	2,624.60
Zoning Office	150.35	137.50	66.00	353.85
Board of Appeals and Review	.....	.....	.....	.....
Human Relations Commission	370.05	775.00	.....	1,145.05
Board of Elections	280.00	100.00	.....	380.00
Office of the Surveyor	.....	.....	.....	.....
Commission on the Arts	.....	.....	.....	.....
Commission on the Status of Women	.....	.....	.....	.....
Total, Other Independent Offices and Agencies	5,312.76	4,286.85	1,419.70	11,029.31
Total, General Operating Expenses	16,778.60	14,052.10	6,420.29	37,103.04
Public Safety:				
Metropolitan Police	21,247.19	37,448.39	9,002.19	67,405.27
Fire Department	400.00	200.00	60.00	660.00
Courts:				
Appeals	18.50	.....	.....	18.50
Superior Court	2,007.77	1,700.00	1,816.98	5,524.75
U. S. Courts	.....	.....	.....	.....
Public Defender Service	1/	1/	1/	1/
Bail Agency	.....	.....	.....	.....
Total, Courts	2,026.27	1,700.00	1,816.98	5,543.25
Department of Corrections	2,277.41	2,814.75	117.50	5,209.66
National Guard	.....	1,181.25	210.00	1,400.35
Total, Public Safety	25,950.87	43,344.39	11,206.67	80,218.53

	Transportation Costs	Per Diem Cost	Other Costs	Total Cost to District of Columbia
Education:				
Public Schools	10,304.90	13,620.12	3,465.82	27,390.84
D. C. Teachers College	460.31	366.25	66.95	894.01
Federal City College	9,536.31	7,143.25	2,860.99	19,540.55
Washington Technical Institute	6,591.14	2,815.50	1,053.28	9,870.57
Total, Education	26,892.66	23,945.12	7,447.04	57,695.97
Recreation:				
Recreation Department	178.50	206.25	179.85	564.60
Human Resources:				
Office of the Director, Human Resources	1,009.50	485.00	115.00	1,609.50
Vocational Rehabilitation Administration	825.40	1,214.55	313.09	2,353.04
Health Services Administration	9,729.39	7,537.05	1,760.50	19,026.94
Social Services Administration	261.00	402.00	.....	663.00
Veterans' Affairs Administration	296.00	506.25	18.00	820.25
Narcotics Treatment Administration	1,683.95	3,386.25	45.00	5,115.20
Total, Human Resources	13,805.24	13,531.10	2,251.59	29,587.93
Highways and Traffic:				
Department of Highways and Traffic	3,957.26	3,236.00	1,329.86	8,523.12
Motor Vehicles	1,155.56	1,014.75	342.20	2,512.51
Motor Vehicle Parking Agency	.....	.....	.....	.....
Total, Highways and Traffic	5,112.82	4,250.75	1,672.06	11,035.63
Sanitary Engineering:				
Department of Sanitary Engineering	2,991.80	2,603.75	927.65	6,523.20
Washington Aqueduct	379.33	853.80	12.00	1,245.13
Total, Sanitary Engineering	3,371.13	3,457.55	939.65	7,768.33
GRAND TOTAL	92,089.82	102,787.26	30,117.15	223,974.03

1/ Failed to Reply.

LIMITATION OF APPROPRIATIONS ACT CONCERNING TRAVEL

Mr. JORDAN. I invite your comments or the comments of the Office of Budget and Executive Management, as to how city travel has reached the levels indicated by these documents without exceeding the limitation of the Appropriations Act. If you are not familiar with that, is there someone present who could respond to it?

Mr. COPPIE. The limitation of the Appropriations Act, which is $150,000, pertains to out-of-district travel for specific seminars or related professional business, whereas the total amount of out-of-district travel is for attending professional meetings of one kind or another, which would not necessarily result in a person attending a professional meeting as part of a study course, that he would be undertaking at the meeting. So that I do not think the total amount is in violation of the Appropriations Act. The amount that is restricted by the Appropriations Act is for a specific purpose and we live within that appropriation.

PERCENTAGE OF GRANT OR CONTRACT FUNDS INCLUDED IN TOTAL

Mr. JORDAN. Mr. Coppie, then, what percentage of grant funds or contract funds other than appropriated funds would you estimate would be contained within these totals?

Mr. COPPIE. Mr. Jordan, we show $500,000, as you know, for the 1970 fiscal year, and that is all funds. I anticipate that probably the greater part of that is appropriated money, but we would have to do a more detailed analysis and supply it for the record, if you do require that.

Mr. JORDAN. We would like to have it.

(The information follows:)

DETAIL SUMMARY COST OF
OUT-OF-CITY TRAVEL BY D. C. AND FEDERAL FUNDS
FISCAL YEAR 1971
(For first six months only)

Agency	Total Cost	D.C. Funds	Federal Funds
General Operating Expenses:			
Office of the Commissioner	$ 3,499.80	$ 3,499.80	$ .....
City Council	2,013.36	2,013.36	.....
Executive Office:			
Office of the Secretariat	.....	.....	.....
Office of Public Affairs	71.10	71.10	.....
Office of Budget and Executive Management	3,084.75	3,084.75	.....
Personnel Office	1,481.90	1,481.90	.....
Office of Community Services	.....	.....	.....
Office of Civil Defense	.....	.....	.....
Office of Criminal Justice Plans and Analysis	4,827.70	2,141.92	2,685.78
Total, Executive Office	9,465.45	6,779.67	2,685.78
Department of Finance and Revenue	5,300.72	5,300.72	.....
Corporation Counsel	1,322.05	1,322.05	.....
Department of General Services	2,442.60	2,442.60	.....
Department of Economic Development	8,548.68	6,434.27	2,114.41
Public Library	423.18	423.18	.....
Other independent Offices and Agencies:			
Assistant to the Commissioner for Youth Opportunity Services	1,727.50	1,727.50	.....
Assistant to the Commissioner for Housing Programs	786.76	362.20	424.56
Alcoholic Beverage Control Board	.....	.....	.....
Board of Parole	819.00	819.00	.....

	Total Cost	D.C. Funds	Federal Funds
General Operating Expenses - cont.			
Office of the Coroner	881.10	881.10	.....
Department of Insurance	1,501.55	1,501.55	.....
Minimum Wage and Industrial Safety Board	2,173.96	2,173.96	.....
Recorder of Deeds	.....	.....	.....
Public Service Commission	2,624.60	2,624.60	.....
Zoning Office	878.50	325.25	553.25
Board of Appeals and Review	.....	.....	.....
Human Relations Commission	1,145.05	1,145.05	.....
Board of Elections	380.00	380.00	.....
Office of the Surveyor	.....	.....	.....
Commission on the Arts	.....	.....	.....
Commission on the Status of Women	.....	.....	.....
Total, Other Independent Offices and Agencies	12,918.02	11,940.21	977.81
Total, General Operating Expenses	45,933.86	40,155.86	5,778.00
Public Safety:			
Metropolitan Police	67,405.27	64,406.52	2,998.75
Fire Department	660.00	660.00	.....
Courts:			
Appeals	18.50	18.50	.....
Superior Court	5,524.75	5.524.75	.....
U. S. Courts	.....	.....	.....
Public Defender Service			.....
Bail Agency	.....	.....	.....
Total, Courts	5,543.25	5,543.25	.....
Department of Corrections	5,209.66	5,209.66	.....
National Guard	1,400.35	1,400.35	.....
Total, Public Safety	80,218.53	77,219.78	2,998.75

	Total Cost	D.C. Funds	Federal Funds
Education:			
Public Schools	27,390.84	27,390.84	.....
D. C. Teachers College	894.01	894.01	.....
Federal City College	19,540.55	19,540.55	.....
Washington Technical Institute	9,870.57	9,870.57	.....
Total, Education	57,695.97	57,695.97	.....
Recreation:			
Recreation Department	564.60	564.60	.....
Human Resources:			
Office of the Director, Human Resources	7,523.02	1,609.50	5,913.52
Vocational Rehabilitation Administration	2,353.04	470.60	1,882.44
Community Health Services	40,844.27	11,886.69	28,957.58
Social Services Administration	1,112.00	663.00	449.00
Veterans' Affairs Administration	820.25	820.25	.....
Narcotics Treatment Administration	5,115.20	5,115.20	.....
Hospital and Medical Care Administration	4,487.15	4,176.90	310.25
Mental Health Administration	5,987.75	2,977.35	3,010.40
Total, Human Resources	68,242.68	27,719.49	40,523.19
Highways and Traffic:			
Department of Highways and Traffic	8,523.12	5,600.78	2,922.34
Motor Vehicles	2,512.51	2,128.06	384.45
Motor Vehicle Parking Agency	.....	.....	.....
Total, Highways and Traffic	11,035.63	7,728.84	3,306.79
Sanitary Engineering:			
Department of Sanitary Engineering	6,523.20	5,959.84	563.36
Washington Aqueduct	1,245.13	1,245.13	.....
Total, Sanitary Engineering	7,768.33	7,204.97	563.36
GRAND TOTAL	271,459.60	218,289.51	53,170.09

AUDIT OF 1970 AND 1971 TRAVEL ACCOUNTS

Mr. JORDAN. Mr. Chairman, the General Accounting Office has responsibility for reporting noncompliance with congressional expenditure limitations. There are representatives of the General Accounting Office present, and if you concur, I would propose the committee ask the General Accounting Office to audit the 1970 and 1971 travel accounts in order to assure that both the requirements and the intent of the law have been met.

Senator INOUYE. When you consider the discrepancies in funds, I think it would be most appropriate. If a representative is here, may I now officially make this request?

(The requested information entailed a legal opinion of the General Accounting Office and was not available at the time the hearing record went to print.)

COSTS PAID FROM DISTRICT OF COLUMBIA FUNDS

Mr. JORDAN. Mr. Schaller, an examination of data furnished the committee with reference to travel indicates in fiscal 1970, travel costs alone associated with the trip you made around the world, totaled $2,052.85. Were these District of Columbia or grant funds?

Mr. SCHALLER. They were District of Columbia funds.

Mr. JORDAN. What was the purpose of the trip?

Mr. SCHALLER. The trip was to accompany the Mayor and Mrs. Washington on their State Department-sponsored tour.

Mr. JORDAN. What other related costs were paid from District of Columbia funds? The amount I referred to was travel alone. Were there other costs?

Mr. SCHALLER. No, sir.

Mr. JORDAN. No per diem.

Mr. SCHALLER. I believe that is included in that $2,000 figure.

Mr. JORDAN. The item that I refer to has a control symbol and refers to cost of travel alone, as $2,052.85, and attached is a copy of a ticket itself, showing an identical amount. Would you like to examine these documents and then advise the committee as to whether or not this was the total cost?

Mr. SCHALLER. Yes.

(Checking.)

Mr. SCHALLER. You are correct. The travel was $2,052. The per diem which I was authorized was $25 a day.

Mr. JORDAN. And that was for a period of how long?

Mr. SCHALLER. 21 days.

Mr. JORDAN. Was that total cost then associated with the trip?

Mr. SCHALLER. Yes, sir. Approximately $2,492. I did not claim the full per diem which I was authorized or entitled.

Mr. JORDAN. Plus your own salary while you were away?

Mr. SCHALLER. Yes, sir.

Mr. JORDAN. Did you make a report in connection with the trip?

Mr. SCHALLER. Yes, sir; I did.

Mr. JORDAN. Would you make it available to the committee?

Mr. SCHALLER. Yes, sir.

(Report on the highlights of Mayor Washington's trip abroad, June 21 to July 12, 1970, was supplied and is retained in the files of the committee.)

INDEPTH STUDY OF REQUESTS

Mr. JORDAN. I have no further questions.
Senator INOUYE. Mr. Clark?
Mr. CLARK. No questions.
Senator INOUYE. Mr. Schaller, I thank you very much.
I would like to say at this point that some of the questions I have asked my counsel to ask, may seem a little petty and small. The items are not big, less than $3,000, but we are attempting to study this budget with magnifying glasses, study every item minutely, if such is possible. We are hoping very much to not only approve whatever you request, but we might add a few more dollars. But in the process, we would like to be assured as representatives here, that every dollar spent is properly spent. So I hope you will look upon our questioning in that spirit, sir.
Mr. SCHALLER. Thank you very much, Mr. Chairman. I will be delighted to answer any questions you may have later on.
Senator INOUYE. Thank you very much, sir.

OFFICE OF PUBLIC AFFAIRS

STATEMENT OF SAMUEL T. EASTMAN, PUBLIC AFFAIRS OFFICER

BUDGET REQUEST

Senator INOUYE. We will next consider the Office of Public Affairs. Mr. Sam Eastman, Public Affairs Officer, is here to present testimony in behalf of this request of $106,900, for fiscal year 1972. It is an increase of 13 percent over the last appropriation.
I welcome you, sir. Please proceed.

RESPONSIBILITIES OF PUBLIC AFFAIRS OFFICE

Mr. EASTMAN. Thank you, Mr. Chairman.
The major responsibility of the Public Affairs Office is to assist in keeping the public informed on the activities of the District government.
The work of the Office centers for the most part on helping to channel this information to the community through the news media.
Our staff principally serves the Executive Office. We also work with the operating departments when they are involved in significant news developments.
The office has a relatively small staff in relation to a heavy workload stemming from the activities of Mayor Washington's administration. The responsibilities of the office include preparation of news releases, reports and statements on city government matters, the arrangement of news conferences, and the drafting of speeches. We also supply information on city government matters in response to a sizable flow of inquiries from the community and from out-of-city residents. The office also provides photographic services, including a photo lab operation, for the executive branch.

BUDGET REQUEST

Mayor Washington is not requesting any additional staff postions for the Public Affairs Office for fiscal year 1972. Our estimated budget for the current fiscal period is $101,100. The amount we are requesting for fiscal 1972 is $106,900. The requested increase of $5,800 is a mandatory cost stemming from the pay raises.

Senator INOUYE. Thank you very much, sir.

SUMMARY SCHEDULE

Mr. EASTMAN. I would like to insert in the record the summary schedule showing the cost of public information functions for the current fiscal year. This compilation shows that while the cost of the Office of Public Affairs was less than $100,000 the total cost of public information was $2.169 million.

(The summary appears on page 1514.)

TOTAL COST OF PUBLIC INFORMATION FUNCTIONS

Senator INOUYE. Would you give this committee an idea of the total cost of public information functions as contained in the Mayor's budget for fiscal 1972?

Mr. EASTMAN. Yes, sir. In regard to the material which you have referred to, the jobs and the dollars there, I think, fall into three broad categories. I looked this material over last week. More than half of the positions and more than half of the money actually are concerned with community education and information programs and not with public information programs, as they relate to the news media.

For example, the Health Administration has included in this material community aides who go out and knock on doors to encourage people to take advantage of health clinics. My rough estimate is that out of that total that you mentioned, about $1.4 million goes toward community education and other educational programs. The balance would be broken down between press offices, such as the one I have, and several of the departments and other people who work on publication of technical material, such as the Zoning Commission and people who do visual aid work.

Senator INOUYE. Are these activities under your control?

Mr. EASTMAN. No, no, sir; not under my control. In the strict sense of the word. There is a general undertaking that when any news development in the department enters into the policy level of the Executive Office, in that case, my office works in cooperation with the department.

RELOCATION OF CORPORATION COUNSEL'S OFFICE OF TAX ENFORCEMENT

Senator INOUYE. Last year, Mr. Eastman, this committee sought to physically locate the Corporation Counsel's Office of Tax Enforcement in the Department of Finance and Revenue. The case was made that it

would be both inefficient and more expensive to distribute legal personnel among several agencies. If there is merit to this position—and I believe there is—why would it not be both administratively wise, more efficient and less expensive to consolidate the public information function and place it in the Office of Public Affairs, which is in direct support of the Executive Office?

Mr. EASTMAN. Mr. Chairman, let me say that I think the matter certainly warrants reconsideration. I think though that there are distinct advantages and disadvantages to both approaches. The advantages to a centralized system are, I think, fairly obvious. The disadvantages are less tangible but they would include a lack of flexibility and responsiveness if every statement coming up from a department would have to be cleared through a central office. I have some doubts as to the workability of that system with the District government as it is. As I said, I think we could well reexamine that.

Senator INOUYE. Mr. Watt, I see you sitting there. Would you like to comment on that question?

Mr. WATT. I might say, in general, Mr. Chairman, I am not sure that the analogy between public information and legal services would bear up under close scrutiny. Mr. Eastman has indicated that there are always offsetting advantages and disadvantages to the concept of centralization versus decentralization. In a government, in an organization as large and diverse as ours there are many segments, many departments of the government, which are large enough and have sufficient public exposure as to fully justify public information or public affairs assistance to the Director and the top staff of the department. Those departments, I think, probably should have that assistance, that capability at the Director's level.

It would be foolish, on the other hand, to try to provide that kind of a system in an agency which was too small to sustain it, where there was not sufficient activity, not sufficient demand for a full-time professional type person.

In that case, obviously, the agency should have to depend upon securing the service when it needs it, from a central office.

INVOLVEMENT OF PUBLIC AFFAIRS OFFICE WITH VARIOUS DEPARTMENTS

Senator INOUYE. Well, in this Office of Public Affairs, I gather, it is manned with professionals and I am just wondering why these professionals are not involved in the public information activities of other departments.

Mr. WATT. Well, they are, as Mr. Eastman has indicated, when there are matters of executive policy involved.

Senator INOUYE. What about the techniques or supplies?

Mr. WATT. I think there is frequently cooperation. I have seen the staffs from Mr. Eastman's office and from another department or agency working together to plan a press conference or plan a TV program on a particular subject or a series of subjects. We have, in some cases, involved staffs working jointly on the preparation of some publication materials coming out of the government. We do that on an ad hoc basis. There are no walls built up here by virtue of the fact the Police Department, for example, may have manpower assigned to the public information purposes. It does not mean that they must operate in complete separation from the activities of Mr. Eastman's office. It does not work that way.

OFFICIAL ENTERTAINING

Senator INOUYE. Recently, one of the major networks on a documentary, was relating to propaganda or information costs incurred by the Department of Defense. And having served in the Congress now for over 10 years, I am well aware that when I participate in investigations or visitations of military posts, they usually have giveaways, plaques, at the end of your inspection they will give you a very expensive album of colored photographs, and they have VIP luncheons and dinners. Does the District of Columbia government follow that type of thing?

Mr. WATT. I would say very candidly, Mr. Chairman, that the government of the District of Columbia, does much less entertaining and that kind of tangible recognition of visitors and others, than many cities that I am acquainted with.

Senator INOUYE. Do you give out keys,

Mr. WATT. The Mayor does have a medallion which is given to distinguished visitors to the city. The distribution is limited. There are occasionally presentations made to official visitors from other countries, of a set of three volumes, maybe four volumes on this city of Washington, a commercial set that can be bought in any bookstore for, I would guess, $7 or $8. This is an appropriate, we think, momento to be given. The last set I gave was to a member of German Parliament who was visiting Washington several days. He came to visit the Mayor and spent some time with us. This was given to him as a token of his visits here.

There is very, very little done in the way of official entertaining.

Senator INOUYE. Would you give us an estimate as to how much is being spent for entertainment and medallions and books?

Mr. WATT. I think we can give you more than an estimate. We will provide the information that you ask for.

(The information follows:)

CEREMONIAL EXPENSES

The Commissioner of the District of Columbia is authorized, to be appropriated by Congress, an amount of $10,000 during each fiscal year for such expenses as the Commissioner considers necessary, including personal services, for the reception and entertainment of officials of foreign, state, local or federal government agencies and other dignitaries and eminent persons visiting in or returning to the District of Columbia. The cost of receptions, keys to the city, books about Washington, D.C. as a city and Federal Capital, medallions and other mementos of the District of Columbia are paid for from these funds.

Senator INOUYE. Thank you very much.

Mr. Jordan, any questions?

Mr. JORDAN. No questions.

Mr. CLARK. No questions.

SUBCOMMITTEE RECESS

Senator INOUYE. Thank you very much. The Chair would like to continue further, but the next office, the Office of Budget and Executive Management, would take more than half an hour, and I can hear the rumbles of some of the hungry people here. The time for lunch has arrived, so we will now recess and reconvene at 10 a.m. tomorrow morning.

(Whereupon at 12:40 p.m., Monday, March 15, the subcommittee was recessed to reconvene at 10 a.m., Tuesday, March 16.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

TUESDAY, MARCH 16, 1971

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

The subcommittee met at 10:05 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye and Percy.

DISTRICT OF COLUMBIA

EXECUTIVE OFFICE

OFFICE OF BUDGET AND EXECUTIVE MANAGEMENT

STATEMENT OF JOHN INGRAM, DIRECTOR

ACCOMPANIED BY:

COMER S. COPPIE, DISTRICT OF COLUMBIA BUDGET OFFICER AND ASSISTANT DIRECTOR, BUDGET AND PROGRAM ANALYSIS DIVISION

JOHN K. PARKER, ASSISTANT DIRECTOR, ORGANIZATION AND MANAGEMENT PLANNING DIVISION

JOSEPH C. CHICHERIO, ASSISTANT DIRECTOR, SYSTEMS DEVELOPMENT AND COMPUTER SERVICES DIVISION

JAMES DEVALL, ASSISTANT TO THE DIRECTOR FOR LEGISLATION

BUDGET REQUEST

Senator INOUYE. The subcommittee will please come to order.

We will resume our hearings and we will now receive testimony from Mr. John Ingram, Director of the Office of Budget and Executive Management. Welcome, sir.

The amount requested for fiscal 1972 from your Office is $1,917,900, which I note is an increase of 16.2 percent over the last appropriation.

INTRODUCTION OF ASSOCIATES

Before proceeding, would you like to introduce your associates?

Mr. INGRAM. Thank you, Mr. Chairman. I would like to say it is an honor and a pleasure to be with you this morning. I appreciate the opportunity to review this budget with you.

With me, you have already met Mr. Comer Coppie, who is the city budget officer and Assistant Director of the Office of Budget and Pro-

58-979 O - 71 - pt. 1 - 5

gram Analysis. On my immediate left is Mr. Joseph Chicherio, who is Assistant Director for Systems Development and Computer Services. On my immediate right is Mr. John Parker, who is Assistant Director for Organization and Management Planning. And at the end of the table is Mr. James Devall, who is Assistant to the Director for Legislation.

Senator INOUYE. Please proceed, sir.

POLICY DETERMINATION AND MANAGEMENT IMPROVEMENT

Mr. INGRAM. Thank you, sir.

In his opening statement, Deputy Mayor Watt commented on the concept and responsibilities of the executive office of the District of Columbia. The Office of Budget and Executive Management provides essential means for policy determination and management improvements for the mayor. It was created 2 years ago by combining two offices which were then separate—the Budget Office and the Management Office. The purpose of the consolidation was to provide the mayor-council form of government created by reorganization plan No. 3 of 1967 with a strong central management capability by including in one office the capacity for approaching programs and problems in a coordinated fashion.

MAJOR FUNCTIONS

In pursuing this goal, the Office performs several major functions:

- it administers a budget system for the District Government covering both operating and capital budgets;
- it formulates and coordinates programs for improving the management and organization of the District Government;
- it undertakes management improvement activities to develop means for reducing costs and making governmental services more efficient;
- it participates in the development of management information systems;
- it coordinates and administers statistical information systems;
- it participates in the development and coordination of the District's legislative program; and
- it provides central data processing services on a shared-time basis.

OFFICE DIVISIONS AND STAFF

The Office has a staff of 103 permanent positions organized into three divisions; budget and program analysis; organization and management planning; and systems development and computer services. I might say at this point, Mr. Chairman, that the consolidation was very much assisted by this committee and the Congress when additional positions were authorized in the 1970 budget for the Office. Those positions were funded for a portion of that fiscal year and we began to fill them a little less than a year ago.

PLANNING-PROGRAMING-BUDGETING SYSTEM

One of the major objectives we are seeking to accomplish is the full implementation of a planning-programing-budgeting system within the District Government. I wish to acknowledge that in this

effort we have received considerable encouragement from this commission and for this we are most appreciative. Because there are different approaches and different concepts of PPB systems, I might take a moment if I may to outline the framework of the system we are evolving for the District. It includes the following elements:

- the identification of major goals and objectives for the city government and all its agencies;
- the development of a multi-year program and financial plan;
- the development of a program structure which focuses on the service provided rather than on the organization providing that service;
- the development of units to measure performance; and
- analysis to determine the most desirable approach to the attainment of goals, including consideration of cost-effectiveness and evaluation of cost-benefit factors.

We have made considerable progress in this effort. Attention has been focused upon the framework of a program budget document. Goals and objectives have been conceptualized and meaningful program descriptions have been developed. A plan for implementing the system and integrating it into the regular budget process has been developed and is under review. Implementation of this plan will be the next focus of our efforts with this program.

CAPITAL BUDGET PROCESS IMPROVEMENT

Concurrent with this are our efforts to improve the capital budget process. We are currently working on developing a 6-year capital improvements program to include fiscal year 1970 through 1977. The first year of this program is the capital budget now before the Senate. In order to meet the provision of the fiscal 1971 Appropriations Act limiting the time to which a project can be obligated to 2 years, a monthly report on capital improvements projects showing the financial status of all authorized projects has been initiated. A computerized management information system for use by the Department of General Services and suitable for the initial evaluation and control of projects currently in progress is now under design under the direction of that department.

DISTRICT ORGANIZATION IMPROVEMENT STUDIES

Another major objective of the office is to improve the District organization, apply modern management practices, develop means to make District operations more efficient and effective, and to develop means to measure results. To achieve this objective, we either undertake studies directly with our own staff, encourage other departments to undertake them directly or jointly with us, or contract them out. We are able to follow the latter course through a $100,000 appropriation for a management improvement account which was included for the first time in the 1970 appropriation through the initiative of this committee. I am attaching for the committee's information a list of the major studies we currently have underway in the office, together with brief description of each.

(The list follows:)

USE OF THE MANAGEMENT IMPROVEMENT FUND

In FY 1970 the Mayor was provided for the first time with a Mayor's Management Improvement Appropriation of $100,000. The same amount was provided in FY 1971 and is requested this year for FY 1972. Although modest in size, this fund is proving to be of exceptional value in achieving increased effectiveness and efficiency in management.

The Division of Organization and Management Planning in the Office of Budget and Executive Management coordinates Management Improvement Fund projects authorized by the Mayor and Deputy Mayor. All potential projects are screened before authorization to ensure that staff resources or funds from other sources are used if available. Authorized projects are supervised closely and the Office of Budget and Executive Management ensures that project results are implemented to the greatest practical extent. An inventory control project, which was one of the first projects funded from the FY 1970 appropriation, illustrates the significant results being achieved.

Study of Inventory Control in the Department of Sanitary Engineering.

A study of the Inventory Control System in the Department of Sanitary Engineering was conducted by Booz, Allen, and Hamilton at a contract cost of $30,000. This study was conducted from July 1970 to December 1970. The purpose of the study was to identify the requirements for effective management and control of stocked supplies inventories, and to develop an inventory control system appropriate to the needs of the Department. The implementation of this system is divided into three phases extending through July 1, 1975.

Phase I is a uniform manual inventory control system for all four divisions of the department. The implementation of this phase has begun and will provide an adequate data base, and develop the basic skills required to operate the more sophisticated computerized systems in Phases II and III.

Phase II requires the installation of basic computer programs designed to further improve information, to enhance the analytical capabilities of the supply management branch staff, and to provide machine calculation of re-order points and quantities. Estimated starting date is January 1, 1973.

Phase III provides for the usage of decentralized equipment to provide daily input to a central computer. Estimated starting date is January 1, 1974.

There were a number of savings that could be realized at the beginning stages of the implementation of this project. Some of these were direct savings and some were indirect savings

Direct savings of $86,000 were made through the implementation of two management improvements.

1) Decentralization of Inventory Records. - $50,000. Eight supply management personnel were used to maintain central inventory records. The inventory records have been decentralized, and are now maintained by personnel within the divisions. Eight positions were abolished, and the persons were released or used to fill other existing vacancies.

2) Inventory Control for Water Operations Division - $36,000. The Supply Management Branch and the Water Operations Division both maintained files for the same inventory control system. By assigning full operational responsibility for the maintenance of this system to the Water Operations Division, personnel savings were realized. Six temporary positions were abolished.

Indirect savings of $67,862 were realized in three areas: Storage utilization, preparation of purchase orders at Division Level, and reduction of supply schedules from Department distributions.

1) Storage Space Utilization - $27,455. The Department formerly operated four outside supply storage areas independently of one another, although each provided support to Departmental activities as required.

Control of all four areas was centralized under a single operational element in the Water Operations Division. This eliminated the need for separate inventory systems covering each of the four storage areas.

2) Preparation of Purchase Orders - $29,380. By obtaining the responsibility and authority for preparation of purchase orders, the divisions have been able to obtain their requirements more quickly, and to reduce the number of small, emergency purchases. 844 purchase orders were prepared during the period of September 1, 1970 to December 31, 1970, whereas 1,498 were prepared during the same period in 1969.

3) Reduction of Supply Schedules - $5,027. The number of such schedules were reduced to what was needed for operations. Elimination of excess publications resulted in a savings of the cost of the publications and the manpower for their distribution.

The Office of Budget and Executive Management will continue to assist in the implementation of the remaining elements of Phase I, and Phases II and III of this project to facilitate realization of the efficiencies made possible through the use of the Management Improvement Appropriation. These inventory control improvements being accomplished by the Department of Sanitary Engineering will be used as a "model" for other operations in the District Government, thus multiplying the benefits gained through the investment from the Management Improvement Appropriation.

Additional projects being undertaken through the FY-1970 and FY-1971 Management Improvement Appropriation include the following:

1) Refuse Collection Computer Routing Program. Using an available computer program, the number of refuse collection routes were minimized for the entire city. Routes are presently being implemented in two service areas. The project will further enable a redesigning of routes on a more timely basis. IRM is to submit a final report and manual by April of 1971.

2) Study of the Fire Department's Deployment of Manpower and Methods of Coping with false alarms. The Westinghouse Public Systems Management Service is to submit a report by April of 1971 to include recommendations contributing to a substantial reduction in false alarms and correcting an imbalance of load among firehouses.

3) Grants Management Procedures in the District Government. The National League of Cities/U. S. Conference of Mayors has submitted a report on "The Development of a Grants Management Function for the District of Columbia." The study recommended new procedures covering (a) central project notification and review; (b) processing of grant applications, and (c) acceptance of grants and donations.

4) Constructing the Statistical Design for a Survey to Develop Measures of Effectiveness for Refuse Collection Services. The Urban Institute is assisting the District in a study to develop measures of effectiveness for solid waste collection services. A final report and manual is due by August 1971.

A number of other projects are presently being evaluated for funding during the remainder of FY 1971 with still others being identified for future consideration.

SELECTED CURRENT PROJECTS
of the
DIVISION OF ORGANIZATION AND MANAGEMENT PLANNING

1. Assess and develop plan for reporting on impact of implementation of the D.C. Court Reform and Criminal Procedures Act of 1970 on the workload of the District Government. Priorities have been set and specific types of information needs have been identified. Assessment of agency workload in terms of developing the 1973 budget is underway. Results of the plan are to be tied in with the development of a PPB System for the Criminal Justice System.

2. Monitor and report on implementation of the District Government Crime Action Programs. Identification is in progress of areas where implementation of crime action programs is on schedule and where there are delays. A revision in the reporting system will be necessary to achieve the objectives of identifying delay factors, and is now under review.

3. Reorganization of the Budget and Management Office, Department of Human Resources. The Office of Budget and Executive Management coordinated the examination of the feasibility of extending centralized staff services to all administrations in the Department of Human Resources. This study was undertaken as part of a continuing effort to fulfill the intent of Reorganization Plan No. 3. Implementation of recommendations is underway.

4. Organization study of environmental quality. A study is in progress to examine the organizational structure conducive to the performance of environmental protection responsibilities by the District Government. This study is also being related to the regional study being completed by the Environmental Protection Administration in response to PL 91-650, sec. 704.

5. Development of a central planning staff. The feasibility of creating a planning staff under the Office of the Mayor by means of consolidating some of the District's planning and research functions is being studied. Such consolidation would augment any capability provided through new authorizations.

6. Fee schedule of emergency ambulance service. A study, recently completed, recommended that consideration be given to a fee schedule for services and that such charge be roughly equivalent to the cost of providing the service.

7. Employee parking study. A study is in progress to develop specific criteria and procedures for control and use of the employee parking areas at the Municipal Center Building and District Building.

8. Examination of the organization of the D.C. Human Relations Commission, to determine whether events in the civil rights field since the Commission was established in 1958 might make a restructuring desirable. Expected completion, March 1971.

9. Assistance to the Little Hoover Commission on the Organization of the Government of the District of Columbia. Information is being compiled and liaison is being provided among District agencies and with the Commission to facilitate the Commission's work.

10. Preparation of organization handbook on the District of Columbia Government. This document is scheduled for completion in August 1971, and will include the citation of authority, organizational history and functions of agencies within and related to the District Government.

11. Motor Vehicle Task Force. As a result of the GAO Report on District Government motor vehicle operations, a Task Force is reviewing the availability and additional need for information in order to improve decisions concerning acquisition, utilization, and maintenance.

12. Gasoline utilization and disbursement. In the final report of the study by the National Institute for Governmental Purchasing for the D.C. Bureau of Procurement, a recommendation was made to move immediately towards a more centralized gasoline supply service. The study is comparing the costs to the District of using the charge system with the Defense Field Supply Agency versus the cost of using various District Government pumps, in order to recommend implementation action.

13. Lead Poisoning Program Analysis. This study is being conducted in cooperation with the Public Services Laboratory of Georgetown University to investigate three questions: (a) what children should be screened for elevated blood lead levels; (b) what treatment should be provided and where; and (c) which dwellings should be investigated. Estimated completion, April 1971.

14. Management study in the Office of the Corporation Counsel. This study is investigating means of facilitating the work of the Law Enforcement Division, including traffic cases as well as prosecution of regulatory infractions (e.g., housing and pollution).

15. Development of a Program Evaluation System Plan. Work is currently nearing completion (April 1971) which will determine the manner in which systematic program evaluation can be carried out in the District; its interrelation with other activities such as operational and management analyses, and the schedule for its development.

16. Maintenance and Improvement of the D. C. Computerized Statistical Information System. This system consists of a computerized file of selected data for every lot in the city, together with professional statisticians necessary to make the system effective. It is in continuous use primarily on management, planning, programming, budgeting and evaluation projects (rather than daily operations). Some current activities of system maintenance and improvement include:
(a) Geo-Coding (identifying lots to various areas of the city, i.e., census tracts, service areas, etc.).
(b) Relating city squares to census blocks in order to integrate 1970 Census with local data.
(c) Up-dating the file. This is currently done.
(d) Improving the quality of the data source files; this is the start of a major management improvement activity. It is currently restricted to the quality of the data on the D. C. assessment Roll.
(e) Updating structural obsolescence data. These data are necessary to qualify the D. C. Urban Renewal Workable Program for Federal Grant.
(f) Identifying blocks in multi-block squares. This is necessary to obtain information for any arbitrary area of the city.

17. Analysis and Utilization of the 1970 Census.

(a) Seeking to determine evidence of significant undercount and, if so, to estimate its magnitude.
(b) Obtaining, editing and facilitating the use of unpublished data. The bulk of 1970 Census data consists in computer rather than published form.
(c) Transfer of local areas (e.g., health districts, school districts, etc.) to Census Summary Tapes in order to obtain unpublished data by these areas.

18. Development of a Social Indicator System and Neighborhood Profiles. In cooperation with major District agencies, data series are being selected and improved to provide a more useful means of estimating changes in the "quality of life" in the District.

19. Model Cities Public Opinion Survey. Developing the statistical design and carrying out some of the field work. Expected completion, July 1971.

20. Developing Additional Demographic Estimates. The Statistical Systems Group is currently developing a methodology for intercensal estimation of housing units in the city by census tract. Estimated completion, October 1971.

21. Management Information System for Capital Projects. A Management Information System for use by the staff of the Department of General Services is scheduled for completion with contracted assistance in April 1971. The system will be suitable for initial evaluation and control of the approximately 400 projects now in progress in the department, and will emphasize the evaluation of the individual projects utilizing the Integrated Civil Engineering System scheduling package now being made operational on a District Computer.

22. Alternative methods of Financing Capital Projects. The Senate Conference Report on the District of Columbia Appropriations Bill (FY 1971) requested that an independent study be made to determine the limitations of the District's revenue base in sustaining a future debt service for capital outlay programs. Bids are being received for the study and completion is scheduled for September, 1971.

ASSISTANCE TO COMMISSION ON THE ORGANIZATION OF THE DISTRICT OF COLUMBIA

Mr. INGRAM. In addition to these efforts, the Division also provides service and prepares materials for the recently activated Commission on the Organization of the District of Columbia, the "Little Hoover Commission."

INFORMATION SYSTEMS IMPROVEMENT

Another mission of the office is to develop and improve information systems in the District. During the past year, we have made substantial progress in revising and documenting our accounting principles and standards. Additionally, the redesign of periodic financial reports discussed with the committee last year was completed in July and responsibility for processing the reports was transferred from the Department of Finance and Revenue to the SHARE Computer Center. An accountant's handbook, setting forth the necessary procedures to control and account for appropriated funds properly, was compiled and distributed throughout District departments and agencies in August. A pilot project was initiated to establish an automated position management and personnel reporting system in the executive office and, in collaboration with staff of the Department of Human Resources, a computerized medicaid administrative terminal system providing instant eligibility information for processing applicants for social services was designed and installed. For the committee's information, I am also attaching a list of major studies currently underway in this area of our responsibility.

(The list follows:)

MAJOR STUDIES IN DIVISION OF SYSTEMS DEVELOPMENT AND COMPUTER SERVICES

NEW EQUIPMENT AND TECHNOLOGY

Conversion of the SHARE Computer Center to newest version of computers and communications technology is in the planning, evaluation, and design phases. Current evaluations show that two large new computers can replace three older medium size computers resulting in about 63% increase in processing power and capacity. Also, new financing options available to state and local governments appears to offer substantial annual savings.

CREATION OF A SHARE MANAGEMENT BOARD

A Management Board representing the SHARE member agencies has been formed to achieve better planning, budgeting and control over the SHARE operations. In addition, performance analysis techniques are being developed and applied to insure proper technical application in computer operations, adequacy of manufacturer-furnished software products and proper use of hardware and skills of agency programmers in applying programming techniques. Additionally, project costing will be analyzed by the Management Board and other support specialists for the purpose of re-examination of data systems and their costs, areas to improve or reduce costs by further sharing, and improved budget projections.

MEDICAID ADMINISTRATIVE TERMINAL SYSTEM

The Medicaid Administrative Terminal System (MATS) has been developed and installed in collaboration with the Social Services Administration of the Department of Human Resources.

The system provides immediate access from remote points of inquiry to central computer-based files that contain eligibility data. When the files are completed, current status and related administrative actions will allow prompter service to recipients and in most cases, immediate determination of eligibility.

MOTOR VEHICLE AND DRIVER PERMIT ADMINISTRATION

Direct support to the Department of Motor Vehicles is underway for final stages of development and installation of real-time

Administrative Terminal Systems for Driver Permit Control, Vehicle Titling and Registration, and Vehicle Inspection. A special subsystem for Vehicle Recall Inspection System (VRIS) also is being funded by the Federal Department of Transportation and the Highway Safety Act grant programs. The District of Columbia is serving as a pilot project to develop techniques and statistical data regarding vehicle recall campaigns in which defects are known to the various manufacturers of automobiles. The recalls are usually geared to certain models of automobiles or to production cycles.

ACCOUNTING PRINCIPLES AND STANDARDS

During the past year we have worked closely with General Accounting Office representatives in documenting our revised Accounting Principles and Standards.

The Accounting Principles and Standards will be completed in FY 71. As soon as they are approved, we will start on the systems design phase for approval by the Comptroller General. The purposes and objectives of the system shall be furnish financial data which are in conformance with statutory requirements meet the needs of the Congress and those in management capacities in the District and are in accordance with the standards of the Comptroller General and generally accepted accounting principles.

The financial data generated by this system will provide management with the basis for making decisions in the areas of budgets, programs, resources, facilities, and social services.

FINANCIAL MANAGEMENT REPORTING

A comprehensive review and analysis of the Central Accounting System is underway. Special emphasis is being placed on the following:

1. Standardization of the Accounting Classification Codes: The code for identifying an agency or a project in one system is completely different from that of another system. In order to achieve maximum integration efficiently, all coding should be standardized.

2. Integration of Planning, Programming and Budgeting Information:
   Financial information on PPB is programmed for implementation in FY 72 and FY 73 and will be included as a part of our Central Accounting System.

3. Source Data Automation with Remote Data Integration:
   The need for source data automation with remote data integration has become a necessity since many agencies have implemented subsystems to control and account for appropriated funds. This means that transactions are converted to machineable form twice. Work on this can begin when the PPB integration project is completed.

The corporation of these systems improvements will provide the means to effectively integrate all management information systems, generate PPB information, and provide better utilization of our central accounting and reporting system.

Reduction in costs will be realized by the elimination of the manual generation of PPB information in the agency, its reconciliation to the Central Accounting System and in the elimination of the creation of duplicate transaction cards.

AUTOMATED PERSONNEL REPORTING SYSTEM

A pilot project has been initiated to establish an automated position management and personnel reporting system for approximately 1,500 employees serviced by our Central Personnel Office. The design of the system will be completed in FY 71. Implementation is scheduled during fiscal year 1972. The automated system will provide more responsive, timely and accurate processing of position and personnel data; should result in a reduction in present clerical effort by relieving employees of routing tasks that can be assigned to processing by the computer; will minimize the need for additional clerical staff by absorbing increased workload through the computer; and will provide budget information automatically that is now prepared manually.

INCREASE FOR MANDATORY COSTS

Mr. INGRAM. Mr. Chairman, we are requesting no change in staffing for 1972, but we are requesting an increase of $114,000 in our appropriation to cover mandatory increases related to personnel costs.

Mr. Chairman, this concludes the formal presentation on the 1972 budget for that part of the affairs of the executive office known as the Department of Budget and Executive Management.

Senator INOUYE. Mr. Ingram, thank you very much.

Before proceeding with some of my prepared questions, I note in your presentation that you are not requesting any additional personnel.

Mr. INGRAM. That is correct, sir.

Senator INOUYE. Yet I recall some 24 hours ago, Mr. Watt indicated that he was not able to fulfill the requirements set forth by law for the 4-year projection, because you were understaffed.

Mr. INGRAM. We made no request, Mr. Chairman, in part, in light of the resources which were available to us and in part because we did get a sizable increase in the 1970 budget. I think it takes a certain period of time to get those people on board and to get ourselves geared up to be effective. I think we can possibly fill too fast at certain times.

TOTAL BUDGET REQUEST AND OPERATING COSTS

Senator INOUYE. Mr. Ingram, will you tell this committee what the total budget of your Office is? I ask this question because I have a summary which indicates that the salaries of the 103 positions is $1,691 million. It does not appear that in your budget request operating costs, such as telephone, rent, transportation, printing, employee benefits, are included. Where are these sums hidden?

Mr. INGRAM. The budget request, Mr. Chairman, I believe is $1,618,900 for salaries in 1972. The total request is $1,917,900.

Senator INOUYE. Well, in the attached analysis we have not been furnished information on what has been spent for the operating costs that I just listed. The committee is advised for the 103 positions you are asking for $1,691,000, I believe. What we would like to know is what the other costs are—rent, telephone, transportation, printing, employee benefits, etc.

Mr. COPPIE. I believe it is on page 3–3–2, Mr. Chairman.

Mr. INGRAM. Page 3–3–2, Mr. Chairman.

1971 OPERATING COST

Mr. JORDAN. Mr. Ingram, in an earlier schedule furnished the committee, $1,690,000 was identified and chargeable to personnel costs of your Office. As I understand you now, the 1972 request for total operating funds for your Office is on the magnitude of $1,900,000; is that correct? Then the chairman's question is the total operating funds for your Office in the present fiscal year, fiscal 1971. It is obviously more than the $1,690,000 attributed to personnel cost in the schedule submitted to us as of February 21, 1971.

Mr. INGRAM. I will have to submit a reconciliation of that.

Mr. JORDAN. Would you be good enough to supply it for the record?

Mr. INGRAM. Yes.

(The information follows:)

The report submitted on February 21, 1971, showed all permanent and temporary positions, with annual salaries as of that date, according to our activity breakdown. Activity Four, Systems Development and Computer Services Division, shows nine foot noted positions. These are authorized positions assigned to the Share Computer Center which are not funded in this appropriation. The total compensation for these positions amounts to $122.7 thousand per annum as of February 21, 1971. This is billed to the user agencies of the Computer Center as part of the charge for the Center's services. The total amount needed to fill all authorized permanent positions as of February 21, 1971, should therefore be reduced by the total reimbursable compensation for the Share positions:

103 positions	$1,690.9
Less 9 reimbursable positions	122.7
94 funded positions	$1,568.2

Total operating funds fiscal year 1971:

Available for permanent positions	1,512.1
Personnel Benefits	124.6
Travel & Transportation of persons	10.0
Rent, Communications & Utilities	82.1
Printing & Reproduction	17.5
Other Services	32.5
Supplies & Materials	12.0
Equipment	13.0
Total	1,803.8

Needed to fill 94 permanent funded positions as of February 21,1971	$1,568.2
Available to fill 94 permanent funded positions in fiscal year 1971	1,512.1
Lapse *	$ 56.1

* absorbed by deferring appointments to positions as they become vacant.

The amount requested for personnel compensation for fiscal year 1972 is $1,618,900. The difference between that figure and the February 21 figure is a reserve for normal step increases and promotions. An additional $299,000 is requested for other than Personnel Compensation. The detail of this is shown on page 3-3-2 of Book 1 of the Justifications for the 1972 Budget for the District of Columbia. This request is $18,300 higher than the allotment for 1971, all of which increase is for personnel benefits required because of the mandatory personnel compensation requirements for the fiscal year 1972.

PASSENGER VEHICLES AND DRIVERS

Senator INOUYE. I would like, Mr. Ingram, to preface my next question: In the U.S. Senate, the President pro tempore, the majority leader and the minority leader, are assigned vehicles with drivers. In the U.S. House of Representatives, the speaker, the majority leader, and the minority leader, are assigned vehicles and drivers. In addition, the Sergeant at Arms, of the Senate and the House, have vehicles assigned with drivers. And the Clerk of the House and the Secretary of the Senate also have vehicles with drivers. All other Senators, all other Representatives, are required to furnish their own vehicles and drive their cars.

According to information available to this committee, we learned that the District of Columbia has 493 passenger vehicles. Of this number, 23 are vehicles with drivers assigned specifically to individuals. 85 are drivers and vehicles assigned to organizations, primarily for the purpose of transporting personnel. Fifty-one drivers and vehicles are assigned to organizations primarily for mail and messenger service. One hundred eighty-three vehicles are assigned to individuals, and 151 vehicles assigned to organizations.

Now, these vehicles are found all over the budget. It is not in any one department. I must tell you very frankly that I find it extremely difficult to convince myself that there are 23 individuals in the District of Columbia who are so important that they need chauffeur-driven vehicles and limousines. Could you justify that for this committee?

Mr. INGRAM. Mr. Chairman, I think in relation to that, the District of Columbia Government is a large and very complicated organization. We have in excess of 40,000 positions in a government which provides all levels of service in the city of Washington. We perform city functions, county functions, and State functions, as well as including the public schools and institutions of higher education.

Senator INOUYE. Who decides what official is entitled to a chauffeur-driven vehicle? These are not undesignated vehicles; they are assigned to individuals.

Mr. INGRAM. I believe it is the Congress who decides, in acting upon a specific request for a car and a driver.

SUGGESTION OF VEHICLE REDUCTION

Senator INOUYE. It is Congress that decides? Would you be able to operate with, say, 300 vehicles?

Mr. INGRAM. Well, the initial request would be processed through the Budget Division of this Office and the analyst would evaluate that request in terms of the functions to be performed, whether a vehicle is required to perform that or not. If we thought that a vehicle was required, we would recommend that to the Mayor for inclusion in the budget, and it would ultimately go through the budget process.

NAMES OF INDIVIDUALS AND ORGANIZATIONS ASSIGNED VEHICLES AND DRIVERS

Senator INOUYE. Would you furnish this committee the list of individuals who are presently assigned vehicles and drivers? Those are the 23—the list of organizations with the 85 drivers and vehicles, and the list of individuals, the 183 of them, who have vehicles assigned to them?

Mr. COPPIE. Could I just clarify the question you raised, Mr. Chairman?

Senator INOUYE. Please do.

Mr. COPPIE. First, I think on the number of vehicles in the District government, it perhaps is high but to underscore what Mr. Ingram said, we feel that we are justified in relationship to the range of services that the District provides for the District government and for the needs of the District of Columbia.

Four officials of the District of Columbia Government have personally assigned vehicles that can be used, not only for official business, but for their personal use too. Three of these officials are the Mayor, the Deputy Mayor, and the chairman of the City Council. The appropriation language in the appropriation bill specifically authorizes this, the car to be used for other than official business. Other exceptions to that can be granted through an authorization by the Mayor and, from time to time, that is granted. Currently it is granted to the Vice Chairman of the City Council.

Now, with regard to the 23 chauffeurs as identified by the District in a report to the House District Committee on September 29, 1970, I would point out that 16 of those chauffeurs are specifically assigned to the Department of Sanitary Engineering and the Department of Highways and Traffic. Four of those chauffeurs are for the specific individuals that I have mentioned—the Mayor, the Deputy Mayor, the Chairman of the City Council and the Vice Chairman of the City Council. I think the record will clearly show that the additional cars with personal chauffeurs are needed to maintain the sanitary operations in the District through the high number of inspections that are required and the highway operation—pool car service—of the District.

As I pointed out, there are only four officials of the District government that use their car and their chauffeur for personal business. We will provide for the record a full and complete analysis.

Senator INOUYE. I appreciate your assistance very much.

(The information follows:)

58-979 O - 71 - pt. 1 - 6

GOVERNMENT OF THE DISTRICT OF COLUMBIA
EXECUTIVE OFFICE
WASHINGTON, D. C. 20004

March 18, 1971

Dear Mr. Chairman:

In the hearings of March 16, 1971 on the appropriation request of the Office of Budget and Executive Management, questions concerning the number of automobiles operated by the District of Columbia Government, their assignment and the assignment of drivers arose. You requested that information be supplied for the record concerning this matter, with particular reference to information available to your committee.

As I mentioned in my testimony, the request for each new automobile and where applicable, each driver, when originally made, was considered by an analyst in the Budget Division. If that analyst concurred in the need, the request would have been included in the budget recommendation to the Mayor or, before November, 1967, the Board of Commissioners. The number of cars in the total vehicle fleet is ultimately controlled by specific appropriations language. On March 1, 1971, a listing of automobiles by agency was provided to your committee showing the assignment of approximately 670 vehicles. The difference between the figures in the information available at the hearing and the figures in the information this office provided lies in a difference of definition in prescribing which vehicles were to be reported.

The questions which you raised are deserving of a more searching reply than could be accomplished if we were to attempt to respond before the hearing record closes. As noted in the attachment to my prepared testimony, a study of motor vehicle operations is being undertaken to improve decisions concerning requisition, utilization and maintenance. We propose to amend this to give priority to the subjects raised by your questions. We propose to review, and where necessary revise the standards for the assignment of automobiles and drivers so that such assignments will clearly be made upon the basis of need and priority. We will launch this right away and will provide you with additional information as it becomes available. If you feel that certain changes should be made prior to the completion of our studies, I would appreciate the opportunity to comment on them before you make them.

I trust that this approach will be acceptable to you.

Sincerely,
John Ingram
Director
Office of Budget and
Executive Management

SUMMARY OF VEHICLE ASSIGNMENTS PREPARED BY GENERAL ACCOUNTING OFFICE

Senator INOUYE. I have with me a summary which was prepared by the General Accounting Office at my request, and I have here the names of the drivers which are assigned to the vehicles and the number of the vehicle if you wish to have it.

I am just going down the list for you, to some of the people who do have private cars with drivers which I wish to have your office justify:

The Office of the Commissioner, the Mayor; D.C. City Council—incidentally, the Office of the Commissioner, two vehicles; the D.C. City Council, two vehicles; D.C. Office of Civil Defense, two vehicles; the Office of the Corporation Counsel, three vehicles. And in case you want the names of the drivers, they are all listed here.

The Office of the Secretariat, two vehicles; Finance and Revenue, seven vehicles; Vocational Rehabilitation Administrator, one; Metropolitan Police Chief, one; Recorder of Deeds, one; Department of General Services, one; Department of Human Resources, two; Washington Technical Institute, one; Highways and Traffic, six; Sanitary Engineering, one; Department of Corrections, one; D.C. Public Library, two; Federal City College, two; Department of Recreation, two; and several in the public school system.

JUSTIFICATION

I am certain the Recorder of Deeds is an important person, but Senator Percy would have to be here for many, many more years before he gets a driver and a vehicle. So I would hope that your Department will come forth with a reasonable justification for each of these positions. You need not justify the Mayor's position, or the Deputy Mayor. I can well understand that, or the Chief of Police, but some are listed here, the justification of which would require us to close our eyes to the laxity exercised by your office.

Mr. INGRAM. We will supply that, Mr. Chairman.

(The list will be made a part of the report to be submitted to the subcommittee referred in letter, dated March 18, 1971, from Mr. Ingram to the Chairman, which appears on page 80 and in the Appendix on page 1517.)

FUNCTION OF VEHICULAR USAGE

Senator PERCY. May I ask a basic question. I have no doubt automotive transportation in a city this size is absolutely imperative for some departments. Do you in any respect look upon the assignment of vehicles and drivers as compensation, or is it strictly to carry on the function and business of that department or that official?

Mr. INGRAM. It would be to carry on the function of the Department, sir.

Senator PERCY. So that at no time in your negotiation with an individual to bring him to the city, to attract him away from the job he is in and to fill these slots you have available, do you need to use a car and a driver as compensation?

Mr. INGRAM. Not that I am aware.

Senator PERCY. I think that is good to have on the record. Thank you.

Mr. INGRAM. Thank you.

REPROGRAMING: ADHERENCE TO COMMITTEE REPORT PROVISIONS

Senator INOUYE. Mr. Ingram, for the last 2 years there has appeared in the committee's report a very clearly defined requirement for reprograming. If you recall yesterday, we discussed this matter with Mr. Watt, on both capital outlay and operating funds.

Now, I would like to receive your assurance that the District government has carefully adhered to the provisions set forth in the committee's report. And, if not, I would like to have you supply for the record a list, an item-by-item list, of every reprograming action which the committee was not given prior notice on as requested.

Mr. INGRAM. I am not familiar with all of the reprogramings which have been sent up here. Perhaps I may have Mr. Coppie respond to that question.

Senator INOUYE. Are you telling the committee that these reprograming actions do not go through your office?

Mr. INGRAM. Mr. Chairman, I have only been in this position for 7 weeks, so I cannot speak for all of the ones that happened before. That is my problem.

Senator INOUYE. Mr. Watt, can you advise us as to what the procedure is?

Mr. WATT. It is my understanding, Mr. Chairman, that the appropriation language has been our guide, our rule, in the processing of reprograming, and again, Mr. Coppie, who is familiar with the details of that, could perhaps respond in greater depth.

Mr. COPPIE. Mr. Chairman, the first requirements——

Senator INOUYE. My question was—I was just startled to learn that the reprograming actions do not go through your office.

Mr. INGRAM. I did not mean to misinform you, sir. They do go through my office.

Senator INOUYE. And you do have in your office all of the necessary information?

Mr. INGRAM. That is correct, yes, I am sorry; I misunderstood.

Mr. COPPIE. I do want the chairman to understand we feel we have honored the reprograming requirements as outlined by the subcommittee in the last two reports, 1970 and 1971. The requirements have been confirmed in writing to the operating departments, and we feel that we do have the reporting procedure which results in the proper reprograming requirements being sustained.

COMMENTS OF SENATOR PERCY ON HIS MEMBERSHIP ON SUBCOMMITTEE AND INTEREST IN CITY

Senator PERCY. I have no questions. I would like to say on the basis of my indoctrination into this subcommittee, how pleased I am to be serving with the chairman.

I listened with great interest to the radio last night and again this morning. The chairman accompanied me down and back, and I concurred completely with what he had to say.

I feel it is very important to serve on this committee. Inasmuch as I, by a flip of the coin not by merit or ability, outranked Senator Brooke on the committee, I did not have to take the District of Columbia Committee. I took it because I thought it was important.

I live in the District; I pay taxes in the District. I have lived in an urban community all of my life, 51 years. The problems of the cities

have all descended upon Washington, D.C. I agree this ought to be the jewel of all cities—and it is from my standpoint.

I drive to my office a different way every day. It is pretty hard for me not to come through a beautiful section of the city. For that reason, I detour going home at night many times and drive through different parts of the city. It is almost unbelievable that we could have a city as beautiful as it is along the Potomac at the Jefferson Basin, and as miserable as it is in other areas.

I go past the burned out areas, the riot areas, the boarded up stores, the crumbling housing. I have done a lot of work on the Banking, Housing, and Urban Affairs Committee for a number of years, dealing with pilot projects in the District of Columbia. I am beginning to get a feel of the city now. I feel it is becoming my second city, and I want to do everything I can to improve the quality of life here.

I have an early morning meeting with Roger Stevens on the John F. Kennedy Center for the Performing Arts. I accepted the position of Vice Chairman of the Board because I felt it was important to bring culture to the city of Washington. I think we can have a national cultural center of worldwide prominence. But at the same time that we try to clean up the Potomac and build a $65 million building for the performing arts, I cannot help but think that we have problems that we have to work on concurrently, problems of our schools—I live a block and a half from one and I see the problems first-hand—problems of drug addiction, problems of crime in the District.

I think we have to watch very carefully and closely and I want to take a personal interest in preventive detention and no-knock. Yesterday we used no-knock in the District for the first time. I hope that we will be a watchdog over that operation, because it does charter a course that I am very concerned about in the area of civil liberties.

I will enjoy working with the chairman and look forward to doing my homework enough so I can prepare to sit down with him on markup and carry my share of the load, because there will be no partisanship of any kind. Mayor LaGuardia says that there is no Republican or Democratic way to haul garbage. More than anything, I think we are going to be looking for ways to finance the necessary services that must be provided to the city. I will enjoy very much indeed working with my distinguished colleague, and I consider it a great honor to serve with a man for whom I have the highest regard.

Senator INOUYE. I wish to thank you very much, Senator Percy. In my opening remarks yesterday, I suggested that all those who had aspirations to reside in 1600 Pennsylvania Avenue, should serve on this committee.

Senator PERCY. I believe Mr. Nixon would become concerned suddenly, so I want to refrain from any comment.

Senator INOUYE. I do know if you want to have a microcosm of our problems in the Nation, you have it right here in the District. I am glad to see that someone is doing some apprentice work here.

SERVICE ON OTHER COMMITTEES

Senator PERCY. Mr. Chairman, I would like to say that I thought it would be many years before I would be a ranking minority member; I hope some day to be a chairman, of a committee, if we ever prevail on our side of the aisle. But suddenly I find I am ranking minority member on four committees, all of which seem to meet every single

morning, particularly the Permanent Subcommittee on Investigations of the Senate, where we have had to put a lot of time in. So I will be here just as much as I possibly can. If I am not here, it is because I am compelled to be someplace else. But I will catch up through the staff whatever I personally miss, so I would have gone over every bit of testimony by the time we sit down to mark it up.

Senator INOUYE. You may be interested to know, Mr. Percy, that I have decided we should break tradition and call upon our staff people, Mr. Jordan, and Mr. Clark, for questions in the proceedings here. In that way, I was hoping that all members could be represented through their counsel.

Now, I would like to call upon Mr. Jordan.

Mr. WATT. Mr. Chairman, if I may, please?

Senator INOUYE. Yes, sir.

APPRECIATION FOR CONCERN OF SUBCOMMITTEE MEMBERS: SERIOUS PROBLEMS OF CITY

Mr. WATT. I would like on behalf of Mayor Washington and his staff to say how pleased we are to hear Senator Percy's comments this morning. They are, as your comments yesterday, very welcome sounds to us.

Both of you gentlemen on the committee have indicated a broad appreciation for the very significant issues which we face in this city and which we together, we in the city government and you here in the Congress must face. We do have deep, serious problems in areas of housing, in education, minority employment, minority opportunities of various kinds.

I am delighted, as I know the mayor would be if he were here, to notice that these are issues which will be of concern to you, and which you will take up in this committee as you consider this budget. Because, after all, the budget is to us, as to you, an attempt on our part to respond to those needs as we see them in the community. We never have all of the resources we need. We live in a world of limited resources, but the budget is our attempt to allocate those resources according to priorities, according to needs as we see them, and as we come to understand them through discussions with our own staff, you members of this committee, and others around the community.

So, again, I would say how pleased we are that you will be dealing with these issues and with our attempts to respond to the needs that do exist in this city.

SUBCOMMITTEE'S AWARENESS OF MAJOR PROBLEMS

Senator INOUYE. I would like to once again reiterate that the subcommittee is well aware of the major problems facing the city, matters of education, matters of human resources, crime. Some of you may be a bit dismayed at what you may consider nit-picking, vehicles costing $2,000 and $1,500. But we are doing nit-picking, hoping that by following this procedure we may be able to do away with what we may consider to be unnecessary and to add on these areas where we consider to be of greater importance.

I have been doing some studying of the educational system, for example, and I think that we have greater need for personnel in some

areas in our educational department than drivers for some of these individuals here. And if by eliminating two drivers at $10,000 apiece, we can hire a specialist to look into the mental health of our children, I think we have got a better bargain.

That is the approach we would like to take. It is not trying to give you a bad time or to come forward with a budget that will be less than what you requested. As I indicated yesterday, you may end up with much more than you requested, in dollars. But in the process, we will do our very best to do our nit-picking and cut out those areas which we sincerely feel are not absolutely necessary.

So, it is in this spirit that we approach our proceedings.

Mr. INGRAM. We appreciate and understand.

RECIPROCAL TAX

Senator PERCY. Mr. Chairman, mentioning a big item, I would like to state I recognize I may be picketed in Virginia and Maryland, but I am all for the reciprocal tax. I wish you well. I think it is only right that people who enjoy the benefits of employment, of the theater, of every other service that this city offers, pay for this service. I ask anyone in Maryland and Virginia, where do they take their friends when they visit from out of town. If their children visit from another State, where do they come? They come right down to Washington, D.C. They drive on our highways and streets. They want our police protection and services, and they want to be able to go through the buildings, and so forth. I think it is only proper and right that they pay their fair share.

INCREASE IN OTHER SERVICES ACCOUNT

In the area of nit-picking, just so we are together on this, I think it is little expenses sometimes that point out the principle. I did notice a substantial increase in a very small account called, "Other Services"; $23,500 in fiscal year 1971, increased to $32,500. There is another $10,000 bill. It may well be justified, but I would be interested in what other services are being acquired and what caused this increase.

Do you contract for these services?

Mr. INGRAM. Senator Percy, the figures to which you refer is the 1971 budget versus what was actually expended in 1970 in that account. In that line, we include funds for consultant services in the computer services section. In the design of certain systems, we do use consultants from time to time.

In the automatic personnel reporting system, which I referred to in my formal testimony, we have some money in there for consultant services. We also have in that line funds for training, staff training of professional and subprofessionals.

Senator PERCY. What additional training, consultant services, and computer services are required this year, as against last year, that would cause such a large percentage increase, even if the dollars are not very great?

Mr. INGRAM. We have $20,000 of that amount budgeted each year for consultant services. It would depend upon which system we are working on, which year, and what phase in the system we would want to look for services.

In the area of training, this year, for example, we have acquired TV and videotape training devices in the System Development and Computer Service Division to train the staff there. This is a rapidly moving field and we need to keep up with what is going on.

Senator INOUYE. Mr. Jordan?

Senator PERCY. Thank you.

BUDGET AND MANAGEMENT FUNCTIONS

Mr. JORDAN. Mr. Ingram, with the chairman's permission, there will be inserted in the record at this time a summary prepared by your office indicating the District-wide cost of the budget and management functions for $3,795,000.

(The summary appears on page 1523 in the appendix.)

PRESENTATION OF OUT-OF-BALANCE BUDGETS

Mr. JORDAN. It is our understanding that costs for this function for the past several years have risen proportionately at a greater rate than any other function in the District of Columbia budget. During this same period, we seem to be presented with budgets that are more and more out of balance. The 1971 budget, when presented, was $60 million out of balance. The 1972 budget, as presented, is $90 million out of balance.

Exactly what is the expanded Office of Budget and Management doing about providing improved services at minimal cost to the citizens of the District of Columbia? You mentioned some of them in your opening statement. Perhaps you would like to give us just the single most outstanding contribution which you believe that your office has made during the present fiscal year.

Mr. INGRAM. Mr. Jordan, I do not know that I can point to the single most important contribution. The office provides the capability for approaching some of these problems on a coordinated basis, so that in the Budget Division we work on PPB system. That is a system with some long-range, hopefully, payoff which will enable us to analyze the needs of the city more effectively and to make more educated decisions in relation to allocation of resources.

In the Organization and Management Planning Division is where we focus on specific items and specific studies. For example, in the attachment which we sent forward with my testimony, we mentioned an inventory control study in the Department of Sanitary Engineering. This is a specific study done with consultant help which has already resulted in a considerable direct payoff. We mentioned the figure of $86,000.

These are the kinds of things. We have several studies underway and as staff time is released from these, we will move to others. It will be an ongoing process.

Mr. JORDAN. And if we view with some envy, I guess, this management and budget area, some form of $4 million, I wonder if we could enlist your cooperation in connection with an earlier question asked by the chairman. He made reference to the 493 vehicles and asked for justification with reference to certain categories within that total number. I wonder when you provide that justification, if you would be good enough, utilizing the management function of your office, to indicate by priority level, the need for those vehicles in their respective

areas. With this, the committee if it decided that a lesser number of vehicles might suffice for the needs of the District of Columbia government, would then have at hand the benefit of your own analysis making the reduction. Could you help us with that?

Mr. INGRAM. We will be happy to provide that, sir.

(The list will be made a part of the report to be submitted to the subcommittee referred in letter, dated March 18, 1971, from Mr. Ingram to the Chairman, which appears on page 80.)

Mr. JORDAN. Thank you.

Senator INOUYE. Mr. Clark?

Mr. CLARK. No questions.

Senator INOUYE. Thank you very much, Mr. Ingram.

Mr. INGRAM. Thank you, Mr. Chairman, and Senator Percy.

PERSONNEL OFFICE

STATEMENT OF JOHN H. EATON, PERSONNEL OFFICER

ACCOMPANIED BY BENJAMIN LUDWIG, ASSISTANT PERSONNEL OFFICER

BUDGET REQUEST

Senator INOUYE. We will now consider the Personnel Office. Our next witness is Mr. John H. Eaton, Personnel Officer, who has requested $837,900, for the Office of Personnel. This I note is an increase of 12.6 percent over the amount appropriated for fiscal year 1971.

It is also noted, Mr. Eaton, that your Office has requested $2,911,500 for employee disability compensation, unemployment compensation, and workmen's compensation, an increase of 22.3 percent over the last appropriation.

Welcome to the committe, sir. You may proceed.

Mr. EATON. Thank you, Mr. Chairman.

I have with me Mr. Benjamin Ludwig, who is the assistant personnel officer.

OFFICE FUNCTIONS

The District of Columbia Personnel Office develops and administers a comprehensive personnel management program for the District of Columbia Government. Serves as primary adviser to the mayor and the deputy mayor on all matters relating to personnel administration within the District Government.

The Central Personnel Office is composed of five principal divisions.

The Pay Systems and Labor Relations Division administers a district-wide labor-management relations program and a salary and wage program affecting a large group of District employees including preparation of pay legislation for teachers and school officers, policemen and firemen.

The Program Development and Evaluation Division develops policies, procedures and programs concerning employment, employee relations, and general personnel provisions for use of management officials and operating personnel offices. Also develops and conducts an evaluation program to measure and improve personnel management effectiveness, plans and coordinates the development and revision of the District personnel manual.

Our Employment and Training Division develops and administers the functional areas of recruitment and employment, employee training and career development, safety management, employee disability compensation and incentive awards, and furnishes advisory services to management and employees.

Our Classification Division administers a classification program covering all positions subject to the Classification Act and the District of Columbia Wage Grade System.

We have a Manpower Development Division which develops and administers manpower and related Federal grant programs aimed at employing, training and upgrading the economically disadvantaged. These programs include management intern training. Urban Corps—which is a college work-study program—public service careers, Neighborhood Youth Corps, and the summer aide programs.

FUTURE PLANS

Our future plans list three items: Implementation of a pilot ADP system applicable to positions in the Executive Office of the Commissioner and for eventual application to all District government positions in departments under the Commissioner's administrative jurisdiction.

Our second future plan is for the formulation of procedures for submitting complaints to the newly authorized District of Columbia Board of Labor Relations and for mediating labor management disputes.

We also expect to expand areas of training with special emphasis on the fields of labor management relations and occupational health and safety.

The operating cost of the District of Columbia Personnel Office for fiscal year 1972 is estimated at $837,900 which is an increase of $35,200 over the operating costs of fiscal year 1971—$802,700. $23,500 of the increase requested is for the classified pay increase of January 1971 and the remaining $11,700 is for within-grade advancements.

Sir, we have not requested any new positions in 1972.

This concludes my statement. I will be glad to answer any questions.

Senator INOUYE. Thank you very much, Mr. Eaton. Some of the questions I will be asking may be rather difficult to answer at this point. If so, I would hope that you would furnish this committee with the appropriate memos.

Mr. EATON. All right, sir.

PERMANENT POSITIONS VACANT

Senator INOUYE. Mr. Eaton, am I correct in my understanding that at the present time the District of Columbia government has 41,249 permanent positions?

Mr. EATON. Yes, sir.

Senator INOUYE. Now of that number how many are filled at the present time?

Mr. EATON. We have—I believe it is 3,270 vacancies.

Senator INOUYE. 3,270 vacancies?

Mr. EATON. As of December 31, 1970.

Senator INOUYE. Of 3,270, how many have remained vacant for the last 6 months?

Mr. EATON. That, sir, I could not answer. We would have to go through other departments, because we do not have the records on ADP. I would doubt seriously that we could get that. We will certainly try.

Senator INOUYE. I am certain the department must have information as to their vacancies.

Mr. EATON. I am sure they do, sir, but I do not know that they would have the exact dates. We will certainly try.

Senator INOUYE. You mean the departments are not aware as to when they have hired or fired people?

Mr. EATON. I am sure they can get it.

Senator INOUYE. I would like to have that information because the subcommittee may consider red circling these positions. By red circling, I mean just deleting these positions that have been vacant for 6 months or more, unless you are able to convince this committee that these positions are necessary because if these positions are necessary, one must assume that they would have been filled some time ago.

Mr. COPPIE. Mr. Chairman, I would like to offer a clarification on the point.

Senator INOUYE. Please do, sir.

Mr. COPPIE. As I am sure you realize, in a government that is as large and complex as this one, with more than 40,000 employees, it is impossible for all positions to be filled at any one period of time. So we are running a vacancy rate, at any one period of time during the fiscal year. We do not budget our positions at 100 percent of the cost. We build in a lapsed figure and that lapsed figure is about 9 percent of our total personnel costs. Now we are running a lapsed rate that runs between 9 and 10 percent of our total employment base of more than 40,000 employees.

I think the record will clearly show that no one position remains vacant over a long period of time. On a continuing basis, we are having new hirings and we are having people that retire or just resign.

Senator INOUYE. I just want the information of those positions that have remained vacant continuously for 6 months or more.

Mr. COPPIE. Yes, sir.

Senator INOUYE. And this committee might decide to delete those positions unless you can come forward with some special justification as to why they should be kept on the books, although they are vacant.

(The information appears on p. 1526 in the appendix.)

TEMPORARY EMPLOYEES

Senator INOUYE. How many temporary employees do you have at the present time in the District Government?

Mr. EATON. Mr. Chairman, I do not have the figures. We work closely with the budget office. I do not know whether they have that or not. We do not have our records on the ADP system. We have to get all of these reports.

Mr. COPPIE. Mr. Chairman, we will provide a detailed analysis for the record. All temporary positions have to be cleared through the budget office.

(The information appears on p. 1546 in the appendix.)

FEDERAL EMPLOYEES DETAILED TO DISTRICT OF COLUMBIA GOVERNMENT

Senator INOUYE. Mr. Eaton, how many Federal employees, if any, are detailed to work in the District of Columbia Government or its supporting agencies?

Mr. EATON. There, again, I would consult with budget. I think it is something around 8,000; 8,724 is the figure we have.

Senator INOUYE. Can you give us a listing as to where these persons are assigned?

Mr. EATON. Yes, sir.

(The information appears on p. 1567 in the appendix.)

NUMBER OF POSITIONS AT GS–15 OR ABOVE

Senator INOUYE. Information was supplied to this committee in November of 1970, indicating that the District had 501 positions at the level of GS–15 and above, or equivalent. This table will be printed in the record.

(The table appears on p. 1568 in the appendix.)

UNFILLED POSITIONS

Senator INOUYE. My question is, how many of these GS–15 and above, or equivalent, positions are filled at the present time?

Mr. EATON. I would have to supply it for the record, sir.

Senator INOUYE. And I would like to know as to how long these positions have been vacant.

(The information appears on p. 1571 in the appendix.)

FUNDING OF TEMPORARY POSITIONS: AGENCY ABSORPTION

Senator INOUYE. Mr. Eaton, can you advise us as to how these different agencies obtained funds to pay for the District of Columbia funded temporary positions?

Mr. EATON. No, sir. I believe I would have to defer to the Budget Office on that.

Mr. COPPIE. Mr. Chairman, the cost would be absorbed from the total agency appropriation. For example, if they clearly establish the need for a temporary position, then the cost associated with that position is going to have to be absorbed. That is to say, they are going to have to redirect funds from perhaps a purchasing allocation or from some other purpose to meet the cost of the temporary position. We do not authorize a temporary position unless the need can be clearly established.

Senator INOUYE. How many temporary positions do we have?

Mr. COPPIE. We probably are running at any one period of time, maybe 2,000 District-wide.

Senator INOUYE. 2,000 positions. In other words, funds that have been approved by this subcommittee and the Congress of the United States for specific purposes have now been reallocated for temporary positions?

Mr. COPPIE. For a temporary position. It is clearly to meet an emergency situation, Mr. Chairman, and I might point out——

Senator INOUYE. Do we have these emergency situations going on all of the time, where you need 2,000 temporary positions?

Mr. COPPIE. We have emergency situations developing from time to time on a continuing basis; yes, sir. I might point out on this, that the procedures on temporary positions are very clearly established and are rigidly enforced, and at no time do we allow a temporary position to be established where there is a record which shows the position has been clearly denied by the Congress. It is merely to meet an emergency situation developing in a department as a result of increased workload, or for some other purpose.

DEFINITION OF TEMPORARY EMPLOYEE

Senator INOUYE. What is your definition of a temporary employee?

Mr. EATON. That is one that is hired normally for a period of less than 1 year.

Senator INOUYE. Do some of these temporary employees work for 11 months and 29 days?

Mr. EATON. I suspect they could under certain circumstances. Generally, we do not have them on board more than 30 or 90 days.

Senator INOUYE. I realize, generally, you do not do that, but what I am trying to learn from you, as director of personnel, is whether the other agencies have been going through this massive loophole of hiring temporary employees for 11 months and, say, 29 days.

Mr. EATON. I am reasonably certain that that has not occurred.

Senator INOUYE. Can you assure us of that?

Mr. COPPIE. Mr. Chairman, I would like to think that I have already assured you that the requirements here are established and are rigidly enforced throughout the District government. I might point out that I think our record will show that the largest single classification of temporary employees is for the public school system to meet the substitute teacher needs. It is clearly where an emergency has been declared; it has been reviewed at our level and we go back and authorize the agency to proceed.

TEMPORARY HIRES FOR PUBLIC SCHOOL SYSTEM

Senator INOUYE. Now, staying with the public school system, and the temporary hires of schoolteachers, what aspect of education suffers because of this? Someone is being denied the supply, right? You just told me that temporary hires are paid from other funds. What I would like to know is, what sort of activities are being hurt by this practice in the education division?

Mr. COPPIE. Well, Mr. Chairman, we like to think that no area is damaged as a result of this? We cannot budget at every single level of our appropriation at 100 percent of the actual cost. For example, something that is budgeted for $100 in the purchasing area might cost $80. So we have saved $20. That is a resource that can be perhaps made available for some other purpose. And multiplying that throughout the agency operations, they do generate savings which perhaps can be used for some other area of the agency operation.

Now, in the school system—and I would want to check our records on this to be sure I am accurate—I believe we do budget for the substitute teacher area, since this is a continuing requirement throughout the public schools.

Senator INOUYE. Then this is not really temporary in the sense funds have to be taken out from other sources, if it is budgeted?

Mr. COPPIE. The position is temporary. The way it is funded is another issue. Perhaps in this instance, it will be financed from a specific authorization for this purpose.

Senator INOUYE. How many dollars were involved in the hiring of temporary employees?

Mr. EATON. We do not have the figures.

Senator INOUYE. Can you furnish us with that? Could you give us a rough estimate of how many dollars were used in the hire of temporary personnel?

Mr. COPPIE. I am reluctant to do so, Mr. Chairman. I would want to——

Senator INOUYE. Would it be in excess of $5 million?

Mr. COPPIE. No, sir. It would be probably somewhere between $500,000 and $1.5 million.

Senator INOUYE. On the same matter of temporary appointments, what restrictions are there on renewing the tenure of an employee who has completed his initial tenure of temporary appointment?

Mr. EATON. All new employees come in on a 1-year probationary period and if they perform properly during that 1 year, they are made permanent.

LEVEL OF UNEMPLOYMENT

Senator INOUYE. Mr. Eaton, do you have any date which you can supply to the committee indicating the level of unemployment in the District of Columbia?

Mr. EATON. I have a figure that I understand has not been released yet, but it is somewhere between 4.5 and 5 percent in the District of Columbia.

Senator INOUYE. Converting that to individuals, what would that number be?

Mr. EATON. In the District citywide. I do not know.

Senator INOUYE. Can you assist this committee with this information?

Mr. EATON. Yes, sir.

Mr. CUSH. Mr. Chairman, we have some figures that will give you some help.

Senator INOUYE. Please do.

Mr. CUSH. I am Frank Cush from the Budget Office. There are two sets of statistics that are customarily provided on unemployment in the metropolitan area. Let us start out with that. One is taken from the Bureau of Labor Statistics and the other is from the District of Columbia Manpower Administration. District of Columbia Manpower Administration stresses unemployment for the entire metropolitan area. Their figure for the last year runs at a rate of 2.5 percent.

Now, however, we have fought for a more sophisticated approach, namely, to give us the figure for the District of Columbia. Our statistical people, have worked with the Bureau of Labor Statistics, using a special sampling approach. This has produced the number for the District of Columbia covering the last year. This annual average of 5 percent in the District of Columbia is significantly higher as you can see, from the figures for the metropolitan area in District of Columbia Manpower data.

The comparable figure from the Bureau of Labor Statistics that goes with the 5 percent is a 3.1-percent figure for the entire metropolitan

area. It is obvious there is greater unemployment percentagewise in the District of Columbia labor force.

Senator INOUYE. So it exceeds 300,000?

Mr. CUSH. Pardon? Would you want some further figures on the size of unemployment and labor force?

Senator INOUYE. Yes, sir, please.

Mr. CUSH. The unemployment figures in the District of Columbia, as estimated by the Bureau of Labor Statistics are 18,000 over the last year. It is distributed—white, 5,000; black, approximately 13,000. The labor force for the District of Columbia is approximately 360,000.

Senator INOUYE. Do you have a labor force of 360,000?

Mr. CUSH. 360,000.

Senator INOUYE. And of that labor force, 16,000 are unemployed?

Mr. CUSH. The average is 18,000.

UNEMPLOYMENT OF LABOR FORCE

Senator INOUYE. 18,000.

Mr. CUSH. Over the last year as an annual average.

Senator INOUYE. Has this been the experience, recent experience let us say for the last 3 or 4 years?

Mr. CUSH. I would say the experience of the last 3 or 4 years is that the rate has been slightly lower than it is at present. I think the District of Columbia is experiencing the same problems that other cities and other States are having. I would say, if I had to, where we are now working about 5 percent, the figure possibly would have been for the previous 3 years in the neighborhood of 3.8 percent.

Senator INOUYE. Thank you very much, sir.

Mr. Jordan, any questions?

Mr. JORDAN. Mr. Cush, your figure on the work force in the District of Columbia again was what number?

Mr. CUSH. 360,000. It is the figure the Bureau of Labor Statistics is using.

Mr. JORDAN. There is another figure to be released. It was to have been released at the end of February. There is some delay in the release of the figure. I have information that it is not presently releasable, indicating it is perhaps a figure slightly less than that. The announcement is to be forthcoming within the next 10 days or 2 weeks. Would you be good enough to supply the record with the precise figure at such time as it is released?

Mr. CUSH. Yes, sir.

(The information follows:)

D C.-44
May 1967

Memorandum • **Government of the District of Columbia**

TO: Comer Coppie
Budget Officer

Department, Agency, Office: Executive Office
Budget and Executive Management

FROM: Albert Mindlin
D. C. Chief Statistician

Date: March 18, 1971

SUBJECT: Data on Employment and Unemployment requested by Mr. Jordan at Senate Hearing on D. C. Budget, March 16, 1971

ESTIMATES OF D. C. EMPLOYMENT AND UNEMPLOYMENT

YEARLY AVERAGE, JANUARY 1, 1970 - DECEMBER 31, 1970

	No.	%	90% Confidence Interval
Total civilian labor force	361,000	100	
Employed	343,000		
Unemployed	18,000	4.9	4.1 - 5.7
White	106,000		
Employed	101,000		
Unemployed	5,000	4.4	3.1 - 5.7
Negro and other races	255,000		
Employed	242,000		
Unemployed	13,000	5.1	3.8 - 6.4

SOURCE: Bureau of Labor Statistics, "*Characteristics of Workers in Large States and SMSA's--1970,*" expected publication April, 1971.

Figures rounded to nearest thousand. Rates calculated from unrounded data. Estimates are based on a national sample (the Current Population Survey), hence subject to sampling variability as indicated in the last column. The last column means that, to take total unemployed as an example, if independent samples were taken repeatedly in the same way as this sample, then 90 percent of the estimates of the total unemployed rate would be expected to be in the interval 4.1 percent - 5.7 percent.

LAPSED FUNDS

Mr. JORDAN. We referred earlier, and the chairman discussed, lapsed funds and how they were handled. And, of course, there is no figure as to total 1971 lapsed funds, and there will not be until the end of the fiscal year. But in order to give the committee an idea of the magnitude of funds that come from lapsed or unfilled positions, I wonder if anyone in the Budget Office has a figure, either an actual or an estimate, for fiscal 1970?

Mr. COPPIE. We are just reluctant to make a guess on that at this time.

Mr. JORDAN. 1970?

Mr. COPPIE. Right. We would have to do an analysis to make the determination.

Mr. JORDAN. It is not a figure that is readily available?

Mr. COPPIE. No. The information is not readily available. However, it will be compiled and supplied for the hearing record.

(The information appears on p. 1572 in appendix.)

FUNDING FOR SUMMER EMPLOYEES

Mr. CLARK. Mr. Eaton, how do you fund the salaries for summer employees?

Mr. EATON. The summer employees are funded by each agency.

Mr. CLARK. Funded perhaps out of funds for temporary employees?

Mr. EATON. The lapsed funds that are being discussed are used for the summer employees. Grant funds are also used for summer employees.

Mr. CLARK. Yes. Getting to that, I note that, while your budget for 1972 is $837.9, there will be several grants, Mr. Chairman, of $2.170 million for fiscal 1972. And most of that, of course, will be grant money, but also 52 positions will be funded. Are almost all of these funds used for your Manpower Development Division type activities?

Mr. EATON. Yes, sir.

Mr. CLARK. Are they all used for it?

Mr. EATON. Yes, sir.

Mr. CLARK. They are listed in your justification.

I think it might be worthwhile at this point, Mr. Chairman, just to put in a list of what programs are funded—there seem to be about four major ones—and the proportion of the Federal grant funds that are used for each of these, so we can have a picture of that.

Senator INOUYE. Without objection, it will be so ordered.

Thank you very much, Mr. Eaton.

(The information follows:)

Programs in the Personnel Office to be funded by Federal Grants during Fiscal Year 1972.

Program	Positions	Amount
Neighborhood Youth Corps summer program		$1,498.4
Public service careers program and Neighborhood Youth Corps staff	49	631.7
Management intern training program	3	39.9
Urban Corps program		(1)
Total	52	2,170.0

[1] The Urban Corps program is not considered a grant to the District of Columbia Government, rather, it is a grant provided to various institutions of higher education by the U.S. Department of Health, Education, and Welfare under title IV-C of the Higher Education Act.

The law provides that students can be made available for work in the public interest for a public or private nonprofit organization and that the assignment of a student may not result in the displacement of any regular employee. 80% of the student's salary is paid by the Institution supplying the student, with the remaining 20% being paid by the organization to which he has been assigned. This program is specifically mentioned in the justifications for the Manpower Development Division of the Personnel Office because administration of this program for the District of Columbia Government is performed by employees of this division.

Employees' Disability, Unemployment and Workmen's Compensation

STATEMENT OF JOHN H. EATON, PERSONNEL OFFICER

ACCOMPANIED BY BENJAMIN LUDWIG, ASSISTANT PERSONNEL OFFICER

MANDATORY PROGRAMS

Mr. Jordan. Mr. Eaton, does that conclude your testimony for the morning, or will you be presenting us a justification on some other office?

Mr. Eaton. On three funds—employees' disability compensation, unemployment compensation, and workmen's compensation.

Senator Inouye. Are you prepared to do this now?

Mr. Eaton. Yes, sir.

Senator Inouye. Please proceed.

Mr. Eaton. The employees' disability compensation, employment compensation, and workmen's compensation are mandatory programs.

Employees' Disability Compensation Program

Employees' disability compensation program: Provides medical treatment and care for employees injured by job performance, compensation for permanent disability, burial expenses in case of death on the job, compensation to surviving widows and children, and expenses for vocational rehabilitation. Funds appropriated for this program are solely for the payment of compensation and related expenses. The $220,000 increase requested is to cover increases in medical costs, cost-of-living increases, legislative pay raises, heavier claim loans, and the overall growth of employment in the District government.

Employees' Unemployment Compensation Program

Employees' unemployment compensation program: Provides unemployment compensation benefits for eligible former District government employees. Funds appropriated for the program are expended through the District's Unemployment Compensation Board. The $267,000 requested will be used to pay the increase in benefit payments and the increase in number of claimants.

Workmen's Compensation Program

Workmen's compensation program: Provides for the payment of disability claims made by private citizens who are employed in the District of Columbia but are not employees of the District of Columbia government. Although administration of this program is vested in the Bureau of Employees' Compensation, U.S. Department of Labor, the administrative expenses are included in the District's appropriation. Of the $44,500 increase requested, $29,500 is for the classified pay

increase of January 1971 and the remaining $15,000 is for within-grade advancements.

That completes my statement.

Senator INOUYE. Thank you very much, Mr. Eaton.

DISABILITY RETIREMENT OF POLICEMEN AND FIREMEN: NEWSPAPER ARTICLE

Mr. Eaton, we have asked most of the questions we wanted to ask already. However, I am certain you recall noting in our papers an article quoting a former police officer, one who had served for many, many years who suggested that the procedure followed in determining retirement due to disability was not an equitable or fair one. He has said that by being honest, he was not given the compensation that other officers were receiving because they padded their complaints. I am certain you read that article.

(The articles appear on pp. 1685 and 1689 in the appendix.)

Mr. EATON. I certainly have.

Senator INOUYE. What are your comments, sir?

Mr. EATON. Well, of course, the article is somewhat misleading in certain areas. But we feel that the retirement of policemen and firemen as carried out within the District Government is fair and proper. The law is very liberal. As you know, there is a provision in the law saying that if the injury is incurred in line of duty, or aggravated by police duties or fire duties, then they can go out on disability. Of course, this depends on a full physical by our Board of Police and Fire Surgeons prior to the time it goes before the Retirement Board.

Senator INOUYE. You are convinced the procedure is a fair one?

Mr. EATON. Yes, sir.

Senator INOUYE. Thank you very much, sir.

OFFICE OF COMMUNITY SERVICES

STATEMENT OF JAMES P. ALEXANDER, DIRECTOR

ACCOMPANIED BY EDWARD T. CURLEY, ASSISTANT DIRECTOR FOR ADMINISTRATION

BUDGET REQUEST

Senator INOUYE. The next office will be the Office of Community Services. The budget request for the Office of Community Services is $216,400. I note that this is an increase of 12.9 percent over the fiscal 1971 appropriation.

I believe that Mr. James P. Alexander, Director of the Office of Community Services, is here to present testimony on behalf of the request.

Welcome to the committee, sir. Please proceed.

Mr. ALEXANDER. Mr. Chairman, I would like to introducce Mr. Edward Curley, who is responsible in my office for administration and management, who is with me today.

OFFICE FUNCTIONS

The basic charge of this office is to increase responsiveness, coordination and effectiveness in government service delivery—particularly at the service area level. This applies both to planning and operations.

Underlying this is an even more basic charge—to strengthen the partnership between people and government in the District of Columbia.

We are a staff office in the Executive Office of the Mayor. We have citywide responsibility, through the city's nine service areas, and a prime target area with which we are concerned—the model neighborhood, service area 6.

The Director of the Office of Community Services also is responsible for making certain city effort lives up to the requirements of the model cities program and for making certain we meet our legal, financial, and implementation obligations. Within OCS, an Associate Director for Model Cities serves as the city demonstration agency head and actually is responsible for the day-to-day conduct of the model cities program. As such he uses the full resources of OCS directly in connection with planning or any other necessary business of the model cities program. For this reason, the staff is jointly funded—from appropriations and from the model cities grant.

OFFICE PERSONNEL

The basic OCS staff is limited—to meet its citywide obligations. OCS has 10 appropriated positions. The appropriated positions funded in fiscal year 1971 include the Director and a secretary; a program analyst, GS–15, who also serves as Deputy Director; an Assistant Director for Administration, GS–15, who develops and monitors contracts under the model cities and other programs, supervises personnel procedures, gives technical assistance to contract groups and agencies on management matters, handles the budget and supervises the handling of finances involving some $12 to $15 million annually in grant money from various Federal agencies. In the administration section we also have a budget and accounting analyst and a secretary funded under appropriations.

Another section involves program analysts and a secretary. This section develops grant program applications; helps agencies or community organizations in starting and operating grant programs, and works to make sure certain programs are effectively tied together, that programs go where the need is, and that dollar or staff waste is minimized.

Service area system: Overall OCS also gives staff support to the service area system—an effort to make certain that agencies are planning in unison, working together, and delivering the maximum program for the dollar for people in the various areas of the city. This system essentially involves the phased adoption by agencies of identical service area boundaries and the establishment of communications and coordinating linkage for operations in the field.

This is a new approach; it was put into place without additional budget and is growing in its effect on planning and operations. But it is starting agencies in the direction of joint operations, shared building space, pooling of staff, a common data base for planning, and, clearly, better use of the resources we already have.

SPECIAL PROJECTS

Special projects: Here are a half dozen of the kind of efforts undertaken this year by OCS:

1. Negotiating a grant from DHUD and starting work on two multiservice centers in the Shaw and Northwest No. 1 area without any additional appropriation money required for operations.

2. Completed negotiating a grant from DHUD for a service center in service area 5 without any additional appropriation money required for operations.

DEFINITION OF MULTISERVICE CENTER

Senator INOUYE. May I stop you at this point? For clarification, what do you mean by multiservice center?

Mr. ALEXANDER. A multiservice center, sir—let me give the background, first of all.

Mr. Chairman, service delivery in the city has grown through the years as it has grown throughout the country by bits and pieces. There have been city regulations, city budgets, Federal programs emanating from a dozen different Federal bureaus and departments. As these programs developed with their own guidelines, their own process, their own data bases, their own citizen base, and what have you, facilities have been established throughout the District. They are scattered.

John Q. Citizen in service area 4, which is Anacostia, in needing service from the government, needing basically a job, may have to end up going to four, five, and six different facilities scattered throughout the city. First, he gets temporary welfare; second, food stamps; third, advice on employment; fourth, he is referred for training; fifth, he is referred for physical examination.

Service centers are an effort to bring together into one complex, or one building, people representing those services. It is about the same, Mr. Chairman, as the development of shopping centers throughout the country for the convenience of customers.

We also have negotiated a grant from the Department of the Interior for establishment of community streets, mini-malls, or street scenes, in five different locations, as outdoor centers for community activity in various neighborhoods.

One of the basic problems you have in the poverty areas of this city, Mr. Chairman, is the fact that they have grown, they have deteriorated, there has been little planning with and for the people to meet cultural needs. Through street scenes they have an opportunity, such as others have in suburban shopping centers, or with the mall downtown, for outdoor centers, centers of activities, where they can express themselves culturally, with recreation and allied programs.

Street scenes, in effect, give people the opportunity for mini-malls, to beautify, to plan cultural and recreational activities, so that, in effect, people can express themselves culturally in their own home area. Centers of development, if you will, Mr. Chairman.

I should point out we developed the first grant approach to this program in the Nation and, as a result of our proposal, the Department of the Interior subsequently offered a similar program to cities throughout the country. Some six or so cities are going in this direction and many others, hopefully.

SEARCH FOR PROBLEMS

Another function of this Office has been monitoring—you say nit-picking. Mr. Chairman, the fact of the matter is we spend a lot of our time nit-picking, only from a slightly different point of view. We send people, teams, volunteers sometimes, and also people we borrow, or who are assigned to us from other agencies for short periods of time, out to the communities. We do not wait for complaints to come in by telephone. We send people out to find problems. In many cases, physical problems, abandoned cars not being moved, empty lots being used as garbage centers, streets not being maintained properly, trash being left too long, refrigerators and old cooking stoves being left and allowed to accumulate and become threats to the health of the community.

We send monitoring teams out to the city who identify problems, come back and get them resolved. Not only do we do it through outreach, but we also work with a voluntarily run complaint center which was, once again, probably one of the first two or three in the country. The city hall complaint center receives something like 6,000 complaints by telephone a year from people in the community. It negotiates with the Departments to get them resolved. Last year, in fact, they did receive about 6,000 complaints and reported the resolution of about 6,000. They were not all the same complaints, because there is an overlap.

Senator INOUYE. I think I had better get together with you because I am getting some of the complaints now.

Mr. ALEXANDER. Send them to us now. Between the two processes, the one getting them in by telephone using volunteers, the other sending monitoring teams out to find out the problems, we think we are being responsive or beginning to be responsive to the needs of the people in this city.

IMPLEMENTATION OF MODEL CITIES PROGRAM

Another thing this Office has done is implement 38 different projects under the model cities program. The Model Cities Commission in this city actually decides what should be in the model neighborhood plan. OCS has the responsibility for implementing the plans of the elected model cities commissions. During the last year we have taken from the planning stage to the actual work program and the contract stage, some 38 major projects, ranging all the way from day care, after-school day care, economic development, juvenile delinquency control to what have you.

We recently completed working out with the Department of Sanitary Engineering a plan for a better use of manpower and new kinds of equipment in the model neighborhood, on a pilot basis.

HANDBOOK ON FISCAL AND ADMINISTRATIVE CONTROL

Another effort which may seem unimportant but is vital, is the development of a handbook for the uniform fiscal and administrative handling of grant contracts by community organizations.

One of the things that has plagued the effort throughout this country to contract with community groups to undertake projects, to deliver services, has been inadequate fiscal and administrative control. We put together a handbook in this city that is now being used as a model in many other cities under the model cities program.

USE OF A BLUE LAW

If I can mention something that is not quite before you, Mr. Chairman, one of the areas of concern we have is this. It is a change in the law before our District committees this year. We could extend the efforts of many of our departments if it were not for one of those old blue laws, something that came out of the 1890's, that says we cannot use volunteers, except in one or two departments. Intelligent use of volunteers can help us to some considerable extent if we can get a change in the law in this session that will permit our agencies to go ahead and use more volunteers.

Senator INOUYE. Will you discuss that a bit further? This is the first time I have heard of this so-called blue law.

Mr. ALEXANDER. Obviously, there often are problems in the use of volunteers. But the fact of the matter is, the complaint center is entirely voluntarily run and well run. We do have some volunteers who are doing a job for the city. There is a law, however, I think it is 1898, if I recall right, that says the District shall not use volunteers. I believe it was later amended to provide that two departments could, Education and Health, if I recall right.

Anyway, we have proposed now to District committees for 2 years in a row that that law be changed to allow all agencies when they can find suitable volunteers to use them. I am sure we can deliver a copy of that to you for your information.

As you pointed out earlier, Mr. Chairman, we are not asking for additional staff positions for OCS.

We are not here today seeking additional staff positions for the Office of Community Services. The fact is our budget request is at our existing staffing level. We received $204,400 for 10 positions in the fiscal year 1971, and are asking $216,400 in fiscal year 1972 for 10 positions. The difference is in mandatories, increased pay and benefits required by congressional action.

OVERLAPS CAUSING SERVICE AREA APPROACH

If I could go on for 1 minute more, Mr. Chairman, I would like to show you three sets of overlays that give you some idea as to why in this city the Mayor has said we go to the service area approach.

The three boards you will see reflect Federal programs, District agency organizations of the past, and to some degree, a community problem they both create. I mentioned earlier that Federal programs

have grown almost like accident throughout the country. New people, new ideas, new departments created, new bureaus created. Lobby groups, pressure groups influence and inspire new programs, programs with different philosophies and different guidelines. One of the groups that came out under the last administration was the war on poverty program.

Under the program emanating from OEO, under OEO guidelines, and OEO approaches to planning and community organization, areas in the city were indicated as target areas and coordinating groups were established to control certain kinds of funds. This is on top of what the District of Columbia was already trying to deliver in service and programs in those areas. So, in effect, another coordinating level was introduced for those target areas.

Developing through the same period of time in the urban renewal program were overlapping target areas, emanating from a section of the Department of Housing and Urban Development. Neighborhood development programs and basis urban renewal programs. Urban renewal programs have different guidelines, different money controls, different planning staffs, and different citizen organizations.

In 1966, the President had made a speech, Mr. Chairman, and it said, there shall be service centers throughout the land, and ordered HUD, HEW, OEO and Labor, to get together and find some funds and help to establish 14 multiservice centers throughout the country. One was in Washington.

Different organizations, different planning staff, different guidelines, different approaches to community organizations, and different sources of money.

In this city under Federal guidelines, an area was designated, another group was made responsible for coordination.

MODEL NEIGHBORHOOD PROGRAM

Then came the model neighborhood program which was designed by the Federal Establishment to enable us to pull all of these things together. But, once again, different sections of HUD, with different players than the other Federal agencies, different guidelines, different philosophies, different approaches, different staffs and different method of operation. The pile up of coordination on top of coordination on top of coordination continued without the Federal Government getting really behind any one of these programs to a sufficient degree so the cities could really make them function. That is the Federal input into this city and other cities, Mr. Chairman.

If I can talk about District agencies for a moment——

Senator INOUYE. What have you done about that?

Mr. ALEXANDER. I am building up to that, Mr. Chairman. I am running through these so you will simply see the size of the problem that Mayor Washington realized he had when he first took over this city.

Another series of overlays simply shows—and it is a bucket of worms—the array of departmental service areas and regions that he had to contend with from different departments, Recreation, Na-

tional Capital Planning Commission, Youth Programs, L. & I., CRP, School Board, City Council, and so forth.

If you are a military man or a planner, there is one concept you agree on. If you have a number of organizations operating together it is better to have uniform target areas so they can function together, use facilities together, plan and operate together. This "bucket of worms" did not make that possible in the District government. It is one of the other major problems that the mayor had in trying to get a handle on the operation of this city.

But that kind of bucket of worms caused a problem for people. Not only did it make it tough for the city to handle the job of delivering services, or identifying services or making agencies function correctly, it caused another problem. Community organization looked at government. It was a monster. With whom did they deal? With whom did they work? How did they get together so they could plan together and seek help from government together? They ended up reflecting that bucket of worms in their organization. Different organizations. And additional overlays show an array of community associations, civic associations, et cetera, et cetera, who end up fighting, disagreeing, overlapping, unable to deal with Government.

REORGANIZATION

The mayor said this: "Let's try and begin to make some sense out of this." After other organizational steps he took—creating the Cabinet, improving the Executive Office, moving some programs together, establishing a Department of Human Resources, establishing a Department of Youth Opportunity, service and others—he said, "let's move further to systematize our approach to the city." And by a series of criteria, geographic boundaries, man-made boundaries, citizen organizational boundaries, he identified nine uniform service areas and our agencies are gradually phasing into those.

Without new budgets, we said to ourselves, in effect, we have to have people who in those areas are working to try and achieve for their agencies a level of coordination and joint planning and joint operation and joint use of manpower. Lacking budgets, the mayor said, how do we do it? What followed was negotiation with the agencies and agreement in effect to create service area subcabinets, if you will, representation of agencies on task forces, on committees assigned on a part-time basis to work together and with the community identifying and resolving common problems. More and more we are insisting that Federal programs, wherever we can, and District programs are meshed within the context of the service areas.

The system is in its infant stages. The mayor issued an executive order last April. The program was inaugurated in September. The subcabinets or committees have been formed, they are identifying programs, they are working with the community. They are conducting hearings, for example, on the problems of aging and other kinds of problems, and are trying to systematize our approach to the city.

That is where we are about right now, Mr. Chairman.

COORDINATION OF AGENCIES

Senator INOUYE. As you stated, you have an awful can of worms there, but in just about every justification we have received so far, there is one paragraph on coordinating activities with someone else. All of the agencies are supposed to be coordinating with each other. I find it rather difficult to understand how we ever ended up with that can of worms.

Mr. ALEXANDER. Well, Mr. Chairman, the Federal Government, through acts of Congress, was allowed to grow like a weed and is now considering a major reorganization to try to do something about it. And in 1969 the federal system went in the direction of uniform regionalization itself. The cities of the country grew erratically. Meanwhile, city agencies desperately had to find vehicles for coordination. They improvised to meet immediate needs. This city's service area approach gives them a framework for rational planning and operations.

Senator INOUYE. Please proceed.

NEED FOR A CENTRAL PLANNING CAPACITY

Mr. ALEXANDER. Mr. Chairman, there is one more point I would like to make, if you do not mind.

Any approach we take in this city to improve planning by target areas, through coordination, is vain unless we have a central planning mechanism. This city does not have a central planning capacity with which to guide and support all of the efforts that our Departments attempt.

Senator INOUYE. Don't you have a planning office?

Mr. ALEXANDER. We do not, sir. There is a National Capital Planning Commission that is for the metropolitan area, that does do some work with us. But the fact of the matter is this city government for the 3d year in a row has a budget request for a cadre to form the basis of a central planning office. We simply have to have it and I simply want to make that point in closing, that I hope it will be given every consideration in the budget this year.

Senator INOUYE. Mr. Alexander, you have been extremely helpful and I am very grateful to you for discussing problems that are not directly involved in your jurisdiction. But as you have indicated, all of us should be interested in what happens in other agencies. I am grateful to you, sir.

Any questions.

ACTION PLAN OF MODEL CITIES PROGRAM

Mr. CLARK. Mr. Alexander, are we in the second year of our model cities program that you referred to?

Mr. ALEXANDER. No. The second year action plan, Mr. Clark, is now in the process of being completed. The second year action will begin either May 1 or July 1.

Mr. CLARK. Which means completion of the first action year will be at that time?

Mr. ALEXANDER. That is correct. The action years, as I am sure you know, are being extended by and large across the country.

Mr. CLARK. Right. Is there now a 5-year plan? I note that there will be on completion, hopefully, 5 action years. Is that right as to the model cities program?

Mr. ALEXANDER. The initial document that went to HUD in connection with model cities in August of 1969 was a broadly written 5-year plan with a more tightly written first year component. There is a 5-year plan in existence which is supposed to be revised every year as you get into the action year. It is being revised right now.

Mr. CLARK. Thank you very much.

PREPARED STATEMENT

Senator INOUYE. Mr. Alexander, would you like to have your full text of your statement made a part of the record?

Mr. ALEXANDER. If you will, sir.

Senator INOUYE. Without objection, so ordered.

Thank you very much.

(The statement follows:)

Mr. Chairman, members of the Subcommittee, I am James P. Alexander, Director, Office of Community Services.

The basic charge of this office is to increase responsiveness, coordination and effectiveness in government service delivery -- particularly at the Service Area level. This applies both to planning and operations.

Underlying this is an even more basic charge -- to strengthen the partnership between people and government in the District of Columbia.

We are a staff office in the Executive Office of the Mayor. We have city-wide responsibility, through the city's nine Service Areas, and a prime target area with which we are concerned -- the Model Neighborhood, Service Area 6.

The Director of the Office of Community Services also is responsible for making certain city effort lives up to the requirements of the Model Cities Program and for making certain we meet our legal, financial and implementation obligations.

Within OCS, an Associate Director for Model Cities serves as the City Demonstration Agency head and actually is responsible for the day-to-day conduct of the Model Cities Program. As such he uses the full resources of OCS directly in connection with planning or any other necessary business of the Model Cities Program. For this reason, the staff is jointly funded -- from appropriations and from the Model Cities grant.

Staffing Pattern

The basic OCS staff is limited -- to meet its city-wide obligations, OCS has 10 appropriated positions. The appropriated positions funded in Fiscal Year 1971 include the Director and a secretary; a Program Analyst, GS-15, who also serves as Deputy Director; an Assistant Director for Administration, GS-15, who develops and monitors contracts under the Model Cities and other programs, supervises personnel procedures, gives

technical assistance to contract groups and agencies on management matters, handles the budget and supervises the handling of finances involving some $12 to $15 million annually in grant money from various federal agencies. In the Administration section we also have a Budget and Accounting Analyst and a secretary funded under appropriations.

Another section involves three program analysts and a secretary. This section develops grant program applications, helps agencies or community organizations in starting and operating grant programs, and works to make certain programs are effectively tied together, that programs go where the need is and that dollar or staff waste is minimized.

Service Area System

Overall OCS also gives staff support to the Service Area System -- an effort to make certain that agencies are planning in unison, working together and delivering the maximum program for the dollar for people in the various areas of the city. This system esentially involves the phased adoption by agencies of identical Service Area boundaries and the establishment of communications and coordinating linkage for operations in the field.

This is a new approach; it was put into place without additional budget and is growing in its effect on planning and operations. But it is starting agencies in the direction of joint operations, shared building space, pooling of staff, a common data base for planning, and, clearly, better use of the resources we already have.

Special Projects

Here are a half dozen of the kind of efforts undertaken this year by OCS:

1. Negotiating a grant from DHUD and starting work on two multi-service centers in the Shaw and Northwest #1 areas without any additional appropriation money required for operations.

2. Negotiating a grant from DHUD for a service center in Service Area 5 without any additional appropriation money required for operations.
3. Negotiating a grant from the Department of the Interior for establishment of community streets (mini malls or street scenes) in five different locations as outdoor centers for community activity in various neighborhoods.
4. In-depth monitoring of 12 city areas -- considered the worst maintained in the city -- and cooperative efforts with a variety of departments to improve them.
5. Implementing 38 different projects approved under the DHUD-funded Model Cities Program.
6. Working out with the Department of Sanitary Engineering a plan for equipment and revised use of staff for assuring clean streets and alleys in Service Area 6, the Model Neighborhood on a pilot basis.

Another effort which may seem unimportant but is vital is the development of a handbook for the uniform fiscal and administrative handling of grant contracts by community organizations. This gives us a way of making certain that grant dollars are used properly -- one of the traditional problems areas with many federal grant programs. I might point out that DHUD officials have promoted this handbook as a model in dealing with other cities. This is a vital issue. Too much money has been lost in the past throughout this nation because of inadequate funding and administrative controls.

Monitoring Agency Operations

And then we monitor. We get complaints, either through our volunteer-operated Complaint Center or through our own spot-checking, and we study how a service facility operates or how a program is working, then work with the department director concerned to improve his operation. In this arena failure is as frequent as success .... or more frequent.

We get a swimming pool better operated; some sanitation routes shifted; police to work more closely with a school on a growing junevile problem; some parks better maintained; some hazards removed from a housing project; and the like. It is a little better than a fire fighting operation, but it still is better than it was a year ago .... and we think we are beginning to get better results. But -- we still are trying to clear up an erosion problem stemming from a governmental failure in 1966. We still are trying to get abandoned cars off the street faster. The list is long. But, such as it is, the combined telephone complaint and on-the-scene monitoring systems pay off for people.

Need for Volunteers

One of the areas of concern we have is with a change in the law .... some of our agencies are hamstrung in their efforts by inability to use volunteers to the extent they could and would like to .... hamstrung by a pre-1900 law that restricts use of volunteers. We have hopes, however, that the District committees will get around this year to acting on the District proposal for a new enabling statute. This should allow agencies to extend their resources to some extent, without additional financing.

Funding Request

We are not here today seeking additional staff positions for the Office of Community Services. The fact is our budget request is at our existing staffing level.

We received $204,400 for 10 positions in Fiscal Year 1971 and are asking $216,400 in Fiscal Year 1972 for 10 positions. The difference is in mandatories, increased pay and benefits required by Congressional action.

Operational Improvement

I would like to speak briefly to this question --How we increase effectiveness, responsiveness and coordination in District Government without additional funding.

If you will bear with me then I will discuss the roots of the Mayor's decision to establish the Service Area System in District Government.

When he took office he found that this city -- as are most other cities -- was ill-equipped to operate effectively, ill-equipped to deal in unified fashion with the problems of people throughout the city -- not only ill-equipped financially but also ill-equipped organizationally.

He found federal programs pyramiding on top of federal programs, overlapping, with different sets of planners, different citizen organizations involved, different program area boundaries, different statistical bases and different basic philosophies.

He found District agencies had cut the pie, the city, dozens of different ways in trying for convenience's sake -- and in the name of their own efficiency -- to approach problems on some rational geographic as well as functional basis.

He found citizen organizations scattered, overlapping and quarreling among themselves and trying vainly to deal effectively with government.

So he began a sequence of reorganizational steps .... rearrangement of departments, a tighter executive office, a new cabinet, establishment of a Human Resources Agency.

And then he said -- in order to plan together, to work together, to establish facilities together and to deliver services together -- agencies should have identical service areas and some organizational vehicle so that, within each Service Area, they could communicate and coordinate operations and -- equally as important -- consult with, develop plans with and monitor operations with the community that this government is supposed to serve.

In April of last year he ordered agencies to begin phasing into identical Service Areas. He also ordered the establishment of Service Area Committees, composed of agency representatives working together to identify problems in their Service Area and work out together ways of resolving them. This was without new budget .... A step to improve, a step to make government more responsive, more concerned and more effective without asking for an array of new staff members. Ideally, it might have been better to have had at least one Mayor's representative in each Service Area .... but our city's financial situation demanded that we seek to improve without new dollars.

The program was actually launched in September. Service Area Committees are still learning .... still testing their capability .... still meeting with community organizations ..... But they are moving in on problems, conducting the hearings we need to get a real sense of community needs and priorities -- as, for example, in the area of programs for the aging, for example, in the area of narcotics treatment and control; or sanitary services.

The National Capital Planning Commission is beginning to refer projects to SACs for recommendations; bicentennial planning will be based on SACs working with community groups; budget priorities are beginning to be developed on the basis of the varying needs of various Service Areas; Service Area 4 consciously is getting first priority for capital outlay, with Service Area 6 second. Special profiles have been developed on Service Area 4 completely and Service Area 3 partially -- aimed at giving the city a basis for coherent development in those areas.

Departments are beginning to pull together through SACs and because of those common boundaries. Even the National Park Service of the U.S. Department of Interior has joined the system because of its extensive involvement in the Nation's Capital City.

We are beginning to break the line between departments.

And we are beginning to get acceptance of the concept of planning and operations in partnership with people.

We will be moving on in the next few months to systematize further coordinating efforts of various agencies, we will be working through SACs with communities to identify more clearly the program priorities, goals and objectives of the various Service Areas and the smaller neighborhoods within them. We are improving our follow-up complaints so we do more than simply put out fires -- we identify the cause of the service breakdown and, within existing resources, where possible, eliminate it .....

Model Cities Approach

Another significant element of progress is in the DHUD Model Neighborhood program. The elected Model Cities Commission has developed capability and has achieved progress and, in fact, is becoming a model for the kind of structure which will enable cooperative attacks on the problems of any Service Area.

The Commission is responsible for coordination through this office of all public programs mounted in the Model Neighborhood. This is a massive job and the Commission is steadily increasing its capability to handle it -- through a staff of its own, through OCS and through, in increasing degree, the support of other District agencies.

Where is the Commission now in this program?

The Model Cities Commission plan, as recommended for approval by the City Council and approved by the Mayor, went to DHUD at the end of August 1969. It was approved in part in January 1970, and went to contract in April 1970. With approval of additional projects under the plan, some 38 programs had gone to contract three weeks ago. The key Economic Development program has been approved. DHUD is giving us some final help with the Housing Development Corporation. We hope for prompt DHUD approval

of a unified Consumer program (public and private) shortly. An innovative Public Service Corporation project has been sent to DHUD following revision based on federal recommendations.

Overall, the Commission wisely voted to invest first year money in several broad areas:

1. A complex of programs involving day care, after school day care and allied efforts aimed at preparing children for a better start in life and freeing parents for training and/or jobs.

2. A range of programs -- including dropout prevention, truancy control, special tutoring, youth activities, etc. -- aimed at instilling in Model Neighborhood youth the desire to stay in school, to get the maximum out of education and to go on to develop skills assuring them of economic independence.

3. A health outreach program and allied project aimed at bringing to families -- including wage earners -- the opportunity to maintain or secure for the first time the kind of personal health that is vital to students, parents, workers, etc.

4. A Housing Development program to help provide better environment for families.

5. Economic and public service corporations aimed at providing opportunity for commerce and for jobs for Model Neighborhood residents. I might point out also that the Economic Development Program proposed for the area does not involve the rather naive approach of many cities -- reliance on encouraging "Mom and Pop" stores -- but rather on large scale efforts to build competitive enterprises, supermarkets, mini-department stores, vertical industrial parks and other such projects with some real hope of generating the economic birth of the area.

6. A Consumer program to make certain that dollars earned do not become dollars wasted.

There are other projects allied in this broad approach. And this is not only a matter of use of DHUD supplementary money. For example, millions of dollars are flowing into the area from HEW programs to extend the effectiveness of the DHUD investment. Continuing OEO support of the PIC-District Neighborhood Service System finally is bringing the kind of service facilities needed to provide comprehensive individual help to families.

One key question then is what is happening to coordinate this approach and make it increasingly effective? Here is a major example:

The Department of Human Resources has now agreed to mesh all its activities in Service Area 6, Model Neighborhood, with those of non-public agencies in a unified social service delivery effort. The key element in this agreement is a small Model Cities project, $164,000, for a multi-service center filling a service gap in the eastern half of the Model Neighborhood. Sub-contracting of this responsibility to DHR together with assignment to DHR of liaison with the Peoples Involvement Corporation will help to give DHR a comprehensive skeleton for development.

Another example is one I referred to earlier.

Without any Model Cities funding, a community street (or street scenes) is being developed in Shaw as part of five such projects in the District, all funded by the U.S. Department of the Interior. The concept posed by a Model Cities Commissioner involves cooperative effort by OCS, Department of Sanitary Engineering, Department of Highways and Traffic, Department of Youth Opportunity Services and Fire Department.

A consumer program linking together the efforts of the Department of Economic Development, other District agencies and three community-based organizations, United Planning Organization, Neighborhood Legal Services Program and Northeast Community Improvement Corporation.

Evaluation programs are being developed for the Model Neighborhood and ultimately other Service Areas, through a subcommittee of the District's Community Services Advisory Committee.

These steps are vital. They were triggered by the Model Cities Service Area approach.

We hope that the Model Cities Commission concept will be applied throughout the city in all Service Areas in order that we may have orderly and effective development of this city to meet the real needs of people and their neighborhoods.

Need for D.C. Planning

But there are key elements in the Service Area approach which are missing. One is a central planning office to assure development of plans and programs needed by people city-wide and in the Service Areas.

I strongly urge the Subcommittee to approve that budget item. We have lost twice before in efforts to fund a planning office.

I know of no other major city in the nation without the staff to roadmap its future. We scramble for planners; we scramble for manpower, only to have to commit them all too often into pieces of programs and parts of plans. We need, for once and for all, clear understanding, loud support and victory in the effort to give this city the capacity to completely air its problems, to adequately assess its needs, to specifically outline the kind of city it wants to be -- has to be, to outline the specific roads it must take, to work toward clear goals. The Mayor wants this kind of planning. The people's needs demand it. It will mean better use of existing resources as well as better targeting on priority needs.

Better coordinated, more responsive planning is far from a single answer to the problems of the District. Another major gap requiring budget support this year and in the future is in the area of higher education. Washington Technical Institute and Federal City College. Not only will adequate funding, adequate staffing and adequate facilities there mean increased opportunity for advancement of the District young people using those institutions but it will also mean development of the District as an economic, trade and national center. It has long since been proven that a strong higher educational complex not only attracts students but also

the area investment, industry or trade, that provides opportunity for the graduates and an improved tax base for the community.

The question about such academic institutions is not only what problems do they have -- but what learning experience are they providing, what are youths gaining, how is the experience paying off for them .... and for the community. I submit that you cannot evaluate FCC by newspaper headlines. You must listen to the students and visit the classrooms.

I ride the elevator daily with a woman who has a book open when she is not busy. She is a part-time FCC student who is creating her own new opportunity. I receive special mail every day from a staff aide who -- during lunch -- reads an FCC textbook -- his course being his ladder to a better economic future. I stood in the middle of a tumultuous street recently and talked to a young man who -- when he could take a breather from talking others out of trouble -- told me of an FCC class -- his part-time avenue to better living.

Washington Technical Institute and Federal City College are building our tomorrow.

Other Needs

I would particularly like to urge on the Subcommittee also some consideration of two other programs, one the Commission on the Arts and the other the Office of Consumer Affairs.

If the people of this city are to share the opportunities of those in this nation for self expression, for creativity, for exchange of ideas of the spirit, it seems to me there must be an organized effort to create cultural opportunities, to help our neighborhoods and the people in them open up.

That Arts Commission budget at least assures a continuing seed effort which, linked imaginatively with other private and public thrusts in the city, can give us a program with momentum.

Although the Model Cities Commission is moving to a degree to make certain there is government support of its consumer protection efforts, that is a grant program, limited in scope and needing expansion particularly aimed to the day when appropriations must carry the full load.

To put the city in the position of fighting for a better economic base, better training and better jobs for citizens without a logical, long range step to prevent waste of the money -- through inadequate consumer protection -- would not make sense.

Budget Inadequate

I have cited some special programs vital to this community but that should not lead anyone to believe that OCS thinks the Fiscal Year 1972 budget is an adequate statement of the needs of this city. Unfortunately we confront a financial situation, a lack of sufficient funding, a lack of freedom to use the funding we have, a lack of freedom to decide what additional funding we will undertake. It is imperative that we have these freedoms, so that we may budget based on priority needs.

There are some people who will say that the cost of meeting any more city needs will be too high. I say that the cost of not meeting those needs will be even higher .... the long term social cost, the long term financial outlay will be far greater unless we make certain our people have the services, health, education, job training, jobs and opportunities necessary to prevent increasing dependence on governmental operations.

Thank you, Mr. Chairman, members of the Subcommittee.

Office of Civil Defense

STATEMENT OF GEORGE R. RODERICKS, DIRECTOR
ACCOMPANIED BY K. L. THURMAN, DEPUTY DIRECTOR

BUDGET REQUEST

Senator Inouye. Our next office is the Office of Civil Defense. The budget request for the Office of Civil Defense is $247,100, which I note is a 15.7-percent increase over that appropriated for 1971. The Director, Mr. George R. Rodericks, will testify on behalf of this request.

Welcome to this committee.

Mr. Rodericks. Mr. Chairman, gentlemen. I would like to present Mr. Lee Thurman, Deputy Director for the Office of Civil Defense.

Mr. Chairman, I do have a prepared statement, but with your indulgence I would like to put it aside and not read it and submit it for the record.

Senator Inouye. Without objection, so ordered.

(The statement follows:)

Mr. Chairman and gentlemen, the D.C. Office of Civil Defense, assigned to the Executive Office of the Commissioner, is responsive to the requirements of National Civil Defense programs. At the same time, the office is completely involved in day to day emergency problems of the city and its population and serves as a staff arm of the Commissioner to assist in solution of these problems.

The National Civil Defense emergency preparedness programs of Communications and Warning, Fallout Shelters, Radiological Defense, Training, Planning and Emergency Information are at an acceptable level of readiness despite a shortage of funding in some program areas.

The capability of the Office of Civil Defense to provide emergency support to the Mayor, Deputy Mayor, other key officials and departments of the district government and key officials and agencies of the federal family, is at a high state of readiness. The Mayor's Command Center has been operated 24 hours a day since 1968 by the Office of Civil Defense. The center provides a highly flexible and rapid capability to focus executive attention on potential or actual emergencies within the city. Operating through this center, the Mayor and Deputy Mayor have been successful in preventing serious situations from developing. They have had equal success in controlling, without overreaction emergency situations which did occur.

Appropriation for FY 1971 was $213,600. This funded 13 positions, services, and supplies.

This office has had no increase in personnel since FY 1965 and we are not asking for any now. The increases requested in this budget reflect funds required to meet mandatory wage costs.

EMERGENCY PLANNING

Mr. Rodericks. Because I cannot let an opportunity pass to meet with you, Senator, without trying to explain my program in two areas which I think you and I share in common.

I have had difficulty over the years explaining what civil defense is with many people, and rightfully so. It is not easy. But with you, sir, I have two things in common which I would like to stress and say this is what my program is all about. One, that Pearl Harbor not happen in Washington, D.C., that the failure to alert our officials and citizens never will happen as long as we have the program designed to insure it. That is our principal mission.

Senator Inouye. Are you trying to tell the committee that your agency with 32 has the capacity of preventing another Pearl Harbor?

Mr. RODERICKS. I did not say that. What I said was another Pearl Harbor will never happen here in terms of a failure to receive warning and alert the officials and citizens of the possibility of an attack directed against them. We are dedicated to that and we have the capability. I am sure that will not happen here.

The second thing is that you and I spent some time in a very critical battle in Anzio, which I think is a monument to probably the poorest emergency planning that those of us who were in the military at that time ever saw or participated in.

In my judgement, as an American soldier at that time, I felt, and I have spent much time in it since, that emergency planning is highly critical and essential for successful execution. Our program has the responsibility to assist the mayor, the deputy mayor, agencies of the government, Federal agencies and private citizens, in making emergency plans against the effects of all kinds of disasters, natural or wartime.

That basically, Senator, is what our program mission is.

EMERGENCY PROBLEMS

Senator INOUYE. Mr. Rodericks, in your prepared statement, in the first paragraph, you refer to emergency problems. If I may quote, "The offices completely involved in day-to-day emergency problems of the city."

Can you just tell us one example of an emergency problem?

Mr. RODERICKS. Yes, sir; the demonstrations which are occurring here in this city at the rate of——

Senator INOUYE. What is your involvement in the demonstrations?

Mr. RODERICKS. Very clearly, to assist Mayor Washington and Deputy Mayor Watt and other officials in the collection of information, all that we can at the mayor's level, about demonstrations which are coming here in this city, programed for this city, months in advance.

Senator INOUYE. I thought this was the job of the police department?

Mr. RODERICKS. There is no question about it, but we are a special staff of the mayor, an independent staff of the mayor's to assist him in every way we can in the discharge of his official responsibility. And as the commander and director of all of the forces in the city, the mayor, of course, has us as his small emergency staff and we do receive a great deal of information, all of which is public information, and we put it together and assemble it and keep the mayor advised and also many other officials of our city, on the potential dangers and the logistics involved in demonstrations which are coming to this city.

This is a service which has not been previously provided by any agency of the Government, either here in this city or any city in the United States. This is not to say that the police have not done an excellent job in keeping their forces fully informed because they have a tactical responsibility. But as a result of the riots of 1968, it was clearly established that one of the biggest failures on the part of all—Federal, district and private, was its failure to collect information and to be aware of the threats to the city by people who wanted to do it harm. These threats were made openly and publicly stated.

INVESTIGATION OF AGENCIES

Senator INOUYE. I am surprised that you are making the statement because for the past few weeks a Senate committee has been looking into the activities of various agencies in our Government, military agencies, which have been doing exactly what you are suggesting, spying among demonstrators, et cetera, to warn the Nation against the threats to its institutions.

Mr. RODERICKS. No, sir. I hasten to say——

Senator INOUYE. And I have been advised this type of information has been made available to the appropriate agencies.

Mr. RODERICKS. And we are, the mayor's——

Senator INOUYE. Are you suggesting to me that the mayor is not provided information from Federal agencies such as the Justice Department, Department of Defense, as to potential dangers that we may face in the forthcoming demonstration?

Mr. RODERICKS. He is through our group. We are his staff for part of that purpose. We do this 24 hours a day, assisting him.

Senator INOUYE. You go out to get this type of information?

Mr. RODERICKS. No, sir; we get most of it from newspapers, radio statements, news conferences, press notices. And all I say we are doing is keeping track of what is coming, that is known publicly. That is one of the services. We are doing this not because we as individuals think that we ought to be in this business. All of the things we do is at the request of the proper officials.

PREPARATION FOR DEMONSTRATIONS

Mr. WATT. Mr. Chairman, if I may, I think it would be well to indicate at this point that for a great majority of the various kinds and sizes of demonstrations which are conducted in this city every year—the mayor used the figure yesterday, I think, of nearly 200 a year—the Federal agencies consider the local response to these demonstrations to be a local responsibility, except as the Federal interest may be directly involved. If there is a proposed use of Federal property or there is a proposed threat to Federal property or Federal officials, of course, the appropriate Federal agencies become involved.

But the basic development and carrying out of the local host responsibility is considered by all of the agencies to be a local municipal responsibility and that it is a responsibility of a mayor, which he generally delegates to me.

You asked about the responsibility of the Police Department. The Police Department is but one of the responders. If we have a large demonstration of the type we have had several, three, four, five times in the last year, it is not unusual for us to begin the planning of our response to that demonstration weeks or even months in advance, involving not only the obvious participants such as the Police Department, but also the Health Department, the courts, correction agencies, legal services, both public and public-interest type, a variety of the Federal agencies. Because they do wish to be involved in the planning, they wish to be kept informed of what is being done and what is anticipated.

This unique responsibility, and I think in terms of yesterday's discussions regarding some of the aspects of the Washington uniqueness,

is particularly highlighted when we talk about the role of this city as hosting a whole variety, a great number of demonstrations. We are beginning the planning now of our response to the April 24 demonstration, and to the demonstration which is scheduled for the first week in May.

These are not demonstrations which are directed to the city or against any municipal policies. These are demonstrations with regard to national issues, of the war, peace, these kinds of concerns. And yet it is the Mayor of this city who is expected to develop the planned response of how we are going to handle these demonstrations, and it is the Mayor who has the responsibility for directing the entire range of municipal activities which are involved in that response.

There was testimony presented a little less than a year ago to another Senate committee with regard to the role of the city and a variety of agencies with regard to a particular demonstration in the city. I think that testimony would make very interesting and very enlightening reading and I would be happy, sir, to provide you with a copy of it because it does tell a story which I think is not to be found in any other city or any other State in this country about responsibility which the Mayor has in this kind of activity. And it is the Office of Civil Defense which provides the principal staff support to the Mayor as he seeks to carry forward that responsibility.

I can say from my own personal experience over now a little more than a year, that without the capacity which Mr. Rodericks and his staff provides, this city would not be able to carry out its responsibility as the host of the city of a great number of demonstrations that choose Washington as their locus each year.

OFFICE RELATIONSHIP TO NATIONAL GUARD

Senator INOUYE. What sort of relationship do you have with the National Guard?

Mr. RODERICKS. The National Guard, we maintain a warning service for the Commanding General of the National Guard on a 24-hour-a-day basis, using our civil defense equipment, radios, so he may communicate with his principal staff officers on his general staff for rapid assembly of the militia. We provide him with a two-way radio in his office, so that he may talk directly to his staff in their homes after hours and weekends for assembly purposes. And we provide him with working space in our 24-hour-a-day command center, so that he might conduct liaison with the Mayor, Deputy Mayor, military officials, police and others.

We are a host agency, Mr. Chairman, with no forces that work on the street at all. We are principally staff people and all of our support is staff support and communications equipment support and emergency support.

DUTIES OF STAFF

Senator INOUYE. Do you have volunteers?

Mr. RODERICKS. No, sir; we are prohibited.

Senator INOUYE. And with your 32 employees, you have been able to carry out the emergency preparedness programs of communications, warnings, fallout shelters, explaining, planning, emergency information?

Mr. RODERICKS. Yes, sir. We have been doing this for 10 years. I submit, Mr. Chairman, that we probably have had in Washington the most active fallout shelter program and the best, one of the few cities in America that is completely equipped and stocked and prepared to shelter our people. We have worked at it a long time and we can honestly make the statements. I said in my prepared statement that we have kept pace at the city level with all of the Federal requirements placed on us by the various Federal agencies in the city for emergency preparedness. It is the Federal side of the program, I submit, which is lagging behind. The Federal side is lagging behind, not the city. The city, through the support of this subcommittee and the counterpart of the House have supported our office in every request that we have made. We do not have a thing that we have asked for that has not been fully screened and strained through both Houses of the Congress.

SUPPORT TO CIVIL DEFENSE ACTIVITIES

Senator INOUYE. As you may be aware, I have always supported the civil defense activities of this country. I also had the opportunity to serve as a volunteer, as a chief warden of the State of Hawaii. I had the privilege of setting up the manual for wardens of Hawaii. However, in the case of the city of Washington, I find it, frankly, very difficult to believe that your little crew of 32 has prevented serious situations from developing, that you have equal success in controlling without overreaction to an emergency situation which did occur, and I say this because this city is just flooded with men and personnel who should be ready to prevent Pearl Harbor's. We have a Pentagon right across the river, thousands of men and women, with all of the sophisticated intelligence agencies, the CIA, the Defense Security Agency, the DIA, the Army, Navy, et cetera. We have got the National Guard, police department, and all the Federal agencies involved in providing necessary security for this country.

In reading your statement, I gather the impression that thanks to you, the city of Washington is safe.

Mr. RODERICKS. Well, I never made any such claim, Mr. Chairman, and I do not make it today. What I say—I would like to respond to the statement the chairman just made though about the Pentagon and the big Defense Department and so on. I have been a very close student of defense in the United States, like yourself, having participated in it for some years in the Active Forces.

We are spending $75 billion of our money annually for a defense program. That defense program is not designed to do much more than to kill people in other lands. But here in the United States, for civil defense, for the protection of the American citizens, we are spending, I think the request this year is $72 million and we are, as I say, lagging behind in the Federal program. All I am saying we are doing here, we are doing everything within our capability. And I think if I could turn to the Mayor at some other time, the Mayor would have to speak as to the validity of the statement I make. I make these with the sole knowledge of working day by day with Mayor Washington now and the Deputy Mayor recently, over a period of years.

Senator INOUYE. I will try my best to support you fully. Now you spoke of natural disasters. How many natural disasters have we had in the last 5 years in the District?

NATURAL DISASTERS

Mr. RODERICKS. We have not had a single one. We are blessed here in Washington, D.C. We have not had a natural disaster in this city since back in the late 1940's. But we have every season, we have the usual threats of the tornado. Just yesterday there was a tornado alert for Washington and the area northeast. This city has been lucky to be spared.

But in Virginia, to the south, and Maryland, to the north, every year we have hurricane threats, tornado threats. As a matter of fact, one of the worst disasters we have an inch of snow on the ground. And while that is not classified in most communities as a national disaster, when we had 6 inches of snow several years ago, we had the city collapsed and our office spent days working with the other agencies, arranging to get food to the people who were hungry and heat and everything, and we were an emergency readiness unit.

We are small and should be. We are like a small insurance policy, we should not be big, we should be prepared though.

Senator INOUYE. Of the 32 positions, how many are professionals?

Mr. RODERICKS. How many professionals?

Senator INOUYE. Yes.

Mr. RODERICKS. I think it would be safe probably about 10.

Senator INOUYE. And the rest are clerical?

Mr. RODERICKS. The rest are communications personnel and clerical personnel.

TRANSPORTATION SERVICES

Senator INOUYE. Is your chauffeur one of the 32?

Mr. RODERICKS. Sir, I am glad you asked me that. I do not have a chauffeur. You are looking at my chauffeur right here. I use my own private car at no expense to the Government on almost all of my business.

Mr. Thurman, my Deputy Director, he has a little Toyota and that is his official car. We never claim a nickel from the Government for any gasoline.

I have two government vehicles, two sedans in my office, and I justified both of those through this Congress on several occasions. They are used on a 24-hour-a-day basis, to provide transportation not only for people in my office, but for visitors and others who have to be taken around the city to visit installations.

These drivers are mailmen, messengers. I am walking back from here today because the car is tied up. We have a man attending a press conference and he is the driver of the car, because the press conference has something to do with the demonstration. I thought maybe he could pick up some handouts or something and bring it back to the office.

Senator INOUYE. You do have two vehicles?

Mr. RODERICKS. We have two. One is for our Lorton facility in Lorton, Va., where we have an underground command post.

Senator INOUYE. And these vehicles have drivers assigned to them?

Mr. RODERICKS. Sir, we have two messenger drivers, but they are not assigned to these vehicles. We have actually six vehicles in our office. Four trucks as well as two sedans, and these two men are the paid drivers, messengers, who are operating these vehicles. But all of us use them. I drive the vehicles, Mr. Thurman drives it, we all drive.

Senator INOUYE. Thank you very much, Sir.

Without objection, there will be included following my statement concerning a driver for the Director of the Office of Civil Defense, a schedule entitled: "District of Columbia Special Report on Passenger Carrying Vehicles for Fiscal Year 1971," and dated February 23, 1971, and submitted by Mr. George R. Rodericks, Director of the Civil Defense Agency.

I would like to read the following: The schedule says "Classification of vehicle, sedan. Name of assigned driver, Joseph Edelen. Gross Annual Salary, $7,051. Purpose for which vehicle is used, assigned to the Director."

This is just for clarification.

(The information follows:)

DISTRICT OF COLUMBIA—SPECIAL REPORT ON PASSENGER CARRYING VEHICLES FOR FISCAL YEAR 1971

DISTRICT OF COLUMBIA OFFICE OF CIVIL DEFENSE

Classification of vehicle	Name of assigned or most frequent driver	Projected gross annual salary of each assigned or most frequent driver	Purpose for which vehicle is used
Sedan	Gerald Edelen	[1] $7,051	Assigned to the Director.
Do	Alfred Gussom	7,051	Assigned to the Deputy Director and Assistant Director in providing transportation for mail distribution of delivery of the Mayor's daily information summary and transport of miscellaneous supplies and materials. Provide transportation for official observers assigned to the Mayor's command center.
Total	2	7,051	

[1] Per annum.

OFFICE OF CRIMINAL JUSTICE PLANS AND ANALYSIS

STATEMENT OF BLAIR EWING, DIRECTOR

BUDGET REQUEST

Senator INOUYE. Our next agency is the Office of Criminal Justice Plans and Analysis.

Our witness will be the director of that office, Mr. Blair Ewing.

I note that your budget request is $239,900, an increase of 29.5 percent over fiscal 1971 appropriations.

Welcome to the committee, sir. Please proceed.

Mr. EWING. I have a statement which I would like to read and have entered in the record.

Senator INOUYE. Without objection, so ordered.

OFFICE FUNCTIONS

Mr. EWING. The Office of Criminal Justice Plans and Analysis has five major functions: (1) comprehensive planning for law enforcement and criminal justice, which results in an annually updated comprehensive plan; (2) the receipt, allocation management, and monitoring of grants made to District Government agencies from Federal funds made available to the District under the Omnibus Crime Control and Safe Streets Act of 1970; (3) staff work for the mayor and deputy mayor in the development of plans, programs and policies for the improvement of the criminal justice system in the criminal procedures act of 1970; and (4) design, development, and implementation of a comprehensive, totally integrated crime information system, called Project TRACE—tracking, retrieval, and analysis of criminal events—for the criminal justice system; and (5) basic research and analysis of crime statistics and trends.

The office is organized and staffed along these functional lines, with a Division of Planning and Evaluation, a Division of Grants Management, a Division of Administrative Services, and the Office of Crime Analysis. The Office of Criminal Justice Plans and Analysis was formerly, until September 14, 1970, two offices: The Office of Criminal Justice Planning and the Office of Crime Analysis. The two were combined by Commissioner's order and transferred from the Office of Corporation Counsel to the Office of the Mayor-Commissioner. At that point, the Office was given a new task, that of providing staff services to the mayor and deputy mayor in the area of public safety, law enforcement, and criminal justice. Shortly after September 14, two positions, a GS–6 and a GS–7, authorized by Congress in June 1970 for staff work in the criminal justice area were transferred to this office. These two positions enabled the Office to undertake certain staff services for the mayor and deputy mayor.

TRANSFER OF POSITIONS

I might note, Mr. Chairman, that the increase that you mentioned, the percentage increase of 29 percent, is correct insofar as the original 1971 appropriations were concerned. However, subsequent to that appropriation, there were $17,300 appropriated by the Congress for these two positions and those two positions were then transferred to my office.

If the funds for those two positions and for the pay increases which were transferred to this office in the course of fiscal 1971 are added up, they add $30,500 to the base, and therefore the actual increase requested for fiscal 1972 is $24,100 of which $19,100 is for pay increases. That increase, that $24,100 increase, really represents an 8.9-percent increase rather than a 29-percent increase.

COURT REFORM AND CRIMINAL PROCEDURES ACT

A major new task has been the coordination of the implementation of the Court Reform and Criminal Procedures Act, which has involved (1) identification of tasks to be performed; (2) reporting of

tasks as they were accomplished; (3) measurement of the impact on all involved agencies of the changes made by the act, together with other changes occurring independently of the act; (4) forecasting needs; and (5) developing recommendations to meet the needs in a timely and orderly fashion. This is a continuing task, for which adequate resources have not been available. The result has been that the task has largely been accomplished through night and weekend work.

PREPARED STATEMENT

Senator INOUYE. Mr. Ewing, I have studied your statement. I read it at home. I was wondering if you would mind if we just inserted this in the record at this point, the full text, and I might proceed with asking you a few questions.

Mr. EWING. Fine, Mr. Chairman.

(The statement follows:)

The Office of Criminal Justice Plans and Analysis has four major functions: (1) comprehensive planning for law enforcement and criminal justice, which results in an annually updated comprehensive plan; (2) the receipt, allocation, management, and monitoring of grants made to District Government agencies from Federal funds made available to the District under the Omnibus Crime Control and Safe Streets Act of 1970; (3) staff work for the Mayor and Deputy Mayor in the development of plans, programs and policies for the improvement of the criminal justice system in the District, including monitoring the implementation of the Court Reform and Criminal Procedures Act of 1970; and (4) design, development, and implementation of a comprehensive, totally integrated crime information system, called Project TRACE--tracking, retrieval, and analysis of criminal events--for the criminal justice system; and (5) basic research and analysis of crime statistics and trends.

The Office is organized and staffed along these functional lines, with a Division of Planning and Evaluation, a Division of Grants Management, a Division of Administrative Services, and the Office of Crime Analysis. The Office of Criminal Justice Plans and Analysis was formerly, until September 14, 1970, two offices: the Office of Criminal Justice Planning, and the Office of Crime Analysis. The two were combined by Commissioner's Order and transferred from the Office of Corporation Counsel to the Office of the Mayor-Commissioner. At that point, the Office was given a new task, that of providing staff services to the Mayor and Deputy Mayor in the area of public safety, law enforcement, and criminal justice. Shortly after September 14, two positions, a GS-6 and a GS-7, authorized by Congress in June 1970 for staff work in the criminal justice area were transferred to this Office. These two positions enabled the Office to undertake certain staff services for the Mayor and Deputy Mayor.

58-979 O - 71 - pt. 1 - 9

A major new task has been the coordination of the implementation of the Court Reform and Criminal Procedures Act, which has involved: (1) identification of tasks to be performed, (2) reporting of tasks as they were accomplished, (3) measurement of the impact on all involved agencies of the changes made by the Act, together with other changes occurring independently of the Act, (4) forecasting needs, and (5) developing recommendations to meet the needs in a timely and orderly fashion. This is a continuing task, for which adequate resources have not been available. The result has been that the task has largely been accomplished through night and weekend work.

No further increases are being requested in staff for the Office. However, in the second supplemental for fiscal year 1971, a request for $30,000 for consultant services is made, of which $25,000 is a non-recurring one-time cost. Of this amount, $8,000 would be used to assist the Office in the development of a computer model of the criminal justice system which will provide forecasting capabilities, and $22,000 to assist in the continuing assessment of the impact of the Court Reform Act on the programs and facilities of District agencies. The only increase requested for fiscal year 1972 is $19,100 for within-grade and pay raises for the Office.

The Office has a total of 21 employees, of whom five are clerical and 16 are professional. Of these, four--two clerical and two professional--are completely funded from Federal grants to the Office of Crime Analysis for research and information systems development. Eight are funded entirely out of appropriated funds; six--one clerical and five professionals--in the Office of Crime Analysis, one in the Division of Planning and Evaluation, and one in the Division of Administrative Services. These last two are the two transferred to the Office to perform staff services in the Executive Office of the Commissioner. Nine others--two clerical and seven professionals--

are funded 90 percent out of grant funds and 10 percent out of appropriated funds. These nine, who include the Director, Deputy Director, and all others in planning and evaluation, grants management, and administrative services, perform the tasks of comprehensive planning and grants management which are the tasks required under the Safe Streets Act for the Office which administers the Safe Streets Act funds and programs in the District. For these tasks, the District receives a 90 percent Federal grant. Last year this grant was $175,000. The expectation is that the grant will be approximately $200,000 in fiscal year 1972.

The tasks performed in connection with grants management are growing rapidly. In 1969, the Office received $100,000 for action grants; in 1970, $795,300; in 1971, $1,374,000; and in 1972 expects to receive about $1,800,000. From these funds and from additional discretionary funds obtained from the Department of Justice, 52 projects have been funded, of which 47 are still in existence. In 1972, there is an expectation that another 15 to 20 grants will be made. All of these must be continuously monitored by the Office and reports made to the Mayor and to the Department of Justice. This task requires added capacity on the staff to monitor and evaluate. Federal grant funds, rather than appropriated funds, are being sought for this purpose.

In fiscal 1972, the Office expects to give much more intensive attention to the matter of program effectiveness. A grant to be made to the Office in March 1971 will enable the Office, through joint action with the Office of Budget and Executive Management, to undertake the improvement and refinement of the program budget in the public safety area, and to begin the development of a PPB system--planning, programming, and budgeting system. We believe that such a system will permit the Mayor and Deputy Mayor to make much better judgments about program effectiveness, since once the system is fully in operation , programs will be evaluated systematically

against quantified objectives to determine what achievements are being obtained at what cost.

The Office is also providing continuing support to the Mayor and Deputy Mayor in their high priority efforts to organize and manage the criminal justice system with greater efficiency and effectiveness, for the purpose of preventing, reducing, and controlling crime. In this connection, many of the grants made through the Office are designed to be crime prevention programs. Some 45 percent of the Department of Justice grant funds of $1,374,000 this fiscal year are to go to crime prevention activities.

RESPONSIBILITY IN PLANNING OF COURT SYSTEM

Senator INOUYE. Now, does your office have any responsibility in the planning of our court system? I should preface this by telling you I visited this area where you have all of your courts, and my IQ is above average, I presume, and I have a couple of degrees. But if I have to find my way through that maze, it would be a chore.

Many of the people who find it necessary to go to the court in the District of Columbia have not had the opportunity and the privilege of good education, and many of them come from areas where they have been constantly stepped upon so they are afraid of the institution and the establishment. Do you have any responsibility for the planning of this maze?

Mr. EWING. No, sir. We do not have direct responsibility for that. I assume you are talking primarily about the physical arrangements that are there. Although we have been kept informed by court officials of what they were doing, and court officials do sit on the criminal justice coordinating board. Judge Greene, for example, is a member and has kept that board and my office informed of the arrangements which he has been making for those physical facilities.

Senator INOUYE. Who has the responsibility?

Mr. EWING. The court does, together with the Department of General Services of the District of Columbia Government, Mr. Sam Starobin, Director.

RELATIONSHIP WITH POLICE DEPARTMENT

Senator INOUYE. What is your relationship with the Police Department?

Mr. EWING. Our relationship with the Police Department is that we work with police officials in the development of sections of the comprehensive plan which deal with police functions, activities, programs, and facilities. We also assist the police in the development of grant applications for the Safe Streets Act funds. We work most closely with both their operations planning office and the more general planning and development offices in the development of the plan.

Senator INOUYE. Do you have anything to do with the physical facilities of the Police Department?

Mr. EWING. Not directly, although we are concerned to be informed and aware of the way in which those facilities are to be developed.

Senator INOUYE. Have you visited the station houses?

Mr. EWING. Yes, sir; I have.

Senator INOUYE. What is your estimate of these station houses?

Mr. EWING. I am not quite sure how to answer that question.

Senator INOUYE. Well, a few nights ago I spent some time with one of the troopers in the sixth district. Their station house is about 75 years old. There is not enough room, so we are using trailers to accommodate the men.

Mr. WATT. May I, Mr. Chairman?

Senator INOUYE. Please proceed, sir.

CONDITION OF PRESENT STATION HOUSES AND COURT FACILITIES

Mr. WATT. The station house which you visited, unfortunately, is too typical of too many station houses in this city. The Police Department does have, and we have been working with the Police Department on a plan for the replacement of those old precinct houses with six, I believe, district station houses, which would be new, adequate in size, functionally much better designed for their purpose.

The Congress has granted us some appropriations for acquisition of sites and for the construction of new district station houses. We continue to seek additional funds for that purpose. It is a need which we see as a very great need. It is a very bad condition, and we are trying to rectify it.

With regard to the courts, Mr. Starobin, when he comes up here, can testify in greater detail. Here again, we are faced personally with the necessity of accommodating with at most 4 months, 5 months notice, a substantial expansion in the number of courts as a result of Court Reform Act. We were only fortunate that we had available in the Potomac Building, leased space which could be used temporarily—and I would emphasize temporarily—just to house the courts. The dispersion of the courts is bad; the judges do not like it, and we do not like it either.

We have, I believe, in our Capital improvement program this year, a request for funds to rehabilitate the Old Pension Building. We also have currently underway a comprehensive planning study, a free architectural planning study, for the design of a completely new court building. And as we move ahead with the sequence of things, we will be coming to this committee and the Congress for the funds to build that building so that we can adequately house our courts, just as we adequately want to house our field police operations and many others around the city.

The situations are not unique as you will come to see.

Senator INOUYE. I am with you, sir.

Mr. EWING. I might say, Mr. Chairman, if I might, that there are plans (not in detail), but the description of the need for new station houses and for a new courthouse both are contained in the comprehensive plan which my office produces on an annual basis. I would be happy to furnish you with a copy of that plan.

OFFICE RELATIONSHIP WITH CORRECTIONS SYSTEM

Senator INOUYE. Do you have any responsibility or do you have any direct relationship with the corrections system?

Mr. EWING. Yes, sir; we do. We have again a similar relationship to that with the police. The Corrections Department has a planning and research department. We work most closely with them in the development of plans for the correctional programs. The Department of Corrections Director, along with the Police Chief, both serve on the Criminal Justice Coordinating Board for which my office is the staff. That is a planning board and an advisory board to the Mayor. This last fall we engaged in a special task force study of correctional facility needs to meet the demands being placed on corrections by the Court Reform Act itself and by some other trends in population increases,

which the task force, in a fairly lengthy report, made some detailed projections for the next fiscal year and some detailed recommendations to implement those findings.

FUTURE DETENTION CENTER

Senator INOUYE. I realize that the people who have been convicted of crimes should not be provided with luxury facilities. After all, imprisonment is supposed to be punishment. But I gather from my conversations and my sneaking around here that some of the facilities are unfit for animals, that the Smithsonian does better with the zoo.

Mr. EWING. Well, again, there is currently a study which is being done under Mr. Starobin's direction of the need for and the functions to be performed by the detention center for the city. I think it is widely recognized that the jail is an inadequate facility, and we have sought and received congressional support in the past for planning a new facility.

Again, as far as our other facilities are concerned at Lorton, it is recognized there are some major improvements and changes that need to be made there, so that these facilities can provide us with an opportunity to do more than just imprison and more than just punish, but will give us an opportunity, actually to initiate some truly effective rehabilitation programs.

RATE OF RECIDIVISM IN THE DISTRICT OF COLUMBIA

Senator INOUYE. What is the rate of recidivism in the District of Columbia?

Mr. EWING. Mr. Chairman, it is, I am sure you know, an extremely difficult matter to measure recidivism, and it is made more difficult by the District of Columbia's special position; that is, by its small geographical size, and the ease of transportation that the criminal has.

In order to get a true measure of recidivism, one would need to conduct a study which showed recidivism rates not only of persons who returned to the District of Columbia facilities after having served there once, but persons who are also subsequently incarcerated elsewhere, both Maryland and Virginia, and perhaps other States, and in Federal institutions as well.

The District has thus far only done a piece of that task. It has done an excellent study of recidivism rates with respect only to returns to District government facilities by persons formerly incarcerated in District government facilities. That rate, if I remember—and that study was done, I believe, in 1968 or 1969—showed about a 35–40 percent recidivism rate, which if compared with other studies, shows a lower rate, the national rate being around 50 to 60 percent in other jurisdictions.

I think the District study has to be viewed with some reserve because of its failure to take into account the other possibilities of recidivism outside of the District of Columbia itself.

Senator INOUYE. Thank you very much, sir.

Any questions?

Mr. JORDAN. No questions.

Senator INOUYE. Any questions?

Mr. CLARK. No, sir.

Senator INOUYE. Thank you, Mr. Ewing.

Planning Office

STATEMENT OF GRAHAM W. WATT, ASSISTANT TO THE COMMISSIONER

OFFICE ESTABLISHMENT: BUDGET REQUEST

Senator Inouye. We now come to the Planning Office. And welcome back again, sir, Mr. Watt.

Mr. Watt. Thank you, Mr. Chairman.

I might say, Mr. Chairman, that 2 years ago the Mayor's request for a Planning Office was approved by this committee but lost in conference, and last year the failure to secure expeditious approval of our revenue legislation forced the elimination of this and many other proposals for new programs from our appropriations for the current fiscal year.

So once again, for fiscal 1972, we are requesting the sum of $100,000 and 12 positions to establish a central planning office under the Commissioner.

As the city's urban problems become increasingly complex, the requirements of the District of Columbia for a planning system designed specifically to meet local needs also grow more urgent each year. Reorganization Plan No. 3 of 1967 created a single executive Commissioner to unify administrative authority, eliminate competing or conflicting assignments of responsibility, and permit organization of the District government for effective day-to-day administration. One of the tools needed to accomplish this and deal effectively with the city's problems which the Commissioner still does not have, is a central planning capability.

I might say, Mr. Chairman, when I came to this city a little over a year ago, I think I shared your amazement on learning for the first time that this city does not have a planning department and does not have an executive planning capability of the type we are talking about here.

OFFICE FUNCTIONS

The new office would be the central unit in an integrated planning system which would assist the Commissioner to: identify and analyze community problems and needs; develop long-range goals and policies; provide a framework for planning by District departments and agencies; and furnish guidance to the social, economic, and physical development of the city in its metropolitan and national context.

The planning to be performed by such a system will be more than the traditional physical development, land use, and capital improvement planning usually associated with municipal planning. What is proposed in this request is broad executive level planning and program development. It is the establishment of long-range community goals, the articulation of goals, if you will: where we hope to be within 5 years, 10 years, and in a broader framework, 25 years. Such planning will provide for policy and program development as basic elements of a well-managed government.

The new agency will be broadly concerned with social and environmental systems of the city, including traditional physical planning

concerns. A recent consultant study of the District's planning organization or planning needs, financed by a Federal grant, has strongly recommended the establishment of such a unit to improve the effectiveness of the Commissioner and the departments. The 12 positions requested will comprise the nucleus of a central planning unit that is to be the beginning of an integrated management system for the District. It will furnish the basis for coordinated social, economic and physical development under the Commissioner, answering a need that has been recognized since the Commissioner and Council took office in November 1967.

ACHIEVEMENT OF GOALS AND OBJECTIVES

I might say in closing, Mr. Chairman, that justification of this request and of virtually all of the executive office agencies is to be found not in their product, whether that product be a budget or plan or new design or an organization or service area of the communities, but rather their justification is helping the mayor to achieve his goals and objectives and to do his work of directing the activities of the segments of the organization to achieve desirable ends, to provide public services.

Our request for a planning office is not an end in itself, but we seek here a new means to the end of more effective executive performance. For too long we have been forced to remain a reactive organization, playing too much the role of a "no sale." We should be and want to be objective oriented, we want to be positive in our program direction, and this request we believe will provide us with a key element in achieving just that.

SUBCOMMITTEE RECESS

Senator INOUYE. May I just assure you, Mr. Watt, you have my sympathy and my vote.

Mr. WATT. Thank you, sir.

The committee had intended to complete the testimony of Department of Finance and Revenue, but I note that it is now 12:30, and we are having an executive session of the Full Appropriations Committee in about an hour. I have a few problems I have to do in my office. So if you do not mind, the committee will stand at recess until 10 o'clock. Tomorrow we will resume our hearings with the Department of Finance and Revenue.

(Whereupon, at 12:25 p.m., Tuesday, March 16, the subcommittee was recessed to reconvene at 10 a.m., Wednesday, March 17.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

WEDNESDAY, MARCH 17, 1971

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

The subcommittee met at 10:05 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senator Inouye.

DISTRICT OF COLUMBIA

EXECUTIVE OFFICE

OFFICE OF BUDGET AND EXECUTIVE MANAGEMENT

STATEMENT OF COMER S. COPPIE, BUDGET DIRECTOR

IN RE TESTIMONY OF MARCH 16: VEHICLES AND CHAUFFEUR ASSIGNMENTS

Senator INOUYE. The subcommittee will please come to order.

Before proceeding with the Department of Finance and Revenue, I wish to recall Mr. Coppie to the witness stand.

Mr. Coppie, this is just for a matter of clarification on the automobile business. As I recall, yesterday you advised the committee that the drivers which we alluded to yesterday were all assigned to the Highway Division; is that correct?

Mr. COPPIE. Mr. Chairman, that is not correct. Reference was made yesterday to, I think, 23 chauffeurs that are specifically assigned to automobiles in the District of Columbia government and carrying no additional responsibility beyond their responsibility to drive an automobile. I made the point that of the 23, 16 are assigned to the Department of Sanitary Engineering or the Department of Highways and Traffic.

Of that 16, four are specifically assigned to the District's top officials, the Mayor, the Deputy Mayor, the Chairman of the City Council, and the Vice Chairman of the City Council. I think that the record will show that the additional chauffeur positions are assigned to automobiles where they are involved in extensive field work ranging over the activities in the programs of the District of Columbia government but primarily in the sanitation and inspection area and for the highway pool car service.

POSSIBLE DELETION OF POSITIONS

Senator INOUYE. I asked this question, because in studying the justification of the Sanitary Department and the Highway Department, there is no reference to these Departments having the responsibility of providing drivers.

Therefore, I can't help being led to believe that these men or women, whoever they are, who are drivers, are included among the personnel of these Departments as though they were working directly in the best interests of these Departments when, in actual fact, they are just assigned as drivers.

If that is the case, then I would wish to recommend to my subcommittee that these positions be deleted, because they are of no use to the Department of Sanitation and the Department of Highways. Don't you agree with that?

What I am trying to get at is this: If you have drivers, why don't you people come out frankly and say, "We have a driver assigned to So-and-So," and put that fellow where he belongs in the budget justification?

Mr. COPPIE. Well, Mr. Chairman, I think that is exactly what we have said. We have 23 chauffeur positions in the District of Columbia government that are assigned to a car and to a particular individual. That individual might change as the situation changes in the Department relative to the responsibility, but we feel that there is no misuse of the chauffeured positions.

CORRELATION OF PAY AND ASSIGNMENT

Senator INOUYE. What you are telling me is that these drivers are paid from funds that we have approved for the Department of Sanitation and the Department of Highways, but actually these men are assigned directly to the various offices——

Mr. COPPIE. No; I am saying——

Senator INOUYE.—and they hardly see the inside of the Department of Sanitation?

Mr. COPPIE. I am saying that each position was specifically authorized by the Congress, and the funds were appropriated by the Congress for a specific purpose that we justified at the time that the position was under consideration and ultimately approved.

And in the case of the Department of Sanitary Engineering—just to focus on that particular Department for a moment—chauffeured positions are being used to meet the responsibilities of that Department, primarily in the field inspection area as it relates to the sanitary operations of the District of Columbia.

Senator INOUYE. So, when the sanitation man was assigned to the Director of Civil Defense, he was carrying out the responsibilities of the Sanitation Department?

Mr. COPPIE. Well, I am not sure that I understand that point, Mr. Chairman.

Senator INOUYE. Well, the drivers assigned to the Corporation Counsel, the Recorder of Deeds, Civil Defense, Vocational Education, Education, et cetera are paid from funds approved for the Department of Sanitation?

Mr. COPPIE. That is not what I am saying, Mr. Chairman. In the Department of Sanitary Engineering, the funds would be appropriated directly to that Department for the chauffeur positions.

Senator INOUYE. Maybe I am not getting across. But let's put it very specifically. What Department pays the salary of the driver assigned to the Director of Civil Defense?

Mr. COPPIE. Mr. Chairman, I believe that it would be paid for out of the Civil Defense Department appropriation. I would want to check our records to be sure. See, we do have a pool service in the District of Columbia, the positions of which are allocated to the Department of Highways and Traffic, the funding of which is allocated to the Department of Highways and Traffic, and that pool service serves the range of District government agencies. Then, there are specific cars authorized for specific agency use, which can be justified on the basis of the range of activity involved in that particular agency's responsibility.

POSITION JUSTIFICATIONS

Senator INOUYE. You are prepared to suggest to this committee that all of these drivers are absolutely important?

Mr. COPPIE. Mr. Chairman, I think that our position at this time would be that they are justified, based on the range of activity in the Departments. In light of the concern that has been expressed on the part of the committee in the last 2 days, we are going to do a reexamination of both the number of cars that we have in the District of Columbia and the positions that are assigned to those cars to drive them.

I think, at this point, our position will be that it can be justified.

Mr. WATT. If I may, Mr. Chairman, I might put it this way, that these are positions which have, at some time in the past, been justified, and they are now positions which are in our base. In the present state of our budgeting process and our budgeting capability, we have limited opportunity to review items which are now established within the base budget.

COMPREHENSIVE OF DEPARTMENT BUDGETS

We have indicated that it is our intention and our hope this year to begin a comprehensive program of reviewing departmental budgets in detail, not just the incremental budgets but the base budgets as well.

And, as Mr. Coppie has indicated, especially because of the interest which this subcommittee has shown on the question of drivers and vehicles, we will take a special look at the assignment of vehicles, the use of drivers and reassure ourselves, and hopefully this subcommittee, that positions which have once been justified are still justified.

CHAUFFEUR SALARIES

Senator INOUYE. Mr. Watt, I realize I am nit-picking, but what is the range for drivers?

Mr. WATT. The salary range?

Senator INOUYE. Yes.

Mr. COPPIE. It is a wage board range, Mr. Chairman.

I would want to provide that for the record, but I think it goes from about $6,000 to somewhere around $8,000, depending upon the classification of the position. Some of them are straight chauffeur positions, some are chauffeur-messenger positions, some carry additional responsibilities beyond those two categories.

Senator INOUYE. I am looking for $6,000 drivers, but on the first page here they range from $7,342 for driver Mr. Casin, to $15,141 for driver Mr. Lamb. Are you sure there is a limitation of $8,000? If they work hard, I do not mind drivers getting paid well.

Mr. COPPIE. No, Mr. Chairman. In reviewing this last night, I discovered somebody in the Health Department was actually paid $22,000 a year who has a car assigned to him. That does not mean he is carrying chauffeur responsibilities. It means he is driving his car as part of his total responsibility. And, in this particular case, I think the person was the Director of Health Inspections in the Health Department. But the position that is specifically assigned to the chauffeur, or the chauffeur-messenger area category is, I think, falling somewhere in the $6,000 to $8,000 range. But to be specifically accurate, we would want to provide it for the record.

Of course, they do qualify for overtime within the limitations that have been established by this committee.

Senator INOUYE. I would appreciate your clarification, because if this is the case, then we will have a few problems in the Senate of the United States trying to appease our employees in telling them why they are not that well paid.

Mr. COPPIE. Well, we will supply the information, Mr. Chairman.

Senator INOUYE. I thank you very much, sir.

(The information follows:)

SALARY RANGE OF CHAUFFEURS

Chauffeurs (motor vehicle operators) are Wage Scheduled WB–5 or WB–6. The grade WB–5 ($6,697.60 to $7,238.40) is the classified Civil Service rating assigned all chauffeurs or combination chauffeur/messenger positions except for each chauffeur of the Mayor, Deputy Mayor and Chairman City Council, who are rated WB–6 ($6,947.20 to $7,529.60).

Department of Finance and Revenue

STATEMENT OF KENNETH BACK, DIRECTOR

ACCOMPANIED BY LEO J. EHRIG, JR., DEPUTY DIRECTOR

BUDGET REQUEST

Senator Inouye. This morning, we will once again resume our hearings with the Department of Finance and Revenue. The Director of the Department, Mr. Kenneth Back, is here to testify in behalf of his request in the amount of $9,508,500 for operating expenses for fiscal 1972 which is an increase of 24.7 percent over the last appropriation.

Welcome to the committee, sir.

Mr. Back. Thank you, Mr. Chairman.

With the chairman's permission, before I make my formal presentation in connection with the budget, I had understood that you would like a presentation on tax comparisons. We are prepared to make that presentation at this time if it meets with your approval.

PREPARED STATEMENT

Senator Inouye. If you would wish to summarize your statement, you may do so.

Mr. Back. I would like to do that.

I would like my statement with attachments to be made a part of the record.

Senator Inouye. Without objection, so ordered.

(The statement and attachments follow:)

The Department of Finance and Revenue performs the following major functions on a District-wide basis--assesses and collects all taxes; pays all District employees; performs central control accounting for all funds; collects, accounts for and disburses all District funds; performs internal audits of District Government operations and administers retirement systems for District employees. The overall program objective is to provide efficient and accurate management of District funds, maximize the collection of tax revenues, and achieve a fiscal system which is judicious and economically sound. The total Finance and Revenue Program budget request for fiscal year 1972 is $9,508,500 which exceeds the amount of our total estimated 1971 budget by $1,116,400. Of this total increase $881,400 or 79% is for mandatory increases such as annualization of new fiscal 1971 positions. The remainder, $235,000 or 21%, is for mandatory workload increases. None of the increase requested is for new services.

To meet the Department's overall program objective, major subprogram objectives have been set for FY 1972. These are:

1. To achieve effective financial management of District monies through prudent management and investment of funds and improved accounting systems and financial reporting.

2. To plan and administer a balanced program for the assessment and collection of taxes consistent with taxpayer equity and the expenditure needs of District programs which will achieve the equally essential goals of uniform administration of tax laws and regulations, maximization of revenues, and collection from taxpayers of their fair share and no more of taxes due for financing the cost of District Government operations.

3. To continue special emphasis on programs for broadened coverage of the tax base which will achieve an increasingly higher percentage of taxpayer compliance with filing requirements and collection of unpaid taxes.
4. To plan and apply the most modern assessing standards and techniques to the valuation of real property in order to maintain assessed value consistent with market value and to equalize the real property tax burden.
5. To increasingly study and utilize advanced management tools and techniques, such as program planning and budgeting, as a contribution to improved program management and performance.

Financial Operations

The main output or product of our central accounting operations is financial and administrative service for District agencies. In more concrete terms, this service is represented by such tangible items as computer print-outs reflecting the up-to-date status of agency accounts, revenue collection reports, welfare checks, retirement payments, and salary checks for all District Government employees and to vendors for goods and services to the District. Needless to say, these outputs represent vital administrative services without which the city government could not function.

Since our central financial operations are tied directly to District government programs which continue to expand every year, we have little if any control over workloads in these areas. In recent years, mandatory workloads have grown at an extremely rapid pace. For example, the number of employee payroll accounts has grown from 34,000 in fiscal 1965 to 60,000 in 1971. During the same period, voucher transactions which represent purchases of goods and services by the city government increased from 110,000 to 200,000 and accounting transactions from 400,000 to 900,000 per

year. This mandatory workload growth, compounded by increases in work complexity such as new deductions and fringe benefit changes in payroll, has outstripped the resources available to process work in several critical programs. Some new positions have been approved during the last few years but not enough to compensate for the growth in workload and work complexity.

For fiscal 1972, we are requesting 6 new positions for two financial service programs where work backlogs have become most serious--payroll and retirement. The 6 positions were requested in the fiscal 1971 budget but were not allowed by Congress. Since that time, payroll and retirement workloads and work complexity have continued to increase. As a result, in spite of our best efforts, work has backlogged in these programs to the point where there is a danger of not being able to meet even the most critical deadlines. We will continue to make every effort to meet all payroll deadlines and to process vital retirement benefit documents but we cannot go on indefinitely without additional support for these programs.

Despite the lack of resources, we have been able to absorb some of the work increases through the continued introduction of administrative improvements. During the last several years, a major effort has been made to automate as many manual operations as possible or to improve existing computerized systems. For example, we have just finished developing a completely revised computer payroll system for the District Government and are now in the process of installing this system. The new system will lessen, although not eliminate, the need for additional payroll personnel and will enable us to better handle the complexities resulting from new pay legislation.

Tax Administration

A major category of programs in the Department of Finance and Revenue are those dealing with tax administration. The main output or

product of these programs is revenue to finance city operations. Another equally important but less tangible end product is equity or the fair distribution of the tax burden. Our main goals, therefore, in carrying out these programs are to maximize revenue production and increase the equity of our tax system.

The tax audit, discovery, compliance and enforcement programs are all aimed at achieving these dual goals. By discovering previously unknown taxpayers who have failed to file returns through our discovery programs, by securing tax returns or payments from known taxpayers through our compliance and enforcement programs, and by auditing tax returns for possible underpayments or overpayments, we not only increase District revenues but also assure that a greater number of taxpayers are paying their fair share.

Like most other tax jurisdictions, we do not have the resources needed to bring about one hundred percent compliance with our tax laws. Realizing this, we attempt to allocate our limited resources among the various programs in an effort to achieve the best possible total results. For example, during the last several months, we have placed special emphasis on compliance activities. This effort was undertaken to reduce the growing backlog of delinquent tax filers. As a result of this special effort, which necessitated diversion of resources from other activities, we have reduced the number of delinquent tax filing cases from 18, 800 in July 1970 to 6, 800 in February 1971. Until recently, we have not been able to begin to fill the new Revenue Officer positions approved in fiscal 1971 because these positions were only partially funded. We can now begin to concentrate these new resources on compliance, enforcement and discovery programs and thus achieve greater results in these areas.

Real Property Assessment

Another tax area in which we are making a special emphasis is the real estate assessment program. As in our other tax programs, the main goal in real estate assessment is to increase revenue and bring about an equitable distribution of the tax burden. We have begun a major long range program to automate the real estate assessment process with the purpose of decreasing the assessment cycle from the present three year cycle to a one year cycle. This program will result in greater equalization of the real estate tax burden, more prompt collection of increased revenues, and better use of professional assessing personnel.

Last year, we laid the groundwork for this program by requesting funds for a professional consultant study and for data processing personnel to begin the design of the new system. Both the Council and Congress approved this request. This year we are requesting funds for the initial equipment rental outlays and related costs necessary to begin converting our present system to the new system. The amount requested is $175,000.

We are convinced that we must take full advantage of modern data processing equipment if our real estate and other tax programs are to be fully productive. The volume and complexity of the work is such that a much greater degree of automation is essential. Adding more new assessors is one way of getting the job done in these areas, but the more efficient and cheaper way in the long run is through the expansion of data processing capabilities. The future payoff in more prompt collection of revenue and greater equity of our tax system makes computer equipment expansion an extremely profitable investment.

Tax Research and Program Planning

We have intensified our studies of existing tax systems and research on fiscal alternatives and economic conditions in order to develop an alterna-

tive tax structure which will meet District revenue needs and which also will be equitable to the taxpayer and economically sound to the District of Columbia.

Another improvement has been the recent development of a program planning and reporting system for all Department of Finance and Revenue programs. This new system which employs many of the concepts of program budgeting calls for setting specific work goals and measuring major work outputs such as payroll accounts, tax audits and compliance cases in quantifiable terms. The stress is on improved production with or without new resources. We are confident that this new management system will enable us to assign or distribute resources available in terms of program priorities to achieve the greatest results for each unit of resource used in all our program areas.

Operating Costs by Major Sub-Program

Estimated costs for each of our major sub-programs for FY 1972, with comparative costs for FY 1971, have been tabulated. Part of the increases for Financial Operations and Data Processing Operations represent costs resulting from expanding workloads which must be met to provide essential services to all District Departments and Agencies. Increases for all other sub-programs represent mandatory costs necessary to annualize new positions authorized in FY 1971.

Funds requested are to be distributed among Finance and Revenue sub-programs as follows:

Sub-Program	Operating Costs (in thousands) FY 1971	FY 1972	FY 1972 Increases
Financial Operations			
Accounting, Payroll and Retirement	$1,235.5	$1,365.5	$ 130.0
Disbursing	131.0	135.9	4.9
Assessment & Collection of Taxes			
Assessment	1,662.1	1,750.6	88.5
Collection Operations	940.7	1,028.6	87.9
Tax Auditing	1,992.9	2,323.8	330.9
Internal Audit	555.7	586.9	31.2
Tax Research & Planning	199.7	210.9	11.2
Data Processing Operations	1,297.5	1,685.8	388.3
Other Administrative & Staff Support	397.8	419.3	21.5
Total Request	$8,415.1	$9,508.5	$1,093.4*

*Actual increase in line-item budget is $1,116.4. The $23.0 difference is due to nonrecurring cost of that amount in FY 1972 base.

Compliance and Prosecution Activities

Earlier I briefly mentioned the special effort we have made in the area of tax compliance since the beginning of the fiscal year. I would like now to give a more detailed report on our various activities which deal with tax delinquencies.

In recent years, there has been an increase in tax delinquency in the District. This circumstance reflects a nationwide trend caused by the tight money situation and adverse conditions in some sectors of the economy. In an effort to combat the trend in the District, we have made a concentrated effort to reduce the growing inventory of delinquent accounts. To date this effort has been reasonably successful. For instance, as noted earlier, in the compliance area alone at the beginning of fiscal 1971 there were approx-

imately 18,800 cases of non-filers to be worked. By the end of the year we expect to add 21,000 new cases but in the process estimate that we will close at least 30,000. As we reduce the inventory of delinquent filers, many of the cases are referred to enforcement for collection and thus the inventory in this program necessarily increases. Our next special program emphasis is to decrease the growing inventory in this program area.

The compliance and enforcement programs deal with known taxpayers who fail to file returns or pay their taxes. In the case of unknown taxpayers who have not filed returns, special discovery techniques are utilized. One successful discovery technique with regard to individual income is the Federal Match program which is based on a computerized match of D. C. income tax filers against Federal filers with D. C. addresses. This year, the program is expected to result in the discovery of 1,400 delinquents who will file 2,500 current and prior year tax returns and bring in revenues estimated at approximately $600,000 for fiscal 1971.

As a result of our various tax delinquency programs, a considerable amount of revenue is collected each year. For example, in fiscal year 1970, total assessments and collections from discovery, compliance and enforcement activities amounted to $6.3 million in additional revenue. For fiscal 1971, we estimate collections of $8.0 million from these activities.

During the current fiscal year, we have made a special effort to increase the number of cases submitted to the Corporation Counsel's Office for prosecution. As of January 31, we submitted 107 cases representing 320 tax violations. During this same period, the Corporation Counsel prosecuted 87 cases resulting in guilty pleas or convictions. As of March 1, 1971, there were 122 cases in various stages of prosecution by the Corporation Counsel.

In order to cope with increasing backlogs in delinquencies we requested in our fiscal year 1971 budget, and Congress approved 39 new positions to ex-

pand delinquent tax programs. Even though these new positions were funded for only 4 months in fiscal year 1971, most of them have now been filled and are being used: to continue to reduce backlogs in compliance and enforcement work programs and keep delinquent inventories at a minimum level; to expand programs to discover taxpayers who have failed to file returns; and to establish a tax fraud program to investigate taxpayers who attempt to cheat on their District tax liability.

COMPARATIVE ANNUAL BURDEN OF MAJOR STATE AND LOCAL TAXES
FOR A FAMILY OF FOUR RESIDING IN THE WASHINGTON METROPOLITAN AREA
1971

Taxes	District of Columbia	Maryland		Virginia				
		Montgomery	Prince George's	Alexandria	Arlington	Falls Church	Fairfax City	Fairfax County
$5,000 Income								
Income	$ 27 1/	$ 44	$ 44	$ 43	$ 43	$ 43	$ 43	$ 43
Real Estate	210	245	270	194	164	180	219	181
Sales	103	74	74	103	103	103	103	103
Total	$ 340	$ 363	$ 388	$ 340	$ 310	$ 326	$ 365	$ 327
$7,500 Income								
Income	$ 128	$ 195	$ 195	$ 106	$ 106	$ 106	$ 106	$ 106
Real Estate	315	368	405	291	246	270	328	272
Sales	127	93	93	125	125	125	125	125
Total	$ 570	$ 656	$ 693	$ 522	$477	$ 501	$ 559	$ 503
$10,000 Income								
Income	$ 250	$ 383	$ 383	$ 215	$ 215	$ 215	$ 215	$ 215
Real Estate	420	490	540	388	328	360	438	363
Sales	151	118	118	154	154	154	154	154
Total	$ 821	$ 991	$1041	$ 757	$ 697	$729	$ 807	$ 732
$15,000 Income								
Income	$ 493	$ 626	$ 626	$ 378	$ 378	$ 378	$ 378	$ 378
Real Estate	630	795	810	582	491	540	656	544
Sales	195	155	155	196	196	196	196	196
Total	$1318	$1516	$1591	$1156	$1065	$1114	$1230	$1118
$20,000 Income								
Income	$ 810	$ 945	$ 945	$ 590	$ 590	$ 590	$ 590	$ 590
Real Estate	672	784	864	621	524	576	700	580
Sales	228	187	187	231	231	231	231	231
Total	$1710	$1916	$1996	$1442	$1345	$1397	$1521	$1401
$25,000 Income								
Income	$1163	$1264	$1264	$ 803	$ 803	$ 803	$ 803	$ 803
Real Estate	840	980	1080	777	655	720	875	725
Sales	248	205	205	253	253	253	253	253
Total	$2251	$2449	$2549	$1833	$1711	$1776	$1931	$1781

1/ This amount reflects the $2 per exemption sales tax credit on the individual income tax allowed in the Revenue Act of 1969, effective in calendar year 1970.

DEPARTMENT OF FINANCE AND REVENUE
Fiscal Planning and Research
FO-81 (Rev. 8-70)

METHODOLOGY

Family of four:

The assumed family of four consists of a husband who earns all the family income primarily through salaries and wages, a wife, and two children of primary or secondary school age.

Income Tax:

Six income levels are assumed. The state and local tax burdens are calculated for calendar year 1970 using the standard deduction for income levels of $10,000 and under and an assumed 15% itemized deduction for income levels over $10,000.

Real Estate Tax:

The market value of housing at each income level (in parentheses) was assumed to be: $12,500 ($5,000); $18,750 ($7,500); $25,000 ($10,000); $37,500 ($15,000); $40,000 ($20,000); and $50,000 ($25,000). Assessment levels for all the jurisdictions were based on latest available assessment-sales ratio studies prepared by the Maryland, Virginia and District of Columbia governments.

Sales and Use Tax:

The sales taxes shown, except for the D. C. figures, are amounts computed by the Internal Revenue Service reflecting acceptable average sales tax deductions for the size of family, income levels, and jurisdictions in this report for calendar year 1970. The District amount has been adjusted to include items taxed at rates different from the general rate and therefore excluded from the Internal Revenue Service tables.

ESTIMATED TAX BURDEN OF MAJOR TAXES FOR A FAMILY OF FOUR RESIDING IN THE NATION'S 25 LARGEST CITIES

1970

Cities	Income	Real Estate	Sales	Total	Rank	Income	Real Estate	Sales	Total	Rank	Income	Real Estate	Sales	Total	Rank
	$5,000 Income					$7,500 Income					$10,000 Income				
Milwaukee	$114	$ 535	$ 80	$ 729	1	$ 232	$ 802	$101	$1,135	1	$ 385	$1,070	$131	$1,586	1
Pittsburgh	110	399	79	588	2	160	599	101	860	4	210	798	132	1,140	4
Boston	14	541	20	575	3	104	812	26	942	3	224	1,083	34	1,341	3
Baltimore	44	444	74	562	4	195	666	93	954	2	383	888	118	1,388	2
Indianapolis	18	417	67	502	5	68	626	80	774	6	118	834	96	1,048	6
Phoenix	22	339	132	493	6	68	508	157	733	7	128	678	189	995	8
Philadelphia	150	261	79	490	7	225	489	101	815	5	300	652	132	1,084	5
Detroit	100	251	128	479	8	193	377	152	722	9	305	509	183	997	9
New York	36	284	134	454	9	132	426	166	724	8	256	568	208	1,032	7
Chicago	25	281	144	450	10	87	422	171	680	10	150	562	208	920	11
Denver	3	270	182	449	11	47	405	218	670	11	124	540	262	926	10
San Antonio	---	379	77	447	12	---	554	97	651	12	---	739	123	862	12
St. Louis	60	236	125	421	13	119	354	149	622	13	187	472	183	841	13
Memphis	---	274	140	414	14	---	411	170	581	15	---	549	208	757	15
San Francisco	0	307	93	400	15	4	461	119	584	14	64	615	151	830	14
Cleveland	50	269	80	393	16	75	394	102	571	17	100	525	133	758	18
San Diego	0	308	89	391	17	4	462	106	572	16	64	616	155	815	16
Los Angeles	0	275	93	368	18	4	413	119	536	19	64	550	151	765	17
Washington	27	210	103	340	19	128	315	127	570	18	250	420	151	821	15
Columbus	50	213	64	327	20	75	319	82	476	20	100	426	106	632	20
Seattle	---	168	156	324	21	---	252	186	438	21	---	336	225	561	22
New Orleans	0	134	154	288	22	7	201	190	398	23	42	268	238	548	23
Jacksonville	---	179	84	263	23	---	329	104	433	22	---	479	132	611	21
Dallas	---	151	77	228	24	---	227	97	324	24	---	302	123	425	24
Houston	---	139	77	216	25	---	208	97	305	25	---	277	123	400	25
	$15,000 Income					$20,000 Income					$25,000 Income				
Milwaukee	$701	$1,604	$176	$2,481	1	$1,122	$1,711	$208	$3,040	1	$1,546	$2,199	$229	$3,913	1
Baltimore	626	1,331	155	2,112	2	945	1,420	183	2,548	2	1,264	1,775	201	3,240	2
Boston	416	1,624	47	2,087	3	609	1,732	57	2,398	3	799	2,165	65	3,027	3
Pittsburgh	310	1,197	180	1,687	4	410	1,277	216	1,903	5	510	1,596	238	2,344	6
New York	527	852	270	1,649	5	525	909	316	2,150	4	1,421	1,137	348	2,906	4
Philadelphia	450	979	180	1,609	6	600	1,044	216	1,860	6	750	1,305	238	2,293	9
Indianapolis	218	1,251	121	1,590	7	318	1,334	137	1,789	9	418	1,668	151	2,237	15
Detroit	595	754	229	1,518	8	765	804	260	1,829	7	955	1,005	286	2,286	10
Phoenix	261	1,016	235	1,512	9	459	1,084	265	1,808	8	694	1,355	292	2,341	7
Denver	302	810	326	1,498	10	595	864	372	1,771	10	782	1,088	409	2,271	11
Chicago	275	844	260	1,379	11	400	900	295	1,595	15	525	1,125	325	1,975	15
San Francisco	244	923	203	1,370	12	514	984	241	1,739	11	864	1,230	265	2,359	5
San Diego	244	923	181	1,349	13	514	985	215	1,714	12	864	1,231	237	2,332	8
Washington	455	630	195	1,318	14	810	672	228	1,710	13	1,165	840	248	2,251	12
Los Angeles	244	825	203	1,272	15	514	880	241	1,635	14	864	1,100	265	2,228	14
San Antonio	---	1,109	162	1,271	16	---	1,182	190	1,372	17	---	1,478	209	1,687	17
St. Louis	327	708	230	1,265	17	455	755	262	1,516	16	672	943	289	1,904	16
Cleveland	150	788	178	1,116	18	200	840	212	1,252	18	250	1,050	234	1,534	18
Memphis	---	823	266	1,089	19	---	878	306	1,184	19	---	1,097	337	1,434	19
Jacksonville	---	778	174	952	20	---	838	204	1,042	21	---	1,077	224	1,301	20
Columbus	150	639	142	931	21	200	682	170	1,052	20	250	852	187	1,289	21
New Orleans	101	401	312	815	22	165	428	361	954	22	226	535	397	1,158	22
Seattle	---	504	281	785	23	---	538	325	863	23	---	672	357	1,029	23
Dallas	---	454	162	616	24	---	484	190	674	24	---	605	209	814	24
Houston	---	416	162	578	25	---	444	190	634	25	---	555	209	764	25

District of Columbia Government, Department of Finance and Revenue, Fiscal Planning and Research, October 1970

25 CITY METHODOLOGY
1970

The family of four consists of a husband who earns almost all the family income through salaries and wages, a non-working wife, and two school age (primary or secondary school) children.

Income Tax: Six income levels are assumed. Calendar year 1970 rates and provisions are assumed. The standard deduction is used for income levels of $10,000 and less, and an itemized deduction equal to 15% of adjusted gross income is used for income levels over $10,000. Local income taxes are included in this comparison.

Real Estate: The values of housing at each income level are: at the $5,000 income level housing valued at $12,500; at the $7,500 income level housing valued at $18,750; at the $10,000 income level housing valued at $25,000; at the $15,000 income level housing valued at $37,500; at the $20,000 income level housing valued at $40,000, and at the $25,000 income level housing valued at $50,000. All local rates--school, county, and city--have been combined to derive this total burden.

The amount of tax shown reflects local property assessment levels and rates in each jurisdiction. Assessment level data for 22 of the cities are from the U. S. Bureau of the Census, Census of Governments; 1967, May 1968/CG-P-5, "Property Tax Rates in Selected Major Cities and Counties". Assessment level and rate data for San Antonio are the latest available from Prentice-Hall, State and Local Taxes, "Property Tax Edition". District of Columbia data is based on the latest city-wide sales assessment ratio study while Pittsburgh data reflects information obtained from the city of Pittsburgh government.

Since household furnishings are subject to a personal property tax in only a few cities, no assumption has been made as to the additional burden this tax would impose.

Sales Tax: The sales taxes shown are amounts computed by the Internal Revenue Service as reflecting acceptable average sales tax deductions for the size of family, income levels, and jurisdictions in this report for calendar year 1970. Adjustments have been made to reflect annual burdens at the most current rates and provisions.

Effective Real Estate Tax Rates in the
25 Largest Cities
1970

City	Rate per $100 of Market Value
Boston	$4.33
Milwaukee	4.28
Baltimore	3.55
Indianapolis	3.37
Pittsburgh	3.19
San Antonio	2.96
Phoenix	2.71
Philadelphia	2.61
San Francisco	2.46
San Diego	2.46
Jacksonville 1/	2.39
New York	2.27
Chicago	2.25
Los Angeles	2.20
Memphis	2.19
Denver	2.16
Cleveland	2.10
Detroit	2.01
St. Louis	1.89
Columbus	1.70
Washington	1.68
Seattle	1.34
Dallas	1.21
Houston	1.11
New Orleans	1.07

1/ Jacksonville rate applies to value above a $5,000 exemption.

Current rates adjusted for ratio of gross assessed value as percent of sales price as shown in Census of Governments 1967, "Property Tax Rates in Selected Major Cities and Counties", May 1968/CG-P-5

OTHER STATES*	PERSONAL EXEMPTIONS Single	Married	Dependent	RATES MINIMUM Rate %	Income up to	MAXIMUM Rate %	Income Over	FEDERAL TAX DEDUCTIBLE	WITH-HOLDING
Hawaii	600	1,200	625	2.25	500	11.0	30,000	No	Yes
Idaho (2) and (5)	600	1,200	600	2.5	1,000	9.0	5,000	Yes	Yes
Illinois	1,000	2,000	1,000	2.5% of base income				No	Yes
Indiana	1,000	1,000-2,000	500	2% of adjusted gross income				No	Yes
Iowa Credit	15.00	30.00	10.00	.75	1,000	5.25	9,000	Yes	Yes
Kansas	600	1,200	600	2.0	2,000	6.5	7,000	Yes	Yes
Kentucky Credit (1)(6)	20.00	40.00	20.00	2.0	3,000	6.0	8,000	Yes (6)	Yes
Louisiana (2)	2,500	5,000	400	2.0	10,000	6.0	50,000	No	Yes
Maine	1,000	1,000	1,000	1.0	2,000	6.0	50,000	No	Yes
Massachusetts (7)	2,000	2,000-4,000(8)	600	4.0	(7)	8.0	(7)	No	Yes
Michigan (1) and (8)	1,200	2,400	1,200	2.6 flat rate on adjust. gr. inc.				No	Yes
Minnesota Credit	19.00	38.00	19.00	1.5	500	12.0	20,000	Yes	Yes
Mississippi	4,000	6,000	None	3.0	5,000	4.0	5,000	No	Yes
Missouri (1)	1,200	2,400	400	1.0	1,000	4.0	9,000	Yes	Yes
Montana (9)	600	1,200	600	2.2	1,000	12.1	35,000	Yes	Yes
Nebraska Credit	7.00	14.00	7.00	13% of Federal income tax				No	Yes
New Hampshire	4.25% on interest and divs. above $600, 4% commuter's tax							No	No
New Jersey (3) (10)	600	1,200	600	2.0	1,000	14.0	23,000	No	Yes (3)
New Mexico (1) (2)	600	1,200	600	1.0	500	9.0	100,000	No	Yes
New York Exemption	600	1,200	600	2.0	1,000	14.0	23,000	No	Yes
Credit (1)	10.00	25.00	None	-	-	-	-	-	-
North Carolina	1,000	2,000	600	3.0	2,000	7.0	10,000	No	Yes
North Dakota (3)	600	1,500	600	2.0	3,000	12.0	15,000	Yes	Yes (3)
Oklahoma	1,000	2,000	500	1.0	1,500	6.0	7,500	Yes	Yes
Oregon (11)	600	1,200	600	4.0	500	10.0	5,000	Yes (12)	Yes
Rhode Island	2,000 per return, 4,000 if over 65. 10% applicable to div., interest, etc. No								Yes
South Carolina (12)	800	1,600	800	2.0	2,000	7.0	10,000	Yes (13)	Yes
Tennessee (13)	----------None----------			4% or 6% interest & div. inc. (15)				No	No
Utah	600	1,200	600	2.0	1,000	6.5	5,000	Yes	Yes
Vermont	---	---	---	28.75% of Fed. inc. tax				No	Yes
West Virginia	600	1,200	600	1.65	2,000	7.6	200,000	No	Yes
Wisconsin Credit	10.00	20.00	10.00	2.7	1,000	10.0	14,000	No	Yes

Source: State Tax Guide, Commerce Clearing House

Footnotes on following page.

INDIVIDUAL INCOME TAX RATES AND TAXABLE INCOME BRACKETS FOR CALENDAR YEAR 1970

District of Columbia and States

September 1970

DISTRICT AND BORDERING STATES	PERSONAL EXEMPTIONS Single	Married	Dependent	RATES AND TAXABLE INCOME BRACKETS	FEDERAL TAX DEDUCTIBLE	WITHHOLDING
District of Columbia	$1,000	$2,000	$500	First $1,000 - 2% Next $1,000 - 3% Next $1,000 - 4% Next $2,000 - 5% Next $3,000 - 6% Next $4,000 - 7% Next $5,000 - 8% Next $8,000 - 9% Over $25,000 - 10%	No	Yes
Maryland (1) Local surcharge rates vary from 20% to 50% 50% in Montgomery, 50% Prince Georges Counties 50% in Baltimore City	800	1,000	800	First $1,000 - 2% Next $1,000 - 3% Next $1,000 - 4% All over $3,000 - 5%	No	Yes
Virginia	1,000	2,000	300	First $3,000 - 2% Next $2,000 - 3% Over $5,000 - 5%	No	Yes

OTHER STATES *	PERSONAL EXEMPTIONS Single	Married	Dependent	RATES MINIMUM Rate %	MINIMUM Income up to	MAXIMUM Rate	MAXIMUM Income over	FEDERAL TAX DEDUCTIBLE	WITHHOLDING
Alabama	$1,500	$3,000	$300	1.5	$1,000	5.0	$5,000	Yes	Yes
Alaska	---	---	---	16% of Federal Income Tax				No	Yes
Arizona	1,000	2,000	600	2.0	1,000	8.0	6,000	Yes	Yes
Arkansas Credit (3)	17.50	35.00	6.00	1.0	3,000	5.0	25,000	No	Yes
California Credit (2)	25.00	50.00	8.00	1.0	2,000	10.0	14,000	No	Yes (3)
Colorado Exemption	750	1,500	750	3.0	1,000	8.0	10,000	Yes	Yes
Credit	7.00	14.00	7.00	(2% surtax on div. & int. over $5,000)					
Delaware (4)	600	1,200	600	1.5	1,000	11.0	100,000	Yes (4)	Yes
Georgia	1,500	3,000	600	1.0	1,000	6.0	10,000	No	Yes

1970 STATE INCOME TAX BURDENS OF A FAMILY OF FOUR AT SIX INCOME LEVELS

Rank	State	Tax	Rank	State	Tax	Rank	State	Tax	Rank	State	Tax	Rank	State	Tax	Rank	State	Tax
	$5,000			$7,500			$10,000			$15,000			$20,000			$25,000	
1	Wisc.	$114	1	Minn.	$242	1	Minn.	$392	1	Wisc.	$701	1	Wisc.	$1,121	1	Wisc.	$1,546
2	Minn.	103	2	Wisc.	232	2	Wisc.	386	2	Minn.	674	2	Minn.	1,011	2	Minn.	1,350
3	Ore.	94	3	Ore.	221	3	Md. 1/	382	3	Md. 1/	626	3	Hawaii	963	3	Hawaii	1,324
4	Alas.	67	4	Md. 1/	195	4	Ore.	369	4	Hawaii	601	4	Md. 1/	945	4	Md. 1/	1,264
5	Mont.	52	5	Vt.	178	5	Hawaii	318	5	Vt.	553	5	Ore.	859	5	N.Y.	1,228
6	Utah	48	6	Hawaii	154	6	Vt.	317	6	Ore.	551	6	Vt.	850	6	Vt.	1,188
7	Iowa	40	7	Alas.	140	7	N.Car.	298	7	Del.	495	7	Del.	835	7	Del.	1,178
8	Md. 1/	44	8	N.Car.	132	8	D.C.	260	8	D.C.	491	8	D.C.	810	8	Ore.	1,169
9	Va.	43	9	Mont.	132	9	Utah	249	9	N.Car.	453	9	N.Y.	790	9	D.C.	1,101
10	N.Car.	39	10	Utah	130	10	Idaho	224	10	N.Y.	446	10	N.Car.	746	10	N.Car.	1,044
11	Kans.	30	11	D.C.	128	11	Mont.	225	11	Utah	423	11	Mont.	694	11	Mont.	967
12	Vt.	30	12	Iowa	124	12	Mont.	224	12	Mont.	418	12	Idaho	669	12	Idaho	958
13	W.Va.	28	13	Ky.	120	13	Ky.	223	13	Mont.	416	13	Utah	632	13	S.Car.	923
14	Del.	23	14	Idaho	109	14	Alas.	220	14	Idaho	390	14	S.Car.	611	14	N.Dak.	922
15	D.C.	22	15	Va.	101	15	Del.	215	15	Va.	378	15	N.Dak.	614	15	Calif.	864
16	Ill.	21	16	N.Y.	105	16	Va.	212	16	Ky.	371	16	Mass.	609	16	Utah	832
17	N.Y.	25	17	Kans.	104	17	Iowa	212	17	Alas.	367	17	Va.	590	17	Va.	803
18	Ariz.	22	18	Mass.	104	18	N.Y.	210	18	Kans.	348	18	Ky.	585	18	Mass.	799
19	S.Car.	22	19	Del.	95	19	Kans.	180	19	S.Car.	343	19	Alas.	560	19	Alas.	782
20	Ky.	20	20	Ill.	88	20	S.Car.	152	20	Iowa	323	20	Kans.	557	20	Colo.	782
21	Ind.	18	21	S.Car.	72	21	Ill.	150	21	Colo.	302	21	Colo.	535	21	Ga.	763
22	N.Mex.	16	22	W.Va.	72	22	Ark.	133	22	N.Dak.	293	22	Calif.	514	22	Kans.	757
23	N.Dak.	16	23	Ariz.	68	23	Ala.	131	23	Ala.	276	23	Ga.	508	23	Ky.	752
24	Mass.	14	24	Ind.	68	24	Ariz.	128	24	Ill.	275	24	Iowa	492	24	Ariz.	694
25	Ark.	13	25	Ark.	66	25	Colo.	124	25	Ga.	268	25	Ariz.	459	25	N.Mex.	675
26	Idaho	13	26	Ala.	60	26	N.Mex.	122	26	Ark.	263	26	Ala.	437	26	Iowa	654
27	Okla.	13	27	N.Mex.	58	27	Ind.	118	27	Ariz.	261	27	N.Mex.	435	27	Ark.	603
28	Ala.	10	28	Nebr.	52	28	Nebr.	115	28	N.Mex.	250	28	Ark.	433	28	Ala.	591
29	Mo.	10	29	Colo.	47	29	W.Va.	113	29	Calif.	244	29	Ill.	400	29	Miss.	560
30	Hawaii	9	30	Mo.	44	30	Mich.	105	30	Mich.	235	30	Miss.	390	30	Ill.	525
31	Maine	5	31	Mich.	43	31	Miss.	105	31	Nebr.	222	31	Mich.	365	31	Nebr.	509
32	Ga.	3	32	Ga.	41	32	Ga.	104	32	Miss.	220	32	Nebr.	356	32	Mich.	495
33	Calif.	0	33	N.Dak.	39	33	N.Dak.	90	33	Ind.	218	33	Ind.	318	33	Mo.	422
34	La.	0	34	Miss.	30	34	Mo.	87	34	W.Va.	190	34	Mo.	299	34	Ind.	418
35	Tex.	0	35	Okla.	30	35	Okla.	65	35	Mo.	177	35	W.Va.	291	35	Okla.	406

Footnotes:

*Ohio and Pennsylvania have no state-levied personal income tax, however, the tax is levied by several cities in each of the two states.

(1) Maryland, Kentucky, Michigan, Missouri, New York and New Mexico: In addition to the state taxes, local income taxes are imposed in major cities and/or counties in these states.

(2) Arizona, California, Idaho, Louisiana and New Mexico are community property states in which 1/2 of community income is taxable to each spouse.

(3) California, New Jersey and North Dakota: Taxes are withheld from nonresidents only.

(4) Delaware: Federal income tax deduction is limited to $300.

(5) Idaho: Each person (husband and wife filing jointly deemed one person) filing a return pays an additional $10.00

(6) Kentucky: Limited to the lesser of: (a) the tax actually paid or accrued for the taxable years, or (b) the Federal rates in effect on 12/31/67 to taxable income of the taxable year.

(7) Massachusetts: Personal exemptions are as follows: Married filing separately, $2,000; married filing jointly, $2,000 plus business income of spouse with smaller income or $4,000, whichever is less; additional deduction of $600 for spouse whose income does not exceed $2,000 and for taxpayer over 65 years of age.

Combined tax and surtax rate of 4% applies to all business income (including wages and salaries); interest and dividends are taxed at a combined tax and surtax rate of 8%. Annuity income is taxed at a combined tax and surtax rate of 2%. A credit of $4.00 for the taxpayer, $4.00 for a spouse, and $8.00 for qualified dependents is allowed if gross income is $5,000 or less.

(8) Michigan: Partial credits are allowed for property taxes and city income taxes.

(9) Montana: A 10% surtax is imposed.

(10) New Jersey: Tax is levied on net income derived by New Jersey resident individuals in New York and on net income derived by New York resident individuals in New Jersey. New Jersey rates, taxable income brackets, exemptions, etc., are exactly comparable to those of New York.

(11) Oregon: Federal income tax deduction is limited to the lesser of the amount of Federal taxes paid for the taxable year or the amount that would be paid under the Federal code in effect on 11/1/67 applied to Federal taxable income minus any credits used.

(12) South Carolina: Federal income tax deduction is limited to $500.

(13) Tennessee: Tax rates are 6% on dividends and interest and 4% on dividends from corporations which have 75% of their property taxable in State.

TAX COMPARISON

Mr. BACK. I would like to summarize my budget justification after I make the tax comparison presentation.

Mr. Chairman, we study very carefully our tax comparison, that is relative position with the other jurisdictions in the metropolitan area, as well as our relative position with other States and other cities.

As you know, tax comparisons are a fairly tricky business, because no two jurisdictions have the same economic base, the same tax base or the same tax rates. So, we often find ourselves, in the business, comparing apples and oranges.

We think the most reliable tax comparison that can be made is one that isolates the major taxes applicable to the individual. In order to do this, we have to make certain assumptions; the family size, the price of home owned by the family, level of income, and so forth.

We have done that for Washington and the metropolitan area jurisdiction comparison and for Washington, as compared to the 25 largest cities.

On the easel—Mr. Cook will be working for me—chart No. 1 shows the dollar burden comparison at the $10,000 income level for income, real estate and sales taxes.

I do not know how well that chart shows up from where you are sitting, but on the left is Arlington County, with the total dollar tax burden for these three major taxes of $697.

The second one is Falls Church, $729.

The third is Fairfax County, $732.

The fourth is Alexandria, $757.

The fifth one is Fairfax City, $807.

The sixth one is the District of Columbia, $821.

The seventh is Montgomery County, and that is $991.

And the eighth, the highest, is Prince Georges County, with $1,041.

In this comparison, the District is third from the top of the eight jurisdictions, comparing the three major taxes of income, real estate and sales taxes, for a married couple with two children at the $10,000 income level.

You may interrupt me, Mr. Chairman, if you would like to ask questions.

COMPARISON OF REAL PROPERTY TAX

Senator INOUYE. How do you compare on just the real property tax?

Mr. BACK. Well, the center part of each bar shows this, and you can see that we are fourth from the top.

Senator INOUYE. According to that chart there, Prince Georges and Montgomery Counties and Fairfax people paid more real property tax than the District of Columbia. Am I correct?

Mr. BACK. Montgomery and Prince Georges and Fairfax City presently pay more real estate taxes than the District of Columbia.

Senator INOUYE. Please proceed.

COMPARISON AT $20,000 INCOME LEVEL

Mr. BACK. Chart No. 2, is the same comparison at the $20,000 income level. Here, I believe, you will find the exact same relationships with

the District being third from the top. The amounts are greater at the $20,000 income level.

In other words, in the lowest, Arlington County, the total dollar tax burden is $1,345. The highest is again Prince Georges County with $1,996.

In looking at the same data plotted slightly different we take the tax dollar amount and relate that back as a percent of each income level, at various levels of income ranging from $5,000 to $25,000; in other words, at the $10,000—or take any level—how much of that $10,000 is devoted to paying these three major taxes, you will see that we plotted here the lowest, which is Arlington County, the average being the dotted line in the middle, the District of Columbia burden, and the highest which is again Prince Georges County. This shows that at about $10,000, if I am reading my chart correctly, the District burden begins to exceed the average.

Senator INOUYE. May I ask a few questions at this point?

Mr. BACK. Yes, sir.

TAX EXEMPT LAND IN THE DISTRICT

Senator INOUYE. I note from your report that 55 percent of the land area of the District of Columbia is tax exempt; 45 percent of the land area is now being taxed. Of the 55 percent, about 90 percent of that would be Federal Government.

Mr. BACK. I believe the Federal Government part of that is 43.27 percent of the total of 54.88 percent.

Senator INOUYE. So, I should say, of the nontaxable 55 percent, about 80 percent would be property of the Federal Government?

Mr. BACK. Yes, sir.

Senator INOUYE. If these areas were taxable, what would be the income to the District of Columbia?

Mr. BACK. If they were taxable under the real estate tax, Mr. Chairman?

Senator INOUYE. Yes.

Mr. BACK. Yes. The tax for fiscal year 1971 would have been $105,713,363.

Mr. Chairman, I do not know whether you have it before you or not——

Senator INOUYE. I just want it for the record.

Mr. BACK. I would like these charts I have to be made a part of the record.

Senator INOUYE. Without objection, so ordered. (Charts and table appear on p. 1576 in appendix.)

OUTCOME IF ALL DISTRICT LAND WERE TAXED

Senator INOUYE. In other words if all of the acreage now being exempt because of Federal functions had been made taxable, the city of Washington would be receiving in excess of $105 million per year?

Mr. BACK. In real estate taxes; yes.

Senator INOUYE. What, if all of the foreign areas were made taxable, the Embassies and the legations?

Mr. BACK. The foreign governments, had they been taxable—$1,675,971 in real estate taxes in 1971.

Senator INOUYE. How about national organizations, labor organizations, rifle associations, Boy Scouts of America?

Mr. BACK. A number of these do pay taxes.

Labor organizations would not be exempt.

I do not have a breakdown by each particular type of exempt property.

PERSONS EXEMPT FROM PAYING INCOME TAXES IN DISTRICT

Senator INOUYE. My next question is: What persons are exempt from paying income taxes in the District of Columbia?

Mr. BACK. Well, first, all elected officials of the U.S. Government and members on the personal staff of elected officials, Members of Congress, if that particular individual is from the Congressman's district.

In the executive branch, the presidential appointees who are appointed by the President, confirmed by the Senate, and serve at the pleasure of the President are exempt.

All nonresidents are exempt, even though they earn their income here. They are exempt from our income tax, which is contrary to most State practices.

Another requirement is a person must have maintained a place of abode here for 7 months or more in order to be subject to our tax requirements.

Senator INOUYE. In other words, all income earned by Members of Congress, staff members residing outside of the District—

Mr. BACK. Regardless of where they reside, if they are from the Congressman's district.

Senator INOUYE (continuing). And all members of foreign legations, embassies.

Mr. BACK. Yes, those are all exempt.

DENIAL OF MONEY IN REAL PROPERTY TAXES

Senator INOUYE. Now, if these persons who are not paying taxes were required to pay income tax, how much would the District of Columbia get from that?

Mr. BLACK. Well, it is a difficult question, Mr. Chairman, because. since they do not pay, we have no record of them. They are not required to file with us. We could probably make some estimates by looking at some Federal figures, but we do not have an estimate because we have no information on them. This is one of our problems.

I think one of the stickiest problems we have in our income tax compliance programs are people on the Hill. Under present law, there can be a situation where there are two clerks sitting beside one another, one will be taxable and one will be exempt. The one that is from the Congressman's district is exempt, and the one that is hired locally is taxable if they live in the District of Columbia.

Senator INOUYE. You have no idea of what the amount would be? I am certain you can easily get that. There is a book that is furnished by the Congress of the United States that would give you the names, addresses and the payrates of all Members of Congress and their staff members.

What I am trying to lead up to, Mr. Back, is to assist you in justifying greater Federal participation by pointing out that by having this city serve as the Federal city of the United States, you are being de-

nied $105 million in real property taxes. A million dollars in income taxes, which is a point of uniqueness of the city.

Mr. BACK. I appreciate the question. I am sorry I do not have the figures.

Senator INOUYE. Would you furnish the committee some figures?

Mr. BACK. We will do our best to develop an estimate on it, and we will furnish it.

(The information follows:)

Our best estimate would be approximately $2,500,000.

NEED FOR FEDERAL PARTICIPATION

Senator INOUYE. Please proceed.

Mr. WATT. Mr. Chairman, if I may, may I add another comment to that?

Senator INOUYE. Please do.

Mr. WATT. I would hate to lose the opportunity of indicating that this city is maintained as the Nation's Capital and, as such, its policies and its laws are such as to certainly not encourage the development of the kind of local autonomy that most cities, most major metropolitan cities, proceed to establish. This is not an industrial community. It is not a heavily commercial community. That is intentional, because this is maintained as the Nation's Capital. As a result, we are also, in effect, denied the opportunity to develop here additional private tax capacity and private tax base which other cities would have and would be seeking to expand. I think that, also, is significant.

Senator INOUYE. I would suggest that you come up with a package justification memo which could be used by this committee, to assist you in insuring greater Federal participation.

Mr. WATT. We will.

Senator INOUYE. Please proceed.

COMPARISON OF 25 LARGEST CITIES; TAX BURDEN

Mr. BACK. All right, Mr. Chairman. This chart depicts the same data for metropolitan areas. It simply plots the relative burdens rather than showing them by bargraphs. Again, you can see the result when we plot in dollar amounts—the lowest, the average, and the highest.

I would like now to move to a comparison of the 25 largest cities and the District of Columbia. Here, again, using the same assumptions of different income levels with a family of four, we have plotted the percent of the income that would be required to pay the tax in the 25 cities. You will notice the first one is the tax burden, where we plotted the actual dollars; is that correct?

Mr. COOK. That is right.

Mr. BACK. What we have done is the lowest, which is Houston, the average of the 25 cities, and Washington, D.C. You will observe that at about $15,000 income level, the District of Columbia tax burden goes above the average, reflecting, as we would expect it to, our very steeply graduated individual income tax rates. Then, the highest tax burden, which is Milwaukee.

Here, again, is the same data except that we have plotted it this time as a percent of the amount of income that would be necessary to pay the tax. You will see again, it comes out reasonably the same, with

Houston being the lowest, the 25-city average, the Washington, D.C., burden, and the highest burden being Milwaukee.

So, I think, in summary, Mr. Chairman, I could say that it indicates to us that the District tax burden is close to the average of the 25 cities, slightly above the average in the metropolitan area except at the very lowest income levels.

If there are no further questions on this, I will now move to my presentation from the budget point of view.

Senator INOUYE. I have several questions which I will submit to you, because some are rather technical. I wish to request at this time that your responses be furnished to the committee for the record.

Mr. BACK. We are very happy to do that.

(The questions and answers begin on p. 180.)

Senator INOUYE. Please proceed.

FUNCTIONS OF THE DEPARTMENT OF FINANCE AND REVENUE

Mr. BACK. The Department of Finance and Revenue performs the following major functions on a District-wide basis: We assess and collect all District taxes; we pay all District employees; we perform the central control accounting for all funds; we collect, account for, and disburse all District funds; we perform internal auditing of the District operations and administer various District of Columbia retirement systems.

Our two broad responsibilities revolve around central financial services and tax administration. The output of our directions are central financial services which are vital—payroll is a good example. Payroll is a function that is big, and unwieldly, but it is something that has to be done timely and has to be done right. We have about five different payroll systems. It is one of our large work areas.

OBJECTIVES FOR TAXES

On the tax side our objectives are to fairly and effectively administer the tax laws and to obtain for the District all of the tax revenues the tax system is designed to produce.

I would ask you to keep a couple of things in mind: In the District of Columbia, our tax system is not like those in any other city. Rather it is like a State, county, and city systems combined. We administer a property tax which would normally be a county or city function; we administer a graduated income tax, which would normally be a State-type tax; we administer a sales tax and any number of excise taxes, such as gasoline, alcoholic beverages, and so forth.

TWO TYPES OF TAXES

Basically, our taxes are of two types: the self-assessed type, such as the income tax which requires certain administrative techniques, and the administratively assessed type, which would be the property tax, where we assess the property, write the bill, mail the bill, and all the individual is required to do is pay. These two types of taxes require completely different techniques of administration.

In the self-assessing taxes, we attempt to educate, to inform, and to assist, so that the taxpayer will properly assess himself. To the extent that he does not do this, we have compliance programs, enforcement

programs, audit programs, and, eventually, prosecution programs if the individual does not comply.

In contrast, in the property tax area we try to educate and inform, but our big job there is to assess the property fairly and equitably and as currently as possible and to send the man the bill. If he does not pay that bill, we carry through with a tax sale each year for delinquent real estate tax payments.

I thought it would be helpful—I did not have this in my regular statement—to give a broad outline of some of the things we attempt to do, and how we do them.

In our expenditure programs, here again we are like a city, county, and State. Also, we are like a Federal Government agency in the sense that we are subject to the United States Code, the Treasury regulations, and the General Accounting Office regulations and rules in many areas of our accounting operation and expenditure programs.

INCREASE IN MANDATORY WORKLOAD

In these areas we have big workloads, and in recent years these mandatory workloads have grown at an extremely rapid pace. For example, the number of employee-payroll accounts have grown from 34,000 in fiscal 1965 to 60,000 in 1971. During the same period, voucher transactions, which represent purchases of goods and services made by the city government, increased from 110,000 to 200,000.

This mandatory workload growth, compounded by increases in work complexities such as new deductions and fringe benefit changes in payroll, has outstripped the resources available to process work in several critical programs. Some new positions have been approved during the last few years but not enough to compensate for the growth in workload and work complexities.

REQUEST FOR POSITIONS

For fiscal 1972, we are requesting six new positions for two financial service programs where work backlogs have become most serious. One is in payroll where four of the six positions will be allocated. The other is in retirement, where two of the positions, if approved, will be allocated.

These positions were in last year's budget request which went through ahead of the revenue program and, therefore, did not get approved. We thought we had adequate justification then, yet, even since that time there has been new legislation which now requires us to process teacher payrolls twice monthly rather than once monthly as we had heretofore. This doubled that 13,000-payroll-account item at one time for which we had no resources.

As I indicated earlier, in carrying out our tax audit, discovery, and compliance programs, last year we presented to this committee a situation which we felt concerned about and this committee shared our concern. There has been a nationwide trend in the last few years of increasing tax delinquencies. This is as true with the Internal Revenue Service as it is with us. Our backlogs in compliance and in enforcement and in other activities were growing. We appreciate very much the fact that this committee shared the concern with us last year, and approved the positions. Those positions are being brought on board now as rapidly as possible. We can see where many of these backlogs

are going to be reduced drastically in a very short time. Some of them already have been.

INCREASED AUDIT REVENUES

Senator INOUYE. I believe that in the budget hearings of fiscal 1970, you stated that, according to your experience, with each additional auditor you could produce about $50,000 additional revenue per year for the city of Washington.

Mr. BACK. Yes, sir.

Senator INOUYE. In response to this, Congress added about a half million dollars for a stepped-up program of tax audit and enforcement. I would like to know what has happened to this, whether you have had any results approximating additional income of $50,000 per auditor?

Mr. BACK. Yes. These positions, 10 auditor positions, were authorized in fiscal year 1970. At the time they were authorized, there was only part-year financing. Those 10 positions are filled and the auditors are working.

In fiscal year 1971, we are estimating increased audit revenues, but the full effect of those auditors will not be felt until fiscal 1972.

Income tax auditors or sales tax auditors are not readily available. You have to hire people who you can train and then proceed to train them. If there is an income tax auditor available I could hire him today, so would Internal Revenue Service, but they are not available. So, what we have to do is go out and try to find people we think would make auditors, and have the ability to be trained. It is not an automatic process. In 1972 we are predicting substantial increase in audit revenue which will be produced by these auditors.

Senator INOUYE. You are asking for six additional specialists?

Mr. BACK. In this budget, Mr. Chairman?

Senator INOUYE. Yes.

Mr. BACK. In this budget, we are asking for six clerks, actually, payroll clerks, and retirement clerks, for the purpose of trying to stay on top of workloads that seems to be overwhelming us.

VACANCY IN AUTHORIZED POSITIONS

Senator INOUYE. Are all of your authorized positions filled at the present time?

Mr. BACK. No, Sir; they are not.

Senator INOUYE. How many are vacant?

Mr. BACK. Of the prior-year positions, we have 60 vacancies.

Senator INOUYE. How many?

Mr. BACK. Sixty at this time, in various categories.

In this count, I am not including the positions authorized in 1971. Most of those positions were funded for 4 months or from the first of this month through the rest of the year. We have been filling those positions as fast as we can. But including the positions authorized in 1971 which, in our opinion, could not have been filled until the funding became available, there are 87 vacancies. Sixty of them in prior-year positions; the remainder in the positions that were authorized in 1971.

Senator INOUYE. How many of these have been vacant for 6 months or more?

Mr. BACK. Ten.

Senator INOUYE. And you have been able to get along without these 10?

Mr. BACK. I think you have to keep in mind, Mr. Chairman, that for some months there was a freeze in the District government on filling any new positions this past year.

Senator INOUYE. Are these 10 positions funded positions?

Mr. BACK. Yes.

Senator INOUYE. So, the freeze does not apply; does it?

Mr. BACK. Yes; the freeze applied to all vacancies, so long as the freeze was being applied District-wide no vacancies could be filled.

Senator INOUYE. Did you find that, because of the restriction on filling these 10 positions, you were unable to carry on your activities?

Mr. BACK. There is no question that we were not as able to carry on as we would have liked to. For instance, four of these 10 positions are real estate assessors, which we would never have enough of if we had double the entire staff we have right now. The problem we run into, when you have to hold open vacancies, you have to hold open what is vacant; you cannot very well create a vacancy. We are actively recruiting at this time for every one of these positions. We know we will not get them all filled, and by the time we do, we know we will have some vacancies. But we are actively recruiting for every single one of these positions.

AMOUNT FOR OVERTIME PAY

Senator INOUYE. What amount in your budget is set aside for overtime pay?

Mr. BACK. Mr. Chairman, there is very little set aside as such, insofar as the base is concerned. If we can find it, I can tell you how much we spent in the last fiscal year. In fiscal year 1970, we spent $73,000 on overtime. So far, in fiscal year 1971, $59,000 has been spent on overtime. Now, our overtime results from several different things but mostly from what we would consider emergencies. If a payday falls on a holiday, we pay the day before rather than the day after the holiday. This requires overtime in order to do that when this happens. When long holidays hit us, like Christmas, the 3-day weekends we are experiencing now, in order to keep on the payroll schedule, it requires us to work more overtime than otherwise. Retroactive pay increases require overtime. It is work over and above everything we do.

Senator INOUYE. Why do you consider these as emergency situations when you can anticipate events such as Christmas?

I am certain everyone anticipates Christmas.

Mr. BACK. Well, Mr. Chairman, you would not want a staff full time just to take care of the Christmas holiday.

Senator INOUYE. You stated because of the long weekend brought about by Christmas, you consider it an emergency situation. Do you not anticipate these weekends?

Mr. BACK. You anticipate it, but you do not staff up for it. You handle it when it comes on an overtime basis rather than by staffing up as if it were going to happen every weekend, which it does not. But this past year, we probably had about three or more retroactive pay increases. Police and fire departments, retroactive for a full year; teachers, retroactive I believe for either a half or a full year; wage board increases many of which are retroactive.

PART-TIME EMPLOYEES

Senator INOUYE. How many part-time employees do you have?

Mr. BACK. These are funded part-time positions. We have 14. Now, here is where we do anticipate workloads. We know that between February and April, we are going to receive most of our income tax returns. We know that motor vehicle registrations are going to come in February, early in March; we know that the real estate payments are going to hit us——

Senator INOUYE. How long are they on the payroll?

Mr. BACK. They are on the payroll for 90 days.

Senator INOUYE. No longer than 90 days?

Mr. BACK. No. These are what we call 700-hour appointments, and when that time is up—we schedule them this way. We are very fortunate, in that we have been able to get the same people year after year for the particular type of rush that we are gearing up for. Many of these are housewives who will come down and work for 3 months in the early part of the year during our income-tax rush period. But where we can anticipate a continuing, ongoing increase in workload, then we present a request for temporary positions of man-years to Congress. The way the requests have been approved is in the form of man-years. When I say 14 positions, there are 14 man-years of these temporaries. We might end up using 40 people during the year, to utilize this money. The most we would be using at any one time is right now, during the income-tax rush period.

Senator INOUYE. At yesterday's hearing, the committee was advised that approximately 9 percent of the authorized positions are vacant at the present time. Did I hear correctly? Nine percent?

Mr. COPPIE. I think I said, Mr. Chairman, that on a continuing basis that our turnover rate is at about 9 percent. So, it would be approximately 9 percent at this time.

VACANT POSITIONS FOR MORE THAN 6 MONTHS

Senator INOUYE. Mr. Back, of the vacant positions in the city government, how many have been vacant for more than 6 months?

Mr. BACK. In the city government?

Senator INOUYE. Yes.

Mr. BACK. I have no idea. We do not keep the personnel records for the city. We keep payroll records, but not the personnel records.

Senator INOUYE. Can you get together with the appropriate agency and furnish this committee that information?

Mr. BACK. Oh, yes; we will work with the personnel office and the budget office to supply this information, yes.

(The information appears on p. 1526 in the appendix.)

MINIMAL USE OF OVERTIME

Mr. BACK. I might say, Mr. Chairman, that with regard to overtime, we make every effort to keep it to a minimum. It has been a long-standing policy of the District to not request funding for overtime. I have many times inquired about why we do not simply ask for overtime as a budget item, but it has been determined not to do it that way. We are well aware we are going to have overtime every year. We have to plan for it. Our work is such that it has to be done

at the time it hits us. We cannot let income tax returns sit and not process them. I would hate to say what might happen if we did not meet a payroll. We are highly computerized. We have just designed a brand new computer payroll system. It is going on the air right now, within the next 3 weeks. It has been parallel operation for the last 2 or 3 weeks. We have had overtime trying to get this into operation.

REQUEST FOR COMPUTERIZED EQUIPMENT

There is one other thing I would like to call attention to, Mr. Chairman, in my request for 1972. I have an item of $175,000 for computer equipment. Now, in our assessment program in the District of Columbia we have never had enough staff to do the job as it ought to be done. That is, all of the properties ought to be reassessed every year. We have never had the staff to do this. At one time, for many years, we were on a 4-year reassessment cycle. We eventually obtained enough positions to reduce that cycle to 3 years. We have been working on trying to get that cycle down to 2 years. We believe, based on our studies of other jurisdictions, that the best way to do this is to computerize the operation more than we have been able to do up to now. Last year we requested and obtained approval of some funds to study this subject, and also some positions to begin to study how to computerize the assessment operation or part of it. We are moving along with these studies.

The next step in the process is to get the hardware that will do the job. We think that in our efforts to go to an annual assessment cycle, the computer is by far the cheapest way to do it. It will allow us to use our professional assessment staff for really professional work and relieve them from computations and other clerical tasks they are now doing.

So, this is an awfully important request for us. This is the second year in a 5-year program to computerize the assessment or appraisal process to the fullest extent possible in order to get greater use from the professional assessment staff.

APPREHENSION OF TAX EVADERS

Senator INOUYE. In your opening remarks, you spoke of responsibilities of your office. One of them was the matter of enforcement of the laws.

I note an article in the Washington Post of August 28, 1970, that after many, many years, a citizen of Washington was given a sentence for tax evasion. It appears from this article that this was a rather rare occasion, that this man who had failed to pay his District income tax for 13 years was given 60 days' sentence, and the oldtimers were rather surprised with the action of the court.

(The article appears on p. 1690 in appendix.)

Is the situation in Washington one where people are not sentenced for tax evasion?

Mr. BACK. Mr. Chairman, I would say that you would have to surmise that that has been the past situation. I do not think it is the present or is going to be the future situation.

Senator INOUYE. How many tax evaders have been apprehended in the last 12 months?

Mr. BACK. By apprehended, do you mean——

Senator INOUYE. Arrested or charged.

Mr. BACK. I do not know whether I have it for the last 12 months from today, but as of January 31, we had submitted 107 cases, representing 320 tax violations, to the Corporation Counsel's Office for prosecution.

Senator INOUYE. What has happened to the prosecution?

Mr. BACK. Well, our records would indicate—and I would like for the Corporation Counsel's Office to speak for themselves on this—that during the same period the Corporation Counsel prosecuted 87 cases resulting in guilty pleas or convictions.

As of March 1971, there were 122 cases in various stages of prosecution by the Corporation Counsel.

We had a rather lengthy discussion on this subject last year before this subcommittee, and since that time many things have been happening.

GENERAL SENTENCES

Senator INOUYE. Of the 87 cases prosecuted—and I presume some of them were convicted—what sort of sentences did the guilty receive from the courts?

Mr. BACK. My deputy, Mr. Ehrig will answer that.

Mr. EHRIG. If I read the records correctly, I would say the average general sentence would be $100–$200 fine, suspended.

Senator INOUYE. Suspended?

Mr. EHRIG. Yes, sir.

Senator INOUYE. Then, it pays not to pay taxes here.

Have any received jail sentences?

Mr. EHRIG. I think the one you mentioned is the first I have heard.

Senator INOUYE. The majority receive $100 suspended?

Mr. EHRIG. I would say so.

RECOMMENDATION TO CORPORATION COUNSEL

Senator INOUYE. The time will come when the Corporation Counsel will appear before us, but is this the recommendation your office makes to the Corporation Counsel?

Mr. BACK. No, sir. We transmit a case to the Corporation Counsel requesting prosecution. We develop the facts as best we can in the case that we think dictate prosecution. The Corporation Counsel at this point takes the case to court.

Now, since January of this year, tax prosecutions have been carried out by the Tax Division of the Corporation Counsel's Office, and with the court reorganization tax violation cases will be heard by the tax division of the new superior court, and we are hopeful that both of these changes will substantially improve our prosecution program.

Besides this, this committee did grant two additional attorney positions for the Corporation Counsel's Office, and they are actively moving these cases at this time, and in our opinion, in a very effective way.

NUMBER OF CASES SUBMITTED FOR PROSECUTION

Mr. JORDAN. Mr. Back, we discussed this at our hearings last year, it is my recollection, at that time we asked for the number of cases

that were prosecuted in the calender year 1970. It is also my recollection that there were only 12 tax cases prosecuted in that year. The committee and the Congress in the bill that was passed on July 1, 1970, provided three additional persons in the Office of the Corporation Counsel for the express purpose of having a stepped-up program of tax enforcement.

Now, about August or September of this year, that program got underway. Monthly reports to this committee do indicate there have been increasing numbers of tax cases referred by your Department to the Corporation Counsel's Office and prosecuted.

I wonder if you could advise the committee as to the number of tax cases referred by your Department to the Corporation Counsel's Office since this program began the 1st of August?

Mr. BACK. I am not sure I have my figures by the months that you have requested. I show since March of 1970 through February of 1971, 192 cases that have been submitted for prosecution by our Department.

Mr. JORDAN. My question related to prosecutions. Of course that is not the function of your office, but I do see the gentleman from the Corporation Counsel's Office who handles the prosecutions, if I might ask him to supply that to the committee.

Would you identify yourself for the record?

Mr. WIXON. My name is Henry E. Wixon. I am Assistant Corporation Counsel for the District of Columbia, Chief of the Taxation Division.

I have a breakdown here which I believe to be accurate.

Mr. JORDAN. Would you stand, Mr. Wixon?

Mr. WIXON. Yes, sir.

Would you care for me to come up?

Mr. JORDAN. Please.

Mr. WIXON. According to our information, the number of informations filed and disposed of between June 6, 1970, and September 14, 1970, was 101.

Now, it was on September 14 that my division undertook the prosecution of criminal tax cases. Between June 6, 1970, and September 14, 1970, my division filed 347 informations, criminal charges. In addition to the number I just gave you, the Tax Division filed 72 informations between June 6, 1970, and September 14, 1970, but service was not obtained on the named defendants.

Thus, the total number of informations filed between June 6, 1970, and September 14, 1970, was 419. Between September 14, 1970, and February 28, 1971, the number of informations disposed of by court action was 480. The number of informations filed by the Tax Division since September 14, 1970, was 330.

Now, in addition to the number I just gave to the committee, 93 informations were filed after September 14, 1970, but were not served on the defendants. Thus, the total number of informations filed from September 14, 1970, through February 28, 1971, is 423.

Mr. JORDAN. Mr. Wixon, I am afraid some of those members are lost on those of us who are not fully familiar with your procedures and designations. What we are trying to do is compare a stepped-up program of tax enforcement since this committee's action on July 1 and the previous calendar year. So, could you give us just a thumbnail

as to what the action of your office, the Corporation Counsel's office, has been in 1970 versus the current 1971 year?

Mr. WIXON. The figure that I last mentioned, 423, represents the number of informations filed by the Tax Division from September 14, 1970, through February 28, 1971. The date of September 14, 1970, is the date that my division became responsible for criminal prosecution in the tax field.

Mr. JORDAN. The total cost of the three positions assigned to the Corporation Counsel's Office was less than $40,000, if I recall.

Mr. WIXON. I believe that is correct.

RESULT OF TAX ENFORCEMENT PROGRAM

Mr. JORDAN. Can you advise the committee as to what has been the direct return to the District Treasury as a result of your stepped-up program of tax enforcement?

Mr. WIXON. I cannot do it specifically. Those figures would be obtainable from the Finance Office, but we would estimate—and we do know of certain amounts that have been collected—that in all probability the figure will be in the neighborhood of $75,000 to $100,000.

VIGOROUS TAX ENFORCEMENT PROGRAM VERSUS LESS VIGOROUS PROGRAM

Mr. JORDAN. Mr. Back, would it be wrong to assume that the indirect income from a vigorous tax enforcement program versus a less vigorous program—would it be possible to achieve a 1-percent increase in total tax collections?

Mr. BACK. It would be hard to say whether it would be possible to achieve that amount, but we think this is the most important aspect of the prosecution program, the spillover effect, rather than the direct dollar collections that would come from a particular case.

It certainly aids our operation when people can determine that if they do not pay they are going to be prosecuted.

CASES RESULTING IN CONVICTIONS

Senator INOUYE. Of the 423 cases disposed of by the courts since September 14, 1970, how many resulted in convictions?

Mr. WIXON. We have, to my knowledge, lost two cases, one of which I tried before a jury; so, I must take the responsibility.

Senator INOUYE. Of those convicted, what was the most severe punishment?

Mr. WIXON. Well, this matter that was mentioned by Mr. Ehrig occurred before my division became responsible for having these prosecutions. And this was, I think you said, 90 days.

Mr. EHRIG. The chairman referred to it.

Mr. WIXON. I think you referred to it.

Senator INOUYE. The most severe was 60 days in jail?

Mr. WIXON. Yes.

Senator INOUYE. Since September 14, 1970?

Mr. WIXON. $1,000 fine.

Senator INOUYE. Suspended?

Mr. WIXON. No, sir; paid. We checked that very recently.

Senator INOUYE. I notice that that is an exception to the rule.

Mr. WIXON. It is an exception, yes, sir.

Senator INOUYE. Most people do receive $100–$200 suspended.

Mr. WIXON. That has been the way the matter has been handled.

Senator INOUYE. Is this what the Corporation Counsel recommends to the court?

Mr. WIXON. No, sir. From time to time, we will make a recommendation on the first offender. It has been the view of the court that the individual has had his opportunity in court and if he repeats the offense, then he knows a more severe sentence will be imposed.

Now, I do not suggest to you, Mr. Chairman, that all of these people are first offenders. That is not correct. But it has been the pattern in most of these cases to suspend sentence.

COLLECTION PROGRAM

But there is a corollary to that which I should mention. The suspension has been conditioned upon the defendants' paying all amounts due the District of Columbia as taxes and thus, as far as I am aware, these defendants have, if not in all, in the overwhelming majority of the cases, paid all taxes due before sentence was meted out. So in that sense we have a collection program which I think is working.

LARGEST SINGLE SETTLEMENT ACHIEVED BEFORE SENTENCING

Senator INOUYE. What was the largest single settlement achieved before sentencing?

Mr. WIXON. Something in excess of $50,000. I think it was $52,000.

Senator INOUYE. What was his sentence?

Mr. WIXON. The president of the corporation, who was charged in that case, had sold the business and moved to Richmond, so no sentence was imposed. We had no way of getting him.

Mr. Chairman, Mr. Ehrig and I both know the place, I have eaten there but I cannot remember the name.

Senator INOUYE. That is quite all right.

Mr. WIXON. If you care to have it, I have it now, sir, Charcoal Hall.

Senator INOUYE. Thank you, sir. Mr. Back, please proceed.

Mr. BACK. Mr. Chairman, I believe that concludes the summary of my overall statement on our fiscal year 1972 budget request. We will attempt to answer any questions that you might have.

TOTAL NUMBER OF EMPLOYEES FOR DISTRICT OF COLUMBIA

Senator INOUYE. At this time, the Chair will include in the record a schedule prepared by your office, dated February 12, 1971, that indicates that the total number of employees for the District of Columbia during calender year 1970, totalled 75,884.

(The schedule follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF FINANCE AND REVENUE,
OFFICE OF DISTRICT ACCOUNTING,
February 12, 1971.

To: Mr. William H. Jordan, U.S. Senate Committee on Appropriations.
From: O. F. Maltagliati, Associate Director, District Accounting.
Subject: Gross Income Ranges as Reported on 1970 Federal Tax Withholding Statements (W–2) for Employees of the District of Columbia Government.

In accordance with our recent conversation, we are returning a breakdown by gross income ranges as shown on the 1970 Federal Tax Withholding State-

ments issued to employees of the District Government. These employees include temporary employees, part-time employees, and full-time employees, including all employee turnover.

0 to $1,000	21,003
$1,001 to $2,000	6,531
$2,001 to $3,000	4,181
$3,001 to $4,000	3,022
$4,001 to $5,000	2,608
$5,001 to $6,000	3,335
$6,001 to $7,000	4,312
$7,001 to $8,000	4,466
$8,001 to $9,000	4,581
$9,001 to $10,000	4,122
$10,001 to $15,000	12,863
$15,001 to $20,000	3,889
$20,001 to $25,000	677
$30,001 to $35,000	72
$35,001 to $40,000	14
Over $40,000	2
Total	75,884

If you have any further questions on this matter, please do not hesitate to call.

TOTAL W-2 WITHHOLDING STATEMENTS

Mr. BACK. I believe that schedule represents the number of W–2 withholding statements that we issued for this particular year.

Senator INOUYE. Of that number, am I correct to assume that approximately 26,000 were part-time employees?

Mr. BACK. No, sir; this would include every person that comes on or off of our payroll during the year, every summer employee, every grant-financed employee. You see, one authorized position might turn over two or three times within a year. We issue withholding statements to each of them.

FUNDED POSITIONS USED TO HIRE TEMPORARY

Senator INOUYE. We were advised yesterday that in the matter of hiring temporary employees, the practice has been to use funds which have been allocated for a funded position and hire temporary. Is that correct?

Mr. BACK. I can only speak for my department in this regard. I cannot speak for the District government. We would only hire a temporary position if a workload clearly had to be met and exceeded any other resources that we had on board.

Senator INOUYE. How do you pay for this?

Mr. BACK. We pay for it out of savings, the same way we pay for overtime.

Senator INOUYE. How do you get the savings?

Mr. BACK. From vacant positions. Positions vacant and turning over.

Senator INOUYE. In other words, from funded positions?

Mr. BACK. Yes, sir; funded positions.

Now, I am referring here to temporary positions that are not funded by appropriations. As I indicated——

Senator INOUYE. I understand.

Mr. BACK. (continuing). Fourteen that are funded. If it is necessary to exceed that amount at a particular time in a particular pro-

gram, we would take a look at our balances. And if we had the funds, we would do one of two things. We would either work people overtime, or we would add another line of temporary people for another 30 days in order to carry out the workload.

Senator INOUYE. In other words, if this committee approved your request for six additional staff people, and you found it necessary to hire temporary employees, you might use the funds set aside for staff for temporary employees?

Mr. BACK. It is not planned to do it that way. No, sir, we need the six positions for ongoing everyday work.

Senator INOUYE. I presume you need all of the other positions that you requested in the past?

Mr. BACK. Quite true. But being realistic, we know that not every position will be or can be filled full time, all of the time. It is just not the nature of things, and budgets reflect this. There is a lapse figure in all of our budgets.

Senator INOUYE. I recognize that, sir, but what I am trying to get at is it would appear from this practice that after we have gone through the budgetary process and relied upon your justification statement, and thereby approved certain positions we find now that funds set aside for these approved positions are used to hire temporary employees which were not approved by this committee?

Mr. BACK. That is not the case in my department, Mr. Chairman, by any stretch of the imagination. We would only hire a temporary clerk or work overtime if there was a workload on us, and the money had been accumulated as a result of vacancies.

Senator INOUYE. Mr. Clark?

NUMBER OF TAXPAYERS IN DISTRICT

Mr. CLARK. Mr. Back, would you supply for the record the number of taxpayers in the District and with that, the number that were taxpayers 1 year ago and 5 years ago?

Mr. BACK. Could I ask for clarification on that?

Mr. CLARK. Actual people who filed and paid their income taxes.

Mr. BACK. Individual income tax?

Mr. CLARK. Yes. Not the corporate tax. Just the personal income tax.

(The information follows:)

Year:[1]	*Number of filers*
1970	338,274
1969	325,293
1964	295,587

[1] Year in which returns were actually filed for the previous year's tax liability.

SUMMARY STATEMENT SHOWING COMPARATIVE INCOME TAX

Mr. CLARK. Secondly, would you supply for the record a summary statement showing the comparative income tax for the District, Maryland, and Virginia, at the taxable income level of $10,000, $20,000, $30,000 per annum?

Mr. BACK. Yes, sir.

Mr. CLARK. Thank you.

(The information follows:)

INDIVIDUAL INCOME TAX LIABILITIES

Taxable income	District of Columbia	Virginia	Maryland		
			State	County surtax [1]	Total
$10,000	$510	$370	$440	$220	$660
$20,000	1,320	870	940	470	1,410
$30,000	2,270	1,370	1,440	720	2,160

[1] County surtax assumed to be 50 percent to reflect actual surtax rates in Prince Georges and Montgomery Counties. Some Maryland counties apply less than the maximum 50 percent surtax and therefore in these counties the total tax burden would be a lesser amount.

JUSTIFICATION OF TRIPS

Senator INOUYE. Mr. Jordan.

Mr. JORDAN. Mr. Back, information available to the committee indicates that in fiscal year 1970, you made 13 trips away from Washington, seven of which were made individually and six in the company of two or more persons. The total cost associated with these trips was $4,900. The committee notes that Commissioner's Order 60–141, dated June 30, 1960, requires complete justification for more than one person to attend meetings and conventions. Will you supply for the record a listing of official trips taken by you in fiscal year 1970, indicating the purpose, destination, and total cost to the District of Columbia, and where indicated the justification for others who accompanied you.

Mr. BACK. I would be glad to do that.

(The information appears on p. 1586 in appendix.)

JUSTIFICATION OF THREE SPECIFIC TRIPS

Mr. BACK. I would be glad to comment on that generally at this time if you would like.

Mr. JORDAN. Perhaps you would like to let me ask one additional question and then you could comment. During the first 6 months of 1971, records available to the committee indicate that you had, in the course of your duties, taken three trips at a total cost of $1,694, one of which was at other than second-class rates. Perhaps you would like to comment on the combination of 1970 and 1971.

Mr. BACK. I would; yes.

Mr. JORDAN. Please do so.

Mr. BACK. In our work, we think it is highly desirable that we actively participate in the professional organizations representing our various areas of work. We participate in organizations such as the National Tax Association, the National Association of Tax Administrators, the International Association of Assessing Officers, the Municipal Finance Officers Association, and several other lesser organizations of a regional nature, such as a sales tax conference, and gasoline tax conference, and these sort of things.

We have found that in some of these conferences, if you are going to get the most from it, you must have more than one individual there. There will be four or five panel sessions, all of which are of vital

interest to us, going at the same time. We attempt to keep the number to a minimum. We make an individual judgment on each of them as to who should go and how long they should be there. These are all submitted, they are all approved from the Commissioner level in a general, overall approval. The records are very clear.

You referred to three trips I have taken this year. One of them happened to be to Honolulu. It was the most expensive one. The National Tax Association met this year in Honolulu.

Senator INOUYE. That is a good place.

Mr. BACK. We enjoyed it very much, Mr. Chairman. And I happened to be elected the president of the organization in Honolulu.

Mr. JORDAN. Was this the trip that was other than second class?

Mr. BACK. That is correct. I made a decision and will submit a justification for the record. It is available to the auditors—that on this particular trip I would fly first class. I usually do not do this, only for special circumstances. I got a rather late start in my campaign for the presidency, I had a paper to prepare which I needed to prepare on the way over. I had a number of committee reports to review. I concluded that I could do this sitting two abreast rather than three abreast, and it was to the best interest of the District of Columbia for me to make every effort to qualify for the presidency of this organization. So in my mind, the trip was fully justified, the manner of taking the trip was fully justified.

Mr. JORDAN. Mr. Back, I would like to ask if you would have one of your associates to come up with the following figure and then I will go to another question. I am going to ask you in a moment, sir, how much is included in your 1971 fiscal year budget for travel? And I am going to ask you how much you have spent to date of that amount.

USE OF MOTOR VEHICLES IN DEPARTMENT OF FINANCE AND REVENUE

But let us leave that while someone finds that figure and let me come to the matter of motor vehicles in your Department. There are 18 sedans assigned to the Department of Finance and Revenue. A review of the use of these sedans for 3 months ending November 30, 1970, shows that during the 62 working days involved, at least one of the 18 sedans was idle and during 32 days four of the 18 sedans were idle. Does this indicate that the Department could operate with fewer vehicles than it has assigned at the present time?

Mr. BACK. I do not think there is any question the Department could operate with fewer vehicles, but I do not think it could operate at the same level of efficiency.

Mr. JORDAN. But if the vehicles were not in use——

Mr. BACK. I think we would have some comment, if we know the figures as to a particular time.

Mr. JORDAN. The time frame is the 3 months ending November 30, 1970. There is no question about which 18 sedans we are talking about, is there?

Mr. BACK. I suppose not; we have 18 automobiles assigned to our Department.

Mr. JORDAN. Whatever views the Department has on the adequacy or inadequacy of this fleet, if you would make it available for the record.

(The information follows:)

The Department of Finance and Revenue is presently authorized 18 automobiles. They are allocated among our various programs as follows:

Activity	No. of Cars	Use of Vehicles
Administration	1	To drive employees to meetings in various District and Federal buildings. To deliver interdepartmental mail and reports which need to be expedited.
Tax Administration	4	Used by Revenue Officers for tax compliance field work. Used by Tax Auditors for audit program field work. Used by messengers attached to these programs to pick up and deliver volume tax forms, mailing envelopes, checks printed at the U.S. Treasury, messages, interoffice memoranda, IBM cards, tapes and other supplies.
Assessment Administration	7	Used by Real Estate Assessors to physically inspect and appraise properties throughout the District of Columbia. Presently there are 38 professional assessors who use these vehicles.
Personal Property	2	Used by Personal Property Assessors for on site appraisal of personal property at business locations throughout the city.
Internal Audit	2	Used by Internal Auditors to travel to District agencies both within and outside the city to audit the accounts of these agencies.
Enforcement	2	Used by Revenue Officers to collect delinquent taxes in the field.
Total	18	

We believe that the size of the fleet is adequate at the present time but may need to be increased in the near future as a result of new or expanded tax programs including: tax evasion and fraud, compliance, discovery, enforcement, audit, and prosecution. The new positions approved in fiscal 1971 will enable us to expand field operations in these various program areas all of which deal with tax delinquency. This could very well require additional vehicles.

Since the time of the GAO report on the use of vehicles in the District we have introduced new scheduling procedures in our Department in order to increase utilization of the vehicles and make for better coordination of vehicle use in those areas where cars are shared by one or more program units. By the very nature of things in a large agency such as the Department of Finance and Revenue there are times when vehicles are not fully utilized, but this does not mean that the vehicles are not needed most of the time. We plan to continue to improve procedures in this area in order to maximize vehicle use and minimize the need for additional vehicles as a result of program expansion.

USE OF AUTOMOBILES: OFFICIAL PURPOSES

Mr. BACK. All right. I would say this in connection with automobiles, since this was the subject discussed by this committee. We have no automobiles that are not used only for official purposes. We have no automobiles that are assigned to any individual for his use. Our automobiles are for official use, and only official use. No one takes an automobile home. As you can well imagine, with our assessing and auditing operations, much of our work is out of the office. Not as much out as we might like. We contend you cannot assess property unless you see it, and if you are going to see it, you have to get out and move around the city.

Senator INOUYE. You are certain that none of the cars are taken home?

Mr. BACK. If one were taken home it would be a violation, Mr. Chairman.

Senator INOUYE. And if it were used for personal purposes, would that be a violation?

Mr. BACK. Yes, sir.

Senator INOUYE. For going to the movies or nightclubs?

Mr. BACK. It would be a complete violation. I would like to correct one thing I just said. In certain instances—this occurs primarily in the use of the two cars assigned to internal audit—if a man is working on an audit, perhaps at Lorton, and driving a city car back and forth for this work, under certain circumstances we would let him keep that car home rather than come down to the office and pick it up, because he goes directly from home. These are the only instances. These are approved. These are not done on the initiative of the individual.

CLARIFICATION OF PARTICULAR CAR AND DRIVER

Senator INOUYE. I would like to bring to your attention a report filed by your agency dated February 22, 1971, signed by you, that is a special report of this passenger-carrying vehicle, a sedan with tag No. 038. What sort of car is that?

Mr. BACK. That is a Ford, Mr. Chairman; that is a car that we have——

Senator INOUYE. The driver's name is Arthur Wade, is it not?

Mr. BACK. Yes, sir; it is. But he is not a driver; he is a clerk. He drives on request.

Senator INOUYE. The purpose for which the vehicle is used, to use your language, sir, as I am not using my language—"chauffeurs Director and staff to meetings and delivers messages."

Mr. BACK. That is exactly what he does.

Senator INOUYE. And he is a clerk?

Mr. BACK. His job is in our personnel unit. We have assigned one car to administration, and this is the car we are referring to. This car is driven when it is used by Arthur Wade, who is a clerk in our personnel unit, and works there except when it is required for him to drive the car to take someone someplace or to deliver a message.

Senator INOUYE. What percentage of the time would he spend in the personnel office?

Mr. BACK. Of course, it varies by different days. But I would say that over half of his time is spent in the personnel office. Perhaps well

over half. There are some days when the driving will take up most of his time.

ASSESSMENTS OF FEDERAL PROPERTY: CAPITOL GROUNDS

Mr. JORDAN. Mr. Back, in your listing of assessments of Federal property in the District of Columbia, do you include the U.S. Capitol?

Mr. BACK. Yes, we do.

Mr. JORDAN. How many acres do you include in the Capitol Grounds.

Mr. BACK. We include in what we call Capitol Grounds 59.0929 acres.

Mr. JORDAN. From your assessment of the Capitol Grounds, can you provide the committee with what you consider to be the market value of that site?

Mr. BACK. Yes, sir; I can. I would not want to stake my reputation on that, though. It is an estimate. I also have attached a chart showing that we would not consider this building to be a part of the Capitol Grounds in our method of keeping the records.

Mr. JORDAN. We are talking about the grounds only, and not the improvements thereon?

Mr. BACK. I am talking about the grounds only; right. We have those figures. Would you like them read into the record?

Mr. JORDAN. Yes, sir; and your assessed valuation and market value as determined from that assessed valuation.

Mr. BACK. We have the Capitol Grounds assessed for $90,092,975. That computes out at $35 per square foot, $1,524,600 per acre, assessed value. Our estimate of market value is $139,509,000. That computes out at $54 per square foot, $2,353,250 per acre.

Mr. JORDAN. That last figure was what?

Mr. BACK. $2,352,250 per acre.

ASSESSED VALUE OF PARK LAND IN THE DISTRICT

Mr. JORDAN. And the total Federal holding in the District of Columbia, what percentage would you estimate to be in park land?

Mr. BACK. I really do not have it completed as to percent of the total.

Mr. JORDAN. Would you supply an estimate for the record?

Mr. BACK. Oh, yes, sir; it is very simple to do. I have the assessed value and estimated market value on Rock Creek Park, but I have not completed the total, but I will submit it for the record.

A. The land area encompassed in Rock Creek is 1,884 acres. This represents 14.2 percent of the total of U.S. land holdings in the District of Columbia of 13,250 acres. Total parkland in the District of Columbia represents 40 percent of the total U.S. land holdings.

Mr. JORDAN. Thank you.

Mr. CLARK. No questions.

Senator INOUYE. Thank you very much, Mr. Back.

(The answers to the following questions are to be supplied for the record:)

TABLES INDICATING ANNUAL BURDEN ON MAJOR STATE AND LOCAL TAXES AND MAJOR TAX BURDEN

Q. Mr. Back, in the past you have supplied the committee with tables indicating the comparative annual burden on major State and local taxes for a family of four living in the Washington metropolitan area, as compared to his suburban neighbor. Do you have such a chart and, if so, would you present it to the committee and discuss its meaning?

Would you also do the same for your table comparing the major tax burdens for other cities?

(The information appears on p. 1580 in the appendix.)

INCREASE OR DECREASE IN SPECIFIC TAXES AND REVENUES OF DISTRICT OF COLUMBIA USING CONSTANT FACTORS

Q. Mr. Back, what information can you supply giving an indication of the increase or decrease in specific taxes and revenues of the District of Columbia using constant factors? By this I mean excluding new taxes which have been added.

Q. What is happening to revenues over the past several years? Do you have a table that would be helpful to us in analyzing these factors?

(The information appears on p. 1592 in the appendix.)

EXTENT OF TAX-EXEMPT REAL ESTATE IN DISTRICT OF COLUMBIA OTHER THAN THAT OWNED BY THE FEDERAL GOVERNMENT

Q. What is the extent of tax-exempt real estate in the District of Columbia other than that owned by the Federal Government?

A. 11.6 percent of land area, 12.2 percent of total assessed value.

Q. Can you supply us with a listing of some of the major and most expensive parcels of real estate exclusive of medical, religious, and educational institutions which would be included in this total?

(The table follows:)

10 HIGHEST PRIVATELY OWNED EXEMPT PROPERTIES IN THE DISTRICT OF COLUMBIA EXCLUDING CHARITABLE, RELIGIOUS, EDUCATIONAL, AND HOSPITALS

	Fiscal year	Total assessed valuation
International Bank for Reconstruction and Development	1972	$18,613,476
International Monetary Fund	1972	8,339,536
National Geographic Society, Inc.	1972	6,699,792
National Education Association	1972	5,565,580
Pan American Health Organization	1972	3,985,336
Brookings Institution	1972	3,688,831
Government of Australia	1972	3,406,381
International Bank for Reconstruction and Development	1972	3,111,000
Army Distaff Foundation	1972	2,600,000
Organization of American States	1972	2,174,400

TOTAL VALUE OF FEDERAL REAL PROPERTY HOLDINGS

Q. Mr. Back, each year your office estimates the total value of Federal real property in the District of Columbia. What is the value of Federal real property holdings here according to your most recent estimate? Is this market value or assessed value?

A. $3,410,108,491 assessed value, $105,713,363 tax (if taxable).

COMPARISON WITH AUTHORIZED FEDERAL PAYMENT

Q. How does this compare to the presently authorized Federal payment?

A. The Federal payment for fiscal 1971 is $126,000,000.

PROPERTY TAXES OR SPECIAL PAYMENT IN LIEU OF PROPERTY TAXES PAID BY THE FEDERAL GOVERNMENT

Senator INOUYE. Of course, it is true that the Federal Government owns substantial real property in many jurisdictions. Those that come immediately to mind are Fort De Russy and numerous other military installations in the State of Hawaii. Then there are, of course, such locations as the Presidio in San Francisco and Fort McPherson in Atlanta which occupy sizable and valuable downtown locations. It is also true that Federal lands constitute a very large percentage of the area of numerous States in the continental United States. Are you aware of any instances other than the District of Columbia where the Federal Government pays property taxes or makes a special payment in lieu of property taxes?

(The information follows:)

Before describing Federal payments to other jurisdictions it should be noted that the Federal payment to the District is not a payment in lieu of property taxes. Implicit in the level of payment is the recognition that the District is limited in its taxing ability because of the Federal presence and the large amount of exempt Federal land in the city. However, the level of payment has never been tied to the property tax. In some years the amount has been lower than that amount which the D. C. property tax if applied to Federal properties would produce and in other years the amount has been higher.

The Federal government or its agencies make special payments of various kinds to local jurisdictions throughout the country. In a few instances these payments are made specifically in lieu of property taxes. In other instances the payments are not strictly in lieu of property taxes but are related to the loss of property tax revenue resulting from Federal presence in these areas.

One of the most common types of special Federal payments are school assistance payments in Federally affected areas. School districts in all 50 states, the District of Columbia, and the four territories receive these payments. The level of payment for each school district is based on a formula which takes into account the number of school children of Federal workers in the district. A greater amount per pupil is allowed for children whose parents live on Federal property and hence do not pay local property taxes. School assistance payments amounted to $507,646,288 in 1970 and are expected to be $536,068,000 in fiscal 1971.

Other types of special Federal payments relate to the 450 million acres of public lands administered by the Department of Interior's Bureau of Land Management. These lands produce revenues from a variety of operations including mineral leases (e.g., oil and gas), timber sales, building material sales, grazing permits, and sales of public land itself. The revenues produced are shared with states and counties. The allocation of receipts between Federal and state and county governments differs with the type of operation and sometimes with the location. For example, states and counties receive 37.5% of revenues from public domain mineral leases (90% in Alaska), 5% from sale of timber (75% in Oregon and California grant lands), and 50% from grazing fees (12.5% in special organized districts). The total amount of payments to the states and counties from these various operations amounted to $86,181,119 in fiscal 1969.

An example of an agency making direct in lieu property tax payments is the Tennessee Valley Authority. As an agency of the Federal Government and in conformance with the legal principle of intergovernmental tax immunity, TVA is not subject to taxation by state and local governments but TVA makes payments in lieu of taxes on its power property and operations out of revenues from the sale of power as required by Section 13 of the TVA Act. The law provides that the payments to the respective states and their counties for any year shall not be less than the higher of (1) the average of state, municipal, county, and district property taxes levied on TVA purchased power property and on the portion of TVA reservoir lands allocated to power for the last two years subject property was in private ownership, or (2) $10,000. Payments in all states except Illinois exceed these minimums by substantial margin; in Illinois the $10,000 minimum prevails. In fiscal year 1969 total in lieu payments to all the states involved were $14,509,633.

ASSESSED VALUE OF LAND AND IMPROVEMENTS IN SPECIFIC SITES

Senator INOUYE. As an indication of how your total figure was compiled, it is my understanding that last fall the Commission staff selected some 20 specific sites and requested data on changes in the assessed valuation of both land and improvements between 1969 and 1971.

I am going to have this summary table included in the statistical section of the hearing. However, I would like to have more detailed information on several of the sites.

(The summary table appears on p. 1596 in appendix.)

Senator INOUYE. How many acres are included in the grounds of the U.S. Capitol which are assessed at $184,499,168 exclusive of improvements? How much is this per acre? If this is an assessed value, what then would be the market value per acre as used in computing your table?

A. 59.0929 acres. The land is assessed at $90,092,975, not $184,499,168. The $184,499168 figure represents a greater area than the Capitol Grounds and includes land under the three House Office Buildings the two Senate Office Buildings, the Library of Congress, the Botanical Gardens, and the Capitol Power Plant.)

$1,524,600 per acre assessed value, $2,352,250 per acre market value.

ACRES ASSESSED IN ROCK CREEK PARK

Senator INOUYE. How many acres are included in Rock Creek Park which is assessed at $14,840,091? How much would this be per acre?

(The information appears on page 1597 in appendix.)

INCLUSION OF FEDERAL CITY COLLEGE IN ASSESSMENT

Senator INOUYE. Does your computation also include such items as the location presently being utilized by the District's Federal City College, the land and the improvements which I note are assessed at $2,166,089?

A. Yes, if by computation is meant the total amount of Federal exempt property.

EFFECT ON DISTRICT BY ANTIDEFICIENCY ACT

Senator INOUYE. The Antideficiency Act (31 U.S.C. 665) provides that an appropriation shall not be charged with obligations in excess of the amount of funds available in the appropriation. It further provides that in case an appropriation is overobligated, a report shall be made immediately to the President and the Congress.

The accounting records maintained by the Department of Finance and Revenue indicate that as of December 31, 1970, the following fiscal year 1970 appropriations were overobligated by the indicated amounts:

General Operating Expenses	$ 570,000
Public Safety	8,478,000
Education	9,543,000
Health and Welfare	866,000
Sanitary Engineering	107,000
Total	19,564,000

1. Is the District subject to the Antideficiency Act?
2. If so, have these overobligations been reported in accordance with the provisions of this act?

A. 1. The District is subject to the provisions of the Antideficiency Act.

2. The overobligations occurred mainly because of the mandatory implementation of pay raises legislated by Congress for which sufficient funds were not available at the time. In all these cases, Congress is aware that supplemental funds will be necessary. After the pay raise implementation, reporting was made by way of requests for supplemental appropriations which were subsequently approved by Congress.

OFFICE OF CORPORATION COUNSEL

STATEMENT OF C. FRANCIS MURPHY, ACTING CORPORATION COUNSEL

ACCOMPANIED BY MRS. GLORIA L. POWELL, ADMINISTRATIVE OFFICER

BUDGET REQUEST

Senator INOUYE. Now we come to the Corporation Counsel. The amount of $2,855,800 is requested for fiscal year 1972 for the Office of the Corporation Counsel, which is an increase of 23 percent over the amount appropriated for fiscal 1971.

I believe that the Acting Corporation Counsel, Mr. C. Francis Murphy, is here to present testimony.

Mr. MURPHY. Yes, sir; Mr. Chairman.

Senator INOUYE. Please proceed, sir.

PREPARED STATEMENT

Mr. MURPHY. Mr. Chairman, I have with me Mrs. Gloria Powell, our Administrative Officer.

I thank you for the opportunity to bring to your attention the needs of the Corporation Counsel for fiscal year 1972. Mr. Chairman, we have submitted a statement for the record. If you prefer, I will summarize that statement.

Senator INOUYE. Without objection, your statement will be made a part of the record.

(The statement follows:)

I thank you for the opportunity to bring to your attention the needs of the Office of the Corporation Counsel for Fiscal Year 1972.

The Office of the Corporation Counsel by statute is charged with the responsibility of providing all legal services to the Government of the District of Columbia. Since the Government of the District of Columbia performs the functions of a State as well as those of a municipality, and the Corporation Counsel, as the chief law officer, serves in a triple capacity; namely, as attorney general in matters which are State functions, as corporation counsel or city solicitor in conducting the legal business of the municipality, and as State's attorney in the prosecution of violations of local law. Through his professional staff the Corporation Counsel conducts the prosecution of all cases, including criminal, instituted by the District of Columbia Government and the defense of all suits against the District of Columbia, its officers, employees and agents for acts arising out of the performance of their official duties. The Office of the Corporation Counsel furnishes legal advice to the Commissioner, the D.C. Council, and the several departments and agencies of the District of Columbia. Legal opinions rendered by the Corporation Counsel, in the absence of specific action by the Commissioner to the contrary, or until overruled by controlling court decisions, are the guiding statements of law to be followed by all District officers and employees in the performance of their official duties.

To provide these services the Office of the Corporation Counsel was authorized a total operating budget in FY '71 of $2,474.5 thousand and 183 employees—95 attorneys and 88 support staff. An increase of $381.3 thousand is requested for FY '72. This increase is only for mandatory items—annualization of prior year au-

thorized positions, $208.1 thousand, within-grade advancements, $50.2 thousand, pay raise for classified employees, $89.0 thousand, salaries for two extra days in FY '72, $32.5 thousand and overtime pay for staff required to assist the courts on holidays, $1.5 thousand. This request provides no increase in staff for FY '72. Therefore, the total request for the Office of the Corporation Counsel for FY '72 is $2,855.8 thousand for a staff of 183 positions—95 attorneys and 88 support staff.

In FY '71 the Office of the Corporation Counsel received a grant under the Law Enforcement Assistance Act to establish a training and technical assistance program. It is estimated that the FY '71 funds expended for this purpose will be approximately $49.0 thousand for 7 positions—2 attorneys, 4 legal interns, and one secretary. It is anticipated that this grant will be continued through FY '72 for an estimated cost of $72.4 thousand for 7 positions.

The main objectives of this program are to: 1) provide special training to prepare new attorneys to perform their specified duties in the Juvenile Division, the Law Enforcement Division and Special Litigation Division effectively within six weeks after appointment; 2) update and maintain a training manual for use of all attorneys; 3) inform new and trained attorneys of recent developments in case law by the use of summaries to be prepared within one week of the decision by the Court; and 4) aid the professional staff by having legal interns research specific legal points. This program has only been in effect since January, 1971, but it is believed it will be of inestimable value in assisting the Office of the Corporation Counsel in providing better and more efficient legal services to the Government of the District of Columbia and in turn to the citizens of the District of Columbia.

This concludes my statement, Mr. Chairman. I will be pleased to undertake to justify or explain any item further.

BUDGET JUSTIFICATION

Mr. MURPHY. The increase in the budget of the Corporation Counsel's Office of $381,300 is only for mandatory items—annualization of prior year authorized positions, $208,100; within-grade advances, $50,200; pay raise for classified employees, $89,000; salaries for 2 extra workdays in the fiscal year 1972, $32,500; and additional overtime pay for staff required to assist the court on holidays, $1,500. There are no increased positions in this budget.

ACTING CORPORATION COUNSEL

Senator INOUYE. Mr. Murphy, I am about to ask you a series of questions. But before I do, I would want you to know that I want the record to be perfectly clear that my action is not intended to reflect in any way on what I understand has been your very fine interim custodianship of the operations of the Corporation Counsel's office. I appreciate your willingness to testify as to the needs of this office. But I believe that the questions I have are appropriate and are ones that the subcommittee would like to resolve at this time.

Mr. Murphy, I understand you are the Acting Corporation Counsel?

Mr. MURPHY. That is correct, sir.

VACANT POSITION OF CORPORATION COUNSEL

Senator INOUYE. Is my information correct that the Office has not been filled by a regularly appointed Corporation Counsel, since Mr. Duncan resigned last spring?

Mr. MURPHY. That is correct.

Senator INOUYE. Exactly when did this occur?

Mr. MURPHY. It was either the last part of April or very early May; approximately May 1, I believe.

RESPONSIBILITY TO APPOINT CORPORATION COUNSEL

Senator INOUYE. Mr. Murphy, who is responsible for the appointment of a Corporation Counsel and what is the reason for what appears to be intolerable delay in filling this vital position?

Mr. MURPHY. The basic appointing power, statutorily, I believe, is in the Mayor. I am not familiar with the reason, sir.

IMPORTANCE OF OFFICE OF CORPORATION COUNSEL

Senator INOUYE. And referring to your statement and to statements made by other responsible officials, I believe I am correct in concluding that we have here in the Nation's Capital, a crime problem of such shocking proportions that it has been assigned by no less than the President of the United States, as a matter of critical national importance. In the past few years, this committee and the Congress have assigned well over $50 million a year in new District and Federal funds for coming to grips with this situation.

The Corporation Counsel of the District of Columbia, together with the U.S. attorney, constitute a vital link between the police and their law enforcement agencies and the Court. The active participation of both offices is absolutely essential to orderly implementation of our new court system. Nothing that I have heard this morning would, in my opinion, justify leaving this office unfilled for almost a year.

DEFER HEARING ON BUDGET JUSTIFICATIONS FOR OFFICE OF CORPORATION COUNSEL

Believe me, Mr. Murphy, I am very much concerned about the budgetary needs of the Office of the Corporation Counsel but I have, however, decided to defer hearing budget justifications for this office until those having authority over the appointment take some action with reference to filling the existing agency vacancy on a regular basis or come forward with a better reason than has been given to date as to why immediate action should not or cannot be taken.

As I said earlier, I do not wish to have you feel that in any way this is a reflection on your custodianship. Because from what I gather, you have done a good job. But once again, I would like to repeat, that I have in my capacity as chairman of this subcommittee decided to defer any action on the justifications of your office until those having to do with the appointment take some action with reference to filling this vacancy.

So with this in mind, sir, I wish to thank you very much for your assistance this morning.

Mr. MURPHY. Thank you, sir.

Department of General Services

STATEMENT OF SAM D. STAROBIN, DIRECTOR

ACCOMPANIED BY:

SONNY CAPUTO, ASSISTANT DIRECTOR FOR OFFICE OF PROGRAM PLANNING
RICHARD WINGATE, PROCUREMENT
MISS HARRIET CARVER, BUDGET ANALYST
MRS. DOLORES WHITE, BUDGET ANALYST

BUDGET REQUEST

Senator Inouye. Our next office is the Department of General Services.

Our next witness is the Director of the Department of General Services, Mr. Sam D. Starobin. The budget request for fiscal year 1972 is $14,273,200, which is 16.3 percent more than the last appropriation.

Are you Mr. Starobin?

Mr. Starobin. I am, sir.

Senator Inouye. Welcome to the committee, sir. Please proceed.

INTRODUCTION OF ASSOCIATES

Mr. Starobin. Thank you, Mr. Chairman.

First I would like to introduce the other members of the Department, who are here with me. To my right is Mrs. Dolores White; and next to her is Miss Harriet Carver, my budget analysts; to my extreme right Mr. Richard Wingate, my procurement officer; and to my left, Mr. Sonny Caputo, who is the Assistant Director for the Office of Program Planning.

OPENING STATEMENT

Mr. Chairman, I would like to make a brief opening statement and then be available for any questions the committee would like to put to us.

Senator Inouye. Please proceed.

Mr. Starobin. The Department of General Services provides a variety of services to other agencies of the District of Columbia Government. These include the acquisition of space either by means of new construction or lease, management of the District of Columbia buildings, repair and improvement of District of Columbia owned buildings, procurement of goods and services, and provision of printing, records management and mail services for the District of Columbia Government. In providing these services, the department provides support for almost every program of the District of Columbia Government. For fiscal year 1972, the department must meet the steadily increasing demand for its services, primarily by improving the efficiency of its services. The increase in funding requested represents mandatory

increases almost entirely and requests only a minimal increase in staffing.

BUDGET JUSTIFICATION

The funds requested for fiscal year 1972 are $14,273,200. This represents an increase of $1,283,200 over the fiscal year 1971 adjusted base. Of this increase, $490,000 is for space rental, $332,700 to annualize space increases included in the fiscal year 1971 supplemental appropriations and $157,300 for new space requests; $511,300 covers mandatory salary increases for the existing personnel authorizations and annualization of building management services for the new police training facility.

To cover increases necessary to maintain essential building services, $192,400. Only $44,800 is requested for new positions. We are requesting 10 positions to provide building management services for the new Fourth District Police Headquarters, which we hope to have completed in fiscal 1972 and two positions are requested to provide a supply programing capability for the procurement activity.

Senator INOUYE. May I stop you at this point?

Mr. STAROBIN. Certainly.

Senator INOUYE. In other words, you are requesting 12 positions?

Mr. STAROBIN. That is right.

Senator INOUYE. And the total amount for the 12 will be $44,800?

Mr. STAROBIN. In this fiscal year. Annualized over the full year, it will be somewhat more.

Senator INOUYE. Thank you, sir.

CAPITAL IMPROVEMENT FUNDS

Mr. STAROBIN. $8,713,200 is requested in capital improvement funds to provide for the continuance of programs to maintain and improve District of Columbia buildings, to permit start of design on the new courthouse for the District of Columbia Superior Court and Court of Appeals, and to initiate master development plans for our facilities and for projected multipurpose facilities. This compares with a fiscal year 1971 Capital budget of $4,283,500.

MAJOR GOALS

Mr. Chairman, this Department is very much a business operation and in order to continue to provide services, we must seek the most modern business management techniques. I would just like to cite a few of our major goals in this area.

In our Capital improvement program, the construction program, where we have more than 300 projects going at any one time, with a cash flow of $50 to $60 million a year, we are introducing a project manager system. This is patterned on similar systems that have been introduced in other places, New York City for instance. We hope by this to speed the process of construction, hopefully, to cut 1 year off this process and thus save up to 10 percent of the cost of any individual project.

In the repair and improvement program, where we have a $10 million program to maintain 700 buildings owned by the District of Columbia government, we have moved into a computerized management system, in addition we have set up teams to perform a periodic

maintenance system, so that every one of our school buildings gets visited by a maintenance team on a periodic basis. We anticipate a saving in dollars but more than that, we anticipate maintaining our buildings in better conditions so that they can function better and we will realize a savings on major repairs.

In our space management function, we have facilities with an annual cost that approximates $8 million for leased facilities and approximately $5 million for owned facilities. We are introducing a space management program to make better use of the space, and establish a coherent municipal complex using the lease purchasing authority recently granted us.

PROCUREMENT ACTIVITIES

In our procurement activities, where we have a program of up to $100 million in procurement of various goods and services, we are moving toward a better system of centralized management. The first essential in this area is to establsh a common supply language and we are asking here for one very small step in this direction by requesting two positions for supply catalogers. They will develop, in cooperation with GSA, a common supply language for the entire District.

Now, Mr. Chairman, in examining our budget, we found that I can offer up to a certain amount of money. In our fiscal year 1971, second supplemental, we requested $175,000 to cover the additional cost of utilities. This was to cover both the additional usage of utilities and the rate increases that took place during this period. For fiscal 1972, we asked for $149,000, again to cover increased usage and anticipated increases. These were introduced or submitted at separate times and in examining them together, we find that if we are granted the $175,000 in the fiscal 1971 second supplemental, we can reduce the fiscal 1972 request of $149,000 by $75,000.

That concludes my remarks, Mr. Chairman. I stand available for any questions.

SCHEDULE FOR HEARINGS

Senator INOUYE. Before proceeding, sir, I would like to make the following announcement. Looking at the time, this subcommittee, I believe, can complete the justification hearings up to and including the public library. Because of other committee requirements, we will not have a hearing tomorrow and this subcommittee will resume consideration of the indepedent offices and agencies on Friday at 11 a.m. We are having an executive meeting at 10; therefore, we will not be able to meet at 10.

So those agencies, following the public library, will be heard beginning at 11 a.m. on Friday.

COSTS OF OFFICE SPACE LEASED BY DISTRICT GOVERNMENT

Now, if I may proceed. What is the cost of the most expensive and least expensive office space leased by the District of Columbia government?

Mr. STAROBIN. The most expensive space that we lease is for the Federal City College at 1331 H St. NW., at $6.36 a square foot. The least expensive office space is space that we have rented for the Health Serv-

ices Administration, Department of Human Resources, at 1808 Adams Mill Rd., at $1.91 a square foot.

DESIGNING AND PLANNING NEW COURT ESTABLISHMENT

Senator INOUYE. I note that you will be responsible for the design and planning of our new court establishment.

Mr. STAROBIN. That is right.

Senator INOUYE. What would be the time rate?

Mr. STAROBIN. Mr. Chairman, if all goes well, I anticipate we can go under design in September of this year. I anticipate a design period of approximately 2 years. I anticipate a construction period of approximately 3 years. I would hope to be able to overlap the design and the construction to a certain extent, perhaps up to 1 year. We could anticipate about the end of 1975 or early 1976, if the possibility of overlapping construction with design materializes. If not, it will be about the middle of 1976, sir.

LOCATION FOR NEW COURT

Senator INOUYE. Where is the site for the new court?

Mr. STAROBIN. It has been designated as fronting on Pennsylvania Avenue, between John Marshall Place and 6th Street, and extending northward on Government land. The northern limit, of course, is Indiana Avenue.

PLANS FOR PRESENT COURT BUILDINGS

Senator INOUYE. What plans do you have for the present court buildings?

Mr. STAROBIN. The present court buildings we hope to maintain in the best possible condition until the time we can move the courts out. After that, I anticipate their use for municipal offices. We have an intermediate move planned for about the middle of next year, when we hope that the Pension Building renovation into courtrooms will be complete. We will then be able to move the six courtrooms out of the Potomac Building into the Pension Building, and also provide the additional courtrooms that we will need for the second phase of the court reorganization plan.

Senator INOUYE. When the present courtrooms have been vacated, what use do you have for them?

Mr. STAROBIN. I do not have a definite use, sir, but I expect with the second phase of the court reorganization, the courts will have need for additional administrative space, and the space vacated will then be available for that purpose.

SITES AND LEASING OF FEDERAL CITY COLLEGE

Senator INOUYE. Do you have any sites set aside for the Federal City College?

Mr. STAROBIN. No, sir; I do not.

Senator INOUYE. Will this college always be housed in leased facilities?

Mr. STAROBIN. I would certainly hope not, sir. The college at present is engaged in a study of their possible sites. We found the original

plans had certain elements of unfeasibility about them. They plan a number of campuses; an in-town campus centering around Mount Vernon Square and an outlying campus in the Fort Lincoln Project Area. These are being looked at in greater detail, sir, and I anticipate they will materialize.

PURPOSE OF TRIP TO LONDON, ENGLAND

Senator INOUYE. This committee has been advised that in 1970, your Assistant Director, Mr. R. G. Wessells, made a trip to London, England, at a travel cost of $1,208.56. Could you advise us as to the purpose of this trip?

Mr. STAROBIN. Yes, Mr. Chairman. This was a sharing of knowledge and experience between the supply system of the city of London, and ourselves. This intent is that there will be a reciprocal visit of a person of Mr. Wessell's stature to our Department some time in the future, where he will perform duties just as Mr. Wessells did there. We will then have the benefit of his experience and knowledge.

Senator INOUYE. Do you feel that the citizens of the city have benefited from this travel?

Mr. STAROBIN. I think so, sir. The business of running a city, as we are beginning to find out, is an art that requires a great deal more science. All of us are searching for ways to make the modern city viable. It is essential to share experience. Continuing in the old patterns is leading us into many blind alleys. I have read the report Mr. Wessells wrote from this trip. He learned many valuable things.

Senator INOUYE. May we have a copy?

Mr. STAROBIN. Yes, sir; I will see that you have a copy. He wrote a very comprehensive report and we are looking to that for any experiences that will be of benefit to us.

(The document is available in the committee files.)

EFFICIENCY OF LONDON

Senator INOUYE. Was London considered efficiently run?

Mr. STAROBIN. I think it is. I would say a city of London's size, that mangaes to keep itself a livable city under present stresses is an efficient city and I understand London is a very livable city.

BUILDING GUARDS

Senator INOUYE. How many building guards do you have under your supervision?

Mr. STAROBIN. My building guards, or special policemen, as I prefer to call them, sir, are broken into two groups.

The authorized positions which appear in this appropriation are approximately 110. In addition, I provide building guards on a reimbursable basis to certain other agencies. This approximates 60. So the total is 170 special police at this time.

Senator INOUYE. Are they all permanent police? Are they hired on a permanent basis?

Mr. STAROBIN. Yes, sir.

UTILIZATION OF DISTRICT OF COLUMBIA-OWNED PASSENGER-CARRYING VEHICLES

Senator INOUYE. The general provisions of the District of Columbia Appropriations Act states that all passenger motor vehicles owned by the District shall be under the direction and the control of the Commissioner. And by order of the Commissioner, your office has been assigned the function of maintaining records of the assignment of all District-owned passenger carrying vehicles, except those assigned to the police and fire departments, and continuing studies of the utilization of them for the purpose of recommending assignment or retirement.

My question is, what studies and recommendations have been made regarding the utilization of the District of Columbia-owned passenger-carrying vehicles?

Mr. STAROBIN. Mr. Chairman, I must admit I personally have made no such studies or recommendations. This is one element of my function that I have not been able to probe into as of this time. Therefore, I have not complied with that provision.

Senator INOUYE. Can we assume that it will now be carried out?

Mr. STAROBIN. Yes, sir.

Senator INOUYE. And upon the completion of your study, this committee would want very much to receive a copy of the report, sir.

Thank you very much, sir.

Mr. STAROBIN. Thank you, sir.

Department of Economic Development

STATEMENT OF JULIAN R. DUGAS, DIRECTOR

ACCOMPANIED BY:

LORENZO W. JACOBS, DEPUTY DIRECTOR
SEAWARD LEE, ACCOUNTING AND BUDGET OFFICER
JESSE JOHNSON, CHIEF, OFFICE OF ADMINISTRATION
CARROLL SWANSON, ADMINISTRATOR, HOUSING DIVISION
CHATHAM T. NOTTINGHAM, ADMINISTRATOR, OFFICE OF LICENSES AND PERMITS
C. M. WARD, CHIEF, OFFICE OF SPECIAL OPERATIONS

BUDGET REQUEST

Senator Inouye. We will next hear from Mr. Dugas, Director of the Department of Economic Development, who has requested $7,388,400 for his agency, which represents an increase of 12.3 percent over the last appropriation.

Welcome to the committee, sir, and please be seated.

INTRODUCTION OF ASSOCIATES

Mr. Dugas. Thank you, Mr. Chairman.

I would like to introduce the Deputy Director, Mr. Lorenzo Jacobs, on my left, and Mr. Seaward Lee, my Budget Officer, on my right.

Senator Inouye. Welcome.

PREPARED STATEMENT

Mr. Dugas. Mr. Chairman, I would like to have my opening statement admitted into the record.

Senator Inouye. Without objection, it will be so ordered, sir.

(The statement follows:)

Mr. Chairman: The Department of Economic Development is assigned the responsibility for planning, implementing and administering programs designed to promote economic activities in the District; protection of consumers; business and professional licensing and regulation; and enforcement of the District's housing, building, zoning and related codes and regulations.

Formerly, the major components of the Department were the Office of Administration, the Bureau of Licenses and Inspections, and the Bureau of Occupations and Professions. In July 1970, a reorganization of the Department along function lines resulted in grouping the licensing, inspectional ,and investigative functions into separate departmental components, and establishing as the major components of the Department the Office of the Director, the Office of Administration, the Bureau of Building, Housing and Zoning, the Office of Licenses and Permits, and the Office of Special Operations. The Department continues to provide support for the Board for the Condemnation of Insanitary Buildings and the Condemnation Review Board. The Budget Submission for the Department reflects this reorganization.

The total Fiscal Year 1972 operating budget request for the Department of Economic Development is $7,388,400. This represents an increase of $369,569

above the Fiscal Year 1971 adjusted base. All of this increase is attributable to mandatory cost, except for $54,400 which is requested for the purpose of providing an extremely modest initial capability (a staff of three) for an Office of Consumer Affairs.

Detailed justifications for the increase, if needed, will be presented when the Committee considers the request for same by Budget Activity, as set forth in the Budget submission.

RESPONSIBILITY FOR NEW FUNCTIONS

Mr. DUGAS. I simply add, before being available to you for questioning, that during fiscal 1971, and anticipated during fiscal 1972, there has been added to my Department, the responsibility for the governance of nine new functions. The first, the regulation of proprietary schools, the regulation of moving van companies, the solid waste disposal regulations, the Psychology Act (Public Law 91–657), an act of Congress——

Senator INOUYE. The what?

Mr. DUGAS. Psychologist. The regulating of psychologists, licensing of psychologists.

Senator INOUYE. Thank you.

Mr. DUGAS. Uniform security guards and detectives, retail credit and installment buying regulations, nursing home administrators, Public Law 91–650, which is a new law relating to dump trucks and concrete mixers, and the increase and sale of publications due to the Administrative Procedures Act.

Mr. Chairman, I read these off as new functions to indicate to you the number of new things that we are being called upon to do in my Department, without any request for an increase and to tell you that we hope to achieve this by the development of new managerial techniques and by the use of automatic data processing hardware. And with this statement, sir, I submit for questions.

JUSTIFICATION OF TRIPS

Senator INOUYE. Thank you, sir. This committee has been advised that approximately 20 individuals who are members of boards and commissions, but not full-time city employees, made trips to 18 cities during the last fiscal year, at a total cost exceeding $6,000. Would you furnish the committee a memo on this, setting forth the justification of expenditures of this type?

Mr. DUGAS. Yes, we will be glad to, Mr. Chairman.

(The information follows:)

As is customary in all of the fifty (50) states, members of occupational and professional licensing boards travel to National and Regional conventions for the purpose of keeping abreast of current developments and exchanging ideas relative to the regulation of the various occupations and professions. At these conferences, such matters are discussed as reciprocal licensing agreements between the states, statutory and regulatory standards required for licensure, new occupational and professional testing methods and services, and administrative procedures dealing with revocation, suspension and denial of licenses. The benefits derived from the members of Boards and Commissions attending these meetings are reflected in improved professional regulation resulting from the information obtained at these conferences. It might also be added that since many of our board members are eminent in their fields of endeavor, they also make valuable contributions at these National and Regional conferences. For these reasons, we believe that these expenditures for travel are warranted.

ACTIVITIES DURING PAST YEAR

Senator INOUYE. Mr. Dugas, would you tell this committee just what your office has done during the past year to provide additional housing in this city and to eliminate slum conditions under which some of the citizens of our capital have lived in the past year, and what effect has your code enforcement program had on the available number of rental units in the city?

Mr. DUGAS. Let me say, first of all, Mr. Chairman, that it is not the responsibility of my office to provide new housing as such.

Senator INOUYE. You are in charge of code enforcement?

Mr. DUGAS. That is correct.

Senator INOUYE. Are you thereby involved in the matter of housing?

Mr. DUGAS. We are involved primarily in the maintenance of the housing supply, Mr. Chairman, and also I suppose in a sense you could say we have had something to do with the provision of new housing in the District, the housing facilities.

RELATIONSHIP OF LANDLORDS AND TENANTS

Let me just talk about that and then I would ask Carroll Swanson who is my Housing Administrator, to come up and give you the more in-depth detail.

Mr. Chairman, when I came to this office about 4 years ago, the housing industry was in a state of disarray. There was constant battle between the landlords and the tenants, and perhaps I had had some responsibility for that, sir, because just before coming into this job, I had directed the neighborhood legal services project. So I came to the office bearing some of the burden which the city was carrying.

One of the things I did immediately upon the assumption of the office was to try to create a climate in which both landlords and tenants could begin to understand the problems of each, and to begin to assume their respective responsibilities.

I think we can safely say that during the past 3 years, although we have had some pretty rotten times, that because of the new relationship between the tenants and the landlords, that we are beginning to see the quality of housing facilities somewhat better. It is not what we desire, of course, Mr. Chairman, but to give you more of a detail, I would hope that Carroll Swanson could come and tell us something statistically as to just how many situations we have engaged in from an inspectional point of view, and all of the other statistics that go into it.

Carroll, would you come up?

SETTING RENT RATES

Senator INOUYE. Before I ask your assistants, I realize you do not have any rent control here in the city, but through your code enforcement, do you indirectly set rents?

Mr. DUGAS. We do not, sir, but I can say this——

Senator INOUYE. What agency protects tenants from being gouged?

Mr. DUGAS. I do not think we have an agency in the District that protects tenants from being gouged, as such. And I do not think that

that has been the problem, Mr. Chairman. Tenants have not complained too much about the amount of rent charged, but rather on the question of the facilities available. I think that that is really the question. It is not a question of gouging here.

We have a market that does not allow for gouging. There is a lot of housing space in the District of Columbia; it is just the question of the quality of it. There are a lot of vacant units in the District of Columbia. There is a question of the size of it. I do not think we have gouging in the sense that people are just being charged excessive rents as such. It is excessive rents for what they get.

Senator INOUYE. That is not gouging?

Mr. DUGAS. I do not think that is gouging in the typical sense.

Senator INOUYE. If I have to pay $100 for a unit that is worth only $50, what would that be?

Mr. DUGAS. I suppose that would be gouging, but I do not think we have those types of extremes here in great numbers, because these are the type of aggravated situations that were present when we had the so-called slum landlords running rampant. We do not have that situation now, Mr. Chairman, such as existed 4 years ago. We have had a great deal of cooperation from the industry itself in bringing up to minimum standards many of the rental units tht we have here. So we do not have that type of situation throughout the industry.

I do not think we can identify more than five or six people in this community who are in the rental business, who we would classify as slum landlords. I do not believe we have more than five or six left in this town.

SLUM LANDLORDS

Senator INOUYE. What have you done with these five or six individuals?

Mr. DUGAS. Right now, we have got two of them in court. I would hope that the court will really level pretty hard on the last one that we have in court. But his case is still pending sentencing. He has pleaded guilty to, I would say, more than a dozen cases, and the court has taken it under advisement pending the study of his financial status.

I do not want to call him by name, but I think it is pretty well known around this community who these people are, and there have been instances where we have had the courts apply rather rigid penalities on some of these landlords. I think it has sloughed off. I do not think we are having the difficulty with this type of landlord that we have had in the past.

Senator INOUYE. Have you filed formal complaints against these five or six individuals?

Mr. DUGAS. We refer cases to the Corporation Counsel's Office almost on a daily basis.

Senator INOUYE. It is a matter of public information, is it not?

Mr. DUGAS. Yes, sir. It is a matter of monthly reporting.

Senator INOUYE. Then why are you reluctant to tell this committee about who these five or six individuals are?

Mr. DUGAS. I am not reluctant. I just do not have them before me at the moment; I am not reluctant to tell you who they are.

Senator INOUYE. Well, I just heard you say they are well known. They are not well known to me, but I assume they are well known to you.

Mr. DUGAS. I can tell you about the one without looking at the records, George Basiliko was the one I referred to.

Senator INOUYE. Would you provide the committee with the other well known five people?

Mr. DUGAS. I will provide the committee with the records we receive monthly from our housing division.

(The information follows:)

The Housing Division of this Department has reported that it considers the following landlords to be the five with which it has the most difficulty: George Basiliko, Diamond Housing Corporation, Formant Realty Co., Maurice Rosenbloom, and Tsintolas Realty Company.

RESELLING PROPERTY TO DISTRICT

Senator INOUYE. Does Mr. Basiliko resell property to the District?

Mr. DUGAS. I do not know, sir.

Senator INOUYE. Do you have the answer?

Mr. SWANSON. I think he does, sir.

Senator INOUYE. He is doing business with us now? Would you like to have your assistant come up now?

Mr. DUGAS. Could you come up now, Carroll? This is Carroll Swanson, our Housing Administrator, Mr. Chairman.

Mr. SWANSON. My name is Carroll Swanson. I am the Housing Administrator. I administer the code enforcement operation in the Department of Economic Development.

IMPROVING CONDITIONS OF HOUSING

I am responding to your question as to what we have done during the past year to improve the conditions of housing in the District of Columbia. I would say, sir, that as the Director has already indicated, in the main, our function is primarily maintenance and conservation of those housing units which are already a standard condition and try to prevent them from falling into a blighted condition, which would need urban renewal to rescue them. Other than this function, we have what we call a federally assisted code enforcement program, which has the responsibility for rehabilitating housing that is a little bit below standard housing, but is not quite bad enough to require urban renewal activity.

We have one such unit in the Trinidad area, which is in the Galludet College area. We have also pending before the regional office of HUD in Philadelphia, a grant for what we call the southeast code enforcement area, which will take in about 600 acres of land in the Near Southeast, and approximately 100 city blocks.

These programs that we are talking about here will really bring about improvement in housing, as opposed to our efforts now, which we are primarily attempting to conserve houses by our program such as our inspection of apartment houses, rooming houses, motels, hotels, convalescent homes and personal care homes, where we made about 10,200 inspections last year.

COMPLAINT CENTER

The other program which we attempt to conserve and respond to the public was our complaint program, where last year we responded to about 25,000 complaints from the public.

Senator, it has been the Director's policy that we attempt to respond to the complaints from the public and this has, in a large part, exacted a very large measure of our resources because, as we indicated, people are becoming more aware of their rights and the fact that they would not be evicted as a result of their exercising their rjghts. We are responding to complaints and for every order that we are writing on a complaint now, we are able to bring a building in to compliance. The rate is high, as the Director has indicated.

PREOCCUPANCY INSPECTIONS

Also, to assure that the people in the National Capital Housing project get a standardized unit, we are cooperating with them in making preoccupancy inspections of all units prior to occupancy by tenants, which we hope will improve their image, and improve the relationship between the National Capital Housing Authority and its tenants. And in some instances, we hope that this would perhaps obviate some court litigation that we have found clogging our courts.

One other function that we have, we make a preoccupancy inspection for all people who are displaced by public activity to assure that they, too, have a standardized dwelling unit prior to being relocated to their new home.

Senator INOUYE. I presume that the tenants you are concerned about also include those receiving public assistance?

Mr. SWANSON. Yes, sir. I would say in a large measure they are principally the tenants of the National Capital Housing Authority.

CONDEMNED HOUSES IN PAST YEAR

Senator INOUYE. In the past 12 months, how many houses or housing units have you condemned?

Mr. SWANSON. How many have we condemned?

Senator INOUYE. Yes, as being unfit for occupancy.

Mr. DUGAS. Would you indulge us just a moment? We have that figure here, Mr. Chairman.

During fiscal year 1970, the number of condemnations was 448. From July 1, 1970 to February 25, 1971, 321 condemnations.

Senator INOUYE. How do you dispose of these cases?

Mr. DUGAS. We dispose of them by either demolition, by ordering demolition, and that is done in two ways, either we demolish them ourselves, Mr. Chairman, or they are razed by the owners.

RESPONSIBILITY OF BUILDINGS RUINED BY RIOTS

Senator INOUYE. Are you in any way responsible for some of the buildings which are still standing, the burned-out hulks as a result of the riots?

Mr. DUGAS. I think Mr. Jacobs, who is the Chairman of the Board of Condemnation of Insanitary Buildings, can respond to that.

Mr. JACOBS. Mr. Chairman, I am not sure that the properties which you refer to are properties which the Board has addressed itself to. I think that immediately after the riots, the Board did inspect buildings which were deemed to have been insanitary and removed all of those buildings. Many of the buildings which you refer to, I think, are properties that are owned by RLA, and there is some question there as to the legal authority of the Board to deal with these properties, inasmuch as they are owned by a Federal agency.

Senator INOUYE. What agency is responsible for these burned-out buildings? Because I would assume, although I have not been in those buildings, that they are unsafe.

Mr. JACOBS. If they are unsafe to the extent that they present a hazard to persons who are on public space, then our Department, the Department of Economic Development, has jurisdiction. Immediately after the riots, there was a thorough inspection of all of the buildings that fell into that category and as a result of a special grant of money that was received from HUD, all of those buildings were taken care of.

Mr. DUGAS. All of those buildings that were structurally unsafe were demolished by emergency crews that were hired by us almost on the spot.

Senator INOUYE. Are you telling the committee that the buildings that are now standing but remaining vacant are structurally safe?

Mr. DUGAS. Structurally safe.

Senator INOUYE. Although they are eyesores?

Mr. DUGAS. Unsightly, yes, sir.

INVOLVEMENT WITH MR. BASILIKO

Senator INOUYE. In the matter of Mr. Basiliko, I asked a question as to whether Mr. Basiliko was leasing property to the city government. I believe you nodded in the affirmative.

Mr. SWANSON. Sir, I have no personal knowledge. I just know from common knowledge that one building he built was leased to, I think, the Department of Human Resources, the Detoxification Center which is in the Shaw Area.

Mr. DUGAS. It is not a slum. It is a new facility.

Mr. SWANSON. It was built specifically for this purpose of detoxification.

Senator INOUYE. I would like to have that information. Would you give Mr. Jordan the necessary information this afternoon?

Mr. DUGAS. Yes, sir.

(The information follows:)

PROPERTIES LEASED BY THE DISTRICT
FROM MR. GEORGE BASILIKO AS
MARCH 17, 1971

Lease # DCFL	Address	Occupant	Expiration Date	Annual Rent
371	1817 13th Street, N. W.	Department of Corrections	Mo. to Mo.	$5,772
506	1825 13th Street, N. W.	" " "	2/28/73	18,228
273	1115 8th Street, N. W.	Department of Human Resources Social Services Administration	Mo. to Mo.	14,400
318	1238 Harvard Street, N. W.	" " "	Mo. to Mo.	5,256
321	1300 Kenyon Street, N. W.	" " "	Mo. to Mo.	5,400
333	1225 Harvard Street, N. W.	" " "	Mo. to Mo.	4,200
400	1308 Girard Street, N. W.	" " "	Mo. to Mo.	4,500
340	4134 Hunt Place, N. E.	Department of Human Resources Health Services Administration	2/28/73	49,176
530	702 15th Street, N. E.	" " "	7/31/75	49,176
531	619 N Street, N. W.	" " "	7/31/75	46,980
			TOTAL	$203,088

Senator INOUYE. Mr. Jordan has a few questions.

COMPUTER WORK NOT ACCOMPLISHED ON PRESENT COMPUTERS

Mr. JORDAN. Mr. Dugas, information available to the committee indicates that during the first 6 months of the present fiscal year, Mr. Gerald F. Daggle and Mr. William A. Stambaugh, Jr., of the Department of Economic Development attended 2-week courses in computer system training at San Leandro, Calif. Detailed information indicates that the total cost of this training to the District of Columbia was $1,144 and $1,179 respectively, with leased car rental as $176 and $198 respectively.

In a recent report the General Accounting Office advised Congress, that the District of Columbia was not making complete use of computers already owned by the District government. It would appear that this training is in connection with the leasing of new computer equipment.

What assurance can you provide that necessary computer work by the Department of Economic Development cannot be accomplished on computers presently available to the District of Columbia government?

Mr. DUGAS. Would you want to respond to that, Jake?

Mr. JACOBS. Mr. Chairman and Mr. Jordan, it is true that we did send two persons to California to undergo training.

Mr. JORDAN. In connection with the leasing of Singer computer equipment?

Mr. JACOBS. That is right. We have a computer capability, we had computer hardware that is not Singer. The capacity of that hardware is very limited. It only has a card capability.

Mr. JORDAN. Is this equipment in the hands of the Department itself or is this in the District of Columbia Share-computer program?

Mr. JACOBS. No, it is the Department's hardware. We found that it did not have the capacity to do many of the things that we needed to do. We had five or six different computer firms come in and discuss with us what they could provide for us. We found that we could take this Singer equipment that would give us much more capability and at a cheaper cost than what we were paying for the equipment that we have.

So we undertook to obligate ourselves to take the Singer equipment. This is new equipment. It has just come on the market. We believe that we were able to get it at the price we did get it because the company was interested in breaking into this market. There were no schools available for teaching persons to operate this equipment, other than in California. And it was because of that reason that we sent both of our computer specialists to California to undergo the training there.

Mr. JORDAN. I appreciate that information, but it has really nothing to do with the question that I asked, if I understood your answer. My question again was, the General Accounting Office has reported to the Congress in a report approximately 18 months ago, that the District of Columbia government was not fully utilizing its share-computer equipment. My question was whether the Department of Economic Development had fully determined that there was no District equipment available to carry out the programs that you envisaged Singer equipment will.

Mr. JACOBS. I think that determination was made as part of the process that we went through. After we had settled on getting the Singer equipment, we did confer and we made a formal presentation to the Office of Budget and Executive Management, and at that time——

Mr. JORDAN. After you had decided on the Singer equipment?

Mr. JACOBS. After we had decided that is what we wanted.

Mr. JORDAN. But you did not go to them to determine if there was unused computer capacity that would carry out the work of the Department before you contracted for the Singer equipment?

Mr. JACOBS. I am not sure we specifically did that. I think that there were some studies made in the District government with knowledge of the fact that we as a department had some computer capability. I do not recall that there was any demand that we relinquish the computer capability we already had.

What I am saying is, I think, that inherent in the approval of the Office of Budget and Executive Management, that we could obtain the new equipment, was a determination that it was desirable for us to have it rather than to use the shared equipment.

AGENCIES DEVELOPING MORE DETAILED COST SYSTEM

Mr. COPPIE. Could we offer a clarification on this point? Mr. Max Chaikin, Assistant Budget Officer for Financial Planning in my staff, has been extensively involved with the computer planning of the District.

Mr. CHAIKEN. I think we are talking about two major features here. The first feature is the share computer which does the central accounting systems work for the District government. Now, as part of that overall system, agencies are developing their own subsystems when they want specialized information or more detailed information than the overall ADP system gives.

Now, the Department of Economic Development is one of the agencies that is developing a more detailed cost system; therefore, they are required to have, in our judgment, their own specific equipment so that they can get the more detailed statements. It is economically advantageous—there is an economic advantage for them to have their own system than to try to tie in for the detailed information to the central system.

To the question of the underutilization of central system ADP equipment, we have currently undertaken studies and we have changed procedures so that that equipment is being utilized to a much larger capacity than it previously was being used. As a matter of fact, I am aware that this system is operating almost on a 24-hour basis and does operate on much night-shift work, so that it can get its requirements out.

JUSTIFICATION OF CAR RENTAL FUNDS

Mr. JORDAN. Mr. Dugas, can you provide the committee with your assurance the $350 in car rental funds for Mr. Daggle and Mr. Stambaugh were necessary in connection with their studies at San Leandro?

Mr. DUGAS. We will furnish that for the committee.

(The information follows:)

Prior to sending Mr. Daggle to California we inquired into the matter of transportation once he arrived in Oakland and we were advised by the Singer Company that they recommended that he use a rent-a-car service. Quoted below is the letter we received from Singer.

Course: System Ten Customer Programing.

Dates: July 13–24.

DEAR MR. DAGGLE: This will confirm your enrollment in the above mentioned course. Classes will be held at the Friden Educational Center, 433 Estudillo Avenue, San Leandro, California, and will begin promptly at 9:00 A.M. daily.

Reservations have been made for you in accordance with your request on the Enrollment Form. If you requested reservations, they have been made for you at the Hilton Inn. No. 1 Hegenberger Road, Oakland, California. To simplify the transportation problem, plan to arrive at the Oakland Airport either directly or via helicopter from the San Francisco Airport. The Hilton Inn will provide ground transportation from the Oakland Airport to the hotel.

You will be required to provide your own transportation while attending school, and we recommend one of the Rent-a-Car services available at the airport, or the Hilton Rent-a-Car available at the hotel.

We are looking forward to meeting you. If you have any questions regarding the school or your travel arrangements, please don't hesitate to contact me.

Sincerely,

D. L. SCHNITTER,
Manager, ASD Marketing Training.

Subsequent to receipt of this letter we checked with members of the Singer Company's Washington staff who had attended the school and was advised that taxi fare between the motel and the school cost in excess of five dollars each way. In addition to this there would be transportation costs between the school and the plant where the hardware was located. Based upon the Singer Company recommendation and of those who had previously attended the school, the use of a rental car was authorized for both Mr. Daggle and Mr. Stambaugh.

Mr. JORDAN. No further questions, Mr. Chairman.

RESPONSIBILITY FOR VISITOR ATTRACTIONS

Senator INOUYE. Mr. Dugas, one of the major sources of income for the city of Washington is a business we call tourism. What office is responsible for visitor attraction?

Mr. DUGAS. Well, really, no office in our government per se——

Senator INOUYE. Your office is the Office of Economic Development; is that right?

Mr. DUGAS. That is correct.

Senator INOUYE. Isn't this type of moneymaking activity economic development?

Mr. DUGAS. It is indeed.

Senator INOUYE. And no one in the city is responsible for tourist development?

Mr. DUGAS. Not in my department, per se. Now, under economic development in the program component, Mr. Chairman, you will notice the Washington Convention and Visitors Bureau receives an allocation of about $250,000 in our budget. That is primarily used to match moneys that are furnished by the business community for this very purpose. If you really want to talk to the agency who has that primary responsibility, it will be Clarence Arata.

RELATIONSHIP WITH WASHINGTON CONVENTION AND VISITORS BUREAU

Senator INOUYE. What sort of relationship do you have with these people?

Mr. DUGAS. I have a strong personal relationship with them. There is no formal relationship with them. I work on a daily basis with Clarence and with the president of the Convention Bureau on the various types of activities that we think will make this a better place in which to live and to attract visitors.

Senator INOUYE. Thank you very much, Mr. Dugas.

PUBLIC LIBRARY

STATEMENT OF FRANCIS X. DOHERTY, ACTING ASSOCIATE DIRECTOR

ACCOMPANIED BY:
JOHN T. CHENEY, ASSISTANT DIRECTOR
FRANCES W. SHIBLEY, HEAD, BUDGET AND FISCAL DEPARTMENT

BUDGET REQUEST

Senator INOUYE. The last office to be considered this afternoon is the Public Library. The amount requested for the Public Library is $6,780,000, which is 21.5 percent over the 1971 appropriation.

The Acting Associate Director of the Public Library, Mr. Doherty, is here to testify and to justify this request. Welcome to the committee, sir.

Mr. DOHERTY. Mr. Chairman, Mr. Joe Y. Lee, the Acting Director, has just been released from the hospital and is still home on sick leave. My name is Francis X. Doherty. I am the Acting Associate Director. I will make a statement in his place.

Senator INOUYE. Please proceed.

INTRODUCTION OF ASSOCIATES

Mr. DOHERTY. I would like to introduce Miss Frances Shibley, who is the Head of our Budget and Fiscal Department, and Mr. John Cheney, who is the Assistant Director.

PREPARED STATEMENT

Mr. Lee prepared a statement which I would like to submit for the record.

Senator INOUYE. Without objection, so ordered.

(The statement follows:)

58-979 O - 71 - pt. 1 - 14

I. Mission and Objectives of the D.C. Public Library

An Act of Congress established the D.C. Public Library in 1896 as the free public library and a supplement to the public education system of the District of Columbia. It operates under a nine-member Board of Library Trustees appointed by the Mayor-Commissioner. In addition to providing informal education, its objectives include cultural enrichment and recreation, as well as information, reference, research and bibliographic services. Full library services are provided free of charge not only to those living in the District but also to all those living outside the District, but having business, employment, or attending school in the District. Other persons residing in counties of Maryland and Virginia adjacent to the District may borrow books from the Library upon payment of a fee fixed by the Board of Library Trustees. Other library services (such as the use of books and other library materials on the premises, information and reference services, etc.) are available free of charge to everyone. The D.C. Public Library is the largest public library available to the population of the Metropolitan Area.

The mission of the D.C. Public Library is built around two basic concepts, excellence and relevance. Excellence is pursued in all aspects of the Library (collection, staff, buildings, etc.). Relevance to the needs and interests of the community is the determining factor in planning and implementing the Library programs. The Library's public service agencies play the dual role as cultural and informational center and as community center for the particular group of users.

In addition to individuals at all age and educational levels, from the pre-kindergarten child to senior citizen, from functional illiterate to scholar, the users of the Library's services include the municipal departments and offices; education, health and welfare agencies; civic organizations and groups; business enterprises; labor and professional organizations; churches; social groups; clubs; etc. On all these levels, professional advisory, reference, bibliographic and research assistance is provided.

The Library is an agency of the Government of the District of Columbia and the Director serves as a member of the Mayor-Commissioner's Cabinet. Coordination of activities with other agencies of the District of Columbia Government in the fields of education, fine arts, social welfare, recreation, and rehabilitation is becoming increasingly important in the Library programs, so as to achieve the maximum effectiveness in the use of library resources in programs of mutual interest. This year has brought important innovations, such as the Library participation in the Service Area Committees, and its administration of a library program financed by the D.C. Model Cities Commission.

All this indicates a broadening of the traditional concepts of public library service toward an increased emphasis on promotion of human welfare as another legitimate objective of the public library, especially under contemporary big-city conditions. In a fluid situation of extreme complexity, the Library pursues simultaneously goals both new and traditional in order to satisfy

the needs, interests, wishes, and expectations of users and groups of users (actual and potential) with vastly different educational and vocational backgrounds. The existence of strong socio-economic and cultural contrasts, so typical of the City of Washington, demands a careful definition of the Library's aims and objectives.

In addition, the D.C. Public Library is committed to the promotion of social progress and a better standard of life for the people of the District of Columbia. It is immediately and explicitly concerned with prosperity, welfare, and the ideal of a "good life," and it provides assistance to achieve these, through a wide variety of means and resources, in all fields of knowledge. Education is obviously the most basic prerequisite for the realization of such goals and for achieving the overall aim of desirable social change. Use of the Library's extensive collection of printed and audio-visual materials is an excellent means of self-development, especially for those who have not received the full benefits of a formal education and vocational training.

The Library's approach is characterized by a need to "reach out," to expand toward the new groups of potential users in need of library services. The emphasis is on attainment of higher levels of literacy and culture. The philosophy of the Library is oriented toward systematic elimination of economic, social, and cultural problems characteristic of contemporary urban society.

Central to this approach is the pragmatic effort to contribute to the solutions of common problems for the common advantage and so to promote, under the new conditions, the Library's traditional role as the focus and rallying point of ideas and of community effort.

II. The D.C. Public Library System

At the present time the system consists of the Administrative Headquarters, the Department of Technical Processes, the Department of Building and Grounds, and the following public service agencies: the Central Library; 19 branches; and the Extension Department, which includes two Bookmobiles, the Schools Division, and Service to Institutions. The Library also administers the D.C. Public Library Model Cities Program (financed through the D.C. Model Cities Commission by the U.S. Department of Housing and Urban Development).

A. The Central Library

The present Central Library, located at 8th and K Streets, N.W., contains the principal collection of books, documents, periodicals, maps, records, educational films, filmstrips, slides, mounted pictures, framed prints, microforms, and pamphlets for reference and lending. It houses the more specialized books, one copy of which may suffice for the entire system, as well as the older books which are badly needed at times but too seldom called for to warrant shelf space in a branch. As of June 30, 1970, the Central Library book collection numbered 537,320 volumes.

The Central Library is arranged on a subject departmental plan, with the following divisions: Art; Biography; Business-Economics; Fiction; Films; Foreign Languages; General Reference; History-Geography-Government; Literature; Music; Philosophy-Psychology-Religion; Sociology-Education; Technology-Science; and Washingtoniana. In addition, there are a Children's Division and a Young Adult Division. Under this arrangement, all library materials relating to a given subject are brought together in the appropriate division. The subject divisions are staffed by librarians specializing in the various fields of knowledge. They give direct assistance to individuals interested in obtaining reference help, advice on reading, and related services, and also take care of the more specialized reference questions which the branches are not equipped to handle.

B. The Branch Libraries

In order to extend its services into the community, the Library operates a system of 19 branches. Each of these maintains a collection of reference and circulating books and other appropriate materials and provides professional staff to give reference, information, and advisory assistance to adults, young people, and children. Exhibits call attention to books and other materials of current or continuing interest. Branch staff members maintain contacts with community groups, visit schools and schedule class visits, film showings, and story hours at the branch. Assistance is given to civic organizations, educational, cultural, and other agencies by furnishing materials for their use and, in most cases, by providing space for meetings. While the book collection of a branch satisfies most of the requirements of the community it serves, it is necessarily limited in scope. Therefore, the resources and staff specialists at the Central Library have to be called upon when circumstances indicate the need.

Additional branches are planned as follows in the second phase of the Library's branch development program: Shaw, Deanewood, Parklands, Fort Lincoln, Columbia Heights, New Northeast, Chillum, New Southeast, Brightwood, and Anacostia-Bolling.

C. Extension Department

The Extension Department provides service to the public in areas where other public library facilities are not available. This is carried out by the following three divisions:

1. Bookmobiles

The Library operates two bookmobiles, each with a capacity of 4,000 volumes. The Bookmobiles visit 22 stops every week.

2. Schools Division

The Schools Division sends sets of books to the individual classrooms in the public, private and parochial elementary and junior high schools in the District of Columbia.

3. Service to Institutions

The Adult Institution Service provides library materials to many kinds of organizations working with adults in adult education programs, homes for the elderly, consumer education programs, and a wide variety of programs for young adults. Services are provided to rehabilitative and correctional institutions such as the D.C. Jail, the Lorton Correctional Complex, Halfway Houses, drug rehabilitation centers, etc. The Juvenile Institution Service sends sets of books to children in hospitals and summer camps, as well as to day care and preschool programs.

D. Model Cities Program

The D.C. Public Library Model Cities Program already operates a bookmobile and soon will have a network of four storefront libraries. Three of them will be opened in March 1971. Although the Program draws funds from the U.S. Department of Housing and Urban Development, the Library has absorbed part of the burden of technical processing, administrative supervision, and of staffing the Program with qualified personnel.

III. 1972 Budget Request

This is the first budget, in many years, not to be presented to this Committee by Mr. Harry N. Peterson, who retired on July 30, 1970, after 23 years of distinguished and most dedicated service as Director of the D.C. Public Library. I am certain that the Committee will share my feelings in giving expression to the indebtedness of the Library, and of its public, to Mr. Peterson as an outstanding public servant, and as a librarian deeply committed to excellence in all aspects of service. The present budget request was prepared by Mr. Peterson before his retirement.

The Operating Budget request for Fiscal Year 1972 is $6,780,000, an increase of $763,400 over the adjusted 1971 appropriation. Of this amount, $282,400 is for required costs. The balance of $481,000 is for the operation of the New Downtown Central Library (Martin Luther King Memorial Library). The funds requested are for eight months maintenance and operation of the building and seven months service for the public service functions.

The allocation of funds for staffing the new building will mark the completion of this important new project--a modern Public Library in Downtown Washington. It will offer among other things increased shelving space, both in the public and closed stack areas, permitting greatly improved reference and research service; increased seating capacity in public reading rooms; extensive duplicating facilities; expanded facilities for the use of films and recordings; an educational television viewing room; numerous conference rooms for citizen groups; an auditorium with seating capacity of 316; a public canteen, a public typing room; and underground parking for 100 automobiles. In all, this will improve both the quality and the quantity of library services and make possible new service programs in the future. It will also become an important cultural center for the City and

the Metropolitan Area. Mayor-Commissioner Washington, the principal speaker at the groundbreaking ceremony for the new building on July 31, 1968, described it as being of utmost significance and lasting value for all the people of the community. He said, in conclusion: "It will also provide one of the keystones for the blossoming efforts to bring new life to Downtown Washington."

The Capital Outlay part of the budget request brings to completion the program of air-conditioning for branch libraries, authorized by the Congress in successive allocations, beginning in Fiscal Year 1967.

Construction for the Shaw Branch Library, 7th and R Streets and Rhode Island Avenue, N.W., will put the Library firmly on course of its second-phase branch building program. This follows appropriations for the site in 1970 and construction services in 1971. The construction of this new branch will provide modern library service for user groups in this urban renewal area of the City. Finally, site funds for branches in Deanewood and Parklands will at last bring the prospect of the long needed library service to these communities.

The Mayor-Commissioner has strongly appealed to the heads of D.C. Government agencies to do their best to cope with current financial limitations by redirecting resources and manpower so as to perform all their functions in the best manner possible. The D.C. Public Library has been making a strong response to his appeal. A great number and variety of management improvement and cost reduction projects have been planned and implemented. In spite of the austerity, the Library has so far continued to provide good service to the public. In fact, it would be unnatural for a major urban library system like this, with its rich resources of books and library materials, buildings and equipment, highly qualified staff, etc., not to grow, not to provide the library public with better services. Indeed, we want these services to be more relevant to needs, more responsive to complex and sophisticated intereste of citizens in every walk of life. This is the goal of the D.C. Public Library in the decade of the seventies.

Joe Y. Lee
Acting Director

SUMMARY OF OPENING STATEMENT

Mr. DOHERTY. I would also like to make a summary of Mr. Lee's statement.

An act of Congress established the District of Columbia Public Library in 1896 as the free public library and a supplement to the public education system of the District of Columbia. It operates under a nine-member Board of Library Trustees appointed by the Mayor-Commissioner. In addition to providing informal education, its objectives include cultural enrichment and recreation, as well as information, reference, research, and bibliographic services. Full library services are provided free of charge to individuals of all ages and educational levels who live in the District and also to all those living outside the District, but who work, or attend school in the District. Other persons residing in counties of Maryland and Virginia adjacent to the District may borrow books from the library upon payment of a fee fixed by the Board of Library Trustees.

The mission of the District of Columbia Public Library is built around two basic concepts, excellence and relevance. Excellence is pursued in all aspects of the library—collection, staff, buildings, et cetera. Relevance to the needs and interests of the community is the determining factor in planning and implementing the library programs. The library's public service agencies play the dual role of cultural and informational centers and as community centers. The library's approach is characterized by a need to "reach out," to expand toward the new groups of potential users in need of library services.

At the present time the system consists of the administrative headquarters, the Department of Technical Processes, the Department of Building and Grounds, and the following public service agencies; the center library; 19 branches; and the Extension Department, which includes the bookmobiles, the Schools Division, and Service to Institutions. The library also administers the District of Columbia Public Library model cities program—financed through the District of Columbia Model Cities Commission by the U.S. Department of Housing and Urban Development.

HIGHLIGHT BUDGET REQUEST

The highlight of the fiscal year 1972 operating budget request is the opening and beginning of regular operations of the new downtown central library: the Martin Luther King Memorial Library. The budget request contains no significant new items except these for the new library. Mayor Walter Washington, the principal speaker at the groundbreaking ceremony for the new building on July 31, 1968, described it as being of utmost significance and lasting value, to serve all the people of the community. He said, in conclusion:

> It will also provide one of the keystones for the blossoming efforts to bring new life to downtown Washington.

The new building, designed by Mies van der Rohe, contains over 400,000 square feet, as compared to only 49,000 square feet in the present 68-year-old central library.

The overall attractiveness of the new central library to the user is substantially increased both by the location of the new building in the heart of the downtown business district and by its modern and com-

fortable facilities. The new building makes it possible to expand or improve services such as assistance to community organizations in program planning; services for inner-city residents; collections of books and other materials for specialized audiences; research materials for students and teachers; expanded class visits for schoolchildren; vocational guidance and consumer education programs.

STAFFING AND MAINTENANCE

The fiscal year 1972 budget request includes only such increases in staffing and maintenance as are absolutely essential for the operation of a facility about eight times larger than the present building. The 54 new positions provided for in the request include 38 in Buildings and Grounds and 16 in public services; these are the minimum number necessary to operate the building at the time it opens.

BUDGET JUSTIFICATION

The library's total operating budget for 1972 is $6,780,000, an increase of $763,400 over fiscal year 1971. Of this amount, $282,437 is for required costs; the rest of the increase—$480,991—represents the 54 positions and other items needed for the new central library.

REGISTERED BORROWERS

Senator INOUYE. How many regular users would you have in the city?

Mr. DOHERTY. We have 232,000 registered borrowers.

TOTAL NUMBER OF VOLUMES

Senator INOUYE. How many volumes do you have in these libraries, the 19 branches and the main library?

Mr. DOHERTY. We have 2,016,000 volumes.

COMPARISON ON PER CAPITA BASIS

Senator INOUYE. On a per capita basis, how does it compare with other areas?

Mr. DOHERTY. It compares fairly well. You mean the entire per capita?

Senator INOUYE. Yes.

Mr. DOHERTY. We will have to supply the exact figures for the record, but I believe it compares quite well.

(The information follows:)

BOOK STOCK PER CAPITA[1]

City	Population (1960 census)	Book stock per capita
Cleveland	876,050	3.8
Boston	697,197	3.5
Milwaukee	741,324	2.6
Washington	763,956	2.3
St. Louis	750,026	1.7
San Francisco	740,316	1.5

[1] American Library Directory, 26th ed., 1968-69.

SATISFACTORY LOCATION OF BRANCH LIBRARIES

Senator INOUYE. Are you satisfied with these branch libraries, that they are located in areas readily accessible to the large number of people?

Mr. DOHERTY. Our policy, philosophy, is that a branch library should serve a radius of a mile to a mile and a half. It should contain approximately 60,000 books, and be about 20,000 gross feet in size. We need more branches. These we have cover the city fairly well, but there are areas where we do not have coverage. This is done right now by the bookmobiles.

BRANCH LIBRARIES IN ANACOSTIA AREA

Senator INOUYE. How many branch libraries do you have in the heavily populated Anacostia area?

Mr. DOHERTY. In the Anacostia area, we have three public libraries: the Anacostia, Fort Davis and Washington Highlands branches.

Senator INOUYE. I believe that area represents about 25 percent of the population, does it not?

Mr. DOHERTY. Yes, sir. We have a request in capital outlay for a site for a branch in the Parklands area, which would make the fourth branch library in that area.

Senator INOUYE. In other words, the people of Anacostia are not getting their money's worth. They represent one-fourth of the population and they have less than one-sixth of the books. Am I correct in that assessment?

Mr. DOHERTY. Are you including everything east of the River?

Senator INOUYE. Yes, the sixth precinct, in other words, sixth police district.

Mr. DOHERTY. Then we have two others I did not include. The reason I just included the three is that I had a similar question at the City Council hearings which specified east of the river and south of Pennsylvania Avenue. If you take everything east of the river, then we have five. We have Benning and Capitol View that would be included with Fort Davis, Anacostia and Washington Highlands. We plan for two more. We are requesting sites for branches in Deanewood, which is in the area north of Pennsylvania Avenue, and Parklands, which is in the Congress Heights area south of Pennsylvania Avenue.

PROBLEM WITH VANDALISM

Senator INOUYE. Is vandalism a problem with you?

Mr. DOHERTY. To a certain extent, yes. We have had a number of broken windows. We have had some typewriters, adding machines, and other equipment stolen. We had a safe broken into. We have had walls defaced and things like that.

Senator INOUYE. Do you consider this serious?

Mr. DOHERTY. We consider it serious enough so that in some of the agencies we have guards during the hours the library is open.

HOURS FOR LIBRARIES

Senator INOUYE. What are the hours?

Mr. DOHERTY. The hours for the Central Library are 9 to 9, Monday through Saturday. For the branch libraries, 9 to 9, Monday through Friday and 9 to 5:30 on Saturday. We are open Sunday in five branches, 2 to 6.

LIBRARIANS

Senator INOUYE. Do all of these branch libraries have librarians assigned to them?

Mr. DOHERTY. Yes, sir.

Senator INOUYE. Have you had any difficulty in recruiting librarians?

Mr. DOHERTY. We have had difficulty in past years recruiting librarians because of the tight market. But in the last year or so this has been loosening up. There are more librarians looking for jobs now than was formerly the case.

COMPARISON OF LIBRARIAN PAY RATES

Sentor INOUYE. How do pay rates for our librarians compare with the pay rates of other areas? Say, in Montgomery County and Prince Georges?

Mr. DOHERTY. I would say that as far as Montgomery County and Prince Georges are concerned, pay rates are about the same. Our difficulty is that the position descriptions in the District of Columbia Public Library have not been reviewed since 1958. Some of them have, but the system as a whole has not been systematically reviewed since 1958. New civil service classification standards came out in 1966, and we are required by law to have our jobs reviewed in a reasonable length of time. We have done some of this but because of money limitations, the bulk of this job remains to be done. Consequently, our grades do not compare favorably with the grades in the Federal Government.

BOOK CENSOR BOARD

Senator INOUYE. Do you have a book censorship board or something equivalent to that in your system?

Mr. DOHERTY. Would you repeat that, sir?

Senator INOUYE. A book censorship board, or a committee that selects the books or a book approval committee or whatever you call it?

Mr. DOHERTY. We have nothing like that. Our advisers in the central divisions are all subject specialists, and one of their responsibilities is to try to get the best books. But we do not have any committee that censors books; no.

Senator INOUYE. You do not have a subcommittee that decides whether you should or should not purchase a book?

Mr. DOHERTY. No, sir. What we do have is the Office of the Coordinator of Adult Services. If there are general problems about subject coverage, they will be discussed with the coordinator of adult services. But we have no screening committee that reviews and decides.

Senator INOUYE. I am a firm believer in the library system. You are not asking for too much. I was hoping you would ask for more. We

might be able to cut out a few drivers and give you more librarians and more books.

Mr. DOHERTY. We would like that. Thank you, sir.

SUBCOMMITTEE RECESS

Senator INOUYE. So if you think you are not getting a fair shake, come around again and let us know. We would be very happy to hear from you.

This subcommittee will stand in recess until 11 a.m., Friday.

(Whereupon, at 12:40 p.m., Wednesday, March 17, the subcommittee was recessed to reconvene at 11 a.m., Friday, March 19.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

FRIDAY, MARCH 19, 1971

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

The subcommittee met at 11:05 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senator Inouye.

DISTRICT OF COLUMBIA

GENERAL OPERATING EXPENSES

OTHER INDEPENDENT OFFICES AND AGENCIES

STATEMENTS OF:
COMER S. COPPIE, BUDGET OFFICER
DR. JAMES L. JONES, DIRECTOR

ACCOMPANIED BY:
JAMES FEATHERSTONE, DEPUTY DIRECTOR
NATHAN VOLKMAN, HOUSING COORDINATOR
SHEDD SMITH, COORDINATOR, COMMUNITY RENEWAL PROGRAM

OTHER INDEPENDENT OFFICES AND AGENCIES: BUDGET REQUEST

Senator INOUYE. The subcommittee will please come to order.

This morning we will continue our hearings with the overall budget requests for "Other Independent Offices and Agencies," which is in the amount of $7,036,100, an increase of 15.5 percent over the 1971 appropriation.

Mr. Comer Coppie, the budget officer for the city, will present the testimony; and following Mr. Coppie's presentation I believe I will have several questions for administrative personnel of several selected agencies who, I understand, are present here this morning. So, once again, welcome to the committee, Mr. Coppie. Please proceed.

VEHICLES AND CHAUFFEUR ASSIGNMENTS

Mr. COPPIE. Good morning, Mr. Chairman. Thank you very much.

Mr. Chairman, I have one very brief statement that I want to read into the record to clarify a statement that the Director of General

Services made in his testimony on Wednesday in response to your question concerning their responsibilities in the motor vehicle area.

I think that the interpretation could have—an interpretation could have been concluded that the District was not doing anything in the motor vehicle area with regard to the reexamination of our requirements in that area. This morning I want to provide this statement to you.

In response to a General Accounting Office report drafted in September 1970 on the subject of "Motor Vehicle Maintenance" by the District government, the Office of Budget and Executive Management set up a task force of District personnel to study this problem. The task force is being coordinated by the Office of Budget and Executive Management, the Department of General Services, and includes knowledgeable and responsible representatives from those agencies having motor vehicle maintenance responsibility, the Department of Highways and Traffic, the Department of Sanitary Engineering, the Police Department, and the Fire Department.

The first objective of this task force is development of a uniform information system which is expected to produce the basic data concerning utilization, maintenance frequency, and overall system and equipment performance. The full implementation of this information system, which is anticipated before the end of fiscal year 1972, will enable us to institute a continuing fleet management program to achieve the highest level of efficiency in all aspects of fleet management.

I think that helps to clarify the question that you raised with the Director of the Department of General Services on Wednesday, and I did want it in the record this morning, Mr. Chairman.

Senator INOUYE. Please proceed, sir.

JUSTIFICATION FOR OTHER INDEPENDENT OFFICES AND AGENCIES

Mr. COPPIE. The appropriation for "Other independent offices and agencies" consists of 17 small offices which primarily perform regulatory functions. The total appropriation request in fiscal year 1972 is $7,036,100 and 76 positions, increases over the fiscal year 1972 base of $835,400 and eight positions.

LARGEST REQUEST FOR YOUTH OPPORTUNITY SERVICES

The single largest request is for the Office of Youth Opportunity Services. This request for $1,982,600 in appropriated funds, plus $1,795,000 in Federal grant assistance, will provide funds directly aimed at all facets of youth development. The Office serves as the overall coordinating body for youth programs operated by public, private, and volunteer agencies.

One division of the Office, the Juvenile Delinquency Division, works directly with delinquency and juvenile justice problems.

The larger Youth Programs Unit works with the community through Neighborhood Planning Councils to operate a variety of programs especially in youth employment, increased skill development, self-improvement, full and part-time employment, economic and business opportunities, and community services.

This emphasis on youth and development of employment opportunity is of high urgency, as we know the unemployment rate for young males, particularly blacks, is consistently higher than other segments of the labor force.

We also expect that final analyses of 1970 census data will show a sizable increase in the District's young population—for example, preliminary study has shown that the number of blacks aged 15 to 24 has almost doubled in 10 years, from 55,000 to 103,000.

REQUEST FOR OFFICE OF HOUSING PROGRAMS

The Office of the Special Assistant to the Mayor-Commissioner on Housing Programs works to promote economically, culturally and socially stable communities in Washington, D.C. Its resources are indirect due to the fact that the District of Columbia lacks direct operational authority in the housing area. The Office is engaged in several planning studies and works closely with Federal agencies such as the Redevelopment Land Agency, the National Capital Planning Commission and the National Capital Housing Authority in order to insure plans and policies in conformance with District policy. We recommend $222,400 in fiscal year 1972 for this Office.

REQUEST FOR COMMISSION ON THE ARTS AND THE STATUS OF WOMEN

In fiscal year 1972, we are requesting staff for two commissions which have been serving the District government without full-time assistance—$30,000 for the District of Columbia Commission on the Arts and $25,000 for the District of Columbia Commission on the Status of Women. Until such assistance is forthcoming, the Commission cannot be as fully productive as their mandates demand. The Arts Commission will be in a far better position to generate private financial support for the arts. The Commission on the Status of Women will be able to pursue the groundwork and recommendations they have already undertaken to insure equal opportunity and self-fulfillment for all women.

COMMISSION ON JUDICIAL DISABILITY AND TENURE

Included in the pending supplemental for fiscal year 1971 and annualized in 1972 at $135,800 are new funds to establish the Commission on Judicial Disability and Tenure, as authorized in the 1970 Court Reform Act.

This Commission will be responsible for insuring the full effective and ethical utilization of the judiciary. This is essential for the fair and proper administration of justice in the District of Columbia.

HUMAN RELATIONS COMMISSION

The Human Relations Commission has an important responsibility: the elimination of illegal discrimination from every phase of public and community life. The fiscal year 1972 budget request would strengthen its capacity to fulfill this responsibility, particularly in the area of equal employment opportunity.

With these funds, it is anticipated that considerable progress can be achieved in implementing a data-reporting system concerning hiring and promotional practices in District agencies The 1972 request, including annualization of the 1971 supplemental is $598,800 and 39 positions.

BOARD OF ELECTIONS

In 1971 the District of Columbia will elect its first Delegate to the House of Representatives. The Board of Elections conducts voter registration and elections for this Office as well as for the board of education and the presidential primary and general elections. Depending upon the schedule of elections falling within each fiscal year, the appropriation request varies from year to year. In fiscal year 1972, a total of $414,000 is requested to maintain current records and conduct a November 1971, election for the board of education and a May 1972, national primary election.

BOARD OF PAROLE

The Board of Parole administers the parole program of the District. The Board determines if and when an offender should be released and the terms and conditions. Obviously, it is most important that each case receive the most careful staff attention to insure judicious and fair treatment to the individual as well as protection for the community. Seven new positions are requested to reduce current backlog and service an anticipated workload increase resulting from the Court Reform Act.

The total request for fiscal year 1972 is $385,400 and 27 positions.

REMAINING INDEPENDENT OFFICES

The remaining independent offices serve the regulatory function, primarily relating to economic enterprise and land use. They are the following:

The Alcoholic Beverage Control Board, controlling all aspects of the alcoholic industry in the District of Columbia.

The Department of Insurance, regulating the business of insurance.

The Minimum Wage and Industrial Safety Board, responsible for insuring the adequacy of wages paid and the safety of places of employment.

The Recorder of Deeds, maintaining records of real property, business incorporation and motor vehicle liens and mortgages.

The Public Service Commission, regulating utility services and securities dealers.

The Zoning Office, maintaining zoning records and providing staff work required by the Zoning Commission and the Board of Zoning Adjustment; and

Office of the Surveyor, the legal record office for all land dealings.

With one exception, we request additional funds in fiscal year 1972 only to meet mandatory increases for the above agencies.

The responsibilities of the Industrial Safety Board have been expanded greatly in two ways: first, the extensive and hazardous

METRO construction work requiring specialized inspections to insure safety; and, second, new national and District legislation calling for further controls and better enforcement of standards. Therefore, we request two additional inspectors to all the Board to conduct the necessary inspection and training programs.

The Board of Appeals and Review is the District's Board for final administrative hearings.

Primarily, appeals are heard from actions relating to housing and building codes, business and retail installment sales licensing, motor vehicle licensing, police and fire retirements, air quality control and firearms licensing.

Most of the latter are new responsibilities since 1968.

In fiscal year 1965, 176 appeals were received, 169 heard and 67 were pending at the end of the year. In 1970, 701 appeals were received, 557 heard and 159 pending.

The Board has a staff of only four positions to handle this heavy workload and therefore as a minimal need, we recommend two additional positions for a total of six positions and $85,700 to enable the Board to function adequately.

CONTRIBUTIONS TO METROPOLITAN AREA AGENCIES AND MISCELLANEOUS CONTRIBUTIONS

The District of Columbia contributes financial support to a variety of agencies which serve the metropolitan area and some special needs of the District of Columbia.

The amount of contribution generally remains fairly stable over the years and is determined by formal agreements and/or legal requirements.

The metropolitan area agencies are supported by all regional jurisdictions and serve areawide problems. They are:

The Washington Metropolitan Area Transit Commission, the regulatory body for public transit. Their 1972 budget request is $126,400.

The Washington Metropolitan Area Transit Authority, responsible for the planning and construction of the regional subway system. Their fiscal year 1972 appropriation request of $38.3 million is contained in the capital outlay budget.

The Metropolitan Washington Council of Governments, the voluntary regional planning and coordinating body, requesting $160,000.

Urban renewal, job apprenticeship and training programs, transportation of school children and promotion of tourism are the special goals assisted by the appropriations requests of the Redevelopment Land Agency, the District of Columbia Apprenticeship Council, the School Transit Subsidy and the Washington Convention and Visitors Bureau.

The requests for RLA and the apprenticeship council are at the previous levels: $6,000 and $5,000, respectively.

For the school transit subsidy, the request of $2.6 million is in accordance with the legislative enactment setting the subsidy paid the transit companies at the difference between 10 cents paid by the child and the regular adult bus fare.

The significant increase of $942,200 is due to recently enacted higher bus fares.

58-979 O - 71 - pt. 1 - 15

The $252,000 requested to assist the Convention and Visitors Bureau will match private contributions from the Washington business community. It is the goal of the Bureau to attract an increasingly higher tourist trade to Washington as the Nation's capital. It is anticipated that more than 19 million visitors will be coming to Washington in fiscal 1972. As we move closer toward the bicentennial celebration of 1976, we expect a great boost to the city's economy from the impact of tourism.

Mr. Chairman, that concludes a brief and comprehensive review of the independent and related operating agencies in the District of Columbia government.

Senator INOUYE. Thank you very much, Mr. Coppie.

The Chair wishes to follow the procedure whereby, without objection, all of the statements prepared by the various heads of the independent agencies will be made part of the record at this time. However, I would like to offer the opportunity to all of these directors to step forward and add to their statements if they so wish.

INTRODUCTION OF WITNESSES

At this time may I call upon Dr. James Jones.

Welcome to the committee. Do you wish to add anything to what Mr. Coppie has said or anything beyond your statement here?

Dr. JONES. I would like, first of all, to introduce my deputy, Mr. James Featherstone.

It is a pleasure to be here to talk with this committee. I should like to point up briefly, to give you an idea of exactly what we do in addition to the statement that we presented.

FUNCTIONS OF YOUTH OPPORTUNITY SERVICES

What we are about is bringing together in a coordinated effort all of the new programs functioning in the various departments, particularly in the District government and the private sector and voluntary sector.

We have over 300 types of programs and as long as I can remember, and I was born and raised here, there needed to be a central place where one could go and say what is going on, what impacts are the programs having, and what do we need to eliminate, improve, and how do we evaluate.

We move to that stage by having a youth strategy room where an agency head and operational directors come together and exchange information on their programs and begin to do the kind of planning and analysis that is necessary.

That is one function of the office which is vital, particularly in this era of reorganization and analysis of what is going on in government.

The other vital part of my office is to act as the State agency for the Juvenile Delinquency Prevention and Control Act of 1968. There is a great deal of interest in the problems of delinquency and in crime throughout the Nation and this office has that responsibility, setting up the machinery, developing the comprehensive plan, and also redirecting those resources already at hand.

PHASES OF PLAN

Presently we are making an inventory, collecting the basic data, and we have a plan for planning which is called for in the legislation, particularly the regulation.

One of the requirements in phase 1 is that you collect the necessary data which you will develop your comprehensive plan on.

Phase 2 of the plan is to develop a comprehensive plan itself which will take care of the needs of all children and youth. This we presently are developing and should be through within a couple of months.

I think close to my heart is the other phase of the program, working closely with the community. Through the 20 neighborhood planning councils we allow the communities to actually diagnose the individual needs of the youth, develop a program, staff that program, and evaluate it and make it function.

LEVELS OF OPERATIONAL PROGRAMS FOR YOUTH

Now, the question has been posed many times: Well, how does this differ from a volunteer program? How does it differ from a recreational program? In the theoretical approach to what we are doing in this city, there are four levels of operational-type programs for youth and we could start at the Federal level.

There are certain programs, upward bound, step-up, those types of programs, that are strictly funded by the Federal Government to include Pride.

Then we have the District government municipal-type programs, the recreation department, USES, and its subsidiary for youth employment.

Then we have the volunteer agencies and HWC, UGF-type funded agencies.

We have added a new stratum to that system and that is the community programs which have their own characteristics and they complement and supplement existing programs. Many cities feel that the Government can do everything, private agencies, but the community ought to be able to look at itself, have the resources and say this is exactly what we want to do in youth programs.

COMMUNITY PARTICIPATION

I shall give this illustration and this will really conclude my presentation.

For example, in a municipal recreation center in any city, if a young person curses, that acting out behavior, the normal reaction is to—you get out of here.

Well, in a community development-run program when he does that, the attitude is: What do we have to do to shape that young man's behavior so that he will not do that? Certainly you cannot shape his behavior by putting him out.

For example, if there is a place where kids go with narcotic problems, well, the community and the rapport of the workers at its heart will be able to analyze without fear of losing their jobs or having a kid with a narcotics problem so they can approach him, talk to him, and see if they can direct him to the proper resource.

So it means that we are asking for—mainly the large bulk of money goes to the neighborhood planning council programs, the staff of the Juvenile Delinquency Control Division, and to administer the total program.

INVOLVEMENT WITH JUNIOR VILLAGE AND FOSTER PARENTS PROGRAMS

Senator INOUYE. Thank you very much, Dr. Jones. I have read your statement very carefully and I have listened to your statements very carefully and I note that there are certain words that are not mentioned. I am wondering if in your position as coordinator of all youth activities you have anything to do with what happens at the Junior Village or the foster parents program. I don't see these things mentioned here.

Dr. JONES. Our position is that we will be coordinating the efforts of Junior Village. What happens is that I will meet with Phil Rutledge—people I meet with to discuss these problems, Phil Rutledge, Joe Cole, police, and a representative from the court. Our actual input, we are serving right now two fold, as technical advisers.

One of the programs we are presently working on in relation to Junior Village is to develop a cadre of 300 college mentors because one of the problems was that they didn't have sufficient people to relate to.

So, right now, through Federal City College with Joe Page, with District of Columbia Teachers College, Dr. Cooke, we are presently recruiting some 300 aides that will spend a part of their requirement time with these young people. That is an immediate relief.

FUTURE OF JUNIOR VILLAGE AND FOSTER PARENTS PROGRAM

Senator INOUYE. You are one of the experts in the city on matters relating to youth problems and recently we have had some controversy as to the future of Junior Village and the future of the foster parents program. As an expert, where do you stand?

Dr. JONES. I think that there is a need for both types of concepts. I think based on our analysis and my personal feeling is that it would be very difficult to put an emotionally disturbed young person into a normal home and expect the parents to cope with him.

I also think that foster homes, depending on the size, could become little Junior Villages if not properly staffed and funded. I think the proper mix is necessary, that Junior Village could become the kind of foster home setting that will take care of those kids that cannot be placed by just the sheer need of care and that we could use foster homes.

I think the monitoring and the monitor resources will be needed for both.

Some kids go to foster homes and they may not receive the treatment that they ought to be receiving because the stipend received by the parent or the foster parent is not sufficient. There have been occasions, and I cannot document them, that some of the parents just might be taking the young people for that stipend. It is not a terrific amount of money but when you are as they say, strung out, it would help.

So I think we have to look into this kind of great push for closing this institution down and opening another.

I think it would be a combination of both that we would strive for.

COST PER CHILD AT JUNIOR VILLAGE

Senator INOUYE. This observation may not be fair, but in our analysis of the Junior Village budget, we have reached a figure of $19 a day per child. Would that be correct? The cost of maintaining, caring for a young person at Junior Village—$19 a day?

Dr. JONES. I would say it may be correct in your analysis but I would think it is far too little. I would have——

Senator INOUYE. You mean it costs more than that?

Dr. JONES. I think it ought to cost more than that and that might be the problem that has been engendered as a result. We are going on a skimpy budget to provide the necessary needs. I mean, you know, $19 for 24-hour-type job per day per child, to many civilians—that is not a great deal of money.

COST PER CHILD UNDER FOSTER CARE

Senator INOUYE. And the foster care program we have been advised runs about $11 a day per child? Would that be about right?

Dr. JONES. I would say at the rate they are operating now, and that would be in my estimation too little an amount, and I think those figures may be pared down to the bare bones and when you start looking at the total needs of an individual in a day care and foster home setting, I think——

PERCENTAGE OF YOUTH NOW USING OR HAVING USED DRUGS

Senator INOUYE. Since assuming this responsibility as chairman of this committee, I have been quite astonished with the extent of our drug problems in the District of Columbia.

As an expert in youth problems, could you assist this committee in telling us about what percent of the youth are now using or have used drugs?

Dr. JONES. Well, in our discussion with Dr. Robert DuPont who has this particular administrative chore, it has fluctuated from 10,000 up to about 20,000, and as the programs which he is involved in, the methadone programs, the surveys, the outreach, I think the figure will stabilize around, between 15,000 and 18,000, and running between the ages of 14 and 21.

Now, a corollary to that is the 1969 police report on youth activities and the preponderance of offenses by youth according to that report is in the area of burglary and theft which you could draw a relationship to getting money to get narcotics. And that figure—because I think it is important—I can submit that figure but you will see that that is the trend and when the 1970 statistical readout of youth offenses becomes available I think that trend will be maintained.

And so I think Dr. DuPont's department in dealing with that problem, it is very crucial in reducing that particular habit.

HIGH RATE OF DRUG USERS IN ANACOSTIA AREA

Senator INOUYE. A few nights ago I spent about 5 hours visiting several of our stationhouses and looking over police activities; and during one of my briefings I was told that in the Sixth District, that is the Anacostia side, that at least half of the young men between the ages of 15 and 24 are using drugs at the present time.

Would that be a correct figure?

Dr. JONES. Approximately half?

Senator INOUYE. At least half.

Dr. JONES. At least half? I would not put it that high.

Senator INOUYE. How high would you put it, sir?

Dr. JONES. I would say between 35 and 40 percent.

Senator INOUYE. Thirty-five and forty percent of the young men between the ages of 15 and 24 are on drugs at the present time?

Dr. JONES. I would say that.

Senator INOUYE. What percentage on the hard stuff? Heroin?

Dr. JONES. I could not answer that at this point. I think Dr. DuPont's records would give us a good idea of how many are on heroin.

CRITICISM REGARDING HIGH-SALARIED STAFF

Senator INOUYE. It appears that recently you have been under fire by the City Council. The Committee on Education criticized your operation by suggesting that there were too many high-salaried staff people in your organization. I believe 20 out of 30 were considered high salaried by them.

What is your response to that?

Dr. JONES. Well, first of all, I think it is their duty to try to pare the budget, the City Council, that is. We have taken a type of hybrid situation. We received the personnel from what is known as the old Commissioner's Youth Council which carried with it some 16 positions. These positions have been established in the budget since 1966—between 1966 and 1967, and when this office was established and given the mandate of administering the Juvenile Deliquency Act, then those positions came over to us and the grade levels were already established which means that we did not in ourselves design those positions.

Fortunately, the grade levels were at such level that we can carry out the mandate of the Juvenile Delinquency Act which is essentially planning and coordinating and it is very difficult to plan with GS–1½'s, GS–2's and GS–3's. So, the 9 and above level reflects that need and to give you an idea, we need at least two statisticians and they are very difficult to come by at any grade, and we had to convert all of those positions to those positions comparable in administering the act. So that accounts for that.

The positions in the youth unit which administers the Neighborhood Planning Council program, the community program, we have 14 such positions of which—9 and above, I think we have about seven.

Senator INOUYE. In other words, you are telling the committee that when you assumed your present responsibility, there were positions that were not necessary but now you find them necessary?

Dr. JONES. More so.

VACANT POSITIONS

Senator INOUYE. According to the vacancy report dated December 31, 1970, out of 30 authorized positions, seven were vacant. How many are vacant at the present time?

Dr. JONES. If you can count yesterday's and today's pending action, we will have five.

Senator INOUYE. Five vacancies?

Dr. JONES. Right.

Senator INOUYE. How long have these been vacant?

Dr. JONES. The statistical—the two supports for the statistical units have been vacant—one has been 4 months and the program analyst's office, 5 months; and our training specialist, 12 months. And these are—in this delay we had, of course, the freeze which was 90 days, the 3-month period, and we also had a conversion factor, to redesign the positions to fit our needs; and, secondly—that accounts for the time delay—and the great difficulty of finding the type of people, particularly the technical people, to administer these programs calls for this delay.

Senator INOUYE. I am very sympathetic with the program you are administering, but you wish to have two more statisticians when you are having trouble filling that one position?

Dr. JONES. I am not asking for any additional personnel at all. I am saying this accounts for a vacancy. I am just at my wit's end looking for statisticians and we are pressing the universities and just really pressing them but they are just as hard pressed.

VACANCY IN TRAINING SPECIALIST POSITION

Senator INOUYE. What was this position that has been vacant for a year now?

Dr. JONES. That was our training specialist.

Senator INOUYE. Have you found that you could carry on your activities without him because you have been for the last year?

Dr. JONES. We have been, and we work on a task basis in our particular shop. That is, we have routine things to take care of and then special things and we utilize every person according to his talents, so we could function but it would be an imposition on all other personnel to take up that slack.

Senator INOUYE. Were you appropriated monies for that 12-month position?

Dr. JONES. Yes.

Senator INOUYE. What happened to that money?

Dr. JONES. Well, we used the money to staff some young people on the courtesy patrol. What happened is that——

Senator INOUYE. These are temporary, part-time positions?

OPERATION OF COURTESY PATROL

Dr. JONES. This is the 45 cents that the District government has to pay to the $1.15 that the Federal Government pays to fund a program involving young people. So with that money and any other I

can scrape up we managed to hire 375 young people and the courtesy patrol which I will submit to you acts as sentinels and watch for people who might do things to their mothers and fathers; and I think this redirection of funds was well spent in terms of what we were doing even though it was not quite in line with what it was appropriated for. And I would like to say that sometimes you are faced with action problems that you have to make some decision on.

Senator INOUYE. Was this an emergency situation?

Dr. JONES. This was—could be termed an emergency situation in terms of the crime and the cry for action to do something so that at least mothers and fathers and youngsters could be on the streets and I think they have done a tremendous job.

Senator INOUYE. I ask this because the budget director has assured this committee that only in an emergency situation would temporary, part-time positions be approved.

Dr. JONES. Well, in my best judgment, and we started the first one out at Mayfair, the people out there said we need something and so I said, well, you know, we are going to act. I might get a little burned but they have done such—I mean, like they go to a laundry room with the ladies and that has reduced molestation. They have recovered three or four pocketbooks abandoned in flight. The response time of the police has been reduced tremendously. Being out there with these bright yellow jackets and two-way radios has been a psychological calming factor and we have about 10 of them.

Senator INOUYE. Are you planning to continue this patrol?

Dr. JONES. Well, what we hope to do is through the appropriate means have the communities who develop these programs assume that burden on a year-round basis.

Senator INOUYE. Are you requesting that in this budget?

Dr. JONES. The $1.9 million goes to the communities and they decide how to use that money and with those programs functioning in there, we would encourage that to happen and I am sure that it will.

Senator INOUYE. I am just curious, the project that you just described appears to me as being a meritorious one. Why didn't you request that in the regular budgetary process instead of having it paid for by another position supposedly essential to the operation but unfilled?

Dr. JONES. Well, at the time of the inception and the need, that kind of mechanism had passed, and so we were unable to even get it in the supplemental budget. What we are really trying to do is establish over the years a $6 million resource for youth employment. You see, what is happening is that we are on grants and as the grants diminish we have to cut out good programs.

So the District government is trying to build for its young people its own NYC resource so that we will know we can hire 25, 30, 40,000 kids every year regardless of the downward trend in grants and stabilize our young people who right now every summer panic waiting for how many NYC slots we will get. Will this grant be cut? And so this is what we are building on, to get a resource in that area.

COMBINING YOUTH OPPORTUNITY SERVICES WITH RECREATION DEPARTMENT

Senator INOUYE. It appears that the City Council made another recommendation that because of the nature of your activities, that your youth opportunity services be made part of the Department of Recreation.

What are your thoughts on that?

Dr. JONES. I think that that is a very, very bad recommendation. I think my office is responsible for the total coordination and the Recreation Department has by law a specific mandate, and becoming a part of that would do—first of all, it would limit the flexibility which we operate with now.

Secondly, it would put us in a traditional mode of operation, so I think the coordinated effort of all of us working together, each specializing in what he is about, will bring about the results that we are trying to achieve.

RECREATIONAL FACILITIES AFFECTING DEVELOPMENT OF YOUTH

Senator INOUYE. Do you feel that playgrounds and recreational areas, open spaces, are necessary for the proper development of young people?

Dr. JONES. Absolutely. Right now we are proposing for the bicentennial that we make Kingman's Island a new Glen Echo. That space out by Kennedy Stadium. And this is one of the major areas, that we don't have a nice recreation-type situation.

We are also hoping to open up the bottom of DuPont Circle and have all the embassies open up a stall. If you have never been under there, we have the big tunnels which are dry. All we need is lighting, indoor carpeting, and that would be an activity and the kids on DuPont Circle, relate to that and some other things. And we would like to put a dome over Banneker swimming pool and playground complex, a 24-hour type of thing.

So open space is vital and we have to redesign what we have.

OBSERVATION OF OPEN SPACES IN THE DISTRICT OF COLUMBIA

Senator INOUYE. I ask this question because in the last 45 days I have done a lot of traveling through the city. I have put in a lot of mileage here. And I note that this city has many, many open spaces, Hain's Point, the Mall, Washington Monument, Lincoln Memorial, the Capitol grounds, but none of these are readily available to the people, especially young people. There are not people's parks. And while driving through those areas where we have people residing, the only open spaces I see other than alleys and streets are schoolgrounds which to me are rather inadequate for recreational purposes.

The DuPont Circle seems fine but how many kids do we have around there that can take advantage of a DuPont Circle diplomatic program you have, and the Kennedy Stadium?

Dr. JONES. Well——

RECOMMENDATION FOR PLAYGROUNDS AND RECREATIONAL AREAS

Senator INOUYE. Do you participate in the policymaking procedure or process to recommend playgrounds and recreational areas for young people?

Dr. JONES. My recommendations go directly to the Mayor, based on the overall picture. I would like to really respond to the use of open space. It is a matter of geographical location and a matter of transportation and I think all due credit should be given to "Summer in the Parks" which has done a tremendous job in terms of bringing those parks to life and providing transportation and programs.

Out of some of the monies that this committee gives my organization, the community plans trips to utilize those spaces, and for the upcoming Easter program we are planning five concerts, youth concerts, in the Anacostia Mall, Meridian Hill Park, Sylvan Theater and Hain's Point; and it is a transportation problem and I think if we do that, get that taken care of, we can utilize all that space.

TEMPORARY EMPLOYEES

Senator INOUYE. Do you still have temporary employees on your payroll?

Dr. JONES. My temporary employees are mainly on the various grants, particularly those in the programs in the communities.

Senator INOUYE. Are any paid from District of Columbia funds?

Dr. JONES. Let me check. I think I have two.

Senator INOUYE. Are they paid by the hour or by the day?

Dr. JONES. They are paid the regular rate by the hour. I think these are 700-hour appointments.

Senator INOUYE. What sort of positions are these?

Dr. JONES. I think these are mainly clerical positions. And we genally bring these people in on a phase-line situation as the summer builds up, our employment roll increases to about 4,000 with all the kids and everybody on it. So we increase it every summer and then it phases out depending on the activity.

COMMENT ON CITY COUNCIL STATEMENT

Senator INOUYE. I would like to give you an opportunity to respond to the City Council. It appears that the Committee on Education there made the following statement. It also chastizes your organization for:

> The obvious lack of and need for dealing with potential delinquents or youths who have become delinquent. The purpose of our juvenile delinquency program should be to deal constructively with the problems of delinquent youth, not to encourage the development of bureaucratic interest groups.

Dr. JONES. Well, I can only consider the source of the statement and the knowledge which they impart. We have presented—let me have the red book here. We presented to the Council, and this is submitted for the record, the interim report on planning for juvenile delinquency prevention and control, and I can say that with the new strategy room, the Youth Advisory Committee which the Mayor has established by order, we are moving in a good direction and I cannot understand the statement myself because we meet and coordinate with all agencies twice a week on a program basis and we are just finishing

up the District government and we will be moving into the private sector.

I made this abundantly clear to the City Council and if we had time, I could show you on video tape a session where the police were presenting to 25 people what they are doing.

So I just do not understand the inaccuracy in these statements based on pure fact.

Senator INOUYE. If you wish to submit that, I will be very happy to receive it, sir.

Dr. JONES. Yes, sir.

Senator INOUYE. Thank you very much, Dr. Jones.

Dr. JONES. Thank you, sir.

(The report was furnished and is in committee file for reference.)

Senator INOUYE. Excuse me, Mr. Clark has a question to ask.

DECREASING AMOUNTS OF FEDERAL GRANTS

Mr. CLARK. Dr. Jones, you mentioned decreasing amounts of Federal grants. I thought, Mr. Chairman, it might be useful to get into this just a little bit.

In your justification it says:

> It is significant to note that grants to the city over the past several years have steadily decreased in amount. This fact has created serious problems for the local government because an initial grant program that dries up or is drastically reduced causes severe social upheavals to local citizens after having their aspirations and desires whetted by such programs.

It is interesting to note that Federal grants for fiscal 1972 are anticipated to be about $1.8 million, whereas your budget is $1.9 million.

I think it might be useful first to look back and ask you to submit for the record over the last 5 years for each year the total amount of Federal grants received for the area, your functions, and the number of personnel that that funded.

For instance, I note this year Federal grants will fund 37 personnel, whereas your own budget only funds 30.

You go on to say in your justification, having said that the Federal grants are going down:

> It is with this view in mind that the D.C. Government is attempting to provide in its base appropriation sufficient funds to ensure that the special needs of our youth are met on an assured and continued basis.

I wonder, since your increase for fiscal 1972 over 1971 is only 4.1 percent and we are all aware of increased costs of salaries and other cost increases for goods, I wonder if you are indeed providing sufficiently to fill these voids?

Dr. JONES. Well, I always—we always submit what we need and by the time it comes here, it is pared down.

To give you an idea of the magnitude of the problem, we need 50,000 jobs for young people in the city, of those who want to work, regardless of their economic or social level. We were able to provide approximately 24,169 jobs from all total resources to include Federal, so we had a void there of 25,000 young people. And this is the kind of thing, and one thing I would like to beg of the committee, if there are monies found anywhere, I would request that they could be earmarked specifically for job development and what we are trying to do is provide an

alternative to antisocial behavior, get the young people into constructive jobs, and reduce crime by having what we call alternatives to crime for earning money.

And I would say that there has been a tremendous improvement in the hardware situation and everyone taking care of the judicial system but we would like to attack the causes, and this courtesy patrol is a good cause and those are the kinds of programs that will reduce crime rather than incarceration, courts, statistical kinds of gain.

Senator INOUYE. I am in full accord with you, sir.

Mr. CLARK. Mr. Chairman, it might be useful when Dr. Jones submits the record for the last 5 years, that he put in the record also in juxtaposition to the amounts of Federal grants, his own budget amounts, and the number of people funded in both accounts for each of the last 5 years so that the committee can have a chance to look at this alleged decrease in grants.

Dr. JONES. I certainly will, sir.

(The information follows:)

In an effort to further enhance the deliberations of the Senate District Appropriations Sub-Committee, the following information is being submitted for consideration in regard to the financial request of the Office of Youth Opportunity Services.

A. Office of Economic Opportunity Grant

In terms of the primary federal grant to the city of Washington, D.C. for Youth Programs, the Office of Economic Opportunity under the authority of the 1964 Equal Opportunity Act, has awarded the city grants over the past several years in the following amounts:

Year	OEO Grant	Period of Grant	Number of Youth Served	Operating Agency
1967	2.57 million	(3 months) June-Aug. 1967	40,000	D.C. Recreation Department
1968	2.16 million	(3 months) June-Aug. 1968	45,000	Youth Programs Unit
1969	1.9 million	(12 months) June 1969-May 1970	50-55,000	Youth Programs Unit
1970	1.8 million	(12 months) June 1970-May 1971	55-60,000	Youth Programs Unit

1971 - The actual 1971 grant is as of this time still uncertain,however, it can be anticipated that the grant will be at least 5% less than the 1970 grant running for a 12-month period.

In light of the anticipated 5% reduction, the OEO grant to the city for Youth Programs will be approximately 1.7 million dollars which is a further reduction of the grant base.

Further, since 1967 when the city received 2.57 million up to the present anticipated grant for 1971 of 1.7 million dollars, this base grant has decreased in real dollars $870,000.00 dollars and to further minimize the impact of the dollar, the grants that originally ran from ninety (90) days must now operate for an entire year on a reduced dollar amount.

B. President's Council on Youth Opportunity Grant/HUD/Labor Department

Through the President's Council on Youth Opportunity, $45,000.00 dollar grants were made available to the city to stimulate the design, development and coordination of Youth Programs in 1968, and 1969, in 1970 the grant was cut to $40,000.00 dollars and it will also be $40,000.00 dollars in 1971. This grant was originally funded by HUD, however, this year, this grant's funding base has been shifted to the Department of Labor. For 1970 and 1971 the grant total represents a cumulative real dollar decrease of $10,000.00.

C. Department of Transportation Grant

In 1969 and 1970 the Office of Youth Opportunity Services received from the Department of Transportation a grant, each summer, for $12,990.00. This grant allowed the city to develop the capability to transport approximately 800 inner-city youth to job sites in the suburban communities. For 1971, the city can no longer anticipate this Department of Transportation grant. (See attached letters from the National League of Cities/United States Conference of Mayors.)

D. Manpower Development Training Act/RSP/Special Summer Recreational Expansion Grant

During the summer of 1970, the Office of Youth Opportunity Services received from the Department of Labor an MDTA/RSP grant to provide recreational and cultural enriching opportunities to the children and youth of the District of Columbia. This grant to the city was in the amount of $228,000.00 and ran from July 15, 1970 to September 5, 1970. This grant will not be forthcoming again in calendar 1971 or Fiscal 72. (See attached letters from the National League of Cities/United States Conference of Mayors.)

E. Neighborhood Youth Corp Fund Allocations

In the area of youth employment, every year the city faces a never ending crisis. To add to this problem the Neighborhood Youth Corp program which is essentially a Department of Labor funded program, has a significant number of slots authorized, however, because the slots are filled almost immediately with a very low attrition rate and the funds allocated by the Department of Labor normally only pay for approximately half of the authorized slots, the participating municipal agencies have had to assume the .45 cents an hour portion of the total hourly rate of $1.60. The following chart will indicate the actual decrease in availability of meaningful job opportunities for children and youth in Washington, D.C.

F. Appropriated Funds

1/	1968	$ 357,600
	1969	$1,162,800
	1970	$1,737,700
2/	1971	$1,708,100*

1/ Office created during FY 1968 through transfer of function from Recreation Department.

2/ Does not include $195,900 transferred for Juvenile Delinquency function.

* Reduction of $29,600 represents the net difference of reductions in the base ($61,000) and increases ($31,400) for mandatory personnel items in fiscal year 1971.

NUMBER AND CATEGORY OF NYC SLOTS
D. C. Government

YEAR	GRANT	SUMMER SLOTS	IN-SCHOOL SLOTS	OUT-OF-SCHOOL SLOTS	TOTAL	SLOT PERCENTAGE
1967	NYC/Labor	4,970	1,150	222	6,342	25-75
1968	NYC/Labor	5,130	851	222	6,203	25-75
1969	NYC/Labor	4,993	851	132	5,976	25-75
1970	NYC/Labor	4,920	851	167	3,938	All NYC's received $1.60 per hour
1971	NYC/Labor	-	-	-	-	

14-15 year olds = 25% of total slots
16-19 year olds = 75% of total slots

14-15 = $1.40 per hour
16-19 = $1.60 per hour

The actual decrease in real dollars from 1970 to 1971 are as follows: $335,990.00.

Office of Economic Opportunity Grant	$ 90,000.00
President's Council on Youth Opportunity Grant	5,000.00
Department of Transportation Grant	12,990.00
Manpower Development Training Act/RSP Grant	228,000.00
Total	$335,990.00

Since 1967 the city has cumulatively lost approximately $1,120,990.00 in federal grants to the city while having to expand services from three (3) to twelve (12) months and to also absorb the cost of recent inflationary trends.

Office of Economic Opportunity Grant	$870,000.00
President's Council on Youth Opportunity Grant	10,000.00
Department of Transportation Grant	12,990.00
Manpower Development Training Act/RSP Grant	228,000.00
Total	$1,120,990.00

UNITED STATES CONFERENCE OF MAYORS

Youth Opportunity Programs

The attached letter was sent to the Vice President last week by the National League of Cities and U. S. Conference of Mayors. High-level Administration attention must be focused upon the importance of avoiding the lagging and inadequate federal efforts in previous years to assist cities in dealing with the problems of summer unemployment among the nation's youth. The objective of the letter is to obtain an increased and timely federal commitment through a request for supplemental appropriations if necessary.

There are five elements of concern: (1) the number of Neighborhood Youth Corps slots to be made available nationwide and the number of weeks, number of hours per week, and the hourly stipend which these slots will cover; (2) the apparent intention not to repeat the Recreation Support Program financed last summer out of last minute supplemental appropriations; (3) the apparent intent not to repeat last summer's Youth Transportation Program; (4) the need for rapid announcement of the federal action we can expect; (5) the recent transfer of responsibility for Youth Opportunity Program Development Grants from the President's Council on Youth Opportunity to the Manpower Administration of the Department of Labor. The letter to the Vice President addresses primarily the first four points.

We urge that you express your concern for rapid Administration action establishing more meaningful NYC levels and reinstituting the Recreation Support and Transportation Programs. Do so by contacting the Office of the Vice President with copies to Leonard Garment of the White House, Secretary of Labor James Hodgson, OMB Director George Schultz, your Senators and Congressmen, and to Senator Javits. We have requested announcement of Administration actions by April 1.

The National League of Cities and U. S. Conference of Mayors is carefully monitoring the assumption of responsibility by the Department of Labor for the Program of Youth Opportunity Grants. Regional Manpower Administrators should receive shortly from the Manpower Administration instructions for funding Youth Opportunity positions. At this stage, it appears that funding will be provided to those cities which were previous recipients of funds under the program operated by the President's Council on Youth Opportunity and (1) have a CAMPS program, or (2) have been funded by the Department of Labor for a Manpower planning staff. We will keep you advised of developments.

58-979 O - 71 - pt. 1 - 16

UNITED STATES CONFERENCE OF MAYORS

Dear Mr. Vice President:

Last summer our organizations worked closely with your Office to expand opportunities for youth in several ways. These included increasing the Neighborhood Youth Corps (NYC) enrollment to 414,000 slots nationwide, promoting the effective use of an approximately $13 million Recreation Support Program, and administering for the Federal Government a $1.5 million special summer transportation project.

We are distressed to learn that these programs which were of great assistance last summer, as in previous years, are to be cut back or eliminated this summer. Specifically, we understand that:

-- NYC, while ostensibly to be repeated at 414,000 slots, is actually being reduced since each slot will represent only eight weeks of employment rather than last year's ten; and this despite a one-third increase in the rate of unemployment since last summer;

-- last year's $13 million Recreation Support Program is not to be repeated, and

-- transportation funds in support of summer youth activities will no longer be made available.

We have canvassed the Nation's fifty largest cities and spot-checked several smaller cities. In the face of harsh unemployment conditions, principal officials of these communities have vigorously reaffirmed the value and need for the recreation and transportation funds and indicated that nationally 630,000 NYC slots are needed and can be utilized effectively. Hence, we recommend that you, as Chairman of the President's Council on Youth Opportunity, intervene so that the Federal Government will:

-- eliminate all NYC matching requirements and provide for summer 1971, 630,000 NYC slots nationally, each slot to be funded for ten 32 hour work weeks for which the hourly stipend should be $1.60;

-- again provide a $13 million Recreation Support Program to the Nation's cities among which the money should be apportioned on the basis of relative poverty populations;

-- again make available $1.5 million for transportation in support of summer youth programs, distribute it on a formula basis as in previous years, eliminate matching requirements, and remove the restriction that the funds be used solely for employment and employment-related activities, and

-- take and announce such action as soon as possible, in no event later than April 1, 1971, thus aiding in the judicious planning and careful expenditures of the available funds.

In addition, Mr. Vice President, we remain interested in the future of the Youth Coordinator Program (Youth Opportunity Program Development Grants) and will send you our comments in this regard shortly.

Sincerely,

/s/ Patrick Healy
Executive Vice President
National League of Cities

/s/ John J. Gunther
Executive Director
United States Conference of Mayors

BREAKDOWN OF EMPLOYED WORK FORCE

Mr. JORDAN. Dr. Jones, over the last several days in this hearing record there is testimony that the District of Columbia's employed work force is 342,000 people. There is also testimony in this record that last year, during calendar 1970, 79,000 people received W–2 forms for having been employed by the District of Columbia government.

What would you suggest would be an appropriate ratio of employees total work force? You mentioned 50,000, the need for 50,000. You don't mean all of that in the form of government employees, do you?

Dr. JONES. No, that was broken out into Federal, private and local government.

RATIO OF EMPLOYEES HAVING WORK RELATIONSHIP WITH THE DISTRICT OF COLUMBIA

Mr. JORDAN. And how many would you suggest having a work relationship with the District of Columbia government?

Dr. JONES. Right now we are trying to squeeze out about a 3 to 1, but we have the problem, well, we don't have moneys appropriated for that mandate that came out with the Johnson administration in terms of hiring young people. So the department heads have to wait until the last minute to say, "well, I just cannot find money for three kids even though I could employ them."

So this is another kind of mandate imposed without funds to carry it out and people kind of take those lapsed funds. But let me say one thing in regard to this.

There are 50,000 jobs in the city and right now we are on a campaign to have each doctor, lawyer, consultant firm, lobbying firm, Congressman, pick up one kid and if we do that, we wouldn't be in this terrible bind, but it is difficult.

I have a young man, Bob Turtle, who will be presenting this concept to the American Bar Association. One thing will happen. As we get the occupational information, exposure to a city whose business is services to Government, and intellectual kinds of employment, but we rely on the laundries and the stores—how do we get our young people into those positions that will enable them to see what other fields of employment are?

So a 5- to-1 ratio in the Government would be good and some kind of tax rebate or something for private industry to pick up one kid at $1.60 an hour. They don't even have to take a poverty kid. Take a good kid who is all "A's."

Mr. JORDAN. I think that is fine but what I wanted to make sure, you were not proposing that all 50,000 be added to the personnel rolls of the District of Columbia and even on a temporary basis, were you?

Dr. JONES. If I could get 50,000 jobs for kids, I woudn't care where they come from. I mean, to be brutally frank.

Mr. JORDAN. Thank you, very much.

Senator INOUYE. We will try to help you, sir. We have found some spare money around here.

Thank you very much.

Dr. JONES. Thank you, Mr. Chairman.

Senator INOUYE. Thank you very much, Mr. Jones.

(The statement follows:)

Mr. Chairman, I am Dr. James L. Jones, Special Assistant to the Mayor-Commissioner for Youth Opportunity Services. I would like to take this opportunity to express my sincere appreciation for the privilege of appearing before you today.

In my testimony before you today, I shall outline for you and your distinguished Committee Members how the Office of Youth Opportunity Services provides a vital and needed mission in the total scheme of municipal delivery of goods and services to the citizens of the District of Columbia.

To carry out these responsibilities, this Office is requesting 1,982.6 thousand dollars for FY 1972. This request is 46.2 thousand dollars more than FY 1971's request, however it represents only the mandatory revenue necessary to cover the most recent Federal pay raise. This does not allow for any increase in levels of programs.

The Office of Youth Opportunity Services serves as the overall coordinating unit for all youth programs of the District of Columbia. One of its major purposes is to insure that each and every program related to youth is functioning in a harmonious fashion to produce the most desired effect on the children and youth of the District of Columbia. Through this Office, the public, private, and volunteer agencies who have programs serving youth, come together to coordinate their efforts. These coordinated efforts are affected at every level, that is from the Mayor's Cabinet level, down to the operational and service level. THIS OFFICE SERVES AS THE CHILD ADVOCATE OFFICE.

Through a Youth Strategy Room in the Office, information relating to approximately 300 programs serving youth is collected, inventoried, classified, recorded, evaluated, and disseminated for the conveniences of all citizens of the District of Columbia. In addition to this major function, the Office of Youth Opportunity Services has the responsibility of serving as the State Agency for administering the Juvenile Delinquency Prevention and Control Act of 1968, which includes developing the comprehensive plan for eliminating juvenile delinquency. It also has an additional function of support of the activities of all community based youth programs through the Neighborhood Planning Councils. Specific community based youth programs are designed and developed in conjunction with community residents in the areas of Economic Development, Youth Employment, Youth Enterprises, and Skills Training types of programs. This elements' programmatic effort is based upon the cooperative coordination between government and citizens in an effort to up-grade the exposure and experiential base of those citizens receiving goods and services affecting youth development and citizenship.

The Office of Youth Opportunity Services, also through its Youth Programs Unit, has effectuated on a continuing year-round basis, an effective on-going program of participatory democracy that embraces the involvement of youth at a very early age. The motivating philosophy that carries and sustains such an effort is that if young citizens can acquire, or be

exposed to the basic rudimentary skills of practicing citizens, it will enhance their competencies and sense of responsibility for positive citizenship as they increase in growth, knowledge, and wisdom.

Other areas of responsibility and significance that are coordinated and supported by the Office of Youth Opportunity Services' Youth Programs Unit are: a massive summer feeding program, coordinated with the U. S. Department of Agriculture, D. C. Public Schools, D. C. Recreation Department, the Neighborhood Planning Councils, and the U. S. Park Service; a series of city-wide programs designed to enrich the experiential base of inner-city youth and to afford some youthful residents avenues for continued educational pursuits; and the development of programs that facilitate the smooth and easy transition from young citizen to adult responsible citizenship.

To support these programmatic efforts, the Office of Youth Opportunity Services is requesting 1,761.2 thousand dollars. to carry out its efforts in the area of community based and coordinated programs. Also, this Office is requesting 221.4 thousand dollars to operate its Juvenile Delinquency Office making a total appropriated request of 1,982.6 thousand dollars. It is significant to point out at this time that the dollar figure being requested represents the same level of funding and operation as that of FY 1971. It is anticipated that even with the same level of funding, it will be a tremendous task to maintain the same level of programming due to the heavy impact

of inflaction and the increased cost of delivering the same goods and services to the citizens of the District of Columbia.

It is anticipated that the Office of Youth Opportunity Services will receive approximately 1.95 thousand dollars in various grants. This approximation would mean that the Office could anticipate a possible resource base of 3,777.6 thousand dollars.

It is significant to note that grants to the city over the past several years have steadily decreased in amount. This fact has created serious problems for local government because an initial grant program while innovative, creative, and meaningful in intent and purpose that dries up or is drastically reduced, causes severe social upheavals to local citizens after having their aspirations and desires whetted by such programs.

Along with the established priorities of the Office of Youth Opportunity Services, it is increasingly called upon to plug in the gaps and voids created by the reduction and/or ending of various grant programs. It is with this view in mind that the D. C. Government is attempting to provide in its base appropriation sufficient funds to insure that the special needs of our youth are met on an assured and continued basis.

The 221.4 thousand dollars requested for the Juvenile Delinquency Unit of the Office of Youth Opportunity Services, represents the cost of the professional staff that operates as the State Planning Agency for the implementation of the 1968 Juvenile Delinquency Prevention and Control Act.

In conclusion, it is significant to note that the community-based programs designed to meet the needs, aspirations, wishes and desires of the youth of the District of Columbia have matured and become much more sophisticated since the maiden year of 1968.

In 1968, enrichment type programs were basically recreational and educational in focus and thrust. Programmatic efforts were directed toward increased experiential exposure for a larger segment of the youth population of the District of Columbia. In the summer of 1968 approximately 45,000 to 48,000 children and youth were involved with government sponsored enrichment type programs to varying degrees.

In 1969 the District of Columbia's enrichment program efforts centered around on-going projects for continuous enrichment to the extent that more skill development and training were incorporated into the total program design and format. Also greater emphasis was placed on youth involvement in the decision-making and program development aspects of community-based youth programs. During the 1969 Program Year, approximately 50,000-55,000 children and youth of the District of Columbia were serviced. Also, for the first time a cooperative massive feeding program for children and youth was designed and carried out.

In 1970, community-based programs impacted upon approximately 62,000 children and youth of the District of Columbia. From a prime focus point of view, in 1970 heavy

emphasis was placed upon skill training and development, youth economic enterprise and training, and increased employment opportunities for children and youth living in the District of Columbia. This programmatic effort placed expressed emphasis on job exposure and acquisition and informational exchange to enhance the process of orderly systems matriculation, the reduction of anti-social youthful behavior, and the development of negotiable skills of good citizenship.

The Office of Youth Opportunity Services feels that the present programmatic thrusts through its Youth Programs Unit and its Juvenile Delinquency Unit have significantly impacted upon the area of youth concerns to feel that within the next twelve to twenty-four months, an appreciable measure of positive responses of social interaction will be available.

The funds requested for the Juvenile Delinquency Unit will be utilized to:

1. Continue the coordination of all youth programs in the District of Columbia;
2. Continue the development of the city's twenty four-hour Referral Center for Youth Programs;
3. Continue the development of the Comprehensive Plan to combat juvenile delinquency;
4. Continue developing a Management Information System to insure that current information is collected on all youth-related programs;

5. Continue collecting data on youth problems, characteristics of youth, and profiles on youth -- serving as a center for data analysis;
6. Continue evaluating youth programs of the District of Columbia; and
7. Complete the development of the Youth Strategy Room.

YOUTH STRATEGY ROOM

General

The Office of Youth Opportunity Services provides for on-going monitorial and evaluatory supervision of all youth programs in the District of Columbia through the Youth Strategy Room. This Room will enable a future compilation of all youth program data to better afford their constantly responsive assessment and improvement. Additionally, the information thus gleaned and contained in the Youth Strategy Room will provide a readily accessible information retrieval system for utilization by all members of youth-oriented programs and governmental agencies.

Youth Strategy Room

The Youth Strategy Room will provide a centralized location for gathering information relative to all existing and proposed youth programs in the District of Columbia. The Strategy Room also provides a forum for peer analysis, coordination and dissemination of information germane and pertinent to the prevention, control, treatment, rehabilitation and elimination of juvenile anti-social acts.

The Strategy Room provides the following specific data to all participant agencies:

1. Programmatic analysis and projected program thrusts;

2. Implications and impacts for companion or related programs;

3. Vehicular linkage of programs to eliminate loss of juvenile clients;

4. Identification of supportive social, medical, and educative services.

5. Highlighting and identification of Federal programs and services available to the District of Columbia's youth population; and

6. The establishment of a resource pool that allows for maximum effective utilization of identified resources.

With the above-mentioned services, the Strategy Room catalogs and defines every youth-related program, engaged in some aspect of social engineering, in one of three major areas which are:

1. Programs for adjudicated youth;
2. Programs for those youth in danger of becoming delinquent; and
3. Those youth not in danger of becoming delinquent.

Office of the Assistant to the Commissioner for Housing

STATEMENT OF JAMES G. BANKS, ASSISTANT TO THE COMMISSIONER

INTRODUCTION OF ASSOCIATES

Senator Inouye. I would like to call up Mr. James Banks.

Mr. Banks. Mr. Chairman, thank you for the opportunity to discuss our budget.

Senator Inouye. Would you like to add anything to Mr. Coppie's statement, sir?

Mr. Banks. Yes.

First, I would like to introduce my colleagues. On my right, Mr. Shedd Smith, Director of Planning; and on my left, Mr. Nathan Volkman, Coordinator of Housing.

OFFICE ESTABLISHMENT AND RESPONSIBILITIES

Mr. Chairman, the Office of the Assistant to the Commissioner for Housing was established by the mayor in May of 1969 and charged with coordinating the efforts of all agencies operating in the housing and community development field in the city.

The appropriated positions number 10, of which six are professionals in the fields of housing, renewal and planning. The other four are clerical.

Because of budget constraints this year, no increase in staff is requested. The office's operating costs for fiscal year 1971 were $202,100. The fiscal year 1972 request is for $222,400 which reflects only the Government-wide pay raise and the within-grade pay raises. This amounts to a $7,900 increase. Their present role is in intergovernmental relations and community relations to promote community development.

The major share of the housing effort in the city is carried by Federal grants and agencies outside the direct operating control of the city government. The two main Federal agencies are the National Capital Housing Authority and the District of Columbia Redevelopment Land Agency.

The policy of this office is to promote economically, socially and culturally stable communities for the city's residents. Particular emphasis is placed on providing adequate housing opportunities for large, low-income families and the senior-citizen population.

The reason our emphasis is on these two particular groups is because they represent such a sizable and growing percentage of the city's population. They have the least resources and mobility to locate decent housing and the private market does not build for that

income group. Thus, it becomes the responsibility of public agencies to meet that need and provide housing opportunities for the city's dependent population.

In an effort to stabilize communities we are encouraging home ownership opportunities wherever possible and deterring new concentrations of housing for a homogenous income group with similar family size and composition.

We are attempting to put housing in the perspective of a philosophy of community development which recognizes the mutual interdependence of housing and other public systems such as schools, transportation, employment, recreation, open space, sanitation, fire and police protection.

COMMUNITY RENEWAL PROGRAM

An additional 21 positions in my office are Federal grant positions. The community renewal program has 11 positions. Its staff has been engaged in in-depth area studies over the past 2 years. We have focused our attention on neglected and deteriorating areas of the city.

As you will recall, our last year's effort was devoted to far southeast, the area east of the Anacostia River and south of Pennsylvania Avenue.

This year the staff undertook an analysis of the problems in the far northeast area and is making recommendations for arresting further blight.

SECTION 701 COMPREHENSIVE PLANNING STAFF

The section 701 comprehensive planning staff consists of four professionals. Their work is devoted to meeting the grant requirement of establishing what is known as an overall program design. The OPD will be an annual statement of the problems of the city and the goals developed to meet community needs, as well as a work program to meet those needs. The ultimate aim of the OPD is to establish a unified comprehensive planning capability and process.

INTERIM ASSISTANCE PROGRAM

The interim assistance program created 14 recreation areas on vacant lots in the 14th-H-7th Street corridor, which put to interim use lots into play space which would be included in a renewal plan for the riot corridors. This year's grant, which we expect to be a lesser amount, will be devoted to rodent control in the Capitol East code enforcement area. The interim assistance staff number four persons.

My office also has one staff person who researches and suggests nominations to the National Register for landmarks and historic preservation.

Several other functions are carried out under the Housing Office's auspices, but without funds.

WORKABLE PROGRAM

The workable program is an annual submission to HUD defining the problem of blight and the local arrays of programs and services

which must be coordinated to deal with those problems. My office prepares this submission with the help of the other city and Federal agencies involved.

YOUTH TRAINING PROJECT

The youth training project in housing maintenance and management was a HUD demonstration grant coordinated through my office last year. It trained and employed 25 young men living in public housing and still in school in basic maintenance skills. The program has now been spun off to Dr. Jones' office.

TRANSIT DEVELOPMENT TEAM

The transit development team is a technical staff of three persons, two from other city departments and one a consultant to this office. It advised the Deputy Mayor, the Mayor, and two City Council members on issues relating to subway station design and impact on surrounding areas. We are presently looking for a source of funds for this critical area of expertise.

I think it is terribly unfortunate that the Nation's capital has no staff and no money to plan its development around the subway system. Each jurisdiction surrounding this city has such staff and such funds.

As chairman of the Mayor's task force on the Bicentennial, my office put together the package which was presented to the national Bicentennial Commission. We are now awaiting the comments of the Commission and of the Bureau of the Budget.

NATIONAL CAPITAL HOUSING PROGRAM

Suitable housing for low-income families is a high priority in my office and the program to meet that is public housing administered by the National Capital Housing Program.

Now, last summer Mayor Washington asked me to assume the responsibilities for the National Capital Housing Authority until a new director could be found. So in addition to those programs that I have mentioned to you, we have been intimately involved in programs for the improvement of the National Capital Housing Authority and I can only report at this time that we have reached a point where we have been able to pay all of our bills and we are looking forward to an increased income and some improvement in the management of that organization.

Thank you, sir.

Senator INOUYE. Thank you, Mr. Banks.

Your policy is a wonderful one, to promote economically, socially and culturally stable communities for the city's residents.

SELECTION OF SITES FOR PUBLIC HOUSING UNITS

My first question is, are you involved in the selection of sites for public housing units?

Mr. BANKS. Yes, sir. I am involved in several ways. I am involved as a kind of unofficial director of the Housing Authority. I am involved as the Mayor's second alternate on the National Capital Planning Com-

mission. I participate in the initial selection of sites in my association with NCHA and participate at the planning commission as one of the members of the Commission in passing on public housing sites.

FACTORS INVOLVING SELECTION OF SITES

Senator INOUYE. In my review of public housing programs throughout the United States, I have found that in most areas, two important factors are involved in the selection of sites: One, the cost of the land and as a rule, they pick the cheapest land available. And, number two, the area with the least resistance, which ordinarly would be the poorest section in a community.

Are these two factors important in your consideration for the selection of sites?

Mr. BANKS. They have been important in the consideration of sites selected up until this time, Mr. Chairman. I would say that my answer would have to be somewhat less direct than would be indicated by your question.

In the first place, I don't think we ought to build more public housing projects for families in this city. I think we ought to distribute low-income families throughout the city in units where we can find them, provided they are standard and they meet the space requirements of the family.

I think our experience with large public housing projects for families has been a disaster. I think the social climate which is created there is not good for the residents nor for the neighborhood or for the city. So, except for the selection of sites for housing elderly families, I would say that my own effort would be to disperse low-income families as much as possible throughout the population.

PROBLEMS IN ANACOSTIA AREA

Senator INOUYE. I am glad to hear that, sir, because in my travels around this city, I note that at least up until now, the two factors have been almost religiously followed: cheapest real estate and the area of least resistance. So we find an overabundance of public housing in the one area on the other side of Anacostia.

It is no surprise to me that we find some of the worst schools there, some of the worst narcotics problems, and it does not in any way appear to me that it is economically, socially, and culturally a stable community.

Now, I hope that you will be successful. If I can be of any assistance to you in my involvement here in the budgetary process to bring about greater disbursement, you just let me know, sir.

Mr. BANKS. I appreciate that very much, Mr. Chairman.

PROJECT REHAB CITY

Senator INOUYE. How do you you propose to do this?

Mr. BANKS. We have recently been identified as so-called Project Rehab City, meaning that certain funds which have been set aside by the Secretary of the Department of Housing and Urban Development are assigned to us for use in the remodeling of about 2,500 units during the next 2 years.

We are at present seeking to identify about 300 single-family houses throughout the city which can be purchased at a reasonable price and remodeled.

Senator INOUYE. What would you consider reasonable? I ask this because there is a little flak in Montgomery County about townhouses costing $45,000. Are we doing something like that?

Mr. BANKS. No. For the purpose of this program we would have to find housing in the acquisition purchase range of $5,000 to be added to the cost of remodeling.

Senator INOUYE. $5,000 houses?

BUYING AND LOCATION OF DILAPIDATED HOUSES

Mr. BANKS. You see, we are talking about dilapidated houses. We want to buy dilapidated houses which have sound superstructures and which can be remodeled under this program. This is a rehabilitation program I am talking about.

Senator INOUYE. Can you buy dilapidated houses for $5,000? Would Mr. Basiliko sell them to you? [Laughter.]

Mr. BANKS. We have located about 50 thus far which we think we can buy for around that price.

Senator INOUYE. And where are they located?

Mr. BANKS. For the most part, in the central city. We don't intend to use this program as a means of bailing speculators out. We have to have a very hard nosed position. This program is operated in some other cities very successfully and it is successful because those cities hold fast to the position that they will pay minimum amounts for the housing to be remodeled.

Pittsburgh and Philadelphia, for example, have taken that position and they have been very successful with it. We cannot buy houses as cheaply in Washington as they can be bought in Pittsburgh and Philadelphia but we can buy them cheaper than asking prices at the present.

Senator INOUYE. Thank you very much, sir. We appreciate your assistance.

Mr. BANKS. Thank you.

(The statement follows:)

58-979 O - 71 - pt. 1 - 17

BUDGET PRESENTATION

Office of the Assistant to the Commissioner for Housing Programs

The Office of the Assistant to the Commissioner for Housing was established by the Mayor in May of 1969 and charged with coordinating the efforts of all agencies operating in the housing and community development field in the City.

The appropriated positions number ten, of whom six are professionals in the fields of housing, renewal and planning. Because of budget constraints this year, no increase in staff is requested. The Office's operating costs for FY'71 was 202.1 thousand dollars. The FY'72 request is for 222.4 thousand dollars which reflects only the government-wide pay raise and the within-grade pay raises. This amounts to a 7.9 thousand dollar increase. Their present role is in intergovernmental relations and community relations to promote community development.

The major share of the housing effort in the City is carried by Federal grants and agencies outside the direct operating control of the City government. The two main Federal agencies are the National Capital Housing Authority and the Redevelopment Land Agency.

The policy of this office is to promote economically, socially, and culturally stable communities for the City's residents. Particular emphasis is placed on providing adequate housing opportunities for large, low income families and the senior citizen population.

The reason our emphasis is on these two particular groups is because they represent such a sizeable and growing percentage of the City's population. They have the least resources and mobility to locate decent housing. And the private market does not build for that income group. Thus,

it becomes the responsibility of public agencies to meet that need and provide housing opportunities for the City's dependent population.

In an effort to stabilize communities we are encouraging home ownership opportunities wherever possible and deterring new concentrations of housing for a homogenous income group with similar family size and composition.

We are attempting to put housing in the perspective of a philosophy of community development which recognizes the mutual interdependence of housing and other public systems such as schools, transportation, employment, recreation, open space, sanitation, fire and police protection.

An additional 21 positions in my office are Federal grant positions. The Community Renewal program has 11 positions. Its staff have been engaged in in-depth area studies over the past two years. We have focussed our attention on neglected and deteriorating areas of the city.

As you will recall, our last year's effort was devoted to Far Southeast, the area east of the Anacostia River and south of Pennsylvania Avenue.

This year the staff undertook an analysis of the problems in the Far Northeast area and made recommendations for arresting further blight.

The Section 701 Comprehensive Planning staff consists of four professionals. Their work is devoted to meeting the grant requirement of establishing what's known as an "overall program design". The OPD will be an annual statement of the problems of the City and the goals developed to meet community needs, as well as a work program to meet those needs. The ultimate aim of the OPD is to establish a unified comprehensive planning capability and process.

The Interim Assistance program created fourteen recreation areas on vacant lots in the 14th Street corridor which put to interim use lots which would be included in a renewal plan for the riot corridors. This year's grant, which we expect to be a lesser amount, will be devoted to rodent control

in the Capitol East code enforcement area. The Interim Assistance staff numbers four persons.

My office also has one staff person who researches and suggests nominations to the National Register for landmarks and historic preservation.

Several other functions are carried out under the Housing Office auspices, but which are not carried by grant funds.

The Workable Program is an annual submission to HUD defining the problem of blight and the local arrays of programs and services which must be coordinated to deal with those problems. My office prepares this submission with the help of the other city and Federal agencies involved.

The Youth Training Project in Housing Maintenance and Management was a HUD demonstration grant coordinated through my office. It trained and employed 25 young men living in public housing and still in school in basic maintenance skills. The program has now been spun off to the Youth Programs Office.

The Transit Development Team is a technical staff of three persons, two from other City departments and one a consultant to this office. It advises the Deputy Mayor and two City Council members on issues relating to subway station design and impact on surrounding areas. We are presently looking for a source of funds for this critical area of expertise in City-wide transportation planning.

As chairman of the Mayor's Task Force on the Bicentennial, my office put together the package which was presented to the National Bicentennial Commission. It is now awaiting their comments. The program had to be considerably cut down because of projected funding limitations.

PROGRAM DATA & MAJOR OBJECTIVES

Suitable housing for low-income families is a high priority. The program to meet this objective is public housing administered by the National Capital Housing Authority through new construction and their scattered site leasing and acquisition program. Since 1965, 2130 units of housing have been occupied through these programs.

Senior citizens on limited or fixed incomes are another high priority. Again the scattered site acquisition and Turnkey programs have made the largest contribution to the needs of this group, making 1921 units available to them since 1965.

The 1970 Census reveals a 1% decrease in the City's population while at the same time we experienced a 6% increase in the housing stock. My office is, therefore, concentrating on the quality of the present housing stock, particularly vacant and abandoned residential buildings.

Among the programs to meet this need is Project Rehab administered out of my office, which will restore 2500 units for rental or sales during the next two years using various FHA program monies.

In addition, FHA has its own two year modernization program for deteriorating Section 608 garden apartments. Many of these developments are located in Far Southeast. The program will modernize over 2000 units throughout the City.

The National Capital Housing Authority has a program underway to restore 600 vacant and vandalized units by November of this year.

RLA projects an estimated 1000 units in their rehabilitation program or completed by the Fall of 1972.

Another objective of our community development policy is to create new housing of suitable size, location, and rental or sales range for a variety of income groups.

The Redevelopment Land Agency, through its Neighborhood Development Program, has set a production goal for the Fall of 1972 of 2450 units of low and moderate income housing in five renewal areas involving 26 sites.

The Planned Unit Development concept under Article 75 of the Zoning Regulations is another stimulus to housing production for a range of income groups.

1336 units of public housing have been constructed under P.U.D. regulations. Middle and upper income housing built through the PUD process number 1553 units. Recent revisions to Article 75 have provided more flexibility in site planning and design, thus encouraging more private developers to build under this method. If all of the current applications are approved and financing money is available, 3000 dwellings for middle and upper income residents could be built.

Alcoholic Beverage Control Board

STATEMENT OF MRS. JOY R. SIMONSON, CHAIRMAN, ALCOHOLIC BEVERAGE CONTROL BOARD

WASHINGTON, D.C., LEADS NATION IN CONSUMPTION OF ALCOHOLIC BEVERAGES

Senator Inouye. Our next witness will be Mrs. Joy Simonson, Chairman of the Alcoholic Beverage Control Board.

Mrs. Simonson. Mr. Chairman——

Senator Inouye. Welcome, Madam.

Mrs. Simonson. Thank you, sir. I don't believe that I need to read my statement inasmuch as we are a stable agency and we are requesting only $12,000 for mandatory increases, but I would be happy to try to answer any questions you might have, sir.

Senator Inouye. Just as a matter of curiosity, several weeks ago I read a set of statistics which indicated that this city leads the Nation and, in fact, the world, I believe, in the consumption of alcoholic beverages. I realize that much of this is consumed by visitors, but discounting the visitors—do you have any idea how high it would be here?

Mrs. Simonson. No; I don't; and I don't believe that it is possible to get anything like an accurate statistic on an actual consumption by residents here, but this figure that you alluded to has plagued us for many, many years and, of course, it is a bad thing for the image of the District. It is a highly misleading statistic because the way it is computed, it compares Washington, the entire urban area of the District of Columbia, with States, which, of course, is an unfair comparison to begin with.

But in addition to that, it includes all the alcoholic beverages which are purchased, as you say, by visitors, by conventioneers, for parties, entertainment, and so forth, which is at a high level in this diplomatic and political capital, and also by all the persons in the surrounding territory who may come here to purchase liquor or who work here and buy it just because it happens to be convenient, and take it home to Maryland or Virginia and consume it naturally, but it is all charged against or credited to, whichever way you look at it, the consumption by District residents.

So it is a totally misleading statistic.

COMPARISON OF ORDINANCE TO CITY OF HONOLULU

Senator Inouye. In the city of Honolulu we have an ordinance, a law, that prohibits the establishment of liquor stores or liquor-dis-

pensing organizations, restaurants, saloons, within 500 feet of hospitals, schools, churches. Do we have any similar type ordinance here?

Mrs. SIMONSON. We have something rather similar; yes. A license may not be granted for any of these types of liquor establishments within 400 feet of a school, church, playground, recreation area, and so forth, unless the school, church, and so on, is on commercially zoned ground already or unless the appropriate governing body chooses to waive that ban. But——

Senator INOUYE. That is a huge loophole, isn't it?

Mrs. SIMONSON. Well, there are instances where they waive but there are many more where they do not, in which case the ban is operative.

ADEQUATE CONTROL OF CONSUMPTION OF ALCOHOL

Senator INOUYE. Are you satisfied that the consumption of alcohol is under adequate control here?

Mrs. SIMONSON. We do not seem to have had any serious or acute problems in the last year. We think that we are keeping on top of things and are fairly stable.

Senator INOUYE. I am especially pleased to see a charming lady in charge of this Board. One would expect to see a brutish looking man in charge of liquor. The Women's Lib program has happened to this city.

Mrs. SIMONSON. I am delighted to hear you say that, Mr. Chairman, and I hope you will have the same opinion in a few months when the budget on the Committee on the Status of Women comes before you.

Senator INOUYE. I am already set to have it.

Mrs. SIMONSON. Oh, Mr. Chairman, you are wonderful.

Senator INOUYE. That is a love-in. [Laughter.]

Thank you very much.

Mrs. SIMONSON. Thank you.

(The statement follows:)

The Alcoholic Beverage Control Board continues its mission of controlling and supervising the sale and distribution of all types of alcoholic beverages in the District of Columbia. The Board hears protests by community groups against the issuance, reissuance and transfer of licenses for both the on- and off-premise sale of liquor. It issues citations and holds hearings on alleged violations of the Alcoholic Beverage Control Act and Regulations, suspending or revoking licenses as appropriate. With an authorized staff of 15 investigators, the Board maintains continuous day and night-time surveillance over the operation of more than 1400 licensed establishments. In addition, it conducts a variety of administrative procedures, including the issuance of over 7,000 permits for importation of beverages from outside the District.

During the past year, there have been no major problems in the administration of the Alcoholic Beverage Control Act and Regulations. The passage of a law amending the statute in several respects and the revision of several regulations by the City Council have simplified the requirements placed on licensees without causing any community difficulties. The quantity of citation and protest hearings remained approximately stable, with the exception of an increase in violations of the credit control regulation which was presumably due to the general business slow down.

Foreseeing, as we do, a stable work load in the next fiscal year, the Board is requesting an increase of only $12,200 to cover mandatory within-grade pay raise items.

Senator INOUYE. Off the record.
(Discussion off the record.)

SUBCOMMITTEE RECESS

Senator INOUYE. My apologies to all of you who have been waiting, but on Monday we will begin with the Board of Parole and we hope to finish all of the Independent Offices and Agencies on Monday. If you don't mind, I would like to begin at 9:30 Monday morning instead of 10 o'clock as formerly announced, and let me assure you that if 3 weeks is not enough, we will go on for six. So everyone will have an opportunity to tell us his story.

Thank you very much.

(Whereupon, at 12:20 p.m., Friday, March 19, the subcommittee was recessed, to reconvene at 9:30 a.m., Monday, March 22.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

MONDAY, MARCH 22, 1971

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

The subcommittee met at 9:30 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye and Percy.

DISTRICT OF COLUMBIA

GENERAL OPERATING EXPENSES

OTHER INDEPENDENT OFFICES AND AGENCIES

BOARD OF PAROLE

STATEMENT OF CARL W. COLEMAN, CHAIRMAN

ACCOMPANIED BY:
REV. H. ALBION FERRELL, VICE CHAIRMAN
JOSEPH N. SHORE, MEMBER
ROBERT S. HOPKINS, ADMINISTRATIVE OFFICER

SUBCOMMITTEE PROCEDURE

Senator INOUYE. The Chair announces that it is now 9:30 a.m., so the subcommittee will please come to order.

This morning we will continue our hearings on the budget request for fiscal year 1972. The first office on the list is the Board of Parole. I believe Mr. Coleman is here, the chairman. Welcome to the committee, sir. Please proceed.

(The statement follows:)

GENERAL STATEMENT

Part I

The Board of Parole has the responsibility of administering the parole laws of the District of Columbia. It is the Board's objective to determine when would be the most propitious time, always keeping in mind the protection and best interest of society, while giving consideration to the needs of the convicted offender, as to when to release an offender back to the community on parole. Once making such decision, the Board has the responsibility for setting the terms and conditions of such a parole, and then, in collaboration with the field agency actually supervising the parolee, the responsibility for setting standards for and of such supervision. During the time that an individual is under parole supervision for the balance of his imposed term, it is the Board's further responsibility to determine if and when to terminate or revoke a parole, or to modify conditions and terms of such a parole in keeping with the individual's adjustment and needs.

PartII

Basically, the Board seeks to facilitate the release to supervision within the community of those corrected and rehabilitated offenders who are so eligible, for purposes of assisting them to become, as quickly as possible, reintegrated back into society as productive useful citizens, rather than their remaining a drain and negative cost to the community.

To accomplish the task, the Board Members conduct hearings at various Department of Corrections Institutions, such as the Lorton Complex, the Youth Centers, Community Correctional and Treatment Centers, Women's Detention Center and the D. C. Jail, as well as on occasion at St. Elizabeths Hospital which may be treating and/or housing convicted offenders or parole violators.

In addition, Board Members and staff are continuously involved in reviewing established procedures, establishing more meaningful methods of obtaining reliable information concerning cases or reports from the Court's Probation Offices, the Department of Corrections institutional and community corrections service as well as the parole supervision service. Improved reporting, reviews and revisions of standards, involvement in development of improved

liason within the criminal justice system and improved utilization of available facilities remains a constant challenge. Such requires research, staff involvement and continuous study.

Part III May we note here, that there is anticipated a continued increase in the overall workload and output of the Board in Fiscal Year 1972. In FY 1969 there were initial parole actions involved in some 918 cases that were eligible; in fy 1970 this increased to approximately 1160 cases. We conservatively estimate some 1263 initial parole eligible cases will be covered during FY 1971, and that this number will be increased to approximately 1364 such cases during FY 1972. These figures merely note those cases which will achieve initial eligibility for consideration. Actions governing rehearings, special hearings, review of reports of those under supervision, requests for warrants and followup revocation hearings,

it is estimated will likewise continue to increase substantially from the numbers involved in past years. We base such estimates on information indicating increased arrest rates, much of which is attributable to the enlarged and improved police programs and court reform actions resulting in the establishment of the enlarged Superior Court System. In keeping with this ever increasing work load, the Board has purposed a staff increase during FY 1971 which is included in the Second Supplemental. It feels that this increase in staff will provide a necessary minimum in order to maintain its current level of operation and to meet its estimated continued increased work load.

We are appending to this statement a comparative listing of work loads covering fiscal years 1965 through our estimates for fiscal year 1972 for the committee's information. Such we feel demonstrates the upward trends and the substantial increases in the Board's work load activity, in just these measurable areas involving statistical counts.

With the foregoing statements as a backdrop, the Board of Parole is requesting funding in the amount of 385.4, to be used to carry out its basic mandate and responsibility, noting that some of the increases in funds are of course mandatory.

INTRODUCTION OF ASSOCIATES

Mr. COLEMAN. Mr. Chairman, I am very happy to have this opportunity to appear before this committee.

At this time, I would like to introduce the other parties with me. On my right is Rev. H. Albion Ferrell, who is the vice chairman of the board; Mr. Joseph N. Shore, board member; and Mr. Robert S. Hopkins, our administrative officer.

BUDGET REQUEST

Mr. Chairman, I think Mr. Coppie, last Friday, clearly expressed our opinion about the budget for 1972. As you may know, this board was reorganized in November 1967, creating a three-member board, with a staff of 17. Since that time, we still have not had any additional personnel.

By reason of the fact that the new court has been established, and also increased police activity, we feel that the board justifies the request made for 1972. This is based upon our belief that the increased workload would warrant the amount of money that we are asking for this year. We welcome any questions that you wish to ask.

NUMBER OF CASES CONSIDERED DURING LAST FISCAL YEAR

Senator INOUYE. How many cases did your board consider during the last fiscal year?

Mr. COLEMAN. For the adult prisoners, our last fiscal year, we heard 816 cases of persons applying for parole. We also considered 774 applications for parole. We further considered rehearings of 216, and we released on parole 571.

With respect to the violators, we issued 263 warrants and of the 263, we revoked 65. The percentage of revocations is 62 percent.

In the youth section, we conducted a study of what is known as 5010–E, under the Youth Corrections Act. That is an evaluation study prior to commitment. We considered 447 of those cases. We also had 311 initial hearings in the youth section. We granted parole to 284. We also issued 121 warrants against violators. The percentage of those revoked was 73.

JURISDICTION OVER YOUTH VIOLATORS

Senator INOUYE. I notice in your statement your reference to youth centers. Do you have any jurisdiction over youthful violators, too?

Mr. COLEMAN. Yes, sir.

Senator INOUYE. In what way, sir?

Mr. COLEMAN. Those who are committed under the Youth Corrections Act, they are individuals between 18 and 25. Now, they are separated from the adult cases.

Senator INOUYE. Senator Percy?

WAIVING BALANCE OF SENTENCE

Senator PERCY. I have no budgetary questions, but I would like to ask a practical question. What is your policy when someone who is either up for parole or on parole, wants release so he can leave the

country, or whatever it may be? What has your policy been when this person indicates that he is in a position to open up to you or the Justice Department a body of information that would lead to the apprehension of a great many criminals who are out free? Do you have any kind of policy where you might see fit to waive the balance of their parole or give them favorable consideration when they wish to cooperate, not in the love of humanity or the desire to serve society, but in their desire just to get out themselves?

Mr. COLEMAN. Well, we cannot actually waive the balance of their sentence.

Senator PERCY. You can?

Mr. COLEMAN. We cannot. But we can release a person from active supervision.

Senator PERCY. Does that permit them to leave the country?

Rev. FERRELL. Senator, under the provisions of discharge from supervision, the Congress about roughly 1965–66, I am not sure of the date, gave to the parole board the authority to discharge from supervision, but not from the sentence.

Now, a person who is discharged from supervision has only the continuing responsibility to avoid further conflicts with the law. All of the other provisions, such as residence reporting and that sort of thing, are waived.

Senator PERCY. So far as the State Department is concerned, however, he could have a passport to travel?

Rev. FERRELL. That is right.

Senator PERCY. Thank you very much indeed.

Senator INOUYE. Thank you very much, sir. We appreciate it.

Department of Insurance

STATEMENT OF EDWARD P. LOMBARD, SUPERINTENDENT

ACCOMPANIED BY JACK KLABEN, DEPUTY SUPERINTENDENT

PREPARED STATEMENT

Senator Inouye. Our next Office is the Department of Insurance. I believe Mr. Edward Lombard, the Superintendent, is here. Your prepared statement will be inserted in the record at this point.

(The statement follows:)

The Insurance Department of the District of Columbia is a regulatory agency and the District is considered a state in the pattern of nation-wide regulation of the insurance industry. Our program is controlled in great detail by the comprehensive body of insurance laws that we administer and the enforcement of regulations issued pursuant to the laws enacted by the Congress.

Our examination program calls for field examinations of the domestic industry and the work of our field examination staff is current. Our life actuarial section with respect to review of reserves and filings in great number is current in its work, as is the property and casualty rating and filing section. We are current, also, with respect to our agents and company license sections and work connected with the licensing of premium finance companies and enforcement of insider trading and proxy regulations.

Beyond the traditional program aimed at regulating the industry pursuant to law is an issue that continues to increase in importance. Due to the unprecedented withdrawal of property and casualty writers from urban areas in this country, the lack of an adequate insurance market has become a major concern, and a principle objective of the department is to make the kind of decisions that will tend to restore the market rather than to damage it further.

The creation in the District of a "Fair Plan" for placing distressed property insurance and the expansion of this program into new areas is an important part of our program. The trend toward placing authority in the regulator to review underwriting decisions made by the companies may create a tremendous increase in workload in the immediate future. This present budget does not include consideration for this probable increase in workload due to some uncertainty as to the extent of the workload that will develop from proposed regulations when they are in final form.

In the area of ratemaking there appears to be a change in attitude based upon the belief that utility ratemaking theories might be extended to insurance due to the continuing upward spiraling of insurance costs. Based upon present knowledge, we will be able to continue our present program and absorb the workload that might develop in the above areas of uncertainty. If the Department's activities move full scale into these new areas, we will need to seek additional appropriations in future years.

RESPONSIBILITIES OF INSURANCE DEPARTMENT

Mr. LOMBARD. Good morning. I am Edward P. Lombard. Mr. Jack Klaben is with me.

Senator INOUYE. Please proceed, sir.

Mr. LOMBARD. Budgetwise, as I say in one sentence in this statement, our program is controlled in great detail by the comprehensive body of insurance laws that we administer. Basically, we have 24 persons. This is the same number we had in 1960. We have not built up the Department. We have been very conscious of the fact that this is a single city that is called upon to support an insurance department. In all other parts of the country, of course, this is a State function.

We have quite a small Department for the tremendous body of laws that we regulate under, but we have attempted to hold costs of the Department down and administer the laws and the regulations to the best of our ability.

Senator INOUYE. I have no questions; do you have any?

Senator PERCY. I have no questions.

Senator INOUYE. Thank you very much, sir.

58-979 O - 71 - pt. 1 - 18

Minimum Wage and Industrial Safety Board

STATEMENT OF MRS. H. NEWMAN, CHAIRMAN OF THE BOARD

ACCOMPANIED BY:

RICHARD R. SEIDEMAN, EXECUTIVE SECRETARY AND DIRECTOR, MINIMUM WAGE DIVISION;

CHARLES T. GREENE, DIRECTOR, INDUSTRIAL SAFETY DIVISION

PREPARED STATEMENT

Senator Inouye. The next office is that of the Minimum Wage and Industrial Safety Board. I believe Mrs. Newman is here. Welcome to the committee, madam.

(The statement follows:)

For fiscal year 1972, the Minimum Wage and Industrial Safety Board is requesting $614,707 in funds to administer the wage-hour and safety laws of the District of Columbia. This is an increase of $97,886 over the Board appropriations for fiscal 1971. The increase is primarily needed to enable the Industrial Safety Division to carry out its safety responsibilities with regard to the construction of the METRO and to pay for mandatory costs for the Minimum Wage Division and the Industrial Safety Division.

With regard to the Minimum Wage Division, the Board is requesting $336,391 in funds. This funding, which provides for no new positions, will permit the Division to continue to administer the D. C. Minimum Wage Act and the Wage Payment and Wage Collection Law.

The primary objectives of the Division are (1) to revise the minimum wage to a level which provides workers with a wage sufficient to provide adequate maintenance and to protect their health and (2) to enforce the wage-hour laws.

There is an immediate need to increase the minimum wage and to extend coverage of the law to the 15,000 household workers who are not now covered by any wage protection law. Due to the continual increase in the cost of living over the past years, thousands of workers in the District of Columbia are employed at wages which are insufficient to provide adequate maintenance and protect health. Under the procedures set forth in the D. C. Minimum

Wage Act, the Board must follow a time-consuming process to revise the minimum wage on an occupational basis. Consequently the Board has been able to revise the minimum wage for only 17% of the 327,800 employees covered by the law since it was amended in 1966. We are currently in the process of revising the minimum wage for clerical and related occupations, and in 1972 we plan to examine the adequacy of the minimum wage for hotel, restaurant, and allied occupations. Due to limited District resources we are unable to proceed with the wage order revision program as rapidly as is needed. Legislation to increase the statutory minimum wage to a level sufficient to provide adequate maintenance and to extend wage-hour protection to household workers would immediately provide thousands of workers with a more adequate wage.

In our enforcement program, we plan in 1972 to inspect the payrolls of 35,000 employees and to collect approximately $400,000 in back wages. However, there is a need to strengthen our enforcement program. Thousands of dollars in unpaid wages are uncollectible because employees are fearful of losing their jobs if they cooperate with the enforcement staff. This problem would be eliminated if the D.C. Minimum Wage Act were amended to provide the Board with the right to act in behalf of the employees without the employee requesting such assistance. By providing the Board with the authority to obtain an injunction against an employer violating the law the Board would be able to collect unpaid wages without requiring active employee participation. The Secretary of Labor has this authority and uses it effectively to collect wages due under the Fair Labor Standards Act.

For the Industrial Safety Division, the Board is requesting $278,316. This includes funds to permit the hiring of 2 Safety Inspectors needed to

make inspections and gain compliance on METRO construction sites. This additional staff would help the Division meet program objectives: (1) Enforcement (improving and broadening inspections and compliance procedures); (2) Education (restoring and extending safety training to more workers); and (3) Code Revision (updating existing codes and proposing new codes).

The METRO project has currently eight major contracts in force, is steadily hiring new employees, and is working night and day shifts at some job sites. This highly hazardous project needs more safety attention than our present staff can give without jeopardizing services to the thousands of other workers in this city. Additional staff is needed so that safety services can grow with METRO.

In fiscal 1971, in an attempt to make manpower available for METRO, all safety educational programs offered by the Division were discontinued. Budget restrictions would not permit the after-hour courses to continue since any inspector conducting night classes was entitled to extra pay or compensatory leave, thereby reducing the time the inspector could spend in the field. This measure had minimal effect since METRO and its allied projects continued to expand. Additional staff would permit the restoration of this successful program to its former effectiveness. We would like to see the classroom, created for this purpose, once again filled with students. It is also hoped that Public Law 91-596 will permit the expansion of the program through available grants.

Public Law 91-650 (D.C. Revenue Act of 1970) makes the Industrial Safety Law applicable to all places of employment. This places 10,000 hotel workers and approximately 3,000 allied workers back under the scope of the Board's authority. These additional workers along with METRO employees

will require broadening and revising the inspection procedures if we are to meet the inspection interval objectives of one inspection every three months on construction projects and one inspection every three years at fixed establishments. Increased staff would permit the meeting of inspection goals.

A revision of prosecution procedures would reduce compliance time and reduce the time used to process prosecutions. Better cooperation by the Office of the Corporation Counsel would help toward this objective to create a better safety compliance environment.

Present staff does not permit adequate time for necessary research for updating existing safety codes and proposing new regulations. In order to reflect changes in safety concepts and in work methods, codes must undergo continuous examination and updating. Additional staff would help achieve this program objective.

Public Law 91-596 may alter the Division's program in fiscal year 1972. The federal law places a new emphasis on occupational safety. It requires stronger enforcement procedures, broader inspection authority, and mandatory safety training. Existing codes will have to be updated to meet new federal standards. The full effect of the Act will not be immediately known and until such time, the Board must continue to foster, promote, and develop the safety of employees in private industry in the District of Columbia.

INTRODUCTION OF ASSOCIATES

Mrs. NEWMAN. Thank you, Senator.

I would like to introduce the two gentlemen with me, Mr. Seideman, on my left, who is executive secretary of the Minimum Wage and Industrial Safety Board; and Mr. Greene, on my right, who is director of the Industrial Safety Division.

BUDGET REQUEST

As Mr. Coppie indicated the other day, the Minimum Wage and Industrial Safety Board is asking for an increase of $97,886 over the appropriations for fiscal 1971. This increase is to take care of mandatory pay increases in both divisions of our operation, and for two new positions for inspectors in the Industrial Safety Division.

As you know Metro is increasing its activities here and in order to make sure that the people working on that project of those projects, are working under safe conditions, we just must have more inspectors. Otherwise, somewhere along the line, some inspections could not be done that need to be done to keep safe working conditions for the people who work in the District of Columbia.

Also, last year, the Congress amended our industrial safety laws so that all people working in the District of Columbia are now covered under that law, which means an increase in the number of establishments we must inspect.

If you have any questions, we would be glad to answer them.

Senator INOUYE. Thank you very much, Mrs. Newman.

VACANT POSITIONS

I notice, according to this report here, on vacancies, that there are three vacancies in your office at the present time. Is that correct?

Mrs. NEWMAN. We have two vacancies. We have in the past asked to have those vacancies filled. The budget situation is such that we were not permitted to fill them so far this year. This would be two investigators in the wage and hours division.

Senator INOUYE. How long have they been vacant?

Mrs. NEWMAN. August 1, 1970, they were frozen.

Senator INOUYE. Have funds been made available for that?

Mrs. NEWMAN. There are no funds actually available for them. Mr. Seideman would be able to answer that.

Mr. SEIDEMAN. Mr. Chairman, the two positions we are talking about, two Wage and Hour positions, were frozen by the Mayor as of August 1 last year. The positions are still frozen. We would like to fill them if we possibly could, but at the present time they are frozen.

Senator INOUYE. Then what you are actually requesting is to fill the two vacancies and, in addition, have two more positions?

Mrs. NEWMAN. That is what we would like. We need two more positions in the industrial safety division. These two positions which are frozen are in the Minimum Wage and Hour Division.

Senator INOUYE. Thank you very much.

Senator Percy?

MANDATORY INCREASES

Senator PERCY. I wonder if you could tell me, Mrs. Newman, in the first paragraph you say that the increase is to pay for mandatory costs of the minimum wage division. What do you mean by mandatory costs?

Mrs. NEWMAN. Mandatory increases.

Senator PERCY. What are those; mandatory by what?

Mrs. NEWMAN. By congressional action. The pay increases for the minimum wage division would be $17,409, and for the industrial safety $11,197. These are pay increases and within grades.

INSPECTION OF METRO WORK

Senator PERCY. I would be interested in the extra expenses, how they are reflected, and what kind of people you are hiring. I am supposing that the increases are mainly salaries to provide for the construction of Metro and the safety requirements and precautions that are needed. What is your responsibility in connection with the Metro and providing for its safe construction?

Mrs. NEWMAN. Inspection of the job. Mr. Greene could tell you better, perhaps.

Senator PERCY. What type of inspection?

Mr. GREENE. These inspections, Senator, are on every phase of Metro work and they are coming up to the standard regulations that we have already here in the city that have been adopted by the D.C. Council. These go into the shoring, the work under compressed air, the equipment on the excavating, on the Metro line, the scaffolding that is used, the lighting in some areas, and all phases of this underground construction.

Senator PERCY. Does this overlap any other agency such as the architects' or the contractors' responsibilities that are required by contract?

Mr. GREENE. No, it does not.

Senator PERCY. You have the sole responsibility for insuring the safe construction?

Mr. GREENE. That is right.

NEW BUDGETARY EXPENSE

Senator PERCY. How many people has that responsibility added, and is that a permanent addition for how many years? Is this a new level of budgetary expense we can expect?

Mr. GREENE. It will be because the Metro is just beginning and it is affecting about 2,500 additional workers. They are working on some jobs around the clock. Every 2 weeks or so, there are new contracts being issued, so this is a growing thing, and our budget is trying to reflect, just keeping pace with the growth of that and the additional responsibilities that we have had by congressional action.

FIVE-YEAR PROJECTION

Senator PERCY. Have you projected ahead for the next 5 years what this is going to do to your budget?

Mr. GREENE. We have. It is reflected in the supplemental budget figures, also the two new positions in this budget.

Senator PERCY. How much of an increase does this look like, year by year, for the next 5 years?

Mr. GREENE. Most of it would not be necessarily in salaries, some would be in the cost of services, which would be in the field of maintaining promotional and educational programs along with our inspectional program. I would think that we would increase those possibilities—our educational program would develop about $4,000–$5,000 a year, as the Metro progresses. But the positions we are asking for would give us time, also, to train the new personnel to come into the field. It takes some time before they can get real productive as inspectors in Metro, and the other areas we have to assign them.

WAGE ORDERS FOR PEOPLE RECEIVING GRATUITIES

Senator PERCY. Lastly, considering that Washington, D.C., is a tourist town and that tourism is one of our biggest industries, how do you plan minimum wages for employees who receive gratuities as a fairly high percentage of their base salary? How do you place a minimum wage on a person who—say, an airline porter, for instance, whose daily revenues from tips would be very, very high, indeed, in contrast to his base salary?

Mrs. NEWMAN. For those employees who are tipped employees, we make allowances in our wage orders. And in the wage order we permit a certain amount to be deducted by the employer from the minimum wage, provided the person gets that much in tips.

Senator PERCY. What is the minimum wage, just, for instance for a hotel bellboy?

Mrs. NEWMAN. It is $1.60 an hour.

Senator PERCY. $1.60?

Mrs. NEWMAN. That was set by Congress in 1966. You know Congress enacted amendments to our District of Columbia minimum wage law in 1966, at which time for the first time in many years they included men and they set the $1.60 at that time.

Senator PERCY. Do you have complaints by employers that this minimum wage for those employees that they pay who depend heavily on gratuities, is excessive?

Mrs. NEWMAN. I think not. By and large, certainly we do not.

Senator PERCY. Thank you very much.

Senator INOUYE. Thank you very much, Mrs. Newman.

Recorder of Deeds

STATEMENT OF PETER S. RIDLEY, RECORDER

ACCOMPANIED BY COLUMBUS W. KELLEY, DEPUTY RECORDER

PREPARED STATEMENT

Senator INOUYE. The next office is that of the Recorder of Deeds. I gather Mr. Ridley is here to testify in behalf of this office. Welcome to the committee, sir.

(The statement follows:)

The primary functions of the Office of the Recorder of Deeds, operating as Activity 6, include the filing and recording of papers related to real property, personal property and foreign and domestic corporations authorized to carry on business in the District of Columbia. These basic functions include the examination, filing and recording of such as certificates of incorporation, deeds, deeds of trust, security interests, automobile and other motor vehicle liens, also Federal and District Tax Liens, Judgments, Foreclosure Notices and Mechanics Liens. The agency develops and keeps a daily alphabetical index and a lot and square index of all land transactions in the District of Columbia as well as a file of veterans' discharge papers.

The duties of the agency are divided into four programs for the fiscal year 1972, and are as follows:

A. Administrative and Services
B. Filing and Recording Real Property Transactions
C. Filing and Recording Corporations
D. Filing Auto Liens and Chattels

1. The Office of the Recorder of Deeds is requesting an increase of $30,300, which would be used for classified pay increases. The estimated operating costs of the Agency for fiscal year 1972, are $685,000 as compared with $654,700 for fiscal year 1971.

It is estimated that more than $2,391,000 in revenues will be realized for fiscal year 1972 with the filing and recording of 151,145 real estate, chattel and corporation instruments.

INTRODUCTION OF ASSOCIATE

Mr. RIDLEY. Good morning, Mr. Chairman, and members of the committee. I would like to introduce the gentleman with me, Mr. Columbus W. Kelley, who is the Deputy Recorder of Deeds. We are very happy to appear before the committee.

Senator INOUYE. Please proceed, sir.

BUDGET JUSTIFICATION

Mr. RIDLEY. I gave a statement, and I believe you have said the statements will be read into the record, but I just mentioned that we are not asking for any increase in jobs, although we are sorely in need of at least two; but we are cooperating by doing the best we can under the circumstances.

We are asking for an increase of $30,300, which will be used for classified pay increases. The cost of operating the agency for the year is estimated at $685,000, and the increase relates to pay increases, as a result of enactment by Congress.

I would be very happy to answer any questions.

VACANT POSITIONS

Senator INOUYE. Mr. Ridley, I gather you have 71 positions at the present time?

Mr. RIDLEY. Yes.

Senator INOUYE. I believe five are vacant?

Mr. RIDLEY. We have five vacancies.

Senator INOUYE. How long have they been vacant?

Mr. RIDLEY. Most of them since August 1. We had a freeze on August 1, but they have been vacant for various dates. Do you want the date of each one?

Senator INOUYE. Have any been longer than 6 months?

Mr. RIDLEY. Not longer than 6 months.

VEHICLE SITUATION

Senator INOUYE. Mr. Ridley, I gather that as a result of last week's hearings, your office has been given some unsolicited publicity. If it is your wish, to explain your vehicle situation, please feel free to do so.

Mr. RIDLEY. Mr. Chairman, I want to thank you for this opportunity because we have had quite a bit of publicity. I have even been called by many friends and they are trying to find my limousine at this time.

The office of the Recorder of Deeds has a 1962 Plymouth automobile that has a value of about $100 at this time. It is a very necessary vehicle to the agency for this reason: The office of the Recorder of Deeds is the Office of Public Records. We have to furnish copies of our records and transport our Libers, the books we put together there, to the courts. These Libers weigh between 19 or 20 pounds each and we have to do this in all kinds of weather. The automobile is used principally for that.

Secondly, we have another location of operation—in the Municipal Center—which is a short distance, but in transporting the valuable records between these two places, it is necessary to have a car to pro-

tect the records from weather, from interference and we transport other things from the Department. It would be difficult to carry by messenger.

The car is used further at times in emergency situations in the agency.

Fourthly, in order to collect the $1.2 million recordation taxes, we have to give the finance office a microfilm of our records daily. We have these done by a firm a distance from the office on Wisconsin Avenue. At least 3 times a week we collect and deliver our microfilms. It is very important; we could not entrust those by mail. That is the only record we have of the recordings of those dates.

MESSENGER-DRIVER

The office car is driven by a messenger-driver. It is driven by at least three persons in the office. As a matter of fact, another driver had to use it today because of carrying records to the courts. It is used occasionally when I have to appear before the schools or other places in the District of Columbia for speeches. I drive it occasionally. Usually, someone drives me.

FURTHER JUSTIFICATIONS FOR USE OF VEHICLE

It is essential to the office because we also have to get emergency supplies. For example, our stock-in-trade is photostate paper, which is expensive and sometimes difficult to get. In the ordering, we can get low once in awhile so we exchange it with the Register of Wills, for example, and this has to be transported. Now and then an emergency adjustment on our machines is necessary. It could block our entire supply of services to the courts.

I would add also that we service free of charge a number of agencies in the city; the Redevelopment Land Agency, particularly, sometimes the ABC Board, and many other divisions of the Government, by furnishing them certified copies and the like, and sometimes deliver them.

I believe, sir, this in my judgment, over a long period, this office has had this rather modest car, its use is justified.

DRIVER FOR VEHICLE

Senator INOUYE. According to a document filed by you on February 23, 1971, it says that you have a vehicle and the name of the assigned driver is Mr. Earl Miller.

Mr. RIDLEY. That is correct.

Senator INOUYE. Is Mr. Miller on the payroll of the Recorder of Deeds?

Mr. RIDLEY. He is not at this time. He just made a change within the last week.

Senator INOUYE. Where is he now?

Mr. RIDLEY. At the Post Office Department.

Senator INOUYE. And the present driver is on the payroll of the Recorder of Deeds?

Mr. RIDLEY. The several drivers are on the payroll. Three are on the payroll. Excuse me, Mr. Chairman, two are on the payroll. The third one left.

Senator INOUYE. The driver's pay was $7,342.40; is that right?

Mr. RIDLEY. I believe that is correct, sir.

Senator INOUYE. According to your report, the purpose for which the vehicle is used is on official trips between the District of Columbia and Federal Government agencies?

Mr. RIDLEY. That is the general statement, sir.

MILEAGE ON VEHICLE

Senator INOUYE. This is a 1962 Plymouth?

Mr. RIDLEY. Yes.

Senator INOUYE. You have had it for 9 years now?

Mr. RIDLEY. Nine years, that is right.

Senator INOUYE. I have been advised that the mileage meter of your car indicates the car has traveled, roughly, 10,000 miles.

Mr. RIDLEY. About 10,400 miles.

Senator INOUYE. In 9 years?

Mr. RIDLEY. In 9 years; they are very short trips but very necessary trips to protect the records.

Senator INOUYE. It is rather difficult for this committee to picture the use of a vehicle for 9 years and covering 10,000 miles, just about a thousand miles a year, and doing all of the things you have described to us.

Mr. RIDLEY. Well, for example, Mr. Chairman, the Municipal Center, is only about 2½ blocks.

Senator INOUYE. At that rate, the committee feels that it might have been cheaper to have caught a cab.

Mr. RIDLEY. But not to carry 80 pounds or 100 pounds of records.

Senator INOUYE. Instead of purchasing the car in 1962 to travel 10,000 miles.

Mr. RIDLEY. We wonder about carrying as many as 10 of our libers, which, say, weigh 200 or 300 pounds, how we would handle that. Five of those libers may weigh 100 and they are subject to rain. That is the only record we have. That is the biggest problem.

Senator INOUYE. It must be a well-kept car, having traveled less than 10,000 miles.

Mr. RIDLEY. It is in good shape. It shows we are operating and caring for it economically, sir, and it is in fair shape.

Senator INOUYE. My only concern is that there are many other departments coming before the subcommittee on which we question vehicles, and here we come across one that has been used over the period of 9 years and traveled 10,000 miles. It is hard for me to justify the continuation of such a practice, believe me. Three miles a day; frankly, it would be cheaper to catch a cab.

Mr. RIDLEY. But, Mr. Chairman, we cannot put the Libers of the Recorder of Deeds' Office in a cab. I cannot do that.

Senator INOUYE. Would it not be possible to borrow the Deputy Mayor's limousine to do that? I am very serious about this, because here we have a budget which is $90 million over the estimated revenue at this time, and this committee is doing its best to try to raise the funds necessary but, at the same time, doing away with items and positions to which we feel that the District may forego at the present

time. It is not going to be easy to convince this Congress of the feasibility of this commuter tax, which is $51 million. If we cannot get this $51 million, it has to come from somewhere else. If the somewhere else is not available, this budget will be in great jeopardy and, therefore, we are almost frantically trying to cut out positions.

I find it, frankly, very difficult to convince myself that a vehicle held by an agency for 9 years and traveling 10,000 miles is necessary.

Mr. RIDLEY. Well, I do not know how we will make out to transport our records, Mr. Chairman. I might add one other point. We have requested from the committee a number of years, for several years rather, another employee to help us with the investigation of corporations——

POSSIBLE USE OF POOL SERVICE

Senator INOUYE. Is your office near any other District of Columbia office?

Mr. RIDLEY. It is near the Municipal Center. There are some offices there, but it is not near the District Building.

Senator PERCY. Is it possible to use pool transportation, Mr. Ridley?

Mr. RIDLEY. Senator, it would be highly inefficient for us to try. For example, the attorneys who order records in the District of Columbia have to order them sometimes on a quick notice, and we have to get our Libers there. Or even a criminal case that was supposed to have been heard, is not heard. This is how important it is to us. If we do not get the record there, and we are trying to reduce time, we could not possibly do it. I might add, also, we have between 900 and 1,000 corporations that we revoke every year. We have one investigator; I have asked for two. This car could be justified in the investigation of corporations alone. We use it to back up the one investigator we have.

TOKEN SYSTEM

Senator INOUYE. Are any of the employees receiving mileage?

Mr. RIDLEY. We have a token system, whereby the investigator sometimes uses tokens for short trips within the area. We give him mileage on his car.

Senator INOUYE. Can't you do that for this purpose here?

Mr. RIDLEY. I would say not, sir. We could not depend upon any employee being in at any given time to answer the many requests we have from the courts, the banks, from the building associations, from the brokers, particularly lawyers before court. It has low mileage, I admit that, but it is essential mileage. It protects the records of the District of Columbia.

USE FOR BUSINESS PURPOSES

Senator PERCY. I have to say, Mr. Chairman, we certainly have an example of where a city car is not being used for personal purposes. Also, I would classify you as a fiscal conservative to keep a car 8 or 9 years and not give in to styling changes. I have to commend you on that.

Mr. RIDLEY. I hoped to be complimented for keeping this car for 10 years with the low mileage. We are still using it and it is essential.

I assure you it is not used for any personal purpose. It is essential to the operation of the office. We take in over $2 million a year and we spend about $630,000 on expenses. The public looks for some service. If we are late with Libers to the court in an important criminal case, we could affect a lot of things in the District. It is very important. Corporations that are not operating according to law, we have to be able to investigate them.

LOCATION OF COURTS FROM RECORDER OF DEEDS

Senator INOUYE. I have just been advised that the court is right across the street from the Office?

Mr. RIDLEY. None of the courts are across the street, sir. I might advise you that the courts have been moved. The civil division of some have been moved, as far as G Street.

Senator INOUYE. Just recently?

Mr. RIDLEY. Yes, sir; recently.

Senator INOUYE. But up until then, for the past 8 or 9 years, it has been across the street?

Mr. RIDLEY. It is not across the street; that is not accurate. It is down the street, about a block and a half away, and this is in and out of buildings.

BACKLOG IN OFFICE

Senator PERCY. I wanted to ask a question about your backlog in the office. Are you current, up-to-date with your workload?

Mr. RIDLEY. It takes us approximately 10 days, depending upon the amount of staff we have. We have low grades. We now have vacancies, five vacancies. Possibly 10 days.

Senator PERCY. But you would consider yourself current?

Mr. RIDLEY. Relatively current.

Senator INOUYE. Thank you very much.

Mr. RIDLEY. Thank you very much, Senator.

PUBLIC SERVICE COMMISSION

STATEMENT OF GEORGE AVERY, CHAIRMAN

ACCOMPANIED BY:
JEREMIAH C. WATERMAN, COMMISSIONER
GRAHAM WATT, COMMISSIONER
JAMES H. BOHANNAN, EXECUTIVE SECRETARY

PREPARED STATEMENT

Secretary INOUYE. The next office is that of the Public Service Commission. I believe we have Mr. George Avery.

Mr. AVERY. Yes.

Senator INOUYE. Welcome to the committee, sir.

(The statement follows:)

The Public Service Commission regulates the rates and services of public utilities and taxicabs in the District of Columbia in accordance with the provisions of D.C. Code, Title 43–100, et seq. The Commission also licenses and regulates stockbrokers in accordance with D.C. Code Title 2–2401, et seq.

The primary functions or activities of the Commission are:

1. To establish rates for services rendered by public utilities under its jurisdiction that are just, reasonable, and non-discriminatory.
2. To formulate standards for adequate utility service.
3. To prescribe and enforce rules and regulations regarding utility service for the safety of the public.
4. To regulate the business of selling securities and licensing of securities dealers.

During the past year we have been very involved in major rate proceedings involving both the telephone and electric companies. We anticipate further such proceedings in the near future as a result of general inflationary pressures in the economy and their particular effect on the utility industry. Apart from formal proceedings, we concern ourselves on a day-to-day basis with problems of serious concern to residents of the District of Columbia as well as local and Federal government. These include problems such as reliability of electric service, gas pipeline safety, and adequacy of telephone service. I will not attempt to detail specific activities we have undertaken in these regards. However, they are matters raising very complex questions with which we deal on a day-to-day basis.

In order to carry out these responsibilities, we have a staff of accountants and engineers as well as usual administrative personnel. We have a separate securities division with personnel qualified to carry out responsibilities in that area. Legal services are provided to us by the office of the Corporation Counsel.

We are not seekng any additional personnel positions in fiscal 1972. However, most of the increase we are seeking is for personnel costs covering mandatory pay increases and similar items. There are two minor items, $500 in postage and $1,000 in materials and supplies. The volume of mail in the securities division has increased tremendously. Requests for materials from this office by stockbrokers throughout the fifty states are on the upswing, thereby causing our postage costs and that for materials and supplies to increase.

INTRODUCTION OF ASSOCIATES

Mr. AVERY. Good morning, Senator. Thank you.

I am accompanied this morning by Commissioner Jeremiah C. Waterman, recently appointed to the Commission by President Nixon,

and who took office on the 5th of January, this year, and James H. Bohannan, our Executive Secretary. And our third Commissioner is over there on the left, Mr. Watt. This is one of his duties to serve as the third member of the Public Service Commission.

Senator INOUYE. You are all over the place.

Mr. WATT. I certainly am.

BUDGET JUSTIFICATION

Mr. AVERY. I understand our prepared statement has been submitted for the record. We have nothing really to add. Our increases are mostly mandatory pay increases. We are asking for an additional $1,500 for materials and supplies and postage, mainly as a result of the increase in the volume of mail we have had to put out in recent years through our Securities Division. They seem to get requests from all over the country, from lawyers and companies, thinking of issuing stock from all parts of the country, asking for materials on the requirements of the District of Columbia law. As a result of that, our volume of mail has gone up. We have asked for this increase of $1,500 to cover that.

I would be happy to answer any questions that the committee has.

VACANT POSITION

Senator INOUYE. I notice out of your authorized staff of 30, you have six vacancies at the present time.

Mr. AVERY. Only one. As of what date was that?

Senator INOUYE. December 31, I am sorry.

Mr. AVERY. One of those, of course, was the Commissioner's post which was vacant, waiting Senate confirmation. Also, we were going through somewhat of a change in the Executive Secretary's office at that time. We did have, for a very short period there, a rather high number of vacancies, but at the moment there is only one vacancy.

REGULATION OF STOCKBROKERS

Senator INOUYE. Have you had any problems in the regulation of stockbrokers here in Washington?

Mr. AVERY. Not really, Senator. It has been a very active field since we took it over in 1963, I guess it was; 1962. We have a limited "blue sky" law here in the District of Columbia. We only register the stockbrokers, the licensed stockbrokers. You probably know in some States the stocks themselves have to be registered. But our law is a limited one.

There is a very high volume of work involved, a very high volume of paperwork. There are a certain number of formal proceedings involving fraud type cases and a large continuing volume of informal complaints that our staff looks into. But nothing I would characterize as any problem out of the usual.

Senator INOUYE. Any questions?

TELEPHONE RESIDENTIAL RATE

Senator PERCY. Yes. I am quite interested in your field of activities, particularly with respect to the telephone company. With so much of

that coming from the Government services, does the telephone company have area flat rates as to many other cities and telephone companies have where a flat rate is placed on an unlimited number of calls allowed in the area itself?

Mr. AVERY. Yes. You are talking now about a residential rate. For $5.95, which is, I think, about the lowest rate in the country, you have unlimited residential telephone service.

Senator PERCY. How far does that go, just the District?

Mr. AVERY. I cannot give you exact boundaries, but it is essentially the Washington-Metropolitan area.

WIRETAPPING

Senator PERCY. Right. Does your jurisdiction go to wiretapping, or is there some other regulatory agency that would cover that, so far as telephone lines are concerned?

Mr. AVERY. You are talking about permission for that?

Senator PERCY. No, not permission.

Mr. AVERY. That is done through the courts.

RESPONSIBILITY OF SECURITY AGAINST TAPPINGS

Senator PERCY. All of this discussion—Senator Montoya just mentioned this weekend that he was convinced a great many Members of Congress feel their telephones are tapped. Who has the responsibility for making certain that everything is being done to insure the integrity and the privacy, other than national security, of telephone lines?

Mr. AVERY. Well, we certainly would have that responsibility. Our statutory responsibility is for the adequacy, safety, and public convenience of all utility service, and I would think within those terms would be included this problem.

Now, the FCC has a much more direct responsibility because there is a special Federal statute regarding wiretapping, as you know. The responsibility for enforcing that is specifically vested in the FCC.

I must say, I have been on the Commission 5 years and and I have never had any written complaint of any kind about it. I read about it in the newspapers myself all the time. But no one has ever come to the Commission and said, "I think my lines is being tapped; will you check it?" That has never happened in the 5 years I have been on the Commission. Of course, if we did get a complaint like that we would thoroughly check it.

POSSIBLE TAPPING OF SENATOR'S LINES

Senator PERCY. I got my line checked, for instance, several times, both at home and in the office because of complaints from employees in my office that they feel, they hear clicking noises, they are worried that someone is tapping in on that line.

My neighbor discovered underneath an automobile that her husband parks right in front of my house regularly, an expensive, elaborate, electronic listening device that can listen in on telephone lines very easily. Just this weekend, I was out of town in Illinois, and my

wife called me and said, "Two men cut into our line from the telephone company. I went out to see what they were doing; 'What are you cutting into our telephone lines for?' They said, 'It is for safety purposes.' " And the impression she had from them was that it was none of her business what they were doing. They made it quite clear they had the full responsibility to cut in on those lines and do whatever they wanted to to those lines, and were relatively ungracious to her when she inquired. Just this weekend, a distinguished Senator, Senator Montoya, has evidenced deep concern about it.

I wonder if someone from your agency could at least talk to Senator Montoya and see what he has in mind because this is a matter of considerable concern to the public now. It is creating a credibility gap that the privacy of the telephone line, the privacy of homes and offices, is being invaded, and I think it is a matter of deep public concern. If these are all false suspicions, the best way is to take a careful check and have a responsible record made that everything possible is being done to preserve the privacy that should exist in even a public utility line. You have a right to privacy on those lines.

FIELD TRIP OBSERVANCE OF FACILITIES

Mr. AVERY. I agree absolutely. I might say, while I said we have not had any specific complaints, I have had several conversations myself with several telephone officials on this subject, and always made clear my view that wiretapping cannot be condoned. They always give us the assurance that it is absolutely not done as far as they know; they never would permit anything on their lines without a court order. Of course, under court order they have to do certain things.

I have gone out on field trips to inspect their facilities in a general way, not specifically looking for this. But we do not just sit in our office, we go out in order to look at the facilities. I ask about this on field trips. I asked what kind of measures they take. They do give us assurances the wiretaps are not there. But I think it is an excellent suggestion to follow specifically with Senator Montoya, and I will do that.

DEEP CONCERN OF PUBLIC OFFICIALS

Senator PERCY. He may have some very specific evidence that you might want. And now that we have a responsible Senator concerned about it, I need not remind you that a group of Governors had more than suspicions; there was admission that the installation of the so-called hotline could be easily tapped. And it is particularly grave when a Governor of a State, and when a Senator of the United States are concerned about whether or not conversations he is holding, which should be privileged conversations, are being invaded by someone for some purpose. I am not saying it is Government that is doing it; it could well be other interests. We have seen that the Post Exchange System can easily be bought into by the coin-operating machines and the games.

What better purpose would there be than for the Mafia to buy into a telephone number of the Permanent Subcommittee on Investigations to determine what we are doing? What is the next investigation going to be? Where is the action going to fall next?

I would hate to have to use public telephone booths for conversations about committee work.

So I really feel we have an area that is of deep concern to the public. It is of deep concern to public officials. And if you are the proper agency, I would like to see you have all of the resources that you need to protect what I consider one of the basic freedoms that we have got in this country. We do not want to take it too lightly.

Mr. AVERY. We certainly have responsibility in that area, a statutory responsibility.

Senator PERCY. That responsibility is a very grave one in the Nation's Capital. If we cannot be safe and secure here, where can we be?

Thank you very much.

TRAVEL AUTHORIZATION

Mr. JORDAN. In the 1971 appropriation bill passed by the Congress on July 1, last year, how much was the Public Service Commission authorized for travel?

Mr. AVERY. It was around $1,500—you are talking about the last fiscal year?

Mr. JORDAN. Present fiscal year, $1,800.

Mr. AVERY. $1,800, right.

Mr. JORDAN. How much did you spend in the first 6 months of this year?

Mr. AVERY. It was considerably more than that.

Mr. JORDAN. $2,624?

Mr. AVERY. Well, as of February 28, the report I have shows $2,154.55. That is as of February 28, 1971.

APPROPRIATED PERSONNEL FUNDS TRANSFERRED TO TRAVEL

Mr. JORDAN. And an additional amount was acquired in what way?

Mr. AVERY. Was transferred from another account. We had some extra funds. The major source of them was the fact we had a vacancy of a little over 6 months in the commissionership because of the delay in Commissioner Waterman's being confirmed, so we had some extra funds in the personnel account.

Mr. JORDAN. Funds appropriated in the present fiscal year for personnel were transferred to travel?

Mr. AVERY. Yes.

Mr. JORDAN. And even with the additional funds you, according to records I have, show only slightly less than $700 for the remaining 6 months of the year. Would that amount be sufficient for travel?

Mr. AVERY. Oh, yes. The major portion of our travel—our travel is fairly limited and always follows the same pattern. We send a group to the National Association of Regulatory Utilities Commission each year. That convention is always in the fall.

Mr. JORDAN. I did not raise a question about any specific trip. I did raise a question about exceeding your allocation by almost 100 percent.

Mr. AVERY. Yes. Well, I was explaining most of our traveling is over for this year. We have a meeting, this meeting of NARUC, which is the biggest item we have. This is annually. That is one reason why we are over our original budget this year. That convention moves

around the country. It is a national organization. This year they met in Las Vegas; next year they are going to meet in Atlantic City, N.J., and it will be a much smaller expenditure. We had several hundred dollars in air fares to send three people from the Commission.

Mr. JORDAN. The report I asked for was to indicate if the travel was other than first-class travel. So your air fare is not noted so I assume they were all first class.

Mr. AVERY. No; all economy. Actually, I went first class myself but I made up the difference between economy and first class myself, but all of the travel as far as the charge to the Government was economy.

Mr. JORDAN. No further questions.

Senator INOUYE. Thank you very much.

Mr. AVERY. Thank you, Senator.

STATEMENT OF ARTHUR B. HATTON, EXECUTIVE DIRECTOR

ACCOMPANIED BY KENNETH T. HAMMOND, DEPUTY DIRECTOR

PREPARED STATEMENT

Senator INOUYE. The next Office is the Zoning Office, with Mr. Arthur Hatton.

Welcome to the committee, sir.

(The statement follows:)

Gentlemen:

The Zoning Commission Office has several basic functions listed in order of priority as follows:

1. To provide the daily administration and technical support for the Zoning Commission;

2. To provide similar administrative and technical support for the Board of Zoning Adjustment;

3. To provide the technical guidance needed by the Zoning Commission in order to keep the Zoning Regulations current with changing technical, social and economic conditions in the City;

4. To keep the public and other agencies informed about all zoning activities in the City.

I would now like to discuss these functions out of order to focus attention on the problems and needs of this office.

Information

The Zoning Office is the principal source of information about zoning, what land is zoned, what the particular zoning permits, how the zoning may be changed and what other adjustments may be possible. Public notices and considerable correspondence are sent out on each Zoning Commission and Board of Zoning Adjustment case, and numerous meetings are held with citizens, developers, and other agencies in order to improve understanding of the zoning process.

We have been able to increase the effectiveness of this activity through training and efficiency without increasing costs beyond the requirements of higher phone and postal rates which are beyond our control.

Zoning Revision Program

Two years ago we embarked on a rather ambitious program to revise the Zoning Regulations which had not changed significantly since the last general revision in 1958. The 1958 Zoning Regulations did not take into account the METRO system now under construction and other technical, social and economic changes that could not be foreseen at that time.

In the words of our consultants, Barton-Aschman Associates, our "study design or work program projects a series of activities for revising the Zoning Regulations of the District of Columbia on a base of rational policy on land utilization," and "many of the issues that regularly confront the Zoning Commission are not basically Zoning problems, but rather are issues involving major planning and development policies." Therefore, our program starts with research and the development of new land use policies followed by the preparation of new zoning regulations and legislation to implement those policies.

Our basic budget has included funds to help finance the Zoning Revision Project and considerable progress has been made. However, I am not satisfied with this progress which has been retarded by inadequate resources. Our study design envisaged a two and one-half year program with the Congressional approved funds being augmented by H.U.D. grants at the rate of $175,000 per year. We have only received $50,000 and $29,000 in grants from H.U.D. in Fiscal Years 1970 and 1971 respectively. At this rate of funding we will have to scale down the project and still take about five years instead of the originally programmed two and one-half years.

Zoning Commission Administration

While there has been little change in recent years in the number of Zoning Commission cases processed by the office, there has been a significant change in the nature of these cases. As a result of the program to revise the regulations, text amendments have been more comprehensive, involving whole sections of the regulations rather than one or two words or paragraphs. Some of these changes have in turn required more of the developer and more staff review to assure that the requirements have been met and, more importantly, that they will result in the kinds of improvements anticipated by the new regulations. For instance, in the ten years following May 1958 when the Planned Unit Development concept was introduced into the Zoning Regulations, we received 17 project applications for an average of less than two per year. In the middle of 1969 this Section 7501 of the regulations was extensively revised. As a result, we have received 24 new project applications, for an average of more than ten per year. These Planned Unit Development projects, like "Watergate" and "McLean Gardens" not only need more processing but they require different staff talents capable of making detailed design analyses and recommendations. However, I believe that the long-range benefits to the city in the form of improved and lasting values and improved urban design are extensive and worth thousands of times the staff efforts involved. I am not satisfied with our capability to make the most of this opportunity.

Board of Zoning Adjustment Administration

The case load of the Board of Zoning Adjustment has remained rather stable for a number of years. However, as with the Zoning Commission, the cases have become more complex. Each Planned Unit Development project approved by the Zoning Commission results in an average of four B.Z.A. reviews of final design plans as the project proceeds. New zoning provisions

generated by our Zoning Revision Project frequently require interpretation by the B.Z.A. before the permit office, citizens and developers fully understand their intent and purpose. Other changes in the regulations like those stemming from the Anacostia development policies require detailed site plan review by the Zoning Office staff as advice to the B.Z.A. Although it is early to tell what the full impact of these new trends in zoning will be, it is obvious to me that we do not have the staff capability to meet the challenge and opportunity.

Conclusion

It should be obvious that the changing nature of our programs of administration and modernization of the regulations require not only more people but a continued shift to personnel with more technical backgrounds. Within the limited resources of the past we have been making every effort in these directions. For example, when the deputy director position was vacant the job description was rewritten to make it possible to recruit a fully qualified architect--Mr. Hammond.

The increasing emphasis on Planned Unit Development and other design review techniques in zoning call for a greater design review capability than Mr. Hammond can provide along with his other administrative duties. Therefore, I am suggesting a redirection of funds to make it possible to recruit an architect-planner to assist in this vital area. The redirected funds would come from Services and Contractual Funds in the past earmarked for the Zoning Revision Project. In making this request I fully realize that this is going to place an additional squeeze on the Zoning Revision Program. However, faced with the current monetary limitations I do not see any choice but to direct our resources toward the adequate administration of established zoning regulations and procedures even if this is at the expense of future improvements in the zoning process.

REDIRECTION OF FUNDS

Mr. HATTON. I would like to introduce Mr. Kenneth Hammond, my deputy, who is here with me this morning. You have my prepared statement. I will not read it but I think you can see from that, I am engaged in a juggling act, as the result of a rather difficult decision requesting a redirection of funds. This, I think, is absolutely necessary but not the solution.

ACT OF 1910

Senator INOUYE. It has been suggested that because this is a Federal City, the National Capital, certain restrictions have been placed upon the use of the land area within this city. For example, I believe there is a height regulation that says it will not go beyond the Washington Monument.

Now, are these regulations prescribed by law?

Mr. HATTON. Yes, sir. The one specifically that you are referring to is the act of 1910, which preceded zoning in this country. My understanding, is that it was really a fire regulation to relate buildings to what the Fire Department of those times could handle. But it has more recently become the mechanism in the eyes of many people for preventing private construction from overshadowing the monumental Federal buildings.

RESTRICTIONS IMPOSED BY NATIONAL ACTIVITIES

Senator INOUYE. What other similar restrictions do we have imposed by the national activities here?

Mr. HATTON. Well, the Zoning Act itself—but it is really not very restrictive—is typical of enabling legislation that gives us authority to zone within reasonable limits. I do not consider it particularly limiting.

Senator INOUYE. What I am trying to get at, could I possibly establish an oil refinery here in the District of Columbia?

Mr. HATTON. Yes; it would be possible in the M zone as established by the Zoning Commission, but you would have to be within some very strict limitations on emission of noise, odors and so on, and you probably could not comply with an oil refinery.

Also, in the organization of the Zoning Commission, there is a balance between the local and Federal interests of the five members of the Zoning Commission. Three are local officials, one is the Architect of the Capitol, and one is a representative of the Department of the Interior. So that the authority that the Zoning Commission has to establish reasonable land use regulations is monitored through those two Federal representatives.

Senator INOUYE. In other words, in order to have any approval, you must in essence receive the approval of the Federal Government.

Mr. HATTON. I think that has been the experience. If I were to make a suggestion to change the zoning that was not considered in the interest of the Federal Government, those two Federal representatives would make it known and I think the other members would accept their comment. This has been the practice.

DEVELOPMENT OF INLAND STEEL

Senator PERCY. I wanted to ask you specifically if you can tell us where the project stands in Georgetown about the development of Inland Steel.

I have a dual interest in this. Inland Steel's headquarters are in Chicago. I live in Georgetown, belong to the improvement association there, and am deeply interested in preserving the heritage and the characteristics of Georgetown. I think Georgetown adds a great deal to the city.

Mr. HATTON. Inland Steel has retained a local architectural firm which has been doing the feasibility study. My office has had several informal meetings with the architects and we have a pretty good idea what they are going to suggest to their clients. Just what the client will do with that, we do not know. There have been no applications filed on the project.

Senator PERCY. It is just in the planning stage?

Mr. HATTON. That is correct.

Senator PERCY. No further questions.

Senator INOUYE. Thank you very much, sir.

Board of Appeals and Review

STATEMENT OF IRVING BRYAN, CHAIRMAN

ACCOMPANIED BY MRS. JANE A. GATLING, EXECUTIVE SECRETARY

PREPARED STATEMENT

Senator INOUYE. The next office is that of the Board of Appeals and Review, Mr. Irving Bryan, chairman.
(The statement follows:)

The Board's organization, jurisdiction and workload are set forth in the 1971 PROGRAM BUDGET at page 327.

The Board now has 4 authorized positions which are filled. 1971 is the first year since 1960 that the Board has requested a personnel increase. Not only has the workload in the types of cases originally assigned to the Board risen sharply, but the Board's jurisdiction is enlarged. The Board is unable to give citizens hearings on their appeals as promptly as formerly. Further, the complexity of problems raised by many of the appeals is more pronounced.

Since a written decision with findings of facts and conclusions of law is required in each case, more personnel with higher qualifications are needed (1) to keep the Board's work flowing expeditiously and efficiently, and (2) to assist in drafting decisions.

The Budget Estimate provides for 2 new positions: One Executive Assistant, GS-11, and one Administrative Aide, GS-6.

Other increases are for contractual services (contract reporting), compensation for Board members, equipment (1971 only), printing and reproduction, and miscellaneous expenses.

The Board of Appeals and Review seeks to accomplish its purpose of providing final determinations on appeals as expeditiously as possible. Its objective in this connection has been to hear an appeal within not more than 30 days from the date of its receipt, and to issue a written decision thereon within not more than 30 days from the date of the hearing.

The Board is no longer able to accomplish this objective. Its backlog of pending appeals rose from 15 at the end of fiscal year 1968 to 159 at the end of 1969 and to 278 at the end of 1970. It is estimated that this backlog will not be reduced by the end of 1971. The time elapsed between the hearing of an appeal and the issuing of a decision is now running from 30 to 60 days and, in some complex cases, more than 60 days.

The extent to which the Board's jurisdiction has been expanded since its reconstitution in 1960 is indicated in the budget submission. Its jurisdiction will be further expanded if regulations governing proprietary schools are adopted as now proposed. While the Board is unable to determine to what extent this would affect its workload, the Department of Economic Development is seeking three new positions in connection with the administration of these regulations.

The "target" the agency is designed to service is the parties to an appeal and the community. The service can be improved by an increase in personnel. No alternative for achieving the agency's objective is seen.

No increase in the Board's staff has been authorized since 1960. It consists of: 1 GS-9 Executive Secretary, 1 GS-6 Administrative Aide, 1 GS-5 Clerk-Typist, and 1 GS-4 Clerk-Typist.

The Budget Estimate provides for 2 new positions: 1 GS-11 Executive Assistant, to assist primarily in drafting the Board's decisions, and 1 GS-6 Administrative Aide, to assist in recording of testimony at hearings and preparing the record. Three-months' funding of the 2 positions would require 7.5 thousand in fiscal year 1971, including equipping the positions. The annual cost for fiscal year 1972 would be 22.0 thousand, including personnel benefits.

INTRODUCTION OF ASSOCIATE

Mr. BRYAN. Mr. Chairman and members of the committee, I have with me Mrs. Jane Gatling, who is the executive secretary to the Board of Appeals and Review.

Senator INOUYE. Welcome, Madam.

Mr. BAYAN. Mr. Chairman, a prepared statement of the Board was furnished to the committee.

Senator INOUYE. It has been made a part of the record at this time.

PUBLIC MEMBERS

Mr. BRYAN. Yes, sir. I might say, Mr. Chairman, that this Board consists of 25 members of whom 17 are described as public members. They are not regular employees of the District. They serve when needed. The other eight are regular District employees who are assigned without compensation, or without additional compensation. The Board when it acts, acts through a hearing committee of three, one of whom must be a lawyer, and who acts as the presiding officer of the committee.

RESPONSIBILITIES OF BOARD

The Board's jurisdiction is to hear appeals from aggrieved citizens, that is, persons who are aggrieved by actions of some District agency. The appeals in a general sort of way fall into categories, of the following typical kinds of cases:

The appeal, we will say, of a person who might have been convicted of a crime who wants to rehabilitate himself and become a useful member of society. He applied for a license of some kind, such as a street vendor, parking lot attendant or some other type of activity that requires a license. He has been denied a license because of his record. He has a right to appeal to our Board and the Board has a right to overrule the Department.

The board also hears such cases as the owners of apartment houses whose licenses are revoked or denied because of violations of the housing regulations. The owner denies that he has violated the regulations or he says they are improperly interpreting it or applying the regulations. He can appeal to our Board and the Board can modify the action of the Department.

Another type of housing case involves a roominghouse operator, for example, who was ordered by the Housing Division to remove the cookstove from the rooming unit. These are very appealing types of cases. You usually find that the occupants of the rooming units are old people, usually living alone and they want to cook their meals in their rooms, but that is not permitted. If they want to cook meals in the units, they have to have private baths. Well, the roominghouses do not have private baths. That is the nature of a roominghouse.

Then we have another type of case. We have a sort of a varied jurisdiction, policemen and firemen who are retired for disability go before another Board called the Police and Firemen's Retirement Board. We get a number of cases from that Board which we review where the policeman contends that his disability was incurred in the

performance of duty, or aggravated by the performance of duty. That is the issue and we have to decide that type of case.

We have regulations on the books which require people to register their pistols and their shotguns. Sometimes they apply to register and the administering agency denies registration. So they appeal to our Board.

CASES IN BUSINESS LICENSE AREA

There are other types of cases in the business license area, mainly. Every once in a while our Board is given a new type of work to do. I might say that the budget papers before the committee on pages 9, 11, 4, and 5 spell out some of the recent increases in the Board's jurisdiction. There is now under consideration a further increase. The regulations which would require the owners of proprietary schools and their agents to be licensed. A proprietary school, whether it is located in the District or elsewhere, if it is located in the District, would require a license. If it is located out of the District, if it has an agent in the District, the agent would require a license. Denial or revocation of those licenses could be appealed to our Board.

REQUEST FOR POSITIONS

Mr. Chairman, the only thing the Board is asking is an increase of two people for 1972, which involves $20,700 for fiscal year 1972. The main purpose of these two people is to enable the Board to get its work done expeditiously. There have been complaints and I think they are justified that the Board takes too long to do its work. Every case the Board decides has to wind up with a written decision. Before you get to that point there has to be a hearing and after the hearing the decision has to be drafted.

NEED FOR NEW TIME CYCLE

The time lapse has been running about 4 or 5 months between the filing of an appeal and the hearing and 2 months for issuance of the written decision. We would like to cut that down to, say, a total of 60 days which has been the Board's objective for a long time. The Board has been able to meet it up until recent years. The Board's personnel has not been increased since 1960. The Board has nobody on its staff specifically designated to draft decisions. We just do the best we can with the staff we have. The highest ranking member of the staff is a GS–9 who has to do all sorts of things. And in her spare time, to draft decisions.

The Board Chairman, that happens to be myself and I happen to be an intermittent employee, and I have to pitch in and help draft decisions, although it was not contemplated that the intermittent employee spend a lot of time doing that.

I might say that this chart on the easel here I think graphically indicates what I am talking about. There might be an adverse action in some District agency. The Board has no control over how many of those there are. Some of those are appealed. We have no control over how many are appealed. But when the case is appealed, then our Board has to take over.

What we desire to do is to have a hearing within 30 days, and within 30 days after the hearing we would like to get the written decision out.

What is actually happening is the hearing takes place within about 4 to 5 months, and within 2 months after the hearing, we get a decision out. What we need is to break that time cycle and we think two additional employees will enable us to do it, if our workload continues about at the present rate.

Mr. Chairman, I would be very glad to try to answer any questions you might have, or any members of the committee might have.

MEMBERS ON BOARD

Senator INOUYE. How many members on your Board?

Mr. BRYAN. 25 members total.

Senator INOUYE. All members resident of the District of Columbia?

Mr. BRYAN. I think they are all residents of the District of Columbia without exception, but two. One of those two owns real estate in the District which qualifies him to be a member under the organization order of the Board. One of the members is a physician who at one time was employed in the District of Columbia by the Chesapeake & Potomac Telephone Co. as its chief medical officer, and practiced medicine in the District. He was a nonresident at that time. It was a great difficulty trying to locate physicians who were residents of the District who were willing to serve on the Board. There was so much difficulty that the organization order was amended in 1968 to permit physicians to be nonresidents.

So we have one of those.

Senator INOUYE. Mr. Watt, in my study I have noted that among the several boards and commissions, which are appointed to administer and direct the activities of the city of Washington, I find that many of its members are not residents of the District. Would you furnish this committee a compilation?

Mr. WATT. Certainly.

(The information follows:)

Deputy Chief—Samuel J. Fusco, Route 1, Box 281, Accokeek, Md. 20607.

Assistant Deputy Chief—David Krause, 2121 P Street, 20037.

Secretary—Sherry V. Robinson, 1307 Karen Blvd., District Hgts., Md. 20027.

Board of Accountancy—Charles Kershenbaum, president, 5925 16th Street 20011; Robert Bernstein, secretary, 6367 31st Place 20015; Nathan H. Olschan, 7516 Morningside Drive 20012.

Board of Examiners and Registrars of Architects—Stanley McGaughan, president, 100 Lucas Lane, Bethesda, Md. 20014; Theodore Dominick, secretary, 2405 Tracy Place 20008; James P. Callmer, 2011 K Street 20006; Howard Mackey, 1530 You Street 20009; Frank G. West, 1737 Varnum Street 20011.

Board of Barber Examiners—John A. Wells, president, 1358 Jackson Street, N. E. 20017; Jesse W. Brown, 804 Kennedy Street 20011.

Boxing Commission—York V. Nixon, chairman, 700 Seventh Street, S. W. 20024; Karol L. Kratochvil, 1100 Haverford Road, Takoma Park, Md. 20012; James Kenner, 1609 Madison Street 20011.

Board of Cosmetology—Louise Wilson, president, 1604 Allison Street 20011; Josephine Ashby, vice president, 3000 Connecticut Avenue 20008; Elizabeth C. Barker, 1350 Jackson Street, N. E. 20017; Mary L. Burgess, 1503 Massachusetts Avenue, S.E. 20003; Malcolm Caponiti, 1618 Good Hope Road, S.E. 20020; Audrey S. Clark, 3823 Pope Street, S. E. 20020.

Board of Dental Examiners—Dr. Albert K. Leon, president, 6014 Onondaga Road 20016; Dr. Clarence O. Lewis, secretary, 5018 16th Street 20011; Dr. Arnett A. Anderson, 635 G Street, S. W. 20024; Dr. William K. Collins, 117 49th Street, N.E. 20019; Dr. Sidney N. Greenspan, 5129 Chevy Chase Parkway 20008.

Electrical Board—Theodore Popowsky, chairman, 11604 Split Rail Court,

Rockville, Md. 20852; Irving T. Jones, secretary, 6400 Lynhaven Drive, Clinton, Md. 20735; William Chandler, 5916 17th Street, 20011; Malcolm Cox, 11500 Nairn Road, Wheaton, Md. 20902; Wylie D. Powell, 1303 31st Place, S. E. 20020; Richard A. Burgess, alternate member, 4306 Georgia Avenue 20011; Paul Jones, alternate member, 1420 Patrick Henry Drive, Falls Church, Virginia 22044; Elgin M. Noack, alternate member, 4017 Tennyson Road, University Park, Md. 20015; Richard M. Spicer, alternate member, 6606 Newport Road, Hyattsville, Md. 20784; E. B. Warren, alternate member, 102 Greenspring Drive, Annapolis, Md. 21403.

Commission on Licensure to Practice the Healing Art—Commissioner of the District of Columbia; Corporation Counsel for the District of Columbia; Director, Health Services Administration; District of Columbia Superintendent of Public Schools; Director, Department of Economic Development.

Nurses' Examining Board—Dr. Laura B. Kummer, R.N., president, 5028 Gadsen Drive, Fairfax, Va. 22030; Dr. Marie Bourgeois, vice president, 6521 E Halbert Road, Bethesda, Md. 20034; Nan B. Dunn, R.N., 2800 Quebec Street 20008; Joyce A. Elmore, 9900 Georgia Avenue, Silver Spring, Md. 20902; Mary G. Gabig, R.N., 617 Hamlin Street, N. E. 20017.

Board of Optometry—Dr. John Greenwood, president, 6265 Clearwood Road, Bethesda, Md. 20034; Wendell P. Witten, O.D., vice president, 666 11th Street 20001; Dr. Ted Oberman, secretary, 4308 Yuma Street 20016; Dr. Alexander S. Farkas, 3422 17th Street 20010; Dr. Walter Kaplan, 2122 California Street 20008.

Board of Pharmacy—Paul Shipiro, president, 5376 Nevada Avenue 20015; Roderick H. Tarrer, secretary, 4409 Colorado Avenue 20011; Harold M. Elwyn, 5809 Tanglewood Drive, Bethesda, Md. 20034; Elmer C. Hillman, 5101 South 10th Street, Arlington, Va. 22204; Talmage G. Wilson, 2630 Newton Street, N. E. 20018.

Physical Therapists' Examining Board—Melba Thalley, chairman, 4821 Eighth Street, NE. 20007; Russel J. Davis, 4701 Willard Avenue, Chevy Chase, Md. 20015; Theodore M. Keys, 730 Delafield Street, NE. 20017; Dorothy Leland, 2701 Connecticut Avenue 20008; Florence G. Presley, 617 Gist Avenue, Silver Spring, Md. 20910.

Plumbing Board—James L. DeChard, chairman, 1664 Michigan Avenue, NE. 20017; Henry J. Samaha, secretary, 5955 N. Eighth Road, Arlington, Va. 22205; Watha T. Daniel, 1525 9th Street, 20001.

Board of Pediatry Examiners—Dr. William H. Weslar, president, 3100 North Ingelwood, Arlington, Va. 22207; Dr. Alec C. Levin, secretary, 2910 Edgevale Terrace 20008; Dr. Muriel E. Osborne, 153 Rhode Island Avenue 20001.

Practical Nurses' Examining Board—Grace C. Robinson, president, 1229 Jackson Street, NE. 20017; Hortense R. Johnson, vice president, 6111 Dix Street, NE. 20019; Alice K. Butler, 1429 Kearney Street, NE. 20017; Lillian R. S. Means, 842 Franklin Street, NE. 20017; Nita T. Morris, 3010 P Street, 20007; Ida C. Robinson, 325 Anacostia Avenue, NE. 20019; Virginia Sage, 2006 38th Street, SE. 20020.

Board of Registration for Professional Engineers—Claude R. Engle, chairman, 5709 Rockmere Drive, Sumner, Md. 20016; Gennaro A. Vacca, secretary, 5745 Moreland Street 20015; Henry B. Peterson, 16 Panorama Drive, Oxon Hill, Md. 20021; Francis W. Steele, 426 Randolph Street 20011.

Real Estate Commission—Kenneth Back, chairman, 6620 Brandywine Street 20016; John C. Ahearn, alternate member, 6125 Western Avenue 20015; S. Churchill Elmore, 3215 Klingle Road 20008; Arnett G. Lindsay, 510 N Street, SW 20024; Samuel C. Reynolds, 2111 Upshur Street, NE 20018, J. A. Weinberg, 3126 Arizona Avenue 20008.

Refrigeration and Air Conditioning Board—V. Lee Saunder, chairman, 12617 Kembridge Drive, Bowie, Md. 20715; William A. Mastin, secretary, 7341 85th Avenue, Hyattsville, Md. 20785; Barney Menditch, 1006 Robroy Drive, Silver Spring, Md. 20903; John J. Christie, alternate member, 909 Fairland Road, Silver Spring, Md. 20904; Walter Dickerson, alternate member, 1344 Montague Street 20011; Harold W. Sadler, alternate member, 520 N. Emerson St., Arlington, Va. 22207.

Steam and Other Operating Engineers' Board—Richard T. Clark, chairman, 4628 Barnum Lane, Alexandria, Virginia 22312; Theodore R. Hagans, 2015 15th Street 20009; Jack Hanna, 11 West 2nd Street, Frederick, Maryland 21701; Anthony Capacchione, alternate member, 14008 London Lane, Rockville, Md. 20853; Francis W. Null, alternate member, 4390 Lorcom Lane, Arlington, Va. 22207; Harry R. Williams, alternate member, 7200 Highland Avenue, Springfield, Va. 22150.

Board of Funeral Directors and Embalmers—Robert G. McGuire, chairman, 1633 Crittenden Street 20011; John H. Crandall, 5220 Montgomery Street, Springfield Va. 22151; John T. Stewart, 1639 No. Portal Drive 20012; Harry D. DeVol, 2222 Wisconsin Avenue 20007; Macy G. Hall, 3918 18th Street NE 20018.

Board of Examiners of Veterinary Medicine—Dr. J. Raymond Currey, president, 6620 Bradley Blvd., Bethesda, Md. 20034; Dr. Bernard J. Berliner, vice president, 1539 Roxanna Road, 20012; Dr. Jean S. Goudy, 4214 50th Street 20016; Dr. Alan McEwan, 2737 Devonshire Place 20008; Dr. Lanxter D. Webber, 5200 29th Avenue, Hillcrest Hgts., Md. 20032.

APPOINTMENT OF RESIDENTS TO BOARDS AND COMMISSIONS

Senator INOUYE. I note this because I find it difficult to believe that it is not possible for the appointing power to find competent men and women within the city limits of this District to fill these boards and commissions.

Mr. WATT. I can say, Senator, that insofar as the mayor is the appointing authority, and during the 3 years approximately that he has held that office, in filling appointments, vacancies which have come up during that period, he has consistently sought to identify and to appoint residents as members of these boards and commissions. However, I will give you the list that you asked for.

Senator INOUYE. Thank you very much.

Senator Percy?

Senator PERCY. No questions.

Senator INOUYE. Thank you very much, sir.

Human Relations Commission

STATEMENT OF JAMES BALDWIN, EXECUTIVE DIRECTOR

ACCOMPANIED BY:
A. FRANKLIN ANDERSON, DEPUTY DIRECTOR
EDWARD BROOKS, ASSOCIATE DIRECTOR FOR OPERATIONS AND STATISTICS

PREPARED STATEMENT

Senator Inouye. Our next office is that of the Human Relations Commission. I believe Mr. James Baldwin the executive director is here. Welcome to the committee.

(The statement follows:)

Mr. Chairman:

The District of Columbia Human Relations Commission is requesting $598,800 in its budget submission for Fiscal year 1972 — an overall increase over the adjusted allotment for Fiscal 1971 of $66,900. Forty percent of this increase is to cover uncontrollable costs and the remaining $40,500 is requested in order to annualize four positions in the second supplement to the 1971 budget. I will discuss these four positions in more detail later.

As you know, the Human Relations Commission was created by a Commissioner's Order in 1958. It has two basic missions. First, we are responsible for eliminating illegal discrimination on the basis of age, race, sex, religion or national origin from every phase of employment within the D. C. Government; and within the boundaries of the District of Columbia, in all areas of private sector employment; in the sale, leasing or rental of housing units; and in access to public accommodations.

Secondly, we work to foster communication, cooperation and mutual respect among all racial and ethnic segments of the community and between the citizenry and the government agencies established to serve them.

When I last appeared before this Committee, in April of 1970, I had been Director of the Human Relations Commission for less than a month. I was, therefore, in the somewhat awkward position of presenting a budget which I did not fully comprehend. At that time, however, I stated my conviction that effective enforcement of non-discrimination regulations would require a departure from the then existing policy of relying exclu-

58-979 O - 71 - pt. 1 - 20

sively upon individual complaints brought to the Commission solely on the initiative of the aggrieved parties. Instead, I proposed a number of steps which, collectively, would constitute a comprehensive and rationally planned attack on the persistent problems of discrimination. Among other things, I proposed:

1. The development and operation of a reporting system which would require local employers and housing managers to file annual reports on minority group participation in their respective areas;

2. The development of an analytical system for using these reports to pinpoint the locus, nature and extent of illegal discrimination;

3. The development of affirmative action plans to assist employers and housing managers in designing remedial plans to eliminate discriminatory practices in their operations;

4. The implementation of more expeditious methods of receiving, investigating and disposing of complaints of discrimination; and

5. The development of an "early warning system" to identify practices of discrimination or other activities that might lead to interracial tension or conflict.

In that budget submission, I also requested funds for twenty new positions in order to implement this strategy.

This request, as you know, was denied. Nevertheless, my experience during the past year as Director of the Commission has only strengthened my conviction that the strategy articulated in last year's budget submission was correct, and we have taken a number of steps to implement it — albeit on a more modest scale than I would have desired.

Since my last appearance before this Committee, the Human Relations Commission has:

1. Established and staffed an Enforcement Division responsible for receiving and expeditiously processing and disposing of complaints of illegal discrimination lodged against private sector employers, housing realtors and operators and managers of public accommodations;

2. Established and partially staffed an Equal Employment Opportunity Office responsible for receiving and expeditiously processing and disposing of complaints of illegal discrimination lodged against D. C. Government employers;

3. Established and partially staffed a Research Division whose function it is to develop and implement reporting, data processing and analytical programs that will permit systemic and accurate identification of the locus, source, nature and extent of illegal discrimination within the D. C. Government and among private sector employers and housing operators; and

4. Established and staffed a Community Relations Division whose function it is to promote close ties with citizen groups in all parts of the city in order to foster inter-racial harmony and assist the government of the District of Columbia to become more effectively responsive.

The task of planning, developing and initiating programs within each of the four areas described above, in conjunction with the task of carrying out the day-to-day responsibilities of the Commission, has largely preoccupied our attention and resources during the past year. This developmental phase is now largely completed and our major objective for the coming year will be the coordination of these diverse, and presently unrelated, activities into a coherent whole, and meshing the entire operation with those of other D. C. agencies, such as the Office of the Corporation Counsel, the Bureau of Licenses and Inspections, the D. C. Personnel Office, and the Office of Community Services.

A major and recent modification of our operation has been the creation, within the Human Relations Commission, of a separate D. C. Government Equal Employment Office with an Associate Director who reports directly to me. This Office has been established to receive, investigate and resolve all complaints originating within the D. C. Government. Two factors motivated the creation of a separate office to handle these complaints (which had previously been processed, along with all other complaints, by our Enforcement Division). First, the Civil Service Commission, at the insistence of President Nixon, is emphasizing the need for all agencies to expand their efforts to end discrimination in government employment and to assign full-time staff to this end. Further, the U. S. Office of Management and Budget is requiring all Federal agencies to document their equal employment opportunity activities as part of their budget requests for Fiscal year 1972.

Secondly, the investigation and resolution of complaints originating within the D. C. Government presents a unique and special situation for the Human Relations Commission in that the Commission is also a part of that Government. Thus, where in private sector cases we are resolving differences between two parties organizationally unrelated to the Commission, in D. C. Government cases we are organizationally linked to the participants. Formal recognition is given to this distinction by the fact that I actually wear two hats; one as Director of the D. C. Human Relations Commission and another as Equal Employment Opportunity Officer for the District of Columbia — a counterpart to the Equal Employment Opportunity Officer required in all Federal agencies.

The importance of this new unit can scarcely be overestimated. The effect of comingling private sector and D. C. Government cases within a single organizational unit serves only to dilute the effectiveness of both. Although at first glance the two functions seem sililar in purpose and operation, that similarity is more apparent than real, and serves to obfuscate rather than expedite the operation. For this reason, on January 13th I requested, in the second supplemental to the 1971 budget, four positions to staff this unit. I am now requesting the permanent annualization of these positions in the 1972 budget.

DETAILED ACTIVITIES

In my testimony so far I have attempted to provide a general picture of the primary objectives of the Human Relations Commission and the major emphases of the past year, together with an idea of what we anticipate during the coming year. The balance of this statement will discuss the more immediate goals we have established to carry out the basic objectives, the activities we perform to meet these goals, and a brief statement of the accomplishments of the past year. The Divisions of the Commission described above were organized to achieve the objectives and activities discussed below. For the sake of simplicity, I will discuss these goals and activities within their organizational framework.

The elimination of illegal discrimination is, by far, the major function of the Commission and engages most of our personnel and resources. During Fiscal year 1972, we anticipate that this effort will expend approximately $479,000, or 80 percent of our requested budget.

Enforcement Division:

The bulk of this money, $192,000, or one-third of our requested budget for Fiscal year 1972, is allocated to the Enforcement Division. The goals of this Division can be stated very briefly as the enforcement of regulations governing discrimination in 230,000 housing units in D. C.; in private sector employment with more than 300,000 employees and 17,000 employers; in private firms seeking contracts with the D. C. Government; and in public accommodations within the District of Columbia.

In order to achieve these goals, this Division receives and investigates all such complaints brought to the Commission. Whenever possible, this Division seeks to negotiate informal conciliation agreements between the contending parties. Failing this, public hearings are instituted leading to findings of fact and, where indicated, orders of compliance.

In some instances, when it seems warranted, the Enforcement Division will initiate complaints and investigations on its own. This originate within the District of Columbia, to us for processing. The second factor is a proposal we have forwarded to the Office of the Corporation Counsel that would permit us to receive and investigate complaints of discrimination in housing against any realtor or housing manager licensed to operate within the District of Columbia, irrespective of whether or not the housing unit in question was, itself, within the District. Adoption of either or both proposals would, of course, serve to increase the caseload of the Enforcement Division.

District of Columbia Government Equal Employment Opportunity Office:

The newly established EEO Office will be allocated $51,600, or nine percent of the total budget request for Fiscal year 1972. This Office

has two goals. First, pursuant to Commissioner's Order 71-26, it enforces EEO regulations for all persons employed in or seeking employment in the Government of the District of Columbia without regard to race, color, creed, sex or national origin. This covers more than 50 separate agencies and more than 35,000 full-time employees. Here again, the primary activity is the receipt and investigation of complaints brought to the Commission. This investigation includes a thorough examination of the circumstances surrounding the incident, an examination of relevant documents, and a review of policies and practices which might conceivably lead to or perpetuate discriminatory practices. Every effort is made to conciliate and resolve these complaints informally within the Commission; when this proves impossible, a public hearing is held, chaired by an Examiner selected from qualified personnel within the D. C. Government (but not from the staff of either the Commission or the agency within which the complaint originated). On the basis of this hearing, the Examiner presents his findings to me and I, acting on behalf of the Mayor, issue orders of compliance. Both the complainant and respondent may appeal my finding directly to the Mayor.

During Fiscal year 1970, 102 complaints were received in the Commission lodged against D. C. Government agencies. On the basis of the number of complaints received through February 1971, and extrapolating from Fiscal 1970 figures, we estimate that 53 such complaints will be received during this Fiscal year, and approximately the same number during Fiscal year 1972. Even this figure, however, may be too large.

We have recently promulgated a set of regulations for handling all complaints of discrimination arising within the D. C. Government, designed to provide individual agencies every opportunity to resolve these problems prior to their submission to my office. Very briefly, these regulations require an aggrieved employee to file his grievance, initially, with an Equal Employment Opportunity Officer within his agency. The agency then has three weeks in which to attempt to resolve the issue. In no instance will my office entertain a complaint until it has been formally

filed with the EEO Officer of the agency in question for at least three weeks. The purpose here, of course, is to resolve as many of these cases as possible prior to their formal submission — in the form of a written, signed and notarized complaint — to my agency. This may very well reduce even further the number of D. C. Government complaints received.

The second major goal of the EEO Office, and one which will become increasingly important as time passes, is to provide, pursuant to Commissioner's Order 67-1101, a continuing District-wide Affirmative Action Program to eliminate discrimination within the District Government. The newly-established EEO Office has already developed a District-wide Affirmative Action Program. Major activities in this area in the coming months will be to:

1. Insure that each department establishes an individual Affirmative Action Program which provides for designating agency EEO Officers and Counselors in accordance with the above-mentioned recently promulgated regulations;

2. Provide education and training to these designated EEO Officers and Counselors, and

3. Review quarterly reports from each D. C. Government agency and, when appropriate, to submit reports to the Mayor and the Civil Service Commission.

Research Division:

Sixty-one thousand dollars, or 10 percent of our total request, is allocated to the Research Division whose responsibility it is to generate, analyze and make available an accurate and comprehensive body of information that will identify the locus, nature and extent of illegal discrimination in all areas within the Commission's jurisdiction.

This requires the development and implementation of reporting, data processing and analytical systems to produce the data required for conducting extensive systemic investigations of alleged discrimination within (1) any given agency of the D. C. Government or selected sub-units of such agencies, (2) selected industries or occupations in the District

of Columbia or specific firms within those industries or occupations, and (3) realtors or housing management firms or specific units or complexes operated by them.

This is clearly a major task and, as I noted in last year's testimony, one requiring six or seven positions. We received only two slots (the Research Director and a Statistician) for this Division in the Fiscal 1970 budget. It was our expectation at that time that the remaining positions would be received as the program was developed and began to be implemented. As you know, however, these positions were not forthcoming in Fiscal year 1971 and our needs became so acute that we reprogrammed $8,810 from our printing and reproduction budget, $10,000 from reporting services, and $5,000 from supplies and materials in order to create three new positions, including a Statistical Assistant and a Clerk-typist for the Research Division. The third position, an Intergroup Relations Specialist, was established within the Enforcement Division. I am requesting, with this submission, your approval for the permanent redirection of these funds in the 1972 budget.

During the past Fiscal year, the Research Division has established and implemented a reporting system yielding individual data on all full-time D. C. Government employees (approximately 35,000) within 57 agencies. These data have now been received within the Commission and will be used to prepare the annual Staffing Patterns report as well as for ad hoc studies and investigations as required.

During the past Fiscal year, the Research Division has produced a statistical analysis of discrimination within a major department in the D. C. Government entitled Analysis of Discrimination within the Department of Sanitary Engineering of the District of Columbia Government and prepared for publication a detailed annual statistical report of minority group employment in the D. C. Government entitled Staffing Patterns. At the present time, this Division is preparing an analytical investigation of discrimination within the D. C. Fire Department.

Community Relations Division:

The second basic function of the Human Relations Commission — fostering communication and mutual respect among all racial and ethnic segments of the community and between the citizenry and the Government — is the province of the Community Relations Division. One hundred twenty thousand dollars, or 20 percent of our total request, will be allotted to this function.

The immediate goals of this Division are to develop programs to increase intergroup understanding and communication among all segments of the community and to build an effective network of communication between the District Government and the community in order to insure that public agencies are truly effective in meeting the needs of the community. The Division engages in a variety of activities in pursuit of these goals.

Specifically, it sponsors and conducts meetings in the community in order to discuss D. C. Government policies and practices with the people affected by them, to ascertain the needs and concerns of citizens that are properly the concern of the District Government and to provide public hearings on specific issues affecting that community such as recreational facilities, street lights, health facilities, etc.

This Division is also establishing a Human Relations Citizen's Committee in each of the nine Service Areas recently established by the District Government this past year. These committees, made up of citizens within each area, will provide a citizen's evaluation of the adequacy of the delivery system of the District Government in each of the nine areas.

This Division also has a Police-Community Relations unit whose purpose it is to assist the Police Department's Community Relations Division in its efforts to work effectively with the community. This unit also maintains a staff member on 24-hour call to respond immediately whenever the Office of Civil Defense alert indicates an incident that

might lead to civil strife. Whenever it is deemed necessary, this individual is dispatched to the scene and attempts to reduce tension, dispel rumors and foster communication.

This Division is also charged with the responsibility of investigating allegations of police brutality. During Fiscal year 1970, 107 such cases were received in the Commission. By February of 1971, 43 cases had been received and, extrapolating from the Fiscal 1970 figures, we estimate that 46 such cases will be received during Fiscal year 1971. This figure constitutes as good a guess as any regarding the number of cases that will be received in Fiscal 1972.

Finally, the Community Relations Division is responsible for establishing and operating a Speaker's Bureau drawing upon members of the staff and the Commission. Their activities are directed toward unions, citizens groups, social clubs and churches. This Division also develops audio-visual materials and the quarterly and annual reports of the Commission.

Thank you.

INTRODUCTION OF ASSOCIATES

Mr. BALDWIN. Good morning, Mr. Chairman and members of the committee. I have with me, on my right, Mr. A. Franklin Anderson, Deputy Director of District of Columbia Human Relations Commission, and on my left is the Associate Director of Research and Statistics, Mr. Ed Brooks.

You have, for the record, a pretty detailed and lengthy statement. At this point, I would like to hit the highlights of my statement.

Senator INOUYE. Please proceed.

BUDGET JUSTIFICATION

Mr. BALDWIN. The District of Columbia Human Relations Commission is requesting $598,800 in its budget submission for fiscal year 1972, an overall increase over the adjusted allotment for fiscal year 1971 of $66,900. Forty percent of this increase is to cover uncontrollable costs—that is, within grade, advancement, classified pay increases, and two additional working days. The remaining 60 percent is in order to annualize four positions requested in the second supplement to the 1971 budget. These positions are one GS–13 equal employment officer; two GS–11 investigators; and one GS–5 secretary.

RESPONSIBILITIES OF COMMISSION

The Human Relations Commission was created by a Commissioner's Order in 1958. It has two basic commissions. First, we are responsible for eliminating illegal discrimination on the basis of age, race, sex, religion, or national origin from every phase of employment within the District of Columbia government; and within the boundaries of the District of Columbia, in all areas of private sector employment; in the sale, leasing, or rental of housing units; and in access to public accommodations.

Second, we work to foster communication, cooperation, and mutual respect among all racial and ethnic segments of the community and between the citizenry and the government agencies established to serve them.

EQUAL EMPLOYMENT OFFICE

A recent modification of our operation has been the creation within the Human Relations Commission of a separate District of Columbia Government Equal Employment Office, with an associate director, two investigators and a secretary. Pursuant to Commissioner's Order 71–26, it enforces EEO regulations for all persons employed in, or seeking employment in, the government of the District of Columbia without regard to race, color, creed, sex, or national origin. In emphasizing the need for all agencies to spur their efforts, President Nixon requested that a special staff be set aside on a full-time basis to meet this need. Second, the U.S. Office of Management and Budget is requiring all Federal agencies to document their equal employment opportunity activities as part of their budget requests for fiscal year 1972.

Mr. Chairman, we are now available for questioning.

PREVIOUS GRANTED POSITIONS

Senator INOUYE. Mr. Baldwin, would you advise the committee as to how many new positions were granted your agency in the last 2 years?

Mr. BALDWIN. In the 1970 budget, 20 positions. In the 1969 budget, three positions.

Senator INOUYE. So out of the 38 authorized positions, 23 were granted within the last 2 years?

Mr. BALDWIN. We have 31 appropriated positions and have redirected four positions within the present budget bringing the total to 35 appropriated positions.

Senator INOUYE. So in the last 2 years, you have 23 of your present staff added during the last 2 years?

Mr. BALDWIN. Yes.

Senator INOUYE. And you are requesting an additional one position?

Mr. BALDWIN. We are requesting at this point four additional positions.

UTILIZATION OF POSITIONS

Senator INOUYE. How were these 23 positions utilized?

Mr. BALDWIN. A breakdown would be three GS–13 intergroup relations specialists, which is a supervisory position; four secretaries; and the remaining were investigators. Prior to 1970, the Commission had a total staff of 11 people.

OPERATION OF COMMISSION

Senator INOUYE. How long has this Commission been in operation?

Mr. BALDWIN. Since 1958. It began with grant money from the Myer Foundation and operated with this grant money during 1958 and 1959. The first appropriated positions came in 1960; there were three original positions—a director, deputy director, and secretary.

Senator INOUYE. So in 10 years, your staff has increased tenfold?

Mr. BALDWIN. Yes.

TEMPORARY POSITIONS

Mr. CLARK. One question. How many temporary employees do you have?

Mr. BALDWIN. At present, we have three.

Mr. CLARK. Just three?

Mr. BALDWIN. Just three.

Mr. CLARK. Everyone else on your roll is in a permanent employment position?

Mr. BALDWIN. Permanent employment position.

STUDY OF FIRE DEPARTMENT FAILURE TO RESPOND TO CERTAIN CALLS

Senator INOUYE. I have a few questions here, I am sorry.

I recall reading in the paper that your office investigated the failure by the Fire Department to respond to certain calls.

Mr. BALDWIN. Yes, sir; we did.

Senator INOUYE. What is the status of your study?

Mr. BALDWIN. Our study revealed that engine company 30 did fail to respond. We got involved because one of the charges of our Commission is to alleviate the tension between the communities and the Government. There was some request from the community to get the Commission involved.

We interviewed 14 firemen from engine company 30, and eight community workers, four of which were civilians and four firemen. The result was that the majority of the community workers stated that this particular company, engine 30, had failed to respond on prior occasions. The firemen we interviewed at engine 30, with the exception of one, stated this was the first time it had happened.

As far as the citizens were concerned, we interviewed 21 citizens that lived in the immediate area where this company refused to respond—around Blaine Street and 51st Street in the Southeast section. Of the 21, the majority of the citizens did state that occasionally fires are set by teenagers, by children in that immediate area, and that this is done on the basis of a lot of trash that should be removed. They said there were no ill feelings, actually, toward the Fire Department, but they felt that they had to call some attention to this.

COORDINATION WITH COMMISSION ON STATUS OF WOMEN

Senator INOUYE. In your statement, I believe that one of the matters that comes under your jurisdiction is the discrimination of people because of sex?

Mr. BALDWIN. Yes sir; it is.

Senator INOUYE. What is your position with the new proposed Commission on the Status of Women?

Mr. BALDWIN. I have worked very closely with Mrs. Simonson. We do work close together on this. We have the responsibility on sex discrimination in the District of Columbia government, plus in the private sector. We have this jurisdiction. But, as I understand, her Commission not only deals with discrimination, but with the status of women as a whole, and not necessarily just discrimination. She is concerned in every phase of women within the District of Columbia.

Senator INOUYE. Will there be any overlapping of jurisdiction?

Mr. BALDWIN. There possibly could be.

PROPOSAL FOR DUAL JURISDICTION

Senator INOUYE. What do you propose to do about this dual jurisdiction?

Mr. BALDWIN. As I see it, we have the responsibility of enforcing the regulation as far as sex is concerned. It could be that her office would be forwarding complaints to our attention, maybe referring them, and insuring that women understand where to make complaints. As I say, I do not really know. I have to see the program in detail before I could discuss intelligently the extent to which there would be some overlapping.

PERCENTAGE OF INVESTIGATIONS CONCERNING DISCRIMINATION BY SEX

Senator INOUYE. What percentage of the investigations concern discrimination by sex?

Mr. BALDWIN. Based on the last figures, a good estimate would be between 7 and 10 percent. That would be both the private and public sectors.

Senator INOUYE. And in numbers, what would that become?

Mr. BALDWIN. Within the last 2 years, a total of about 13.

Senator INOUYE. I thank you very much, sir.

District of Columbia Board of Elections

STATEMENT OF CHARLES FISHER, ACTING CHAIRMAN OF THE BOARD OF ELECTIONS

ACCOMPANIED BY NORVAL PERKINS, EXECUTIVE SECRETARY

INTRODUCTION OF WITNESSES

Senator Inouye. The next office is the Board of Elections, Mr. Perkins. Welcome to the committee. I notice you have been very busy.

Mr. Fisher. I am Charles Fisher, the acting chairman of the board of elections. I have with me Mr. Norval Perkins, executive secretary, who will read the statement because I do not have my glasses; I left them out of the city and we prepared an additional statement.

Senator Inouye. Please proceed.

(The statement follows:)

The Board of Elections is responsible for registration of voters, maintenance of permanent voter registration records, and the preparation for and conduct of elections of political party and public officials in the District of Columbia as provided by the D. C. Election act. This act, first approved in 1955, is the source of authority for all public elections held in the District of Columbia.

Every four years since May 1956, District citizens have voted in elections for officials of the local Democratic and Republican parties. In November 1964 and 1968 (as provided by the 23rd Amendment to the U. S. Constitution) District citizens voted in their first and second Presidential Elections. Also in November 1968 and 1969 citizens voted in elections and run-off elections for the School Board. On January 12, 1970 there was a primary election for a D. C. Delegate to Congress. The general election for that office will be held on March 23rd. If no one candidate receives at least 40 percent of the vote, a run-off election will be held after the March 23rd election.

As a result of the 1968 amendments to the Election Act which provided

for an elected Board of Education, and the act of 1970 which provided for the election of a Delegate to the House of Representatives, elections will be held in the District each year.

Additional statutory requirements of the Election Act are--

--That the Board reapportion the 8 city wards after each census. The wards will be reapportioned after the March 23rd election, using the 1970 census data.

--That the voting rolls will be purged of all registered voters who have not voted within the last four years. This purge will be done by hand.

Voting precincts will have to be increased. The average voter population per precinct is currently over 2,000. Citizens have complained of overcrowded conditions in precincts and of having to travel too far to vote. The number of precincts should be increased so that no more than 1,000 voters are served by any one polling place.

The FY 1972 budget totals $414,000. $186,100 of the total is required for personnel compensation and benefits.

Travel and transportation of persons $7,000

Transportation of things $7,000

Rent, communications, and utilities $25,100

Printing and reproduction $43,800

Other services contractual $130,000

Supplies and materials $13,500

Equipment $1,500

RESPONSIBILITIES OF BOARD

Mr. PERKINS. From the statement you received from us, you are aware that the Board of Elections is responsible for registration of voters, maintenance of permanent voter registration records, and the preparation for and conduct of elections of political party and public officials in the District of Columbia, as provided by the D.C. Election Act. This act, first approved in 1955, is the source of authority for all public elections held in the District of Columbia.

As a result of the 1968 amendment and the 1970 Delegate Act, at least one and sometimes two elections will be held in the District each year. Now that we are a part of the national political establishment, the Board of Elections has taken an active part in the registration of eligible voters rather than remaining simply a recordkeeping organization. The Board feels that it has a continuing obligation to mount aggressive voter education programs to stimulate registration and encourage people to vote.

The latter goal is particularly important since the citizens of the District have long had no voting tradition, having been denied participation in the elective process for nearly a century.

As a result of two registration campaigns since October 17, 1970, we have added over 60,000 new voters to the rolls—including the newly franchised 18-year-olds. This was achieved with the cooperation of various community organizations, the League of Women Voters, the business community, and the citizens of the District. Another asset was the press, radio, and television media, for public service news coverage and editorial comment during the drive. It was probably the most intensive registration campaign ever held by an agency of the government.

NEWLY CONSTITUTED BOARD

Our newly constituted Board and the new Executive Secretary will carry on the program initiated by Mr. J. E. Bindeman the former Chairman, and we are now examining closely the need to put together an adequate and efficient organization to provide the citizens of the District with the type of service to which they are entitled.

This will include: (1) A small permanent staff; (2) a research and planning component capable of making statistical projections responding to pending legislation and recommending changes in existing legislation to better serve the democratic process; (3) a city of three-quarters of a million which is also the Nation's Capital requires an automated data processing system for its voter recordkeeping. While this is underway, it is far from complete. For instance, we now send our basic registration data, the voter affidavits out into the precincts.

If anything happened to them it would be disastrous. Clearly, another system of dual records is needed. We shall also need a sophisticated method of comparing signatures for a preliminary check of candidates' petitions. You have probably heard about the challenges to the candidates in the last couple of weeks.

58-979 O - 71 - pt. 1 - 21

The Board also feels that it should be responsible for all elections in the city which have quasi-official status such as the model cities election which will be held in 15 of our polling places tomorrow.

We are doing this in cooperation with Mayor Washington's Office of Community Services.

AMENDMENT TO PRESENT BUDGET

These items represent only a part of the projected activities of the District of Columbia Board of Elections and will be included in an amendment to the present budget.

I say that because the present one—well, the increase in the base amount of the fiscal year 1972 budget, covers the statutory requirements, which are:

(1) A November 1971 election for the Board of Education;

(2) May 1972 national primary election;

(3) Reapportionment of eight wards with the use of 1970 census data;

(4) Purge of voter rolls, which is to be done by hand now, of people who have not voted in the last 4 years;

(5) Increasing number of precincts from 128 to about 260, to bring average number per precinct to 1,000.

I am ready to answer any questions.

ELIGIBLE VOTERS IN DISTRICT OF COLUMBIA

Senator INOUYE. This city has an approximate population of 750,000, I believe. Of that number, how many are eligible to vote?

Mr. PERKINS. Well, we hear from census data that it could be as many as 350,000.

Senator INOUYE. How many?

Mr. PERKINS. About 350,000 to 400,000. That is what we hear. This number varies according to whether you consider that probably 100,000 (of the 350,000–400,000) do live in the city but maintain a voting residence elsewhere. Therefore, they cannot vote here.

Senator INOUYE. Have you ever made a study as to this number?

Mr. PERKINS. As of now, it has not been done, but this is part of our projected research.

Senator INOUYE. Then you have no idea as to what percentage of the eligible voters are actually registered?

Mr. PERKINS. We have got a fair idea now. We think we are getting close to it. We think there could be, according to one of the other Board members, Dr. Robert Martin, a political scientist, another 100,000 we could go and get.

PERCENTAGE OF ELIGIBLE VOTERS WHO ARE REGISTERED

Senator INOUYE. According to your estimate, what percentage of the eligible voters are now registered?

Mr. PERKINS. I would say about 75 percent.

Senator INOUYE. Seventy-five. Of that number, what percentage has gone to the polls?

Mr. PERKINS. In the last election, it was something under 50 percent.

Senator INOUYE. Under 50 percent?

Mr. PERKINS. But we are trying hard to get more people out. That is why we have these public voter education programs.

Senator INOUYE. Is your office responsible for the counting of the ballots also?

Mr. PERKINS. Yes.

DIFFICULTY IN PRIMARY ELECTION

Senator INOUYE. I note that in the primary election, you had some difficulty. Have you resolved this problem?

Mr. PERKINS. We were always set up to count by hand. Now, the difficulty of which they speak, was actually a sorting and counting machine, the purpose of which was to count IBM cards. We did not have IBM stock, so the cards, which had been handled by three or four people before they got to the machine, even had they been IBM cards, would not have gone through, we found out later.

The actual delay was caused by a rather complex computer program, which required about 2 minutes for the results for each precinct to be typed in. As a result, we are talking about 128 precincts times 2 minutes.

Senator INOUYE. How much did that mistake cost you people?

Mr. PERKINS. Oh, it was not costly. The computer service was provided free by a company. It did not cost anything.

Senator INOUYE. The cards did not cost you any money?

Mr. PERKINS. It is negligible, really.

Senator INOUYE. Mr. Jordan?

FACTORS INVOLVING AMENDMENT TO 1972 BUDGET

Mr. JORDAN. You mentioned an amendment to the present budget, or the 1971 budget?

Mr. PERKINS. To the present, the 1972 budget.

Mr. JORDAN. What do you estimate the dollar value of that amount to be?

Mr. PERKINS. Well, at the present time, it is really difficult to say. First of all, I just joined this organization.

Mr. JORDAN. Could you speak up, I cannot hear you.

Mr. PERKINS. First of all, I just joined this organization last December. I am now engaged in picking out charges from the January primary, and we have this coming one tomorrow—those charges to get together in order to be able to estimate in a realistic way what we need.

In addition, there are the other things of which I spoke: to include a new voter recordkeeping system, so that our original records do not go out in the city, out of our hands. These are all new things which we have not yet decided how much they will cost. I do not expect that they will be tremendously expensive, because, for a city of three-quarters of a million, we are now asking for around $400,000 to service the voter interest.

For instance, we take on in just one day (election day), something like 1,500 employees for each election. The charges for that are significant. If no one gets 40 percent of the vote, we will have to have a runoff. So that repeats the whole charge of this election again.

These are the things at the present time which are not possible to project.

Mr. JORDAN. It might well be you could absorb the cost or it could be absorbed in the general operating expense appropriation.

Mr. PERKINS. No. I am not certain that these five statutory things will just about take up, including the present costs, what we have asked for.

Mr. WATT. Mr. Chairman, if I may, in order that the committee not be confused. I believe Mr. Perkins, in referring to an amendment, was referring to a matter which is not only not before this committee, but so far as I know, has not been brought before the mayor. There are perhaps needs which Mr. Perkins perceives within his operation which have to go through the budget review process. Of course, anything we bring before the committee has gone through that review and comes here as the mayor's recommendation and his approval.

I do not believe that Mr. Perkins' earlier reference was to an item which has been through that process.

FORESEEABLE BUDGET AMENDMENTS

Mr. JORDAN. Mr. Watt, does the city administration now foresee any item that would entail a budget amendment—this is in reference to the operating budget, not the capital budget?

Mr. WATT. There is a supplement to the 1971 budget which is still pending before the City Council. That will be coming before this committee subsequently. That probably, although I am not sure from the information directly in front of me, would have some impact in terms of annualization in terms of the 1972 budget. But it would come before you as a 1971 supplement.

Mr. JORDAN. It has been my understanding, the budget before us includes the so-called second supplemental——

Mr. WATT. That is correct, and those figures are on 9–13–3.

Mr. JORDAN. That would not necessarily involve an amendment to the budget?

Mr. WATT. No, sir.

Mr. JORDAN. And the specific answer to my question is that you know of no item that would not be reflected in the justifications that are before us?

Mr. WATT. That is my understanding at this time. That is correct.

Mr. JORDAN. Thank you, Mr. Chairman.

TIME OFF FOR PARTICIPATION IN ELECTION

Senator INOUYE. I have another question here relating to the voters. Are the employees of the city government given time off to participate in the election?

Mr. PERKINS. At the moment, they are not, but we are asking that they should be.

Senator INOUYE. Are employees of the Federal Government given time off to take part in the election?

Mr. PERKINS. Not in the District, but we would ask that they should be also.

Senator INOUYE. Are any of the voters given time off to vote?

Mr. PERKINS. No.

Senator INOUYE. In other words, if anyone votes tomorrow he or she may lose some pay?

Mr. PERKINS. Well, of course, the precincts are open from 8 a.m. until 8 p.m. But we would like to make that possible, since the working hours of some of the people are such that it might be necessary for people to lose time or lose pay or something of that sort.

Senator INOUYE. Mr. Watt, has the Government proposed any legislation to request such time off? I am surprised. I just assumed that the people of the District of Columbia would be given what I would consider the basic right that most other States have, if not all of them.

U.S. CIVIL SERVICE COMMISSION REGULATION

Mr. WATT. There is a U.S. Civil Service Commission regulation which does govern the granting of time for voting. We follow that regulation. It provides that time off may be given, I believe, up to 3 hours, in those instances where it is not possible for the employee with relative convenience. And there is a time period set in the regulations, to vote either before or after his normal working period.

Senator INOUYE. So what have you done about this?

Mr. WATT. So we follow the U.S. Civil Service Commission regulation.

Senator INOUYE. And in following that, no one gets extra time off?

Mr. WATT. No, sir; not unless it is not possible under the terms of the regulation for an employee to vote either before reporting to work or after finishing his day's work.

PERCENTAGE OF EMPLOYEES PARTICIPATING IN ELECTIONS

Senator INOUYE. What percentage of city employees participate in the elections?

Mr. WATT. I do not have that information.

Mr. PERKINS. We do not have a breakdown on it.

Mr. WATT. I doubt if any record is kept.

LIBERAL LEAVE POLICY

Senator INOUYE. Have applications been made for time off to vote?

Mr. PERKINS. Not up to now, but we would like to see at least District employees be given time to vote and that the local business community also give liberal leave policy, or follow liberal leave policy in order that these citizens can vote.

Because of the fact that we usually find that early in the morning and then, of course, late in the evenings there is a jam-up of people trying to get to the polls, it would be nice if we could space it out through the day.

Mr. CLARK. It has also been in the newspapers, Mr. Watt, that this regulation does indeed apply. Isn't that true?

Mr. WATT. Yes.

Mr. CLARK. That is, if an employee of the District government would face a real inconvenience in trying to vote, other than during his working hours, he could have the time off?

Mr. WATT. That is correct.

Mr. CLARK. Just one other question of the witness.

OTHER CONTRACTUAL SERVICES

You have a rather large item called "other contractual services $130,000." Give us a general idea in one or two sentences what that covers.

Mr. PERKINS. We have used consultant services, for instance. Also on election day, we have to make a lot of extra contracts, because we do not have a regular staff large enough to take care of it.

Mr. CLARK. You mentioned, I think, 1,500 special employees. Would that be the same?

Mr. PERKINS. That is not included in that, but we have, for instance, a lot of costs which are of the type that are—well, transportation of various kinds of equipment and things, which we have to do under contract.

Mr. CLARK. Could you for the committee submit a record of the breakdown of the $130,000? Break it down as to what those different items are.

Mr. PERKINS. I will.

(The information follows:)

1. Individual consultant agreements	$31,000.00
2. National Scientific Corp	72,000.00
3. Printing	5,800.00
Total	108,800.00
4. Miscellaneous:	
Vans, carryalls, et cetera	4,899.25
Repairs	6,036.44
Reporting services	1,128.38
Keypunch and computer services	8,245.04
Advertising	197.68
Reimbursements	693.21
	21,200.00
Total	130,000.00

TRAVEL AND TRANSPORTATION OF PERSONS

Senator INOUYE. It is a very small item here, but what do you mean by "Travel and transportation of persons, $7,000"?

Mr. PERKINS. Well, for instance, we have roving registrars. We have to get people in the District Building throughout the city. We have had to use taxicabs.

Senator INOUYE. You should have borrowed the car from the Recorder of Deeds who does not use it.

Mr. PERKINS. They have been using my car, as a matter of fact.

Mr. FISHER. We use our personal cars.

Senator INOUYE. Do you get any mileage on that?

Mr. PERKINS. I have been having trouble getting it for mine.

Senator INOUYE. Thank you.

Office of the Surveyor

STATEMENT OF F. B. WERLE, SURVEYOR, ACCOMPANIED BY T. EDWARD KOCH, JR., ASSISTANT SURVEYOR

PREPARED STATEMENT

Senator Inouye. The next office is that of the Surveyor, Mr. F. B. Werle. Welcome to the committee.

(The statement follows:)

I. Program Overview

This Department serves public and private agencies in land transactions by maintaining the legal record for all plats and subdivisions of private property in D.C. and all District-owned property. The primary objective is (1) to maintain adequate legal records and (2) to perform the following services: prepare and record the necessary plats for subdivisions, street and alley closings, changes in the Highway Plan, and all transfers of jurisdiction between government agencies. In addition, lot line surveys are made and walls located prior to all new construction. The cost of the program is as follows:

Fiscal year:	
1971	$360.6
1972	382.0
Net change	21.4

To administer the program, an increase of $21.4 thousand over the 1971 appropriation is needed. This increase, which provides for no new positions, is for the mandatory cost of classified pay increases, within-grade advancements, and personnel compensation above 52 weeks.

II. Program Data by Major Objective

In fiscal year 1970 we made 924 surveys, drafted 11,267 plats and recorded 190 subdivisions. For this fiscal year and in fiscal year 1972, it is anticipated that we will make 1,000 surveys, draft 8,000 plats and record 530 subdivisions.

BUDGET REQUEST

Mr. Werle. You have my statement. It is not necessary to read it to you.

Senator Inouye. It has been made part of the record.

Mr. Werle. The only request I am asking for are mandatory for classified pay increases for within-grade advancements and personnel compensation above 52 weeks.

Senator Inouye. That should be rather simple to consider for this committee.

Mr. Werle. Thank you.

Senator Inouye. Anything else you would like to add?

Mr. Werle. No, sir.

Senator Inouye. Thank you very much.

COMMISSION ON THE ARTS

STATEMENT OF MRS. ROBERT NASH, CHAIRMAN

INTRODUCTION OF NEW AGENCIES

Senator INOUYE. We now come to several agencies which are new. I would like to first call upon the Commission on the Arts, Mrs. Robert Nash. Welcome, madam.

Mrs. NASH. Thank you.

BACKGROUND OF COMMISSION

My name is Teixeira Nash, and I am Chairman of the District of Columbia Commission on the Arts. The Commission is a public, independent agency, established by executive order of the Mayor-Commissioner on November 29, 1968. The Commission is presently composed of 27 members representing diverse civic and artistic interests in the city.

Last year I appeared before this subcommittee to ask that they approve the budget submitted for the Arts Commission. They smiled and nodded, and I went away feeling that, at last, the arts were going to begin to have their day in this city so ravaged with problems and inequities—that finally, a light could start to shine, however small—a light made possible by the joy of the creative experience!

STATE ART COUNCIL

But it didn't happen—we were put in that nebulous pile of new programs that could not be funded. New programs? The Arts Commission was first formed in 1967, as the Arts Advisory Committee under the Recreation Department, to administer the National Endowment for the Arts State grants. However, when we officially became a State arts council, we did not receive 1 cent of appropriation, and in spite of that missing penny, you and the city of Washington have been the beneficiaries of the fruits of the arts sponsored by the Commission.

But, Gentlemen, we are up against it, and we have to have this meager budget of $30,000 to stay alive. I guarantee you that this sum will be the foundation and springboard for multiplying our efforts into a more viable and exciting public arts program.

This is our Nation's Capital, most of which wears a frown on its face! The Arts Commission wants to paint it sunshine yellow. You can help by providing us with some of the paint.

I have submitted to you some supplementary documents on the activities of the Commission, as well as a listing of other State art councils, of which there are 55, and some of the moneys that they receive from their State governments. We are No. 42 in population; your State of Hawaii is No. 41. You receive $174,000 from your State. It is one of the most active State art councils in this country, and I am extremely envious.

(The statement follows:)

My name is Teixeira Nash, and I am Chairman of the D.C. Commission on the Arts. The Commission is a public, independent agency, established by Executive Order of the Mayor-Commissioner on November 29, 1968. The Commission is presently composed of 27 members representing diverse civic and artistic interests in the city.

Last year I appeared before this Subcommittee to ask that they approve the budget submitted for the Arts Commission. They smiled and nodded, and I went away feeling that, at last, the Arts were going to begin to have their day in this city so ravaged with problems and inequities.....that finally, a light could start to shine, however small.....a light made possible by the joy of the creative experience!

But it didn't happen.....we were put in that nebulous pile of new programs that could not be funded. New Programs?? The Arts Commission was first formed in 1967, as the Arts Advisory Committee under the Recreation Department, to administer the National Endowment for the Arts state grants. However, when we officially became a State Arts Council, we did not receive one cent of appropriation.....and in spite of that missing penny, you and the City of Washington have been the beneficiaries of the fruits of the arts sponsored by the Commission.

But, Gentlemen, we are up against it, and we have to have this meager budget of $30,000 to stay alive. I guarantee you that this sum will be the foundation and springboard for multiplying our efforts into a more viable and exciting public arts program.

This is our Nation's Capital....most of which wears a frown on its face! The Arts Commission wants to paint it sunshine yellow. You can help by providing us with some of the paint.

This spring, the Commission will sponsor two 4-week-long "Creative Writing Workshops" in a junior and a senior high school in an effort to complement the fine work being done by public school teachers. This will be done through a grant secured by the Commission.

Plans have been made for a series of murals to be done in the District Building in an effort to make our seat of government more reflective of the complexion and spirit of our city. We, at the Commission, feel that our government home should be physically attractive as well as educational for residents as well as visitors.

A volunteer Lawyers Committee is now being organized and reactivated, and Mr. Charles Ruttenberg, a lawyer who formerly was a consultant to the National Endowment for the Arts, has agreed to serve as Chairman. This group, under the Commission, will serve the arts public on legal matters.

The D.C. Commission on the Arts is the official local agency which administers the state allocation grant of the National Endowment for the Arts. These Federal grants are awarded to the states and territories with the provision that each grant be equally matched by private funds. The amounts granted in FY '70 and '71 total $111,740 (see enclosed list of grantees for both years), with a total of $223,480 (including matching funds) for arts programs. I also want to draw your attention to the enclosed list of some other State Arts Councils with the amounts of money received from their state governments.

It is necessary for the Nation's Capital to have a strong and viable public arts office. I ask that you give the arts your active support by approving this budget request.

In a time of pressing priorities for our city, I ask that you examine the need for adequate funding for the further development of our city's public arts program. We can no longer afford to neglect this vital area of the celebration of life, which is so essential to every man, woman, and child in our country. Youth are growing increasingly concerned with the quality of life.....a quality of life that touches every area of human experience.....the quality of environment, of inner and outer space.....of education.....and work.....the very act of questioning that quality of life is at the core of the Arts and Humanities.

Over the past year, the Commission on the Arts has been actively involved in the pursuit of functional answers to those questions.

The Commission has joined with the Office of Community Services to sponsor a proposal for "Street Scenes" for the Washington area. Under a grant from the Department of Interior, five of these "Street Scenes" are to be completed by Summer, 1971. The creation and execution of these areas are being done through a union of city residents: artists, laymen, architects, and engineers.....people who are committed to change their environment and make it come alive through their own creative efforts.

The Commission has been deeply concerned with the quality and quantity of arts opportunities for our youth. To this end, we have had a close and cooperative relationship with the Fine Arts Council of the D.C. Public Schools and the Parent Teachers Association. In another month we plan to present a proposal to the Kennedy Center for the Performing Arts that, hopefully, will bring about an exciting arts partnership program, utilizing the talents, direction, and participation of the youth.....artists.....and education specialists of our city.

The Commission has also placed an "Artist-in-Residence" at McKinley H gh School, the official arts high school of the D.C. Public School System. The project is the result of a successful application to the National Endowment for a grant from their Education Department, and the response to having a professional, working artist in a school has been tremendous. We have applied for funds from the Endowment for FY '72, and it is hoped that we will be able to place another artist, perhaps in a different field, in another school.

FY '71 GRANTS MADE FROM STATE ALLOTMENT FROM NATIONAL ENDOWMENT FOR THE ARTS*

Back Alley Theatre $10,000

Support of community theatre involving community residents in the production of plays whose themes are relevant to the life-styles of the community, with emphasis on presenting original works as well as little-known works not previously available to Washington audiences.

Corcoran Gallery of Art $6,000

To inaugurate a series of programs in the Black Arts to include: 1. Jazz and new Afro-American music. 2. Rhythm and blues soul music. 3. New and traditional Black poetry. 4. Recital drama. 5. Film. 6. Dance.

Adolphus Ealey $3,000

To catalog the collection of the Barnett-Aden Gallery, the world's largest private collection of Afro-American art (1,000 works), dating back to the 1800's.

Laboratory Workshop in Instrumental Music $5,000

To continue providing junior and senior high school youth with instruction and performance opportunities for soloists, small ensembles, and combos. This project helps to fill a void in musical opportunity and experimentation in central Anacostia.

Modern Dance Council $1,000

To provide extension of residency periods for dance companies and guest artists who appear in Washington under the Dance Residency Program of the National Endowment for the Arts.

Professor Stewart Nagel $3,500

To publish an art book dealing with the collograph print, a process in which the collage technique is used as a substance for making prints. The project involved the active participation of Professor Nagel's students in the Howard University Art Department.

New Thing Art and Architecture Center $10,000

To support a research and design project covering three major areas of design: 1. Municipal Graphics, including posters, typography, and street murals. 2. Street Furniture, e.g., trash receptacles, mailboxes, kiosks. 3. Color in the City, such as paint jobs on municipal vehicles; and to conduct Washington's first "Blues Festival" at Howard University.

Washington Community School of Music $10,000
To enroll 50 additional children in 1970-71 school year from families earning $5,000 annually or less. The school offers instruction in most orchestral instruments, voice, dance, and jazz. The teaching emphasis in the school is placed upon individual instruction, except for dance and jazz, in order to maximize the child's potential for achievement.

Workshops for Careers in the Arts $15,000
For the development and training of secondary school youth in preparation for careers in the arts--located at George Washington University--consisting of four intensive training workshops in dance, drama, visual arts, and films; and to introduce a "Street Theatre Company" in the summer of 1970.

Poetry Workshop $2,500
To set up poetry workshops at different locations in the city in April and May, 1971, tied in with a program in the public schools and having readings combined with the workshops to attract an adult audience.

Capitol Ballet Guild $1,000
To enable local Black ballet company to include a ballet choreographed by Alvin Ailey in concert to be given at Howard University.

*Above grants subject to matching fund requirement.

Artist-in-Residence McKinley High School $12,200**
Special grant from the National Endowment for the Arts and the U S Office of Education enables artist, painter Franklin White, to work in studio space provided by the school and conduct an apprenticeship program with art students there during 1970-71 school year.

**This grant not subject to matching fund requirement.

FY '70 GRANTS MADE FROM STATE ALLOTMENT FROM NATIONAL ENDOWMENT FOR THE ARTS*

1.	Arena Stage	$2,385
2.	Back Alley Theatre	2,385
3.	Capitol Ballet Guild	3,975
4.	Corcoran Gallery of Art	2,385
5.	D.C. Youth Chorale	1,987
6.	D C Youth Symphony	5,962
7.	Environmental Design Project	1,371
8.	Grace C. Flynn	248
9.	Laboratory Workshop in Instrumental Music	2,563
10.	Shakespeare Summer Festival	3,180
11.	Smithsonian Summer Workshop (Art Dept. D.C. Public Schools)	1,987
12.	Workshops for Careers in the Arts (George Washington University)	7,935

*All grants require matching funds.

BUDGETS FOR STATE ARTS COUNCILS FY '71 AND FY '70

State	FY '71	FY '70
Maryland	303,000	275,000
Virginia	140,000	10,000
West Virginia	160,000	117,000
Delaware	50,000	45,000
Virgin Islands (No. 1 in per capita spending)	150,000	160,000
Puerto Rico (No. 2 in per capita spending)	1,700,000	1,500,000
North Carolina	120,000	90,000
South Carolina	132,000	131,000
*Rhode Island (No. 40 in population)	112,000	106,000
*Hawaii (No. 41 in population)	174,000	163,000
Alaska	100,000	47,600
Maine	90,500	79,500
Michigan	219,952	140,000
Massachusetts	160,000	100,000
New York	20,203,015	2,256,474
Vermont	34,609	28,800
Illinois	600,000	250,000
Missouri	201,083	192,915
New Jersey	78,776	71,658
Pennsylvania	(205,000)**	204,000

*The District of Columbia is No. 42 in population.
**Estimated figure; final appropriation expected to be larger.

JUSTIFICATION OF REQUEST

Senator INOUYE. We dig that stuff.

Mrs. NASH. I would like you to sort of look at some of this material I have provided for you. Miss Nancy Hicks has been most helpful in working to try to get the Commission here on its feet. I feel we are the most important State arts council and yet we have no money for administration operation.

Senator INOUYE. What would the $30,000 do?

Mrs. NASH. The $30,000 is just a sort of basic amount to be used for a salaried position of executive director and a secretary. The rest would be for operational expense and whatever incidental small expenses might come up. We have not included any money for programming, which is unfortunate, but I am hoping that in following years we will be able to do this because I feel this District of Columbia is most important.

Our foundation support of the arts here in the District is very meager so when the National Endowment makes a grant of $75,000 to a State for the arts, that has to be matched. I find our citizens here have great difficulty in finding money to match those funds, and I think that in most of the other State arts councils, they do provide programing money in order to help with the matching.

MONEY PROVIDED FOR ARTS PROGRAMS AND PURCHASES

Senator INOUYE. I should note that the large sum for the State of Hawaii results from the State's program for the purchase of objects. I think most of the amount involved is for the purchase of paintings and sculpture——

Mrs. NASH. For public buildings, you mean?

Senator INOUYE. Yes.

Mrs. NASH. I think I have met your executive director at a conference and I think they do provide money also for arts programs, such as workshops and dance programs and visual art programs.

I think it is significant too, Mr. Chairman, that given a city whose population is 70 percent black, I think it is extremely important that the black man in this country has achieved his success mostly in the arts. I think it is a little ludicrous not to fund him in that area, where he is so successful. I feel this way about the public schools, when they are going to plan to cut out 50 percent of their art teachers on the secondary level, and we are working very strongly trying to persuade the Board of Education not to do this, because you have children who are "turned off" at school, and I think that the average child can be interested in school if you provide some kind of creative experience in which he can have a success. The arts are such that everybody can be successful.

Senator INOUYE. Well, Mrs. Nash, in addition to smiling and nodding, I can assure you that this subcommittee will do its best to convince the full committee and the Senate, and hopefully, the Congress itself of the merits of this organization of yours.

Mrs. NASH. Thank you very much.

Senator INOUYE. With all of the moneys that we are spending, I am certain we should be able to find $30,000. We will just set aside four drivers for your Commission!

DESCRIPTIVE POSITION OF MEMBERS OF COMMISSION

Mr. CLARK. Could you just submit for the record the names and perhaps a descriptive position in one or two words of the 27 members of the Commission?

Mrs. NASH. I certainly can.

(The information follows:)

D.C. COMMISSION ON THE ARTS

Joseph R. Applegate (Jan. 1, 1971), Professor of African Studies, Howard University

Ann Becker (Mrs. Ralph E.) (Jan. 1, 1973), Civic workers. Wife of attorney, who is General Counsel for the Kennedy Center for the Performing Arts

Lewis Anthony (Jan. 1, 1973) (Inactive), Former high school senior, now attending Columbia University, who was assistant in Office of the Mayor for youth problems

Edward Burling, Jr. (Jan. 1, 1971), Senior partner in Covington & Burling

Calvin Cafritz (Jan. 1, 1973), President of Cafritz Company

Gertrude Z. Califano (Jan. 1, 1973) (Inactive), Young matron whose husband, Joseph Califano, is partner in law firm Arnold Porter and formerly was top assistant to President Lyndon B. Johnson

Robert C. Cantrell (Jan. 1, 1972), Executive Assistant to Mayor Walter E. Washington

Colin A. Carew (Jan. 1, 1971), Director of The New Thing School of Art and Architecture in the Adams-Morgan area of Washington

Peggy A. Cooper (Jan. 1, 1973), Director of the Workshops for Careers in the Arts, George Washington University, where she is currently in her final year at the law school

Charlotte P. Dodson (Jan. 1, 1971), Wife of local businessman, Norris Dodson, Jr.; Secretary of John R. Pinkett, Inc., her family's firm; and long active in local recreation, education, and arts organizations

Barbara Donald (Jan. 1, 1971), Civic worker. Assistant to August Heckscher, White House Adviser on the Arts in the Kennedy Administration

Sam Gilliam, Jr. (Jan. 1, 1973), Nationally known artist on staff of Corcoran Art School

Elizabeth Polk Guest (Jan. 1, 1971), Long connected with cultural organizations in Washington such as the Opera Society, Washington Theatre Club; Chairman of the Friends of the Kennedy Center for the Performing Arts

Father Gilbert V. Hartke (Jan. 1, 1971), Director of the Drama Dept., Catholic University, and Founder of the Catholic University Players

Patrick Hayes (Jan. 1, 1971), Prominent in the cultural affairs of Washington for 30 years as head of the Hayes Concert Bureau; now President of the Washington Performing Arts Society

John W. Hechinger (Jan. 1, 1971), Prominent in civic and political affairs; President of Hechinger Co.; first Chairman of the D.C. City Council

John R. Kinard (Jan. 1, 1972), Director of the Anacostia Neighborhood Museum

David Lloyd Kreeger (Jan. 1, 1972), Chairman of the Board of GEICO, art collector and philanthropist

Caryl Marsh (Mrs. Michael) (Jan. 1, 1971), Member of Community Recreation Advisory Board, Recreation Dept.; long active in city recreation affairs in both volunteer and professional capacity. Special Consultant for Public Services, Smithsonian Institution, where she has had a major role in the planning and development of the Anacostia Neighborhood Museum

Teixeira Nash (Mrs. Robert) (Jan. 1, 1972), Chairman of the D.C. Commission on the Arts in 1970 and 1971. Artist and wife of architect. Has served on Recreation Dept. Advisory Board; founded Friends of the Arts in D.C. Public Schools

Gerson Nordlinger, Jr. (Jan. 1, 1972), Prominent in leading cultural organizations of Washington and past Chairman of the D.C. Arts Advisory Committee, predecessor of D.C. Arts Commission

Janet B. Rubin (Mrs. Seymour) (Jan. 1, 1972), Former owner of Obelisk Gallery; active in State Dept. Art in Embassies Program; wife of attorney

58-979 O - 71 - pt. 1 - 22

George Stevens, Jr. (Jan. 1, 1971), Director of the American Film Institute; first Chairman of the D.C. Commission on the Arts; producer of several widely-acclaimed documentary films
Henry Strong (Jan. 1, 1973), President of the Strong Foundation
May Miller Sullivan (Mrs. John L.) (Jan. 1, 1972), Poetess; wife of Government official
Carolyn M. Tate (Mrs. Ralph) (Jan. 1, 1972), Dancer and teacher; owner-director of Carolyn Tate Dance Studio; wife of artist
Hortense P. Taylor (Mrs. Stephen) (Jan. 1, 1972), Assistant Director of Music, D.C. Public Schools
Bennetta B. Washington (Mrs. Walter E.) (Jan. 1, 1971), Wife of Mayor Walter E. Washington; Director of Job Corps; former principal of Cardozo High School
Thomas W. D. Wright (Jan. 1, 1971), Architect and partner in Brown, Wright & Mano; former president of Washington chapter of American Institute of Architects

COMMUNITY PARTICIPATION

Senator INOUYE. Are they all residents of the city?

Mrs. NASH. Yes, sir; they are. They were appointed by Mayor Washington in 1968. My executive committee and I are working now toward recommending to the Mayor a greater distribution of community participation on this Commission.

I think that traditionally arts councils are rather an elitest group, and I feel to have a vital program we should have not only geographical representation but economic and just interest; a broader spectrum, and I think the Commission members are very interested in doing this. Some of them are willing to forgo their positions on the Commission to allow for greater participation from the community.

Senator INOUYE. I wish to commend you for your work.

Mrs. NASH. Thank you very much.

Commission on the Status of Women

STATEMENT OF DR. DOROTHY B. FEREBEE, PRESIDENT

ACCOMPANIED BY MRS. JOY SIMONSON, SECRETARY

INTRODUCTON OF WITNESSES

Senator Inouye. Our next new commission is the Commission on the Status of Women. I believe we have Dr. Dorothy Ferebee and Mrs. Joy Simonson. Welcome back, Dr. Ferebee. Welcome to the committee.

IDENTIFICATION OF DR. FEREBEE

Dr. Ferebee. Thank you, Mr. Chairman, members of the committee.

I would like to identify myself just a little more, if I may, Mr. Chairman.

Senator Inouye. Please proceed.

Dr. Ferebee. I am a physician and for 22 years I was medical director of the student health service at Howard University. I am presently a lecturer in preventive medicine at Tufts University in Boston. I am currently the Chairman of the Commission on the Status of Women.

OPENING STATEMENT

I have a brief report that I would like to submit, a statement.

The District of Columbia Commission on the Status of Women, consisting of 15 men and women appointed by the Mayor, has continued for a fourth year its efforts to assure that the public and private programs in the city are sensitive to the special needs of girls and women. The Commission might be deemed the official expression of the growing concern in both the local and national community for the problems of the female majority of our population. The District Commission participates with all other commissions in the country working to upgrade the position of women and to further the legal, social, political, and educational equality and advancement of all women and men, and especially to help eliminate discrimination on the basis of sex in all phases of American society.

We operate entirely through volunteer committees, endeavoring to be a catalyst or gadfly. However, minimal staffing is essential to coordinate and give professional continuity to volunteer efforts. Therefore, the Mayor has included in his budget a request for $25,000 to provide an Executive Director and secretary for the Commission.

Among the areas of interest which the Commission might pursue if it had professional assistance are: The improvement of programs and services for women prisoners and parolees; the functioning of unregulated private employment agencies; possibilities for upgrading domestic service, which is the sole occupation open to many unskilled women

supporting themselves and their children; research into the employment and promotion patterns affecting women in the number of industries which we suspect are discriminating against women; planning for guidance and counseling services which might be provided for women in conjunction with the city's service area operations; the preparation of a roster of women qualified and available for appointment to municipal or Federal positions.

ANNUAL REPORT AND COUNSELING SERVICES DIRECTORY

The activities of the past year are described in the annual report which we will present to the Mayor in just about an hour, and we will submit to him the counseling services directory which we have just completed. We are pleased to submit both of these for your perusal.

EFFECTS OF REQUESTED APPROPRIATION

Dr. FEREBEE. We are convinced that a small appropriation such as we are requesting can have a significant multiplier effect by undergirding the work of many volunteers. Thus it will represent a wise investment in the development of the human resources of the city.

Senator INOUYE. On behalf of the committee, I wish to commend you and your fellow ladies for all of the work you have done for the city. I, for one, would look upon this request with great favor. However, in so doing, I wish to make the following observation.

CREATING BUREAUCRACIES

Just a few minutes ago, we considered the Human Relations Commission which was funded about 10 years ago for three positions. And looking back at the transcript of those hearings, they spoke of many volunteers and volunteer committees which have been helping the Commission. But I note that as the years go by there is a tendency to create a large bureaucracy and do away with volunteers. I hope that your Commission will not follow that pattern.

Dr. FEREBEE. We do not intend to.

Senator INOUYE. I am certain you understand what I am trying to say.

Dr. FEREBEE. Yes, I do.

PROBLEM OF VOLUNTEERS

Senator INOUYE. Most bureaucrats find it easier to work with someone under its discipline and that volunteers are headaches.

Dr. FEREBEE. We do not feel that way, Mr. Chairman. We feel that if we had an Executive Director and a secretary, much of the work of the volunteers could be really expanded, in that reports could be made and recommendations could be made. Because our volunteers are very good people and we hope very much for the continuity of the work, that we might have the assistance of a professional staff.

Senator INOUYE. I will try my best to convince my colleagues that this little amount be granted you.

Dr. FEREBEE. Thank you very much.

Senator INOUYE. Mr. Clark has a question.

Mr. CLARK. Senator Percy asked me if I would ask you this question. Does the Commission see any reason why 16½-year-old girls should not serve as pages in the U.S. Senate?

Dr. FEREBEE. We believe they could serve very well, in much the same way as the boys have been serving for many years.

Mr. CLARK. You really mean "in much the same way," or in the same way?

Dr. FEREBEE. In the same way; whatever is required of a page, we believe our young girls could perform.

Mr. CLARK. Thank you very much. I will convey this answer to Senator Percy.

Mrs. SIMONSON. Mr. Chairman, may we submit for your record for your files, a copy of our fourth annual report which is just out today, and a directory of community counseling services which we prepared. Although we had no budget, this was a voluntary effort. We found the need for pulling together in one handbook the free and low-cost services which are available in a variety of places in this community for the benefit of girls and women, but which are not centralized and the information about them has been lacking. So we have these two publications we would like to submit to your committee.

Senator INOUYE. Thank you very much. It will be made a part of the committee files.

Dr. FEREBEE. Thank you for the privilege, sir.

Commission on Judicial Disabilities and Tenure

STATEMENT OF NEWELL W. ELLISON, CHAIRMAN

ACCOMPANIED BY JOHN WILSON, VICE CHAIRMAN AND MEMBER

INTRODUCTION OF NEW COMMISSION AND WITNESS

Senator Inouye. Our next new commission is the Commission on Judicial Disabilities and Tenure. I believe Mr. Ellison is here. Welcome to the committee, sir.

Mr. Ellison. Thank you very much. I have with me Mr. John Wilson, who is a member of the Commission and is Vice Chairman.

OPENING STATEMENT

My name is Newell W. Ellison. I appear before your committee on behalf of the District of Columbia Commission on Judicial Disabilities and Tenure, of which I am Chairman. At the outset I should like to present for the record the names of the Commissioners which I request appear at the close of my statement as exhibit I.

BACKGROUND OF COMMISSION

The Commission was created by subchapter II of the District of Columbia Court Reform and Criminal Procedure Act of 1970 (Public Law 91–358). There are eight members of the Commission, of which three are alternates. Of these the President appoints three and an alternate, the Chief Judge of the U.S. district court appoints one and an alternate, and Mayor Washington appoints one and an alternate. We received our commissions only a few days ago and are now in the process of organization.

With your permission I submit for the record subchapter II of the act which establishes the Commission and enumerates our responsibilities and powers. I ask that it be included at the close of my statement of exhibit II.

Senator Inouye. Without objection, so ordered.

RESPONSIBILITIES OF COMMISSION

In appropriate cases the Commission has power to suspend, retire, or remove a judge of a District of Columbia Court. The act provides that the Commission can thus act in cases where a judge is guilty of—

Misconduct in office,

Willful and persistent failure to perform judicial duties,

Conduct which is prejudicial to the administration of justice or which brings the judicial office into disrepute.

It has power also to act where a judge has "mental or physical disability (including habitual intemperance)" which seriously interferes with the proper performance of his judicial duties.

Jurisdictions Under Commission

The Commission's jurisdiction applies to the two courts of the District of Columbia—the District of Columbia Court of Appeals and the Superior Court of the District of Columbia. These two courts combined have 48 judges—nine in the Court of Appeals and 39 in the Superior Court (counting the two retired judges recently recalled for duty).

The first meeting of our Commission was held a few days ago in Judge Hart's chambers at which time we discussed preliminarily a number of matters. As yet we have no official quarters. We must promulgate rules and regulations and prescribe a financial reporting form to be filed annually by the judges who come under the Commission's purview. These forms are now being worked out.

We appear before you today in support of an appropriation to finance our operations for the fiscal year ending June 30, 1972.

Reliance on District Government

Since we are just getting underway, we must rely on the expertise of the District Government for advice as to what it will cost to cover our work. We will need help to carry out our responsibilities, but we are not sufficiently familiar with the level of compensation in government work to reasonably evaluate the cost. It is for that reason that we rely on the opinion of the District Government as to the amount needed to carry out the mandate of the act. Indeed, that is what the act contemplates since our Commission is an independent agency related to the District of Columbia Government, and we have thus turned to them for guidance and advice.

Needs of new commission

There are many items of expense facing us. We must get office space where complaints may be filed; we must have telephone service, we must buy supplies and equipment; and we must have an Executive Secretary with an administrative assistant. The Commission is also authorized "to appoint and fix the compensation of, or to contract for, such officers, assistants, reporters, counsel, and other persons as may be necessary for the performance of its duties" including the obtaining of the services of medical or other experts.

In addition, the Commissioners, including the alternates (except the judges) are to be paid for work actually done on Commission matters at the daily equivalent to the rate provided by GS–18 of the general schedule.

Investigation of complaints

Where complaints are received by the Commission (or it acts on its own initiative), it is necessary that a careful investigation be made of the complaint, if the matter appears serious. And we feel strongly that the Commission should not act as investigator and prosecutor and

judge. Rather we think that we should have a competent man who will exercise sound judgment and discretion to investigate complaints and make reports to the Commission. If the matter appears sufficiently serious to the Commission, it may order a hearing—which in all practical respects is a trial of the matter—to determine whether the judge should be suspended, retired or removed by the Commission, he can of course appeal and have his case heard by a special court organized for that specific purpose by the Chief Justice of the United States. In that event the judgement of the Commission is brought in review by that court.

But the important point is that the Commission itself has in the first instance the power to remove a judge if in the opinion of the Commission he is guilty of one or more of the offenses enumerated in the act. Having such broad and very important powers, we therefore do not want ourselves to act as investigator and counsel and judge. It is enough for us to exercise the function of a judge.

We know, therefore, that we will require an executive secretary of mature and sound judgment and that he will need a secretary himself.

BUDGET JUSTIFICATION

Having analyzed our needs and taken into account the comparable pay of others, the District government estimates that we should have an appropriation of $136,000 for the year ending June 30, 1972. It is broken down approximately as follows:

Executive secretary, GS–15 (which includes certain fringe benefits)	$26,000
Administrative assistant, GS–7 for approximately	10,200
Members' compensation has been listed at (which must be largely a guess. At the moment we do not know how much the Commissioners will spend on the work of the Commission)	20,000
Rent, telephone, and so forth, have been estimated at	4,800
Rent, telephone, and so forth, have been estimated at	5,000
Contract services	70,000
	136,000

OFFICE SPACE AND CONTRACT SERVICES

I would like to assure the committee that we do not want and will not have any pretentious quarters. We think a suite consisting of a fair-sized conference or hearing room and two normal size office rooms should be enough.

A word should be said about the $70,000 included for contract services.

Whether that amount or any substantial part of it is needed will depend upon the volume of the work which the Commission is called upon to do, which we cannot possibly estimate at this time. But it is likely to be many months before expenditures of this magnitude for personnel such as court reporters, counsel, and other persons will be needed. I hope it will never be needed.

In any event, we plan on operating as economically as we possibly can, but we must be prepared to carry out the obligations imposed on us by the act in the event we are called upon to do so. I can only say, Mr. Chairman, that we plan on conducting the affairs of this Commission in a dignified, efficient, and economical way, and if the amount

which you authorize for our use is not needed, it will certainly not be used. We are pioneering in this field, and both the program and its costs are at best rough estimates. But we are doing the best we can.

(Exhibits I and II follow:)

EXHIBIT I

DISTRICT OF COLUMBIA COMMISSION ON JUDICIAL DISABILITIES AND TENURE

MEMBERS OF THE COMMISSION

Newell W. Ellison, appointed by the President.
William S. Harps, appointed by the Mayor.
Judge George L. Hart, Jr., appointed by Chief Judge Curran.
Norman O. Jarvis, appointed by the President.
John J. Wilson, appointed by the President.

ALTERNATES

Henry A. Berliner, Jr., appointed by the President.
Judge Richmond B. Keech, appointed by Chief Judge Curran.
Canon John Thomas Walker, appointed by the Mayor.

EXHIBIT II

Pub. Law 91-358

"SUBCHAPTER II.—THE DISTRICT OF COLUMBIA COMMISSION ON JUDICIAL DISABILITIES AND TENURE

"§ 11-1521. Establishment of Commission

"There shall be a District of Columbia Commission on Judicial Disabilities and Tenure (hereafter in this subchapter referred to as the 'Commission'). The Commission shall have power to suspend, retire, or remove a judge of a District of Columbia court, as provided in this subchapter.

"§ 11-1522. Membership

"(a) The Commission shall consist of five members appointed as follows:

"(1) The President of the United States shall appoint three members of the Commission. Of the members appointed by the President—

"(A) at least one member must be a member of the District of Columbia bar who has been actively engaged in the practice of law in the District of Columbia for at least five of the ten years immediately before his appointment; and

"(B) at least two members must be residents of the District of Columbia.

"(2) the Commissioner of the District of Columbia shall appoint one member of the Commission. The member appointed by the Commissioner must be a resident of the District of Columbia and not an attorney.

"(3) The chief judge of the United States District Court for the District of Columbia shall appoint one member of the Commission. The member appointed by the chief judge shall be an active or retired Federal judge serving in the District of Columbia.

The President shall designate as Chairman of the Commission one of his appointees who is a member of the District of Columbia bar who has been actively engaged in the practice of law in the District of Columbia for at least five of the ten years before the member's appointment.

"(b) There shall be three alternate members of the Commission, who shall serve as members pursuant to rules adopted by the Commission. The alternate members shall be appointed as follows:

"(1) The President shall appoint one alternate member, who shall be a resident of the District of Columbia and a member of the bar of the District of Columbia who has been actively engaged in the practice of law in the District of Columbia for at least five of the ten years immediately before his appointment.

"(2) The Commissioner shall appoint one alternate member who shall be a resident of the District of Columbia and not an attorney.

"(3) The chief judge of the United States District Court for the District of Columbia shall appoint one alternate member who shall be an active or retired Federal judge serving in the District of Columbia.

"(c) No member or alternate member of the Commission shall be a member, officer, or employee of the legislative branch or of an executive or military department of the United States Government (listed in section 101 or 102 of title 5, United States Code); and no member or alternate member (other than a member or alternate member appointed by the chief judge of the United States District Court for the District of Columbia) shall be an officer or employee of the judicial branch of the United States Government. No member or alternate member of the Commission shall be an officer or employee of the District of Columbia government (including its judicial branch).

"§ 11–1523. Terms of office; vacancy; continuation of service by a member

"(a)(1) Except as provided in paragraph (2), the term of office of members and alternate members of the Commission shall be six years.

"(2) Of the members and alternate members first appointed to the Commission—

"(A) one member and alternate member appointed by the President shall be appointed for a term of six years, one member appointed by the President shall be appointed for a term of four years, and one such member shall be appointed for a term of two years, as designated by the President at the time of appointment;

"(B) the member and alternate member appointed by the chief judge of the United States District Court for the District of Columbia shall be appointed for a term of four years; and

"(C) the member and alternate member appointed by the Commissioner of the District of Columbia shall be appointed for a term of two years.

"(b) A member or alternate member appointed to fill a vacancy occurring before the expiration of the term of his predecessor shall serve only for the remainder of that term. Any vacancy on the Commission shall be filled in the same manner as the original appointment was made.

"(c) If approved by the Commission, a member may serve after the expiration of his term for purposes of participating until conclusion in a matter, relating to the suspension, retirement, or removal of a judge, begun before the expiration of his term. A member's successor may be appointed without regard to the member's continuation in service, but his successor may not participate in the matter for which the member's continuation in service was approved.

"§ 11–1524. Compensation

"Any member or alternate member who is an active or retired Federal judge or an officer or employee of the United States shall serve

without compensation. Other members or alternate members shall receive the daily equivalent of the rate provided for GS–18 of the General Schedule when actually engaged in service for the Commission

"§ 11–1525. Operations; personnel; administrative services

"(a) The Commission may make such rules and regulations for its operations as it may deem necessary, and such rules and regulations shall be effective on the date specified by the Commission. The District of Columbia Administrative Procedure Act (D.C. Code, secs. 1–1501 to 1510) shall be applicable to the Commission only as provided by this subsection. For the purposes of the publication of rules and regulations, judicial notice, and the filing and compilation of rules, sections 5, 7, and 8 of that Act (D.C. Code, secs. 1–1504, 1–1506, and 1–1507), insofar as consistent with this subchapter, shall be applicable to the Commission; and for purposes of those sections, the Commission shall be deemed an independent agency as defined in section 3(5) of that Act (D.C. Code, sec. 1–1502). Nothing contained herein shall be construed to require prior public notice and hearings on the subject of rules adopted by the Commission.

"(b) The Commission is authorized, without regard to the provisions governing appointment and classification of District of Columbia employees, to appoint and fix the compensation of, or to contract for, such officers, assistants, reporters, counsel, and other persons as may be necessary for the performance of its duties. It is authorized to obtain the services of medical and other experts in accordance with the provisions of section 3109 of title 5, United States Code, but at rates not to exceed the daily equivalent of the rate provided for GS–18 of the General Schedule.

"(c) The District of Columbia is authorized to detail, on a reimbursable basis, any of its personnel to assist in carrying out the duties of the Commission.

"(d) Financial and administrative services (including those related to budgeting and accounting, financial reporting, personnel, and procurement) shall be provided to the Commission by the District of Columbia, for which payment shall be made in advance, or by reimbursement, from funds of the Commission in such amounts as may be agreed upon by the Chairman of the Commission and the District of Columbia government. Regulations of the District of Columbia for the administrative control of funds shall apply to funds appropriated to the Commission.

"§ 11–1526. Removal; involuntary retirement; proceedings

"(a)(1) A judge of a District of Columbia court shall be removed from office upon the filing in the District of Columbia Court of Appeals by the Commission of an order of removal certifying the entry, in any court within the United States, of a final judgment of conviction of a crime which is punishable as a felony under Federal law or which would be a felony in the District of Columbia.

"(2) A judge of a District of Columbia court shall also be removed from office upon affirmance of an appeal from an order of removal

filed in the District of Columbia Court of Appeals by the Commission (or upon expiration of the time within which such an appeal may be taken) after a determination by the Commission of—

"(A) willful misconduct in office,

"(B) willful and persistent failure to perform judicial duties, or

"(C) any other conduct which is prejudicial to the administration of justice or which brings the judicial office into disrepute.

"(b) A judge of a District of Columbia court shall be involuntarily retired from office when (1) the Commission determines that the judge suffers from a mental or physical disability (including habitual intemperance) which is or is likely to become permanent and which prevents, or seriously interferes with, the proper performance of his judicial duties, and (2) the Commission files in the District of Columbia Court of Appeals an order of involuntary retirement and the order is affirmed on appeal or the time within which an appeal may be taken from the order has expired.

"(c)(1) A judge of a District of Columbia court shall be suspended, without salary—

"(A) upon—

"(i) proof of his conviction of a crime referred to in subsection (a)(1) which has not become final, or

"(ii) the filing of an order of removal under subsection (a)(2) which has not become final; and

"(B) upon the filing by the Commission of an order of suspension in the District of Columbia Court of Appeals.

Suspension under this paragraph shall continue until termination of all appeals. If the conviction is reversed or the order of removal is set aside, the judge shall be reinstated and shall recover his salary and all rights and privileges of his office.

"(2) A judge of a District of Columbia court shall be suspended from all judicial duties, with such retirement salary as he may be entitled to pursuant to subchapter III of this chapter, upon the filing by the Commission of an order of involuntary retirement under subsection (b) in the District of Columbia Court of Appeals. Suspension shall continue until termination of all appeals. If the order of involuntary retirement is set aside, the judge shall be reinstated and shall recover his judicial salary less any retirement salary received and shall be entitled to all the rights and privileges of his office.

"(3) A judge of a District of Columbia court shall be suspended from all or part of his judicial duties, with salary, if the Commission, upon the concurrence of three members, (A) orders a hearing for the removal or retirement of the judge pursuant to this subchapter and determines that his suspension is in the interest of the administration of justice, and (B) files an order of suspension in the District of Columbia Court of Appeals. The suspension shall terminate as specified in the order (which may be modified, as appropriate, by the Commission) but in no event later than the termination of all appeals.

"§ 11–1527. Procedures

"(a)(1) On its own initiative, or upon complaint or report of any person, formal or informal, the Commission may undertake an investigation of the conduct or health of any judge. After such investigation as it deems adequate, the Commission may terminate the investigation or it may order a hearing concerning the health or conduct of the judge. No order affecting the tenure of a judge based on grounds for removal set forth in section 11–1526(a)(2) or 11–1530(b)(3) shall be made except after a hearing as provided by this subchapter. Nothing in this subchapter shall preclude any informal contacts with the judge, or the chief judge of his court, by the Commission, whether before or after a hearing is ordered, to discuss any matter related to its investigation.

"(2) A judge whose conduct or health is to be the subject of a hearing by the Commission shall be given notice of such hearing and of the nature of the matters under inquiry not less than thirty days before the date on which the hearing is to be held. He shall be admitted to such hearing and to every subsequent hearing regarding his conduct or health. He may be represented by counsel, offer evidence in his own behalf, and confront and cross-examine witnesses against him.

"(3) Within ninety days after the adjournment of hearings, the Commission shall make findings of fact and a determination regarding the conduct or health of a judge who was the subject of the hearing. The concurrence of at least four members shall be required for a determination of grounds for removal or retirement. Upon a determination of grounds for removal or retirement, the Commission shall file an appropriate order pursuant to subsection (a) or (b) of section 11–1526. On or before the date the order is filed, the Commission shall notify the judge, the chief judge of his court, and the President of the United States.

"(b) The Commission shall keep a record of any hearing on the conduct or health of a judge and one copy of such record shall be provided to the judge at the expense of the Commission.

"(c)(1) In the conduct of investigations and hearings under this section the Commission may administer oaths, order and otherwise provide for the inspection of books and records, and issue subpenas for attendance of witnesses and the production of papers, books, accounts, documents, and testimony relevant to any such investigation or hearing. It may order a judge whose health is in issue to submit to a medical examination by a duly licensed physician designated by the Commission.

"(2) Whenever a witness before the Commission refuses, on the basis of his privilege against self-incrimination, to testify or produce books, papers, documents, records, recordings, or other materials, and the Commission determines that the testimony or production of evidence is necessary to the conduct of its proceedings, it may order the witness to testify or produce the evidence. The Commission may issue the order no earlier than ten days after the day on which it served the Attorney General with notice of its intention to issue the order. The

witness may not refuse to comply with the order on the basis of his privilege against self-incrimination, but no testimony or other information compelled under the order (or any information directly or indirectly derived from the testimony or production of evidence) may be used against the witness in any criminal case, nor may it be used as a basis for subjecting the witness to any penalty or forfeiture contrary to constitutional right or privilege. No witness shall be exempt under this subsection from prosecution for perjury committed while giving testimony or producing evidence under compulsion as provided in this subsection.

"(3) If any person refuses to attend, testify, or produce any writing or things required by a subpena issued by the Commission, the Commission may petition the United States district court for the district in which the person may be found for an order compelling him to attend and testify or produce the writings or things required by subpena. The court shall order the person to appear before it at a specified time and place and then and there shall consider why he has not attended, testified, or produced writings or things as required. A copy of the order shall be served upon him. If it appears to the court that the subpena was regularly issued, the court shall order the person to appear before the Commission at the time or place fixed in the order and to testify or produce the required writings or things. Failure to obey the order shall be punishable as contempt of court.

"(4) In pending investigations or proceedings before it, the Commission may order the deposition of any person to be taken in such form and subject to such limitation as may be prescribed in the order. The Commission may file in the Superior Court a petition, stating generally, without identifying the judge, the nature of the pending matter, the name and residence of the person whose testimony is desired, and directions, if any, of the Commission requesting an order requiring the person to appear and testify before a designated officer. Upon the filing of the petition the Superior Court may order the person to appear and testify. A subpena for such deposition shall be issued by the clerk of the Superior Court and the deposition shall be taken and returned in the manner prescribed by law for civil actions.

"(d) It shall be the duty of the United States marshals upon the request of the Commission to serve process and to execute all lawful orders of the Commission.

"(e) Each witness, other than an officer or employee of the United States or the District of Columbia, shall receive for his attendance the same fees, and all witnesses shall receive the allowances, prescribed by section 15-714 for witnesses in civil cases. The amount shall be paid by the Commission from funds appropriated to it.

"§ 11-1528. Privilege; confidentiality

"(a) The filing of papers with and the giving of testimony before the Commission shall be privileged. Unless otherwise authorized by the judge whose conduct or health is the subject of the proceedings under this subchapter, the hearings before the Commission, the record thereof, and all papers filed in connection with such hearings shall be confidential. But on prosecution of a witness for perjury or on

review of a decision of the Commission, the record of hearings before the Commission and all papers filed in connection therewith shall be disclosed to the extent required for the prosecution or review.

"(b) If the Commission determines that no grounds for removal or involuntary retirement exist it shall notify the judge and inquire whether he desires the Commission to make available to the public information pertaining to the nature of its investigation, its hearings, findings, determinations, or any other fact related to its proceedings regarding his health or conduct. Upon receipt of such request in writing from the judge, the Commission shall make such information available to the public.

"§ 11–1529. Judicial review

"(a) A judge aggrieved by an order of removal or retirement filed by the Commission pursuant to subsection (a) or (b) of section 11–1526 may seek judicial review thereof by filing notice of appeal with the Chief Justice of the United States. Notice of appeal shall be filed within 30 days of the filing of the order of the Commission in the District of Columbia Court of Appeals.

"(b) Upon receipt of notice of appeal from an order of the Commission, the Chief Justice shall convene a special court consisting of three Federal judges designated from among active or retired judges of the United States Court of Appeals for the District of Columbia Circuit and the United States District Court for the District of Columbia.

"(c) The special court shall review the order of the Commission appealed from and, to the extent necessary to decision and when presented, shall decide all relevant questions of law and interpret constitutional and statutory provisions. Within 90 days after oral argument or submission on the briefs if oral argument is waived, the special court shall affirm or reverse the order of the Commission or remand the matter to the Commission for further proceedings.

"(d) The special court shall hold unlawful and set aside a Commission order or determination found to be—

"(1) arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law;

"(2) contrary to constitutional right, power, privilege, or immunity;

"(3) in excess of statutory jurisdiction, authority, or limitations, or short of statutory right;

"(4) without observance of procedure required by law; or

"(5) unsupported by substantial evidence.

In making the foregoing determinations, the special court shall review the whole record or those parts of it cited by the judge or the Commission, and shall take due account of the rule of prejudicial error.

"(e) As appropriate and to the extent consistent with this chapter, the Federal Rules of Appellate Procedure governing appeals in civil cases shall apply to appeals taken under this section.

"(f) Decisions of the special court shall be final and conclusive.

"§ 11–1530. Financial statements

"(a) Pursuant to such rules as the Commission shall promulgate,

58-979 O - 71 - pt. 1 - 23

each judge of the District of Columbia courts shall, within one year following the date of enactment of the District of Columbia Court Reorganization Act of 1970 and at least annually thereafter, file with the Commission the following reports of his personal financial interests:

"(1) A report of his income and his spouse's income for the period covered by the report, the sources thereof, and the amount and nature of the income received from each such source.

"(2) The name and address of each private foundation or eleemosynary institution, and of each business or professional corporation, firm, or enterprise in which he was an officer, director, proprietor, or partner during such period;

"(3) The identity of each liability of $5,000 or more owed by him or by him and his spouse jointly at any time during such period.

"(4) The source and value of all gifts in the aggregate amount or value of $50 or more from any single source received by him during such period, except gifts from his spouse or any of his children or parents.

"(5) The identity of each trust in which he held a beneficial interest having a value of $10,000 or more at any time during such period, and in the case of any trust in which he held any beneficial interest during such period, the identity, if known, of each interest in real or personal property in which the trust held a beneficial interest having a value of $10,000 or more at any time during such period. If he cannot obtain the identity of the trust interest, he shall request the trustee to report that information to the Commission in such manner as the Commission shall by rule prescribe.

"(6) The identity of each interest in real or personal property having a value of $10,000 or more which he owned at any time during such period.

"(7) The amount or value and source of each honorarium of $300 or more received by him during such period.

"(8) The source and amount of all money, other than that received from the United States Government, received in the form of an expense account or as reimbursement for expenditures during such period.

"(b)(1) Except as provided in paragraph (2) of this subsection, the content of any report filed under this section shall not be open to inspection by anyone other than (A) the person filing the report, (B) authorized members, alternate members, or staff of the Commission to determine if this section has been complied with or in connection with duties of the Commission under this subchapter, or (C) a special court convened under section 11-1529 to review a removal order of the Commission.

"(2) Reports filed pursuant to paragraphs (2) and (7) of subsection (a) shall be made available for public inspection and copying promptly after filing and during the period they are kept by the Commission, and shall be kept by the Commission for not less than three years.

"(3) The intentional failure by a judge of a District of Columbia court to file a report required by this section, or the filing of a fraudulent report, shall constitute willful misconduct in office and shall be grounds for removal from office under section 11-1526(a)(2).

STUDYING CONDUCT, MENTAL OR PHYSICAL CAPACITY OF JUDGES

Senator INOUYE. We have in the city of Washington at the present time 48 judges, and all of these judges, I presume, have gone through the process of selection. I would hope that all of these judges fully and adequately qualify. You are now trying to convince the subcommittee that you will need $136,000 to oversee the conduct and the mental and physical capacity of 48 judges?

Mr. ELLISON. That is correct.

Senator INOUYE. How often are you called upon to study the conduct or the mental or physical capacity of these 48 judges?

COMPLAINTS AGAINST JUDGES

Mr. ELLISON. Well, Mr. Chairman, I do not think we are called upon to initiate that at all. We respond to complaints.

Senator INOUYE. How many complaints would you receive?

Mr. ELLISON. I have no idea at all. This is an entirely new venture in the District. I hope none. The best thing that could happen in this District is that there would be no occasion at all to file any complaint against any judges and, we would hope very much that would be the case. But in the event it is not the case, our responsibility under the act is to make an investigation and find out what the facts are and to take action on those facts.

You take this $70,000 contract services. We might need none of it. We may need that much or more, depending upon how many complaints are filed and what is necessary to do to study them and investigate the facts.

SHARING AMOUNT FOR COUNT SYSTEM

Senator INOUYE. I note that the mayor is recommending for this fiscal 1972, $72,334,000 for the court system in the city. Is it not possible from that amount to get the necessary support for your activities?

Mr. ELLISON. I assume not, Mr. Chairman. I do not know the answer to your question because I do not know enough about the workings of that particular appropriation. We are an independent agency ourselves. We are independent of the courts, we are an independent agency, we are required to do our own work in our own way, and I do not assume we could call on other agencies to furnish us any money. I think we will be limited by what this Congress gives us in the appropriation which you have under review.

FULL-TIME COMMISSION

Mr. COPPIE. Mr. Chairman, if I could just underscore that point of the reason we placed this Commission in the general operating expense appropriation rather than the public safety appropriation, where the courts are located and where the courts will be heard as part of the hearing, is to ensure that the separation from the court system will allow for the kind of objective hearing process that Mr. Ellison has spoken to.

Senator INOUYE. You feel that this should be a full-time Commission? To deal with 48 judges?

Mr. COPPIE. By law, it is authorized to be a full-time Commission, Mr. Chairman.

INDEPENDENCE OF COMMISSION

Senator INOUYE. With all of the countless numbers of rooms and suites in the court system, can't you set aside one room?

Mr. COPPIE. The space that we have recommended, we considered to be minimal for the Commission's needs. I think, again, the point that Mr. Ellison is making is the point I am underscoring, that we want a high degree of separation from the court structure in the District of Columbia, to ensure that the Commission if it did get into the hearing process with regard to a judge, could meet its full responsibilities in relationship to that independence.

NEED FOR ADDITIONAL SPACE

Senator INOUYE. According to a report submitted by your office, as of December 31, 1970, out of the authorized positions of 3,145 for general operating expenses, 333 were vacant, Mr. Coppie. Out of that number, are you trying to tell me that you cannot find some money to meet the need for this new Commission?

Mr. COPPIE. Mr. Chairman, perhaps it would be possible to reprogram funds from the General Operating Expense Appropriation to allow for the Commission to get started. I think that the point we are making is that this Commission has a very high responsibility as outlined by the Court Reform and Criminal Procedures Act of 1970. I think the quickest way for us to get trapped with regard to the responsibilities the Commission has to undertake by the law is not given sufficient funding. Now, perhaps we have gone higher than we should have. We have absolutely no experience or guidelines to go by or to justify an expenditure pattern. I think what we are trying to do is meet the responsibilities of the Commission as outlined by law. And, if experience shows that the expenditure is high, I can assure you that we will see that the proper requests are made in subsequent appropriation hearings.

Senator INOUYE. There is no space in the District Building to house this Commission?

Mr. COPPIE. Our best judgment at this time is that additional space would be required.

NECESSITY OF AMOUNT REQUESTED FOR OTHER SERVICES

Senator INOUYE. Mr. Ellison, according to your testimony, because of the lack of experience, this is a new Commission, you cannot tell the committee whether the $70,000 requested for other services would be really necessary at this time?

Mr. ELLISON. No, Mr. Chairman, if we do not have complaints of a serious nature, so that it is not necessary to make an investigation and have a hearing, practically none of that money would be needed. I cannot speculate on whether we will have one or none or several com-

plaints. All we are saying is that if we had these complaints, the law imposes on us the obligation to do something about them. We want to be in a position to do it in an efficient and dignified way. This is at best a guess, of course, because if we have no complaints, which I hope and pray we don't have, our work will be very simple.

Our needs will be very modest.

PROBLEMS IN PAST YEARS REGARDING REPROGRAMING

Senator INOUYE. After going through the transcripts of past hearings, I have become reluctant to recommend approval of sums such as this where the use is not fully anticipated. I say this because I find that after the sums have been appropriated, very often conveniently, these funds are used for other activities. I am certain you know what I mean by reprograming.

Mr. ELLISON. I understand.

Senator INOUYE. Noting that we have about 9 percent vacancies at all times in personnel, and that it has been a general practice on the part of the city to very liberally carry out reprograming actions, I do not suppose you would mind too much if this committee should delete this $70,000 item?

Mr. ELLISON. Well, yes, I would, Mr. Chairman. I do not stand on $70,000. I cannot defend that particular amount. But if we need to hold hearings, we have to have—we have to make a record of all of these hearings, because the judge under investigation has a right of appeal to a court. We have to have a complete record of all that goes on. Now, court reporters and attorneys to help us prosecute the matter, if you want to put it in those terms, are fairly expensive. If we have one case, it will take a very small amount of this. If we have a half-dozen it might require more than $70,000 to do it properly. I really cannot speculate on the exact amount. I can only accept the estimate of the District of Columbia Government.

Senator INOUYE. What would you do if you found that suddenly there was a great demand, a lot of complaints, and so $70,000 was not enough? What would you do then?

Mr. ELLISON. As far as I am concerned, I would go ahead and do my work, whether I was compensated or not. But I do not think I could count on——

Senator INOUYE. How would you pay the attorneys and the court reporters?

Mr. ELLISON. We wouldn't pay them unless you give us the money.

Senator INOUYE. Let us say we gave you the $70,000, but because of an overwhelming number of cases, you ran out of $70,000; how would you get additional moneys?

Mr. ELLISON. I would probably come back and ask for more money in a supplemental appropriation from your committee.

Mr. WATT. I might say, Mr. Chairman, Mr. Ellison is new to the District Government and I suspect is not yet familiar with budget processes. I would think in such a case he would direct a request to our Office of Budget and Executive Management, seeking either a supplemental appropriation, if that was appropriate, or funds by reallocation, by reprograming from other sources.

SUMS FOR REPROGRAMING

Senator INOUYE. From past experience, you have found that there are adequate sums for reprograming?

Mr. WATT. Mr. Chairman, let me add just one other comment if I may. I would like to reemphasize a response that Mr. Coppie made several days ago, in reference to the number of vacancies. Because we do, in presenting this budget to you, make a deduction from the gross amount that is asked for, in recognition of the fact that we do carry a number of vacancies in our programs. No organization that has a budget and personnel schedules can operate 100 percent of the time with 100 percent of all of the jobs filled. So we do carry vacancies. We try to make adjustments for it.

Senator INOUYE. Precisely what does it come up to in dollars and cents?

Mr. COPPIE. Approximately 9 percent of the total gross salaries.

Senator INOUYE. You said you made adjustments within your budget in recognition of this amount.

Mr. COPPIE. It is approximately 9 percent of the total gross salary requirement that we deduct out as a turnover factor. That is what we call the lapsed rate.

Senator INOUYE. Where does that appear in the budget report? I have gone through the justifications and I have not come across an item like that. Mr. Ellison, I am sorry to burden you with these technicalities.

Mr. ELLISON. May I say one more thing, Mr. Chairman?

Senator INOUYE. Yes, please.

Mr. ELLISON. You understand, of course, that the Commissioners are not full-time people at all.

Senator INOUYE. I realize that.

Mr. ELLISON. We are supposed to be paid only for the time we work on the job.

REFERENCE TO PUBLIC LAW 91–358

Mr. CLARK. Mr. Chairman, Public Law 91–358, which formed the Commission, says under the paragraph procedures, and I just quote one sentence:

> On its own initiative or upon complaint and report of any person, formal or informal, the Commission may undertake an investigation of the conduct or health of any judge.

I do believe, Mr. Ellison, you said if you had no complaint you would have no work. And, of course, in the best of all worlds you would have no complaint. But your charter suggests that the Commission on its own initiative would undertake investigations.

Mr. ELLISON. Well, if facts came to our attention which we felt justified investigation, whether somebody filed a complaint or not, we would certainly make an investigation. Quite right. So they could arise either from complaints of third parties or on your own initiative from complaints or information we have received.

Mr. CLARK. This may be the reason you need professional staff persons.

NEED FOR EXECUTIVE SECRETARY

Mr. ELLISON. We think we need on a permanent basis, an executive secretary. We have to have somebody on the job to look into these matters as they come in, and you have to have an office where complaints are filed. As it is now, we have nothing except our own efforts.

Mr. CLARK. Your point is such a person should be, of course, very independent from the actual activities of the court system itself?

Mr. ELLISON. That is right, Mr. Clark.

Mr. CLARK. Not dependent on physical facilities or any other administrative way. Is that right?

Mr. ELLISON. That is right, and he should be a trained lawyer, who can exercise mature and sound judgment in these delicate matters. These are very delicate matters. We are not out to embarrass the court. We are trying to improve their standing and acceptance in the community.

Mr. CLARK. Thank you very much.

Senator INOUYE. I serve as the devil's advocate in this case trying to bolster up your case, because this is a new Commission.

Mr. ELLISON. That is quite all right.

Senator INOUYE. The committee is generally quite doubtful about new commissions and new boards, so I am hoping that the record will be sufficiently strong to support a case.

Mr. ELLISON. Thank you, sir.

Senator INOUYE. We shall do our best to convince our colleagues of the merits of the case.

Any questions?

I thank you very much, sir.

STATEMENT OF COMER S. COPPIE, BUDGET OFFICER

PROVISION FOR ANTICIPATED VACANCIES

Senator INOUYE. The matter we are about to discuss, I think is rather important to the total budget picture. You just stated that the budget makes provision for the anticipated vacancies.

Mr. COPPIE. I did make that statement, Mr. Chairman.

Senator INOUYE. And I countered by suggesting that in my studies I have not come across any item or subject relating to that.

Mr. COPPIE. Yes, sir.

Senator INOUYE. Would you tell this committee on what page this appears?

Mr. COPPIE. Mr. Chairman, I was trying to find an example that would show you a pattern. On page 9–12–2 of our General Operating Expense Justification, you will find this pattern for the Human Relations Commission which I think speaks to the point I am making, and tends to confirm it.

Senator INOUYE. 9 what?

Mr. COPPIE. 9–12–2, under Detail of Positions. You will notice the top line shows positions available, the second line shows positions actually funded, and the third line shows the lapse or the percentage.

Now, taking the last column, this means for 1972, they would have an estimate of 39 positions available and of that 39 it is anticipated 35.9 would be funded at any period of time. The lapse rate would be approximately 7.9 percent. So that the net salary would be approximately 7.9 percent less than the total gross requirement.

Mr. Chairman, I would like to make a——

Senator INOUYE. You made a statement that the percentage involved was 9.3 percent.

Mr. COPPIE. Mr. Chairman, I think our districtwide analysis will indicate it is running at about 9 percent of our total gross salaries.

Senator INOUYE. What would that come up to in dollars?

Mr. COPPIE. I am reluctant to make a guess on that, Mr. Chairman.

Senator INOUYE. According to the fiscal 1971 budget, Personnel Compensation amounted to $377,053,100 and 9 percent of that would be $35 million, would it not?

Mr. COPPIE. Well, I am not sure whether the first figure that you quote is the figure that we actually received in the way of appropriation. If it is, then the lapsed rate has been already taken into consideration. If it is not, then your second figure would perhaps be correct.

Senator INOUYE. If the lapsed rate has already been taken into consideration, then your estimates must be wrong, because you seem to have a lot of money available for reallocation and reprograming.

Mr. COPPIE. Mr. Chairman, I would like to speak to that.

I would like to speak to it along two different lines. First, over the last several years as our fiscal situation in the District has become more and more difficult, or become tighter and tighter, we have asked the agencies to absorb a large percentage of certain costs that they are responsible for.

For example, salary increases have been an important factor in the budget increase, particularly since 1965. As I pointed out to you on the opening day of the hearings, I think we have had $90 million worth of salary increases since 1965, a period from 1965 to 1971. Most of that falls in the period 1967 to 1971. For each salary increase that has been authorized by the Congress, we require the agency to absorb 15 percent. We actually give them 85 percent of the total salary requirement.

Now, in order to meet that salary requirement, they have to find funds from somewhere else in their appropriation. Frequently, this will mean that the lapsed rate is higher because they have had to take funds and redirect them to meet the cost of the total salary increase. That is one point that I would speak to.

The second point I would speak to is that the lapsed rate will be 9 to 10 percent Districtwide in a normal situation But the actual lapsed percentage will vary depending upon the size and complexity of the agency. For example, take the Department of Human Resources, where you have a large employment base. And a large percentage of the employees are falling in the lower grade classifications. The turnover rate is going to be higher and, therefore, the lapsed percentage we build in will be higher. Whereas for a smaller agency with a smaller employment base, where the operations tend to be more stable, the lapsed rate will be smaller because there is not a large amount of turnover.

Now, we will be very glad, Mr. Chairman, to do a detailed analysis of this entire area, and provide the information for the record and provide it to you and your staff.

Senator INOUYE. It would be most helpful, sir.

I would like to have in that report the dollar amount involved in your reallocation actions and your programing actions. Would you give us some estimate as to what was involved in fiscal 1970 and 1971 for reallocation and reprograming?

Mr. COPPIE. Mr. Chairman, I have said from the initial days of the hearings, when you first brought up the question of reprograming, that we are on record in the District of Columbia as implementing the reprograming requirements that have been outlined by this committee in its 1970 report, and in its 1971 report. I think that Districtwide the amount of reprograming that is not consistent with the requirements as outlined by this committee would be fairly minimal.

Now, Mr. Jordan has called to my attention that the number of requests that we have come forward to ask for approval by the committee is very limited, which is to say that the amount of reprograming or reallocation that is going on is limited.

Now, Districtwide is part of our continuing problem in the fiscal year. We have had to put in, in the last 2 years, we have had to implement hiring freezes to generate sufficient funding that could be redirected to meet total requirements in the District of Columbia budget. We feel this falls outside of the traditional reprograming and redirection requirement as established by the committee.

Senator INOUYE. It will be most helpful if the committee can be furnished the statistics which you alluded to.

Mr. JORDAN. Mr. Coppie, do you estimate that you can file all those figures before the conclusion of these hearings, within the next week or 2 weeks?

Mr. COPPIE. That would certainly be our objective.

DETAIL OF INFORMATION ON REPROGRAMING

Mr. JORDAN. As I understand you, and so we might understand it as we proceed from this point, what you are saying, if I do understand you correctly, is that there are surplus or lapsed funds from unused portions in an unknown amount at this time, and that while much of this is absorbed in personnel pay increases, you certainly have not said that all of it is so utilized. There is still an undetermined amount of funds appropriated or salvaged which are not required for salary increases and are available for other purposes. We just saw in talking to Mr. Avery, when he needed $1,800 of travel, and he had an unused position, he transferred it from his unused position to his travel account. We have seen much of this; your report will show us how much.

Mr. COPPIE. It depends on how much detail you want to go into.

Mr. JORDAN. I think it is apparent at this point, we have a substantial question involving certain tens of millions of dollars, so I think a good bit of detail is indicated.

EXAMPLE OF SURPLUS FUNDS USED FOR OTHER PURPOSES

Mr. COPPIE. One point I would like to make perfectly clear. You speak of Mr. Avery's transfer of $1,800. The $1,800 is well below the minimum reprograming requirement, reprograming funding requirement that has been established by the subcommittee. That is at $25,000.

Mr. JORDAN. I did not raise the slightest question of that having been an item that should be reported to this committee. I did raise it for the question of showing there were surplus funds used for other purposes, other than salary increases. We do have an amount; we just do not know what it amounts to. But your study will give us a figure on that for the total operating budget by Department, will it not?

Mr. COPPIE. Yes, sir.

SUFFICIENT FLEXIBILITY FOR EMERGENCY SITUATIONS

Mr. Chairman, there is one point I would like to make at this time. That is, if you are going to have a viable budget process in the District of Columbia, then the Mayor and the operating department must have sufficient flexibility to meet emergency situations or to meet particular requirements. That does not mean that we violate the reprograming requirements that have been established by the subcommittee, nor does

it mean we do something that we have been specifically authorized not to do. But I think that part of the trend of the discussion over the last several days seems to be moving into the area of restricting us in the budgetary area. I would just want to make it perfectly clear as the District of Columbia Budget Officer, that I think the Mayor and the operating department heads must have sufficient flexibility to meet their responsibilities and to meet the requirements of this government on a continuing basis.

Senator INOUYE. I concur with you, that your agency should have sufficient flexibility, but we would like to know within this flexibility how much has been used for reprograming and reallocation. That is all we want to know.

CONFIDENCE IN DISTRICT GOVERNMENT AND OFFICIALS

At the present time, the minimum is $25,000, I believe, is it not for reporting to the subcommittee?

Mr. COPPIE. In the operating budget, yes, sir, Mr. Chairman.

Senator INOUYE. Would you suggest any change to that?

Mr. COPPIE. Mr. Chairman, we discussed the reprograming requirements with Mr. Jordan back in 1969 at the time that Senator Proxmire was assuming his responsibilities as the subcommittee chairman and Mr. Jordan was assuming his responsibilities as the staff director. I indicated at that time that I thought it was unfortunate that there had to be any amount that would be imposed on the District government as a minimal requirement. I would like to feel if this committee has confidence in the District government, has confidence in the mayor, then a requirement, an arbitrary requirement, does not have to be imposed. Rather, there has to be a very clear understanding that where we propose to do something that deviates from our original intent at the time of the appropriation, and we feel this is something that needs to be shared with the committee and the chairman, then we will come forward and volunteer that information, and request guidance from you.

Senator INOUYE. I do not think it is a matter of having confidence in Mr. Washington or not having confidence. It is not on that personal basis. If we were to follow your suggestion, we should have confidence in all of the agencies and Department heads, then we are wasting our time having hearings here. But we have found whenever you have good and decent men involved in a bureauacracy such as this, it is just humanly impossible for the best person to go down to the very end limit and look into how the dollar is being spent. In the last few days, at least I have come to the conclusion there are dollars being spent unnecessarily in the District of Columbia. A little item like a 1962 Plymouth held for 9 years with 10,000 miles on it, I suppose when that item was brought up before the appropriate authorities the first time, it was justified that you needed this car, it was absolutely essential. So this car puts in about 1,000 miles a year.

I am not suggesting that I have no confidence in the authorities here. I have a lot of confidence in them. But I know that, as I said, in a bureaucracy such as the city of Washington, whether it is Washington, New York, or Toledo, you are going to find this. And what I am trying to do is assist you, as I suggested, in one of these programs, to get rid of the deadwood. As a budget officer, you will agree with me that if we look deep enough, we will come up with deadwood.

HOPEFUL BUDGET FOR DISTRICT OF COLUMBIA

It is not my intention to give the city a bad time, or just a crusade on my part to cut your budget. We may end up with more, for all you know. But I would like to be able to close my hearings and to close the fiscal year so that the people of the District of Columbia can say—well, we think we are getting our dollars' worth; I think the people of the District are entitled to receiving their dollar's worth; and the people of the United States are entitled to receive their dollar's worth. That is why we continue to prod and at times harass and at times do nitpicking, and we will continue to do so for the next 2 weeks.

I want you to know, personally, sir, I really appreciate the assistance you are giving us. Frankly, if it were not for you, many times we would have been in a lot of trouble because to be very candid with you, some of the agencies appearing before this committee have not been too adequately prepared, if you know what I mean.

Mr. COPPIE. I appreciate that comment, Mr. Chairman.

Senator INOUYE. If it were not for you, this record would not be complete. For that I thank you, personally, sir.

Mr. COPPIE. Thank you very much, Mr. Chairman.

SUBCOMMITTEE RECESS

Senator INOUYE. This subcommittee will reconvene at 10 a.m., tomorrow morning. At that time, we will begin with contributions to metropolitan area agencies and we hope to complete the general operating expenses at that time.

(Whereupon, at 12:03 p.m., Monday, March 22, the subcommittee was recessed to reconvene at 10 a.m., Tuesday, March 23.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

TUESDAY, MARCH 23, 1971

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

The subcommittee met at 10 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye and Percy.

DISTRICT OF COLUMBIA

GENERAL OPERATING EXPENSES
CONTRIBUTIONS TO METROPOLITAN AREA AGENCIES
METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS

STATEMENT OF WALTER A. SCHEIBER, EXECUTIVE DIRECTOR ACCOMPANIED BY DONALD E. BERKHEIMER, DIRECTOR OF ADMINISTRATION

PREPARED STATEMENT

Senator INOUYE. The subcommittee will please come to order.

We will resume our hearings with the Metropolitan Washington Council of Governments. I have been advised that Mr. Walter Scheiber, the Executive Director, is here to testify on behalf of the Council. Your prepared statement will be inserted in the record at this point.

(The statement follows:)

Mr. Chairman, I am Walter A. Scheiber, Executive Director of the Metropolitan Washington Council of Governments. I am appearing before you on behalf of the District of Columbia's appropriation request to support its share of the Council's program for F.Y. 1972. I have with me Donald E. Berkheimer, our Council's Director of Administration.

The Council of Governments was created in 1957 by the District of Columbia and the other major local governments of the Washington Area to carry on a wide variety of cooperative areawide programs, including official metropolitan planning for the National Capital Region. It is one of about 300 similar agencies in urban areas throughout the country. It is recognized as one of the leading councils in terms of both breadth of program and achievement.

Our request shown in the budget is $160,000 for COG's operating budget. (COG does not have a capital budget nor any major capital expenditures.) Our request compares with an appropriation on behalf of the District for the current fiscal year of $158,000, for a net increase of $2,000.

The Council's total budget for F.Y. 1972 is $2,948,604 (a decrease from last year's budget of $24,536). Of this sum, $608,048 is to be contributed by COG's fifteen participating local governments on the basis of their respective population (an increase of $41,895); $574,300 will be contributed by the three state highway

departments to carry on the transportation planning required under the Federal Aid Highway Act of 1962 (an increase of $56,500); and the remainder is anticipated through a series of matching grants from HUD, HEW, and the Departments of Justice, Transportation and Interior (aggregating $163,213 less than expected in F.Y. 1971).

Recognizing the severe financial constraints on all of the units of government participating in COG, a number of economies have been achieved in this budget, including the reduction of authorized personnel by 14.

This budget will underwrite major areawide programs in the following fields, listed in order of priority:

Reduce crime.
Reduce transportation congestion and hazards.
Reduce environmental pollution.
Assure an adequate supply of water.
Provide improved housing for low- and moderate-income people.
Provide improved services to low-income people.
Promote orderly and efficient physical development.
Minimize losses from civil emergencies.
Improve the quality of government in the metropolitan area.

I would be happy to answer any questions you might have about the specific aspects of the program.

INTRODUCTION OF ASSOCIATE

Mr. SCHEIBER. Thank you, Mr. Chairman. I have with me Mr. Donald Berkheimer, our Director of Administration.

We have filed statements heretofore and you have the description of our budgetary requests. We would be happy to answer any questions which you might put to us.

SUMMARY OF ACTIVITIES

Senator INOUYE. Will you just give us a capsule summary of your activities?

Mr. SCHEIBER. Yes, I would be happy to.

The Council of Governments is a 14-year-old association of the District of Columbia and the 14 major suburban governments of Metropolitan Washington. It is concerned primarily with the coordination of metropolitan activities in this area, with the carrying out of regional and metropolitan planning required to improve the area and with acting as a vehicle by means of which the cities and the counties within Metropolitan Washington can carry out various kinds of joint cooperative projects, covering areas ranging from public safety to environmental matters, through transportation-related activities, land-use control, and so forth.

We are one of about 200 such regional councils in metropolitan areas across the United States, most of which have been formed within the past 5 years as the result of stimulus from the Federal Government. We are supported primarily by our local governments who contribute approximately $600,000 per year, which is apportioned on a per capita basis. The District's share for fiscal 1972 comes to 26.3 percent of this total, that being the ratio between its population and that of the metropolitan area as a whole.

RECIPROCAL INCOME TAX

Senator INOUYE. In your deliberations, have you ever discussed the city's reciprocal income tax proposal?

Mr. SCHEIBER. We have not to this point had such a discussion, Mr. Chairman.

Senator INOUYE. I would think that this is a matter that affects the total area. It is not within your jurisdiction?

Mr. SCHEIBER. It would be certainly within our sphere of interest. The Deputy Mayor has made a presentation concerning the reciprocal tax to one of our major committees, but our board of directors, which is our primary deliberative body, has not to this date scheduled a discussion of the reciprocal income tax.

Senator INOUYE. Thank you very much, sir.

Mr. SCHEIBER. Thank you, Mr. Chairman.

58-979 O - 71 - pt. 1 - 24

WASHINGTON METROPOLITAN AREA TRANSIT COMMISSION

STATEMENT OF GEORGE A. AVERY, CHAIRMAN

ACCOMPANIED BY MELVIN E. LEWIS, EXECUTIVE DIRECTOR OF THE TRANSIT COMMISSION

Senator INOUYE. The next commission is the Washington Metropolitan Transit Commission. Welcome back again, Mr. Avery.

(The statement follows:)

The Commission's 1972 budget request is in the amount of $126,387, an increase of $11,925 over fiscal 1971. The amount requested is supplemented by appropriations from the State of Maryland ($164,763) and the Commonwealth of Virginia ($112,386).

It is anticipated that in fiscal 1972, as in fiscal 1971, the Commission will continue to face increased activity. During the recently ended calendar year, the Commission has conducted 39 full-scale public hearings, processed 73 service applications from carriers, entered 110 formal orders, issued 32 route authorizations. The Commission responded to 315 written service complaints and an indeterminate number of telephone inquiries and requests. Fifty-six bus stop authorizations were issued involving the establishment of 275 bus stops, and the abolishment of 125, for a net increase of 150 bus stops throughout the area. None of these matters are routine. Each requires individual investigation and specific attention. Each case personally affects someone's day-to-day transportation, and each decision must reflect the importance of this factor.

Last year the Commission completed two Mass Transportation Demonstration Projects under grants from the Department of Transportation: Project INT-MTD-14, a study project to adapt computer techniques to transit scheduling and run-cutting; and Project INT-MTD-15, under which scrip was issued to eliminate the need for bus drivers to carry a "cash bank", thus averting a threatened transit strike, virtually eliminating this type of armed robbery, and contributing to the personal security and safety of drivers and passengers alike.

The Commission is the principal in three more Department of Transportation Projects which have continued into the current year:

-- INT-MTD-10, the Transit Information Aids Project;

-- INT-MTD-16, the Southwest Transportation Information Center Project;

-- INT-MTD-20, the Environmental Improvement Project.

Beyond these, the Commission participated last year in three DOT projects in which it was not the applicant:

-- DC-UTG-1, the Southwest Bus Terminal

-- INT-MTD-17, the Reverse-Flow, Capital Flyer Project

-- INT-MTD-23, the Shirley Highway Project

In addition, the Commission issued a staff study last year dealing with diesel exhaust emissions which has resulted in a set of 15 regulations proposed for adoption in the current year.

The Commission's work is accomplished under the direction of three appointed, but unpaid, commissioners and a full-time staff of 17. The bulk of the requested increase in the 1972 budget is to adjust salaries to the new Federal pay scale and to provide for in-grade anniversary promotions. We believe that the $11,925 increase requested represents the minimum amount with which the Commission can continue to meet its increasing obligations.

BUDGET REQUEST INCREASE

Mr. AVERY. Thank you, Senator.

Senator INOUYE. I notice that your request is $126,400, an increase of 24.8 percent over the 1971 appropriations.

Mr. AVERY. That figure is a little misleading, Senator. It is really not that much. The figure that you are looking at for the 26-percent increase does not include an amount of $13,000 that was stricken from our budget in the original 1971 appropriation, but has been put in by way of the supplemental appropriation.

It got stricken out in the original course of the budget proceedings last year and when we pointed out the effect it would have because of the apportionment problem, the District Government undertook to have it put in again. You see, if the $13,000 was struck out by the District of Columbia, then an equal proportion or the proportionate shares from Maryland and Virginia would have to be struck out and our budget would have been cut back by 11 percent, almost $45,000, and our operation would have been just crippled.

So when we pointed this out to the city government after the action last year, they said go ahead on the basis that the full amount will be appropriated and we will put it in the supplemental appropriation. It is in the supplemental appropriation, so the real figure you should be comparing—I do not know what the percentage figure is—but you should add $13,200 to the figure indicated for our 1971 budget figure.

By the way, might I say, I am accompanied this morning by Mr. Melvin Lewis, the Executive Director of the Commission.

So the increase, as we figure it, is only $11,000 over the 1971 amount, including both the original and the supplemental.

POSITION ON THE OWNERSHIP OF D.C. TRANSIT

Senator INOUYE. What is your position on the ownership of D.C. Transit?

Mr. AVERY. It has always been our view—I have taken the view consistently, I have testified on this several times before various committees of the Congress and before the City Council and other groups. We have stayed away from taking a specific position on the ownership question. It seems to me that is essentially a political problem.

It has always seemed to me there is some conflict between our role as the regulators of private industry and taking a position on public ownership.

TRANSIT FARES

The problem I tried to point out in connection with it is what the real problem of transit in this city is, and that is the problem of fares. The fares, we feel, although we set them and the responsibility rests fully with us, we feel the fares are too high, too high in terms of sound transportation planning and sound social goals. We have been trying for years to get something done about that. The reason why the fares are at the level they are is very simple. It is because of the cost of operating the system.

Running a bus system is a labor intensive business; 80 percent of cost is labor. That cost of labor, naturally, in these inflationary times which

we have, is going up constantly and we do not have any natural growth in demand for the service. Transit is kind of a disfavored element in the whole society and you do not have natural growth to generate new revenues to meet those increasing costs so you are always trying to meet increasing cost from either a stable or decreasing base of ridership and as a consequence you get these fares pushed up to levels where you are loading it onto the poor to a degree that I find completely unacceptable.

You are aggravating and probably driving people off the buses. We can compute with almost mathematical accuracy just how many fewer riders you are going to have every time you raise the fares. They lose about one-quarter of 1 percent of their ridership for each 1-percent increase in fares. I have seen ridership drop, I don't know, 20 percent or maybe more in the time I have been on the Commission. That seems to me utterly wrong in the terms of the kind of social policy and transportation planning we ought to have in this community.

SUBSIDIZING SYSTEM

The only answer I have been able to see to the problem is to have somebody other than the bus riders provide some financial support for the system. The problem is insoluble, it seems to me, so long as the riders and the riders alone are going to be asked to pay this cost. So what I have urged constantly for the last several years is that the system be subsidized as it is in so many other cities.

Every time I have raised that question of subsidy, it has quickly been turned into a question of public ownership. I have always tried to make it clear that one is not a substitute for the other; that is, you do not reduce the cost of operating the system to any significant degree simply by converting to public ownership. The question really is: if you are going to spend public money to support the system, should you spend it by paying to a private owner or should you just take the whole thing over as a public enterprise. This is the context in which the public ownership question arises.

The position I have always taken is that question is essentially a political question. The question of whether you are willing to pay public funds to private owners of a company is essentially a political question. It is not really a question of transportation planning or sound regulation or anything like that. That decision should be made by the city government and by the Congress.

But the important thing is to get a subsidy for the system and to take the entire cost burden—don't continue to impose the entire cost burden of running the system on the riders.

REQUEST SUBMITTED FOR A SUBSIDY

Senator INOUYE. Have you ever submitted a request for a subsidy?

Mr. AVERY. Oh, yes. Two years ago I submitted—in fact that started the whole process which eventually led to the public ownership bill which was passed by the Senate in the last session. I submitted a subsidy bill, a rather simple bill, that simply provided for public subsidy of the privately owned system. The city responded, hearings were scheduled on that bill, both in the House and in the Senate. As part of the city government's response to the questions raised by my submission of that bill, they submitted the public ownership bill.

Hearings were held on both of them in the Senate. The Senate opted for the public ownership route. The House held hearings on my bill, the subsidy bill, but never held any hearings on the ownership bill. As you know, it was passed in the Senate and just died in the House.

STANDPOINT OF EFFICIENT OR ECONOMIC OPERATION

Senator INOUYE. From the standpoint of efficient operation, or economic operation, who do you think can do a better job, the city government or private owners of the D.C. Transit?

Mr. AVERY. Well, I think I would have to answer that question, I am sure, on philosophical grounds, and not passing any judgment on how good the city government is and how good D.C. Transit is. I just have a feeling private enterprise generally operates in a more efficient manner than government operates. My guess would be you would probably have a more efficient and lower overall cost operation with a private operation.

If you live in a rational, logical world, that is the way I would like it to be decided. I would look at which is the lowest overall cost way of doing it. I would opt for that route. I would subsidize private transportation if I though that was the cheapest.

Of course, there are other considerations other than the rational, logical choice, which is the least expensive way of going about it. Just not to beat around the bush about it, the man who owns the company here is extremely unpopular with a large segment of the community and it seems to be politically unacceptable to a lot of people to make public moneys available to a company which he owns. If that is a political reality, then in order to acheive a solution to the problem I am willing to accept the idea that even though it might not be the lowest overall cost way, just go ahead and take the thing over publicly.

But as I say, if I were going to do a cold, rational, logical approach, I would look at it in exactly the terms of the question you asked, which is the cheapest way of going about operating the system with a subsidy. I would make the choice in those terms. I have not studied it, I do not know, but I suspect that you will find private enterprise is a little more efficient.

MISCELLANEOUS CONTRIBUTIONS, SCHOOL TRANSIT SUBSIDY

STATEMENT OF GEORGE A. AVERY, CHAIRMAN
ACCOMPANIED BY MELVIN E. LEWIS, EXECUTIVE DIRECTOR

BUDGET REQUEST

Senator INOUYE. Would you like to continue by covering the school transit subsidy? I notice that you are in charge of that also.

Mr. AVERY. Yes.

(The statement follows:)

Under Public Law 90–605, the Commissioner of the District of Columbia is required to pay to D.C. Transit System, Inc., and WMA Transit Company the difference between the total of reduced schoolfares paid and the total amount which would have been paid at the lowest adult fare.

The total amount budgeted for these payments in Fiscal Year 1972 is $2,594,300, including $2,557,000 for D.C. Transit and $37,300 for WMA. These data, furnished in August of 1970, were based upon the actual reduced fare utilization in the 1969–70 school year.

BUDGET JUSTIFICATION

Mr. AVERY. I understand again our prepared statement is in the record. I will just amplify by saying this is, in my judgment, an extremely important item. The total amount is $2,594,300; $37,300 of that goes to WMA, which serves a small portion of the District of Columbia. The bulk of it, $2,557,000, to D.C. Transit.

SYSTEM SUPPORT WITH SUBSIDY

This is one example of the kind of thing I have been talking about—with the subsidy providing some support for the system. This was a particularly important subsidy, I felt, because the riders were being even more unfairly burdened until we got the law amended in 1968, so that D.C. Transit could collect a subsidy. The school fare itself is 10 cents. That does not come anywhere near paying the cost of transporting those schoolchildren, particularly since in the morning they are going to school at the same time as the rush hour. And during those peak hours the incremental cost of each additional passenger is quite high. So there is no question whatever in our minds that the 10-cent fare does not cover the cost of transporting these children.

SUBSIDATION OF SCHOOLCHILDREN BY BUS RIDERS

Now, prior to the time that D.C. Transit was able to collect a subsidy, it was up to us in setting fares to compute the total cost of operating D.C. Transit and provide enough total revenues through the farebox to pay those total costs. So what that really led to was that the cost of transporting schoolchildren was being subsidized by the bus riders and I felt that was extremely unfair. I feel generally that the community should contribute generally to the support of the system but particularly the education of children is a responsibility of the community at large. I felt very strongly that the community should contribute to this cost of school transportation rather than just the bus rider. The law was amended in 1968 to make that possible.

That law expires by its terms in August, but a bill has been presented to both the House and Senate. In fact, I was just talking to Mr. McMillan about it before coming over here this morning and I understand he will be introducing it over there and moving to extend it for another 3 years.

The amount which is in the budget, $2,594,300, is based on the assumption that the law will be extended to cover all fiscal 1972 and beyond.

CITY COUNCIL POSITION ON SUBSIDY

Senator INOUYE. What is the position of the City Council?

Mr. AVERY. They struck it from the budget. I think it is an absolutely unconscionable action.

Let me tell you what the result will be. When we raised the fares last summer to 40 cents, we went through the ratemaking process which we go through, which is essentially figuring out how many total dollars the company needs in order to pay its expenses, and the interest on its debt, and to provide it with a fair return. We came up with a total dollar figure. Then we looked at how much we have got to produce through the fare box in order to have that revenue. In making that

computation, we proceeded on the assumption that the school fare subsidy money would be available; that $2.5 million.

Now, if that $2.5 million is struck out, as the City Council has suggested, those moneys are going to have to be provided from another source. The company has got to have them in order to operate.

RAISE IN FARES

Now, what does that mean in terms of fares? Well, each penny of increase of fares in the District of Columbia produces about $800,000. So that just a straight mathematical calculation shows to get $2.5 million, you have to raise the fares 3 cents. But that does not take account of the resistance factor I was telling you about before. Whenever you raise the fares, you lose a certain amount of riders. That resistance calculation is somewhat complicated and we have not gone through a detailed calculation of it in connection with the 3-cent increase. But it is our estimate the increase needed in order to repay the $2.5 million could be as much as 5 cents.

So if the school fare subsidy money is struck out of the budget as the City Council has suggested, what the city is really facing is the prospect of another increase of 5 cents in the busfare, to 45 cents, an increase that would take place quite quickly.

Usually, on these fare cases, we have a 5-month statutory limitation within which we have to act and we usually end up having to take that entire 5 months because it is a very complicated process. There is argument about how much revenue the company will get at any given fare level. There is argument about what their expenses will be. There is argument about how much profit they ought to be allowed to make.

In this particular case, none of those issues are going to be involved. All you are talking about is replacing $2.5 million that was lost.

Hearing Not Necessary for Fare Increase

Now, under our law we do not have to have hearings. We can let a fare increase go into effect on 30 days' notice without a hearing, if you think that is justified. We have never before felt that that was justified. We always feel we owe it to the public to go into a detailed examination of the hearing record of all of these factors. But I would guess—I have not discussed this whole problem at all with the company; this is my own conjecture—but my conjecture is that the company is going to come in and ask for a fare increase and ask for it to go into effect without a hearing. I frankly feel that if they do that, we are going to have to give that very serious consideration because this is different than any other fare problem we have had before. So what we are talking about, if the City Council's action is sustained, is fare increases of as much as a nickel and in the very near future.

I think that is an absolutely unconscionable burden to impose on the bus riders and on the city generally. I have urged the Mayor to veto it. If he sees fit to do so, I intend to go to those members of the City Council that I feel I have some persuasive power with and try to persuade them to go along with the Mayor's veto. I just think it would be an awful thing for this community if that action of the council was sustained.

REASON FOR CITY COUNCIL REFUSAL OF SUBSIDY

Senator INOUYE. What is the reason given by the City Council?

Mr. AVERY. That is another thing. That is a very good question. It is a very good point. The report says that no subsidy should be paid to D.C. Transit so long as—I have got the language right here in the letter; let me read it to you. "A subsidy to D.C. Transit should not be paid until its track removal obligation of $18 million to the city is satisfied through offsetting of the school subsidy." That is a direct quote from their committee report. That just does not make any sense. In the first place, D.C. Transit does not owe $18 million for track removal. The current debt is about $550,000. That is what they currently owe the city for track removal that has already taken place.

Now, I agree 100 percent that the city is entirely justified in offsetting the school fare sibsidy payment against the track removal debt. But I am told by Mr. Coppie and by others in the city government that that offset cannot be made unless the school fare subsidy payment is part of the budget and goes through the appropriations process. Otherwise, I am told that it is just not legally possible.

So taking it on their own terms, even assuming the offset should be made, which I agree with, they are just overlooking the fact that offset cannot be made unless the school fare subsidy money is in the budget and appropriated.

ESTIMATE OF REMAINING TRACK REMOVAL

Let me speak about the $18 million figure. Just looking at that whole idea, that does not make any sense. The $18 million is the estimate of what all of the remaining track removal will cost. The way this works is the city actually does the track removal at whatever pace it chooses. D.C. Transit is legally liable to pay for that as the city does it. And the city removes the tracks and bills D.C. Transit.

Now, that $18 million will be expended, not in the near future, but over a number of years. They talk about 20 to 30 years that this whole process will take.

I think there is an injustice being done to the bus riders simply in connection with that obligation in the first place. People somehow think that Mr. Chalk owes the city or is going to have to pay the $18 million for the removal of those tracks. But in fact, the way that works is that it is an expense that we have to take into account in setting fares. It is the bus riders that pay the $18 million. Whenever we have a fare case we have to go to the city and say, "How much do you expect to spend on track removal in the next few years, or the next year?" They give us a figure. We crank that right into this equation that I told you about and the bus riders are paying the cost of removing tracks.

The Commission has taken the position for years that that is an unfair burden to impose on the bus riders. Those tracks were always taken up as part of a general street improvement program. That is when they take them up. When they repave a certain street, they take up the tracks and they bill D.C. Transit for it.

The street improvement programs benefit the entire city. I have never seen the fairness of asking the bus rider to bear that special burden when he has everything else loaded on him which he has to pay.

Just looking at what the city council says, they say do not pay the subsidy until $18 million is entirely paid. They are talking about 30 years and what they are really saying is the riders, already burdened with having to pay this $18 million, do not give them the benefit of the subsidy, which he entirely deserves, until such time as he has discharged that burden. That makes absolutely no sense whatever to me and I think it is absolutely wrong.

PRESENT BUS FARE

Senator INOUYE. For the record, will you tell us what the fare is?

Mr. AVERY. In the District of Columbia it is 40 cents. It is a very complicated structure for the surburban fares. I cannot really quote it off the top of my head. It is a zone system.

COMPARISON OF DISTRICT OF COLUMBIA FARES TO OTHER CITIES

Senator INOUYE. How does that compare with the other cities?

Mr. AVERY. There are cities that have a 40-cent fare. There are cities that have higher than 40 cents Chicago, apropos our earlier discussion about public versus private ownership, which Senator Percy will know about, has a publicly owned operation under a law which requires it, even though it is publicly owned, to meet all of its cost out of the fare box. They currently have a 45-cent fare and 10-cent transfer fare.

Senator PERCY. It is going to 50 cents.

Mr. AVERY. I understand that they have been trying to get a subsidy from the Illinois Legislature for the last couple of years.

Senator PERCY. Yes, they have been trying to get a subsidy from the city of Chicago, Illinois Legislature, and the Federal Government.

Mr. AVERY. Those fares are also too high. Public transportation fares should not be 45 or 50 cents. It is too much.

Senator PERCY. Every time we raise the rate of CTA in Chicago, we cut people off.

Mr. AVERY. I was telling Senator Inouye that is what happens here.

Senator PERCY. When it gets to a dollar a round trip, it is worth it for four or five low-income workers to get together and buy an old jalopy. You could buy that 9-year-old car we were talking about yesterday. You could buy that for $125. And they can get these jalopies out, pouring fumes into the air, clogging the highways. But that is exactly what we are doing if we raise fares, hurting the low-income people.

Mr. AVERY. No question, and just generally contributing to the deleterious effect on the city from the automobile. We ought to be getting people onto public transportation, not driving them off. It seems to me a perfectly legitimate expenditure of public funds to subsidize the cost so the fares can be cut down. Many cities do it. San Francisco has a 20-cent fare and they have an item in their city budget every year—I think it is up around $18 to $20 million that they just contribute to the cost of running the municipal street railways in San Francisco.

New York, even with a 30-cent fare, spends hundreds of millions supporting its public transportation system.

So to answer your question, Mr. Chairman, there are some cities which have higher fares. Those are cities where the entire cost is

borne by the riders as it is here. There are some cities which have lower fares. Those are the cities where they have seen the light and they are doing what I think ought to be done, and that is supporting the cost of running the system to some extent out of public funds.

RESPONSIBILITIES OF CHAIRMAN

Senator INOUYE. I notice that you wear three administrative hats. Do you have three different sets of staff people?

Mr. AVERY. Well, the school-fare subsidy is a third hat. That really is administered by the Transit Commission. I have two staffs, a PSC staff and Transit Commission staff. There are 17 on the Transit Commission staff and 28 or 29 on the PSC staff.

POSSIBLE CONSOLIDATION OF TWO STAFFS

Senator INOUYE. Is it not possible to consolidate some positions there since you are the sole head?

Mr. AVERY. Well, although I am the Chairman of each Commission, but each Commission is completely separate. The Transit Commission is a regional body established by the interstate compact. The members are myself from the District of Columbia, William O. Doub, chairman of the Maryland Public Service Commission, the Maryland representative; and Judge H. Lester Hooker of the State Corporation Commission of Virginia is the Virginia representative. So I happen to be the Chairman. That is not necessarily so in each case. The Chairman is chosen by election of the members. It would not necessarily always be the fact that the Chairman of the District of Columbia Public Service Commission would be the Chairman of the other commission. So there is not that identity at the top that would appear to be in the present situation.

Insofar as the possibility of consolidation, I really would say not. Principally the staff consists of auditors and engineers and we have three auditors, for instance, and they are on the properties of the bus companies at all times. Now down at the PSC, we have five auditors, four of whom are on the properties of the other utilities at all times. We have full-time men at each of the utilities we regulate, so you would not by combining, for instance, the auditing staffs, to be able to cut out anything. You still have to have those people out on the property.

We have engineers at both commissions. We have actually quite a small engineering staff at PSC, smaller than at the transit commission. I think mainly because we have more complaints to handle at the transit commission than we do at PSC. People seem to get more excited about transit problems than about electrical problems and gas problems.

I really do not think you would save any manpower positions by combining those staffs. There might possibly be the prospect of some savings in the administration end of it, the executive secretary's office of each, but I do not think they would be significant. But the main obstacle, I think, would be the legal one, that the transit commission is not a Federal agency, not a District agency. It is a creature of the three legislatures. I do not see how it would be legally possible to combine the staffs.

INCREMENTAL COST NOT JUSTIFIED IN SUBSIDIZATION

Senator PERCY. I would like to ask about the school fare subsidy. I presume in the morning that the children go to school about the same time as the peak of the rush hour?

Mr. AVERY. Yes.

Senator PERCY. Or is it just a little before?

Mr. AVERY. Well, I think it is pretty much simultaneous.

Senator PERCY. So that really adds drivers, equipment, and adds extra costs?

Mr. AVERY. Absolutely.

Senator PERCY. I presume coming home in the afternnoon, they are nonrush hours?

Mr. AVERY. That is right.

Senator PERCY. So are we justified in having a subsidy equivalent to the minimum adult fare in the afternoon? I can see it in the morning, but in the afternoon that equipment is idle. I am not sure whether the men work a continuous 8 hours or what, but certainly that equipment is not in full use at that particular time. Its adds then an incremental element of income that they would not have otherwise, and I am not sure it justifies the full subsidization up to the adult level.

Mr. AVERY. We have looked at that question. We feel there is some significant added measure of cost to the company from meeting the afternoon school carriage of children. Essentially, the way it is handled, the buses go out a little earlier.

Senator PERCY. Not as much as in the morning?

Mr. AVERY. Perhaps not as much.

Senator PERCY. Buses travel faster, the streets are not as crowded.

Mr. AVERY. Yes, and in the peak period, the incremental cost of each additional peak is very high. So there is no question that the cost burden of carrying the schoolchildren is higher in the morning that it is in the afternoon.

But I do think providing that service in the afternoon does add additional cost to the overall operation of the system.

Senator PERCY. It adds some cost but not as much. My question is whether or not the subsidy is warranted in the afternoon as much as a subsidy in the morning. Could I see the arithmetic and the mechanics on that?

Mr. AVERY. We will see what we can work up for you. It is very complicated. You are making cost allocations and there is a lot of judgement involved. Let me see what we can work up and submit something to you on it.

(The information follows:)

Senator Percy posited a justification for a school fare subsidy on the basis of incremental costs incurred during the morning peak, when schoolchild ridership coincided with the general rush hour. The Senator questioned the justification for a "subsidy equivalent to the minimum adult fare in the afternoon," when schoolchild ridership does not quite coincide with the rush hour.

Actually, D. C. Transit runs 1,036 buses in the A. M. peak during the school months, reducing the number of buses to 1,010 during the summer. There is no change in bus requirement in the P. M. peak, standing at 1,013 buses year round. However, we cannot attribute the reduced requirement for buses in the A. M. peak during the summer solely to the lack of schoolchild ridership, as many other influences are at work to permit the re-scheduling of buses during the summer.

From a purely theoretical viewpoint, if schoolchild ridership were the sole cause of the peak demand, this would justify an additional charge for hauling schoolchildren over and above the established adult fare.

The rationale underlying the school fare subsidy is not one based upon incremental cost considerations, but rather upon a recognition of the fact that the cost of carrying schoolchildren should be borne by the community as a whole, by way of subsidy, rather than by the adult farepayer. Until three years ago, when Public Law 90-605 was enacted, the revenue loss occasioned by the reduced rate for schoolchildren was absorbed in the fare paid by

the other riders. When Public Law 90-605 first went into effect, the Commission was able, by forecasting the amount of school fare subsidy, to hold the District of Columbia token fare to 26-1/4 cents (4 for $1.05) instead of the 30 cent rate requested by the company. Since that time, of course, costs of bus operations have escalated rapidly, but if the school fare subsidy were not in effect, the present 40 cent fare in the District of Columbia would have to be raised at least 3 cents per ride and perhaps, depending upon passenger resistance to the increase, as much as 5 cents per trip.

It is important to bear in mind the magnitude of the impact which schoolchild ridership has upon Washington's transit system. During the 10 school months of 1970, D. C. Transit carried 82,221,000 intra-D. C. passengers, and during these same months, 8,744,000 were schoolchildren, constituting 10.6% of the total.

In summary then, the rationale underlying the school fare subsidy is not one related to incremental costs but rather to a joint-cost approach which assesses the schoolchild on an equal basis with the adult rider with whom he shares the vehicle.

SPECIAL FARE FOR SENIOR CITIZENS

Senator PERCY. All right. In the metropolitan area, do we have special rates for senior citizens, those over 65 at non-rush hours?

Mr. AVERY. We do not at the present but this has been sort of a pet project of mine and I have been working on it for the last several months. I will ask the staff man right here with me. I have been urging him——

Senator PERCY. You just got an ally. I strongly supported it in my own State and my own city of Chicago. We finally got it. It has proven extremely worthwhile. It is an economic benefit to the transit system. They have got the cars, buses, and whatever moving and going. In the afternoon and mornings, after the 10 o'clock rush hour, they are one-tenth full or whatever it may be, and it is all incremental income to them.

Of course, they cannot try to get that special rate at rush hours. They have to travel when the equipment is empty. But it is an incremental income. We have found that the elderly go downtown far more. They plan their hours and they stay off at the rush hour. I strongly propose it and I will urge and encourage it in every way I can, not just for the economics of the transit companies, but because I think we owe it to people who simply cannot drive because of lack of licenses or lack of income. I think we owe the special consideration to them.

Mr. AVERY. I agree 100 percent, Senator. And as I say, I have been working on it for several months now. I have been bugging the staff and the companies every few days to get the thing worked out. There are a lot of details involved in working it out. I think we will have it in the very near future.

I will be leaving the Commission in the next few months and I told them that is one thing I want to see in before I go, is senior citizen fares. So I am really pushing hard on it.

Senator PERCY. We would very much appreciate being kept up to date on the progress you are making.

Mr. AVERY. When we put out our announcement in the near future, I will send you a copy.

Senator PERCY. I will be happy to meet directly, and if you do not make progress I will specifically request to meet directly with the operators of the transit companies to go through the arithmetic which I think will be quite convincing to them, that this is in their interest as well as the interest of the people we want to serve, the senior citizens.

Mr. AVERY. Actually, one of the things we have been working on, one of the reasons for the time we have been taking for the last few months is so we are going to be able to demonstrate exactly that. We told the companies in our last rate orders that we wanted to gather baseline data on senior citizen ridership without reduced fares, so that we would have something to compare against when we put it in.

Maybe Mr. Lewis, who has been working on this, can give you a more detailed report on exactly where it stands.

Mr. LEWIS. We had a final meeting on this yesterday morning with D.C. Transit and they have to get some counting equipment plus make up the proper forms. I would expect to have an order out establishing this thing within a couple of weeks.

USE OF POLLUTION-FREE EQUIPMENT

Senator PERCY. My last question, what is the program for D.C. Transit to use pollution-free equipment?

Mr. AVERY. Well, the answer to that lies on two fronts. One, we are one of the two cities in the country that has been chosen for UMTA, Urban Mass Transit Administration, demonstration grant of a new device which has been developed by General Motors to reduce the pollution from buses. There are five installed on buses that are currently operating in the city. I do not know whether you have happened to have seen them.

Senator PERCY. No, I have not.

Mr. AVERY. They have big signs on the side that says they are one of them. If you happen to see one, take a good look at it. It is really quite a sight to see that thing go by with absolutely nothing coming out of the exhaust. We have just got our first results on it. There were some articles to the press on it last week. Maybe I will send you a copy of those.

Anyway, it is quite encouraging. This is a problem we had until recently. There was really no effective pollution reduction device for diesel engines and some of these devices put on automobiles just had not been developed for diesel engines. Finally, General Motors came up with this device. We are testing it here and it looks very encouraging. When it is proven, I think we will be able to go on immediately with an intensive conversion program.

In addition to that specific project, we had a formal proceeding going before the Commission for about a year with regard to our regulations on pollution control. Actually, it was brought by a group of George Washington Law Students originally. Like all of these GW groups, they have to have the acronym. This one was GASP. There is SOUP and ASH, and all of those things. This one was GASP. Greater Washington Association to Stop Pollution. They brought a formal complaint before us asking us to review our regulations on this subject and I thought it was a good idea. We have gone ahead with that. We had a series of hearings. We had our staff consult with every expert we could find in the Federal Government and universities around the country. We proposed a new set, much more strict set of pollution control regulations. We put them out as proposed regulations and comments from the companies and interested parties were filed as of March 1. And we are now working on the orders to make those final. So we will have a much stricter set of regulations of our own apart from the EIP project of UMTA's. We will have our own stricter set of regulations which I hope will have some impact, in fact within the next few weeks.

POSITION ON THREE SISTERS BRIDGE

Senator PERCY. Do you have a position on the Three Sisters Bridge, by the way?

Mr. AVERY. I have never, no.

Senator PERCY. I am trying to learn as much as I can about this issue and any advice I can get or counsel I would appreciate.

Mr. AVERY. That is what is known as a dirty trick to ask me that question. I have a lot of hot potatoes I have to deal with in my job, having to do with transit affairs. I always thank my lucky stars I have not had to throw my hat in on the Three Sisters controversy, too.

I have some feelings though but I'd say they are just those of any other private citizen. I do not have any specific technical knowledge as a result of my specific responsibilities concerning it.

LONG-RANGE PLANS FOR MASS TRANSIT

Senator PERCY. Specifically, are there long-range plans in the future for mass transit to make it unnecessary to build the bridge?

Mr. AVERY. Well, the most significant thing in the mass transit field that is going to happen in this city is the subway.

Buses are just sort of holding the ground now until we can get the subway. The subway is going to be the most important thing that has happened to this city since L'Enfant probably. There is a great deal of argument between the proponents and opponents of the Three Sisters Bridge as to the impact of the subway on the need for the bridge. I am not directly involved in the subway planning and I really do not feel qualified to give an expert judgment on it.

Senator PERCY. I will not press you any further.

Thank you, Mr. Chairman.

VEHICLE SITUATION

Mr. JORDAN. In the several agencies that you do administer what is your vehicle situation, Mr. Avery?

Mr. AVERY. We have no vehicles at the PSC. We call the pool when they need a car. We have two vehicles at the transit commission. That staff's responsibilities, of course, are such that they are out all of the time on the streets, so we do have two vehicles in the transit commission.

Mr. JORDAN. Who drives them, Mr. Avery, if you do not have a driver?

Mr. AVERY. The whole staff. Various members of the staff. If one of the engineers has to go out——

Mr. JORDAN. But you would not drive yourself?

Mr. AVERY. Oh, yes. I drive it if I have official business that I have to use a car. I just take one of the cars and use it.

Mr. JORDAN. No further questions, Mr. Chairman.

Senator INOUYE. Thank you very much.

FURTHER COMMENTS ON SUBSIDY AND TRACK REMOVAL

Mr. WATT. Mr. Chairman, may I add just another word on the school transit subsidy and the recovery for the track removal work?

As Mr. Avery has indicated, the action of the City Council would not in fact recover for the city and for the benefit of the highway fund, those sums which have been already spent or which are likely to be spent in the future for track removal.

Our highway department has estimated that over the 6-year period, approximately $2.3 million will be spent for this purpose. And the $18 million which has been referred to is a highly preliminary, very gross estimate over a long period of time.

Again, as Mr. Avery has indicated, in order to recover for the city the funds which have been spent, totaling now about $600,000, I believe, it is necessary for us first of all to have the appropriation for

the school transit subsidy and then to have appropriation language which would permit the District government to transfer from that appropriation such sums as may represent the outstanding debt of D.C. Transit to the system and specifically to the benefit of the highway fund.

I might just mention that last fall when reviewing the situation, Senator Eagleton urged us to seek authority in the next budget request—and that is this one—to offset this debt and to secure appropriation language which will permit the use or the diversion of the school bus fare subsidies to the extent necessary for the Highway Fund and for use for general highway purposes since the track removal work was financed from that fund, from those moneys in the first instance.

So the appropriation which will finally come before this committee will contain that appropriation language.

Mayor's Action on Subsidy

Senator Inouye. Mr. Watt, am I correct to assume from this statement that the Mayor will veto the action taken by the City Council in striking out this subsidy?

Mr. Watt. The Mayor is considering currently with the staff what action he will take on a variety of council modifications in his budget proposal. I would expect before the end of this week we will know specifically what action he will take on each. I cannot say this morning specifically what his action will be here.

Obligation of Transit Commission

Senator Inouye. I can understand your desire to get payment for the track removal, but why can't we do it a bit more directly and just come out and give a straight subsidy for that instead of taking it out of the school bus transit subsidy?

Mr. Watt. It is an obligation of the company. The only effective way we have of collecting on that obligation is by withholding funds which we are obliged to pay the company. This is the system which has been set forward.

Mr. Avery. I might just say, Mr. Chairman, in my capacity on the Transit Commission, I have no objection to that. Obviously the company does owe the money under existing law. As I indicated, I think the law ought to be changed. But as long as the company owes the money, I do not see any problem with what the city has suggested by way of this provision authorizing that offset. It is going to create some problems of cash flow for the company, but I think they will find other ways of coping with that. It is a legal obligation and I see no objection to it from that point of view.

Subsidy to Pay for Rail Removal Program

Senator Inouye. I realize accountants can juggle books and make things all end up well balanced. But in trying to explain a budget to my colleagues, if we adopted your procedure, I will have to tell them that this school transit subsidy is requested to repay the city for the cost involved in the rail removal program.

Mr. WATT. Well, only to the extent, of course, that the company owes the city for this work. The amount owed the city presently is about $600,000. The amount due or estimated to be paid to the company through 1972 for school subsidies is $2.5 million.

Mr. AVERY. They collect about $300,000 a month during the school year, so the debt would be paid off in the first 2 months and then the rest of the year the school fare subsidy would go to the company to be used for its other expenses.

PROBLEM OF OFFSETTING

Mr. WATT. If the company would pay to the city that which it now owes the city, we would not have the problem of offsetting.

Senator INOUYE. I can understand this and I can see the merit involved. I somehow suspect that throughout this budget we have incidents, not of this magnitude, where funds are requested for item A, when actually the funds are being used to pay for item B. It gets a bit confusing after a while.

Mr. WATT. I am afraid it does, yes.

Senator INOUYE. And if one were not well acquainted with the activities of Transit Commission, he might get the impression that the full amount requested for the school transit subsidy is actually for that subsidy. When actually part of it is used to pay on the bill.

I just wanted this budget to be a bit more understandable to lay people, as well as committee members.

Mr. WATT. Like you say, Mr. Chairman, from the standpoint of the city—and I am sure as well from the standpoint of this committee—we have done nothing that even by implication would indicate that we are trying to pull some kind of slippery maneuver or hide what is being done here. But the fact is the company owes the city and the city owes the company and it is quite normal, I think, to make an offset there.

Senator INOUYE. Thank you very much.

Mr. AVERY. Thank you, Mr. Chairman.

REDEVELOPMENT LAND AGENCY

STATEMENT OF MELVIN MISTER, EXECUTIVE DIRECTOR

ACCOMPANIED BY GEORGE RISELING, CHIEF, LEGAL OFFICE

BUDGET REQUEST

Senator INOUYE. Our next agency is the Redevelopment Land Agency. I believe Mr. Mister is the Executive Director and he is here.

The amount you are requesting is per diem, is it not?

Mr. MISTER. Yes, sir, it is.

INTRODUCTION OF ASSOCIATE

This fellow with me is George Riseling, who is the chief of our Legal Office. I have a very brief statement I would like to read, if that is all right with the chairman.

Senator INOUYE. Please proceed.

OPENING STATEMENT

Mr. MISTER. I am Melvin Mister, Executive Director of the District of Columbia Redevelopment Land Agency. I am pleased to appear before you today in support of our request for $6,000 for the administrative support of the Redevelopment Land Agency.

PUBLIC LAW 79–592

The RLA was set up by Public Law 79–592, dated August 6, 1946. It is our responsibility to carry out urban renewal projects approved by the National Capital Planning Commission and City Council at public hearings.

There are now nine active renewal projects in Washington, and they are outlined on this map. Public Law 79–952 provides for compensating our five member Board of Directors. In accordance with this leiglsation, Board members are paid $20 for each day they participate in RLA activities. RLA has a five-member board appointed by the Mayor-Commissioner and confirmed by the U.S. Senate. Each member's term is a 5-year term. The Mayor-Commissioner has appointed public spirited citizens who hold responsible and important positions in public and private life in the District of Columbia.

Our request for this year is the same as the amount requested and appropriated for fiscal year 1971, and is based on our experience over the past few years.

The RLA Board meets regularly twice monthly and frequently on a special basis. In addition, the chairman of the board and other members attend meetings, private organizations and community groups and others during the course of the year.

I will be happy to answer any questions you have regarding this request.

MONEY ADMINISTERED

Senator INOUYE. How much money do you administer?

Mr. MISTER. Well, our latest report we made to the Congress showed total cost in terms of project expenditures of approximately $275 million. The urban renewal financing is a somewhat complex subject. We have several different kinds of renewal projects among these nine. Several of them are conventional urban renewal projects which were approved and funded and we got money to carry out those projects over a period of time.

For example, the southwest urban renewal project went into execution in the early 1950's. At that time we were granted enough money to carry out that project over its life. Recently, starting in 1969, we got approval of four renewal projects under the neighborhood development approach to urban renewal, where we get money on an annual basis. For some of the older conventional projects, we were granted a certain amount of money for each project. And as in terms of grant dollars, and as we carry out our activities, as we buy property, relocate people and carry out the other urban renewal activities, we get progress payments.

So we get authority from the Federal Government to borrow money to cover our expenditures as we make progress toward carrying on our project. We get grants from the Federal Government and retire those bonds that we have issued and then get additional grants as we make additional progress toward completing our projects.

SUPPORT FOR RLA

Senator INOUYE. What agency provides support for the Redevelopment Land Agency?

Mr. MISTER. We get support in two different ways. Most of the funds we get comes from the Department of Housing and Urban Development. The city of Washington gets money for its renewal project on a three-fourths/one-fourth formula. Three quarters of the money for urban renewal comes from the Department of Housing and Urban Development. The other quarter comes from the District of Columbia. However, since the renewal program began in Washington, the city has never requested any dollars specifically for urban renewal except for the money to pay our board members, the $6,000 in this case which is being requested today.

The local share has been always made up by what are called noncash credits. If the cost of completing an urban renewal project involves building a school or improving a street or building a new fire station, and that is included in the capital budget of the city and the appropriation is granted by the Congress, those moneys can be used to make up the one-fourth share for carrying out a particular urban renewal project.

SOURCE OF BEING PAID

Senator INOUYE. How do you get paid, sir?

Mr. MISTER. I get paid as a Federal civil servant, with moneys granted to the city from the Department of Housing and Urban Development. The Redevelopment Land Agency is an independent Federal agency.

Senator INOUYE. On what budget will your pay appear?

Mr. MISTER. It will appear on the budget that is submitted to the Department of Housing and Urban Renewal as part of our urban renewal project.

Senator INOUYE. How many paid staff people are involved there in the Redevelopment Land Agency?

Mr. MISTER. Presently we have a staff of 530 people.

Senator INOUYE. And they are all on the Federal civil service payroll?

Mr. MISTER. Yes, sir; with the moneys for their salaries coming from the Department of Housing and Urban Development.

Senator PERCY. No questions.

Mr. JORDAN. Mr. Mister, financing with reference to the Redevelopment Land Agency funds is indeed complicated and it is understood by very few. Would that be a fair statement?

Mr. MISTER. Yes, sir; that is correct.

COMPARISON OF ADMINISTRATION ON PER CAPITA BASIS

Mr. JORDAN. If you were to try to relate the administration of your program on a per capita basis, how does the citizen in the District of Columbia compare to some of his sister cities?

Mr. MISTER. I would have to make a computation. I can do that and submit it for the record.

Mr. JORDAN. Would you be good enough to go over with me a rough calculation I have just made and see if it is generally correct? The District of Columbia with its present population has approximately one-half of 1 percent of the Nation's urban population. Total funding in 1972 for urban renewal programs in the Federal budget is $800 million. You anticipate receiving here in the District of Columbia some $56 million in 1972. So my calculation would lead me to believe that on a per capita basis, the District of Columbia is doing about 12 times as well as its cousin in Toledo, or Chicago, or St. Louis, or New Orleans. Would that be a fair statement?

Mr. MISTER. No, sir; I do not think so. I wish we were. The grant payout, which is reflected in our budget, is about $56 million, based on the amount of money which we earned during the preceding year on the basis of all of the nine urban renewal projects, not all of which were financed out of 1 fiscal year's appropriation. During the last fiscal year, in terms of plan approvals, the city of Washington, I guess out of the fiscal 1971 budget, we got a grant of approximately $30 million for our NDP program. Out of the appropriation in 1971—I guess your figure was $800 million?

Mr. JORDAN. That was the amount requested in the Federal budget.

Mr. MISTER. For fiscal year 1972. I am not sure what the amount was in 1971.

ANTICIPATED FEDERAL FUNDS

Mr JORDAN. But you do anticipate Federal funds in the amount of $56 million in fiscal 1972?

Mr. MISTER. What the budget reflects is the amount of grant payment that we will receive. That will not be new moneys, that will be money that we have earned based on approvals received in the past. For example, in fiscal year 1971, for our neighborhood development program, we got approval of an application for $30 million. A $30 million grant. The actual grant payout of that $30 million from the Federal Government will come as we carry out the activities we said we were going to carry out, with loan funds. And as we make progress toward acquiring the property.

For example, in our $30 million budget, we have $20 million in for property acquisition. We will not get the grant payout reflected in our budget until we have completed that $20 million of acquisition. So the figure that you see in the budget of $56 million——

Mr. JORDAN. I did not see that in the budget. It is over in the program budget. It is nowhere in the document before us. But I understood that was the anticipated figure.

Mr. MISTER. Yes, sir; that is the figure. It was $56.9 million. Now, it is our anticipation that about $44.6 million of that will come from grant payout on property acquisition and other activities that we are carrying out now in our neighborhood development program with moneys that we received during our NDP 1 year and our NDP 2 years.

So the payout in grant terms which we will get is not the same as the amount of money we get when an application gets approved. When we get an approval of an application, we get two things—authority to borrow money to start carrying out activities and reservation of grant dollars. And as we use our loan money to carry out those urban renewal activities, we then in a subsequent year make an application for grant payment, so we can retire some of the bonds we have gotten by borrowing on the private market.

Mr. JORDAN. Would you disagree with my statement that you would do extraordinarily well as compared to sister cities in Newark, Toledo, New Orleans, Chicago?

Mr. MISTER. I might not say extraordinarily well, but I think we have been treated very well by the Department of Housing and Urban Development during the past couple of years.

Mr. JORDAN. My rough calculation shows District funds in the amount of $63 per capita, $63.45, as compared to two other urban areas on a per capita basis of $5.06. If there is in fact some misunderstanding of the funding arrangement, I wonder if you would be good enough to correct it in the record and relate payments on the per capita basis here in the Nation's Capital, here to the other cities that I mentioned.

Mr. MISTER. I would be happy to do that.

(The information follows:)

RENEWAL PROGRAM GRANT COMPARISONS

The attached chart provides a per capita comparison of urban renewal grants allocated to cities of over 150,000 in population having major urban renewal programs. The figures are based upon information published by the Department of Housing and Urban Development. Among these 34 major programs, Washington ranks 16th in total program grants on a per capita basis. In order to compare recent allocations to these cities, the grants allocated in the last 4 years (6–30–66 to 6–30–70) are also indicated. For this period, Washington ranks 9th in allocation of program grants on a per capita basis.

The urban renewal grant figures used in this comparison represent the amounts reserved or allocated by the Department of Housing and Urban Development for new projects (or grant amendments for existing projects) out of the urban renewal grant authorizations which are appropriated to HUD each fiscal year by the Congress. It should be noted that these figures do not represent the actual grant paid out for these cities. Under the renewal program, actual expenditures are made from loan funds borrowed mostly on the private market, and grants allocated to specific city programs are paid out periodically after actual expenditures have been incurred. Because of the many variables which may affect the rate of grant payout to any city, initial grant allocations are most commonly used as the best measure for comparison of local renewal programs.

Attachment.

CAPITAL GRANT PER CAPITA FOR MAJOR PROGRAMS IN CITIES OVER 150,000

Locality (relative population rank)	URBAN RENEWAL GRANT PER CAPITA	URBAN RENEWAL PROGRAM GRANT AS OF 6/30/70 ($MILLIONS)	GRANT INCREASE 6/30/66 TO 6/30/70 ($MILLIONS)	GRANT INCREASE (RANKING) PER CAPITA
New Haven (34)	$ 976.0(1)	$ 134.4	$ 14.2	$ 103.2 (8)
Newark (23)	448.7 (2)	171.6	55.6	145.2 (4)
Syracuse (31)	395.5 (3)	78.0	31.4	159.4 (3)
Hartford (33)	376.5 (4)	59.5	30.2	191.2 (2)
Providence (32)	376.1 (5)	67.4	16.4	91.9 (12)
Rochester (29)	350.1(6)	103.7	70.5	237.3 (1)
Boston (11)	317.6 (7)	203.6	16.5	25.5 (26)
Pittsburgh (15)	281.3 (8)	146.3	49.3	94.4 (10)
Cincinatti (19)	256.1 (9)	115.9	36.2	79.5 (14)
Norfolk (28)	254.6 (10)	78.4	34.6	122.1 (6)
St. Paul (27)	224.3 (11)	69.5	40.6	131.5 (5)
Akron (30)	211.3 (12)	58.2	24.9	90.1 (13)
San Francisco (10)	209.5 (13)	149.4	44.5	62.1 (18)
Louisville (25)	190.1 (14)	68.7	20.9	57.3 (20)
Minneapolis (21)	188.8 (15)	82.0	31.3	72.2 (16)
Washington, D. C. (7)	178.5 (16)	135.0	76.1	100.4 (9)
Baltimore (6)	176.2 (17)	159.6	83.4	92.7 (11)
Philadelphia (4)	172.5 (18)	336.1	89.4	45.2 (22)
Nashville (20)	171.0 (19)	76.6	16.5	36.4 (23)
Oklahoma City (24)	169.7 (20)	62.2	41.3	112.3 (7)
Honolulu (26)	161.3 (21)	52.4	20.4	62.3 (17)
Atlanta (17)	148.9 (22)	74.0	29.7	59.4 (19)
Denver (16)	123.4 (23)	63.5	40.0	77.4 (15)
St. Louis (13)	122.9 (24)	76.5	20.3	32.4 (24)
Buffalo (18)	120.6 (25)	55.8	23.4	50.3 (21)
Memphis (12)	104.1 (26)	64.9	14.3	22.6 (29)
Detroit (5)	100.0 (27)	151.2	37.1	24.8 (27)
Toledo (22)	97.4 (28)	37.6	11.3	29.2 (25)
Cleveland (8)	85.5 (29)	64.2	5.1	6.6 (34)
Milwaukee (9)	76.3 (30)	54.7	16.5	23.7(28)
Chicago (2)	64.8 (31)	218.1	50.6	16.0 (31)
New York (1)	57.1 (32)	449.3	127.6	16.2 (30)
Los Angeles (3)	26.2 (33)	73.7	42.0	14.3 (33)
New Orleans (14)	18.5 (34)	11.2	8.8	14.5 (32)

STAFFING

Senator INOUYE. Once again, can you tell us how many employees are involved in these projects?

Mr. MISTER. Our estimate for 1971 was 530 and we had a similar estimate for fiscal year 1972. Our staffing at present—I do not have the figure for today—but it is approximately 530 people at present on the staff.

Senator INOUYE. Of that number, approximately how many would be professionals?

Mr. MISTER. About 200 of those employees are grade 9 or higher.

Senator INOUYE. Then would it be safe to say that 530 people are averaging about $12,000 per annum?

Mr. MISTER. I would submit something for the record, but I think our average grade is probably in that range.

Senator INOUYE. Then am I correct to assume that slightly more than 10 percent of the $56.9 million would be for payroll?

Mr. MISTER. Gee, I do not know——

Senator INOUYE. The 530 people average $12,000. The payroll total would be over $6 million.

Mr. MISTER. I think that is about right. That is about right.

COMPARISON OF SALARIES TO OTHER AREAS

Senator INOUYE. Is this about the ratio found in other areas?

Mr. MISTER. I think our administrative budget is in line with that of other urban renewal agencies in major cities. And, of course, our administrative budget gets approved as a separate item on an annual basis by the Department of Housing and Urban Development.

Senator INOUYE. I realize that. I know that this subcommittee has no jurisdiction over it, at least not directly. I am just curious to see the large number of staff people you have.

Mr. MISTER. Yes, sir. I think that our program has expanded in the past 5 years in a very dramatic fashion. I would be happy to submit some additional materials for the record if you would like, which will show the dramatic expansion in our program from 1965 to 1969. For a long time in the city of Washington, the Southwest renewal area was the only significant renewal project in existence. Just since 1969, we have added four major new renewal projects, and our activities have expanded enormously in that period, in the last 5-year period. That is one of the reasons for the expansion in the number of staff people.

Senator INOUYE. Thank you.

Senator PERCY. No questions.

Senator INOUYE. Thank you very much.

(The information follows:)

STAFFING OF D.C. REDEVELOPMENT LAND AGENCY

At present, the D.C. Redevelopment Land Agency has a staff of 469 and has pending recruitment actions which are expected to bring total Agency staff to a total of 530 positions in the near future. The average grade for the 530 Agency positions budgeted is at the GS 8.8 grade level. This compares with an average grade level of GS 8.9 for all general schedule civil service employees in the Washington, D.C. metropolitan area (source: Civil Service Commission).

Agency staff is responsible for the administration of the urban renewal program in the District of Columbia as well as the central relocation function for all households and businesses displaced by public programs of the District.

The staffing level of the RLA is subject to annual review and approval by the Department of Housing and Urban Development. HUD has indicated to the Agency that a fair comparison of staffing between various local renewal agencies is not immediately available. This is partly explained by the wide variation in workloads among different cities, as well as the differences among cities in terms of the number of renewal functions which are handled directly by the renewal agency staff.

The number of staff employed by the RLA reflects in large measure the workload demands required by the significant increase in Washington's urban renewal program over the past few years. This recent program growth is described in the attached material.

District of Columbia Apprenticeship Council

STATEMENT OF MAURICE FENTON, DIRECTOR
ACCOMPANIED BY ALFRED YATES, FIELD REPRESENTATIVE

BUDGET REQUEST

Senator Inouye. Our next agency is the District of Columbia Apprenticeship Council, Mr. Fenton.

Welcome to the committee, sir.

Mr. Fenton. Good morning. Mr. Yates is the field representative. I am Maurice Fenton, Director.

May I read my opening statement?

Senator Inouye. Please proceed.

OPENING STATEMENT

Mr. Fenton. Through and with the cooperation of management, labor, and employers, the Apprenticeship Council establishes apprenticeship and skill improvement programs for youth in the District of Columbia metropolitan area.

The council has the responsibility of monitoring all out-reach projects in the Washington metropolitan area, also to observe related training classroom functions and on-the-job-training at the worksite and review working safety practices.

This office is the State-approving agency for veterans qualifying for educational assistance and recognized apprenticeship programs under chapter 34, title 38 of the United States Code—Veterans' Administration.

It is the responsibility of the Council to be sure that all registered apprenticeship programs are in compliance with title 29 (CFR part 30), Office of the Secretary (Equal Employment Opportunity in Apprenticeship and Training).

LOW LEVEL FOR CONSTRUCTION

At the present time with construction at a low level, there is a large number of construction journeymen out of work. Because of this, there are less apprentices being hired, and some apprentices are also without employment. If and when the Metro system opens up, a large number of people will be employed including apprentices.

The printing industry of Washington within the past year and a half have registered 15 apprenticeship programs, this action has benefited apprenticeship by a large number of registered apprentices and veterans.

REVISION OF APPRENTICESHIP AGREEMENT FORMS

The District of Columbia Apprenticeship Council has revised all apprenticeship programs, and apprenticeship agreement forms. These forms now include the minority breakdown and the veterans status of the registrant. This enables the staff of the District of Columbia Apprenticeship Council to provide an accurate count of veterans and minority apprentices registered. As required by the Department of Labor, these forms have been prepared on carbonless paper in sets of five copies each. This newly devised form has been found beneficial to employers, management, labor, and the District of Columbia government with the saving of time and money.

BUDGET JUSTIFICATION

The District of Columbia Apprenticeship Council consists of six men, three of management and three of labor. The budget is for $5,000.

These moneys are used for council attendance at council meetings; for attending apprenticeship conferences in the United States and for meetings of the National Association of State and Territorial Apprenticeship Directors (of which the District of Columbia Apprenticeship Council is a member). The printing of material used by the District of Columbia Apprenticeship Council, completion certificates, apprenticeship indentures, apprenticeship standards, District of Columbia Certificates of Apprenticeship Registrations, letterheads, envelopes, and necessary office supplies.

The Council relates information to the U.S. Department of Labor, the District of Columbia Manpower Administration, the Apprenticeship Information Center and to the interested public; information on out-reach projects, dissemination of information on job openings, statistics on action in Apprenticeship and Project Build.

STAFF PERSONNEL PAYROLL

Senator INOUYE. I notice the amount involved is $5,000. On whose payroll will we find the staff personnel?

Mr. FENTON. The staff personnel was formerly with the Department of Labor, Bureau of Apprenticeship and Training, and have been transferred to the Manpower Commission, Washington, D.C., all Federal employees. There are five. I have myself and two field men and two secretaries. One secretary is working on statistics.

Senator PERCY. No questions.

Senator INOUYE. Thank you very much, sir.

WASHINGTON CONVENTION AND VISITORS BUREAU

STATEMENT OF O. L. WEIR, CHAIRMAN
ACCOMPANIED BY CLARENCE A. ARATA, EXECUTIVE DIRECTOR

BUDGET REQUEST

Senator INOUYE. Our last agency this morning is the Washington Convention and Visitors Bureau. The chairman is Mr. Weir.

Mr. WEIR. Mr. Chairman, I have a prepared statement that will explain the functions and requests more in detail, if I might be permitted to read it.

INTRODUCTION OF CHAIRMAN

Senator PERCY. Mr. Chairman, I would just like to welcome a volunteer worker for an organization whose headquarters are in Chicago, Ill.

Mr. WEIR. Thank you very much, sir. And also say fellow graduate of the University of Chicago.

Senator PERCY. I did not know that. I am delighted to have you here this morning.

OPENING STATEMENT

Mr. WEIR. My name is Osby L. Weir, the volunteer chairman of the Washington Convention and Visitors Bureau. By occupation I am General Manager, Washington area, for Sears, Roebuck & Co. I am appearing here today to represent the Convention and Visitors Bureau for over 900 members, our board of directors and our executive committee. I serve as a 1-year chairman of the Bureau, and I have here with me the Executive Director of the Bureau, Clarence A. Arata.

BACKGROUND OF BUREAU

Mr. Chairman and members of the Committee, we feel it would serve a useful purpose if we were to pinpoint a little of the background and history of the Bureau for you. It was formed in 1931 as an agency for the business community to bring new business into Washington in the form of tourists and convention delegates. While the procedure used to lure visitors to this or any other community in those days was not as advanced nor as sophisticated as they are now, nevertheless it was recognized that the nation's capital had a great potential as a tourist attraction.

As we will demonstrate later, the wisdom of creating an office to carry out these functions was indeed a wise one.

From the outset the Bureau was financed wholly through funds raised from the affected businesses—whether receiving direct or indirect benefits. It must be recognized that this is not an industrialized city. Its major function is to serve as the seat of this great Federal Government.

VISITOR BUSINESS

But the visitor "industry"—if it can properly be called that—is just as productive and creates just as lucrative returns as a major manufacturing plant in highly industrialized cities. We will also show you later that the yield from visitors spending is the equivalent of a year-round business employing over 80,000 people permanently.

As the city grew, its visitor business grew. As the visitor industry grew in importance to the economy of the city, so did the financial support and effectiveness of the Bureau.

However, it was not really until the late 1940's that the impact of visitor spending began to be felt in full measure. Coincident with that was severe competition for the tourist dollar from other cities and areas as they began to realize the economic benefits to be realized from this business.

In this city—as in others—major hotel and motel construction took place. Travel became an easier thing to do, it became a popular thing for people in all income levels. There was more disposable income

available to the average American family to enjoy trips to places they had not seen or visited before.

Consequently, the Washington business community began to support more fully the efforts of the Bureau. Its budget was raised to a level commensurate with the results it could achieve.

PREVIOUS APPROPRIATIONS

This business support continued to be increased until early in the 1960's, at which time it became apparent that the District government was enjoying good tax revenue from visitor spending and, as a result, an appeal was made to the District Commissioners and later the Mayor, to join in funding the operations of the Bureau. Following the recommendations of the Mayor and the Bureau of the Budget, appropriations were made from the District budget to the Convention and Visitors Bureau, beginning in fiscal year 1961. We have some charts here which we would like to comment on.

These appropriations were quite modest at first, but in the last few years they have been placed on a formula of a base of $200,000, with the District adding matching funds, dollar for dollar, any amount above $290,000 raised annually from private business sources.

For our fiscal year 1971, the business community raised $342,000 and consequently the District appropriated $252,000 ($200,000 plus $52,000).

A similar result was obtained from business sources on which our request for 1972 is based—we again raised $342,000 which, again on the formula, would establish the basis for our request of $252,000 from the District. Thus, the ratio of support is about 60 percent business and 40 percent District.

In the information which follows, we trust that we can justify this appropriation. Permit me to say at the outset that while we appear here as a direct agency of the District of Columbia government under the Department of Economic Development we are an independent, nonprofit organization, responsible to our local firms and to the District of Columbia. We operate under our own board of directors' and members' direction and that of the Mayor and various of his major departments.

FINANCIAL PARTNERSHIP ARRANGEMENT WITH THE DISTRICT OF COLUMBIA

The financial partnership arrangement we have established with the District has been a profitable one. This sharing of our financing has provided us with the funds to accomplish the greatest results in our long history of making this city one of the leaders of the world in the travel business.

Municipal, State, and county participation in the funding of convention and visitor promotion has become an accepted practice. Every State in the Union supports its travel division on a 100-percent basis. The great majority of the country's larger cities receive money from their city, county and/or State governments—the average contribution is above 60 percent.

FUNCTIONS AND ACTIVITIES OF BUREAU

Now we would like to pass along to you the functions and activities of the Convention and Visitors Bureau.

The Bureau has three major objectives; as you can see from the chart:

1. Securing the greatest number of conventions possible for the city;
2. Securing the greatest number of tourists possible; and
3. Generating favorable publicity about the city in order to accomplish the first two objectives.

We think it is highly fortunate—and appropriate—that this hearing is being held at the beginning of our big spring tourist and convention season. The results of the work of the Bureau are showing in the number of visitors who have begun to come to their Nation's Capitol.

PROGRESS OF BUREAU

To illustrate the progress the Bureau has made, permit me to give you some figures on convention and tourist influx. These figures can best be shown in tabular form.

I will not comment on each one of them, but I would like to refer to 1960, where there were 7 million tourists, 450 conventions, 375,000 convention delegates, 280,000 raised from the business community and total visitor spending, $370 million.

In 1967, we had 16.8 million tourists with 674 conventions and 512,000 delegates. The total visitor spending was $531 million. We had a continuous increase, if you notice by the chart, up to that point.

Then in 1968, that was reduced to 15.3 million visitors, 657 conventions, conventional delegates 480,000, civic funds raised $520,000 and total spending $475 million.

In 1969 we recovered from the difficulty of 1968, and we had 17 million visitors with 704 conventions, 525,000 delegates, 480,000 civic funds raised, and total visitor spending $600 million. And the same increase in 1970. So the trend is on the upgrade.

(The table follows:)

YEAR	NUMBER OF TOURISTS	NUMBER OF CONVENTIONS	CONVENTION DELEGATES	CIVIC FUNDS RAISED	TOTAL VISITOR SPENDING
1950	3,200,000	312	175,000	$112,300	$148,000,000
1955	4,625,000	330	275,000	143,400	215,780,000
1960	7,000,000	450	375,000	280,000	375,000,000
1965	9,100,000	512	430,400	325,000	410,000,000
1966	9,100,000	602	475,000	330,000	413,000,000
1967	16,800,000	674	512,000	427,000	531,000,000
1968	15,300,000	657	480,000	520,000	475,000,000
1969	17,000,000	704	525,000	580,000	600,000,000
1970	17,700,000	670	470,000	594,000	642,000,000

VARIATIONS IN PROGRESS OF INCREASE

Mr. WEIR. Thus you will see that there has been a dramatic increase in the visitor industry in Washington over the past 20 years. You will also notice that there have been some variations in the normal progress in several of our recent years.

In 1968, for example, we were literally headed for the best year in our history when we had disastrous aftereffects of the disturbances which took place here in that spring. We were hurt and hurt badly, not only the merchants, the hotels, the restaurants, the thousands of employees whose livelihood depends on the spending of our visitors, the banks, the insurance companies, and all the other business firms who directly or indirectly benefit from the tourist business, but also the District government itself.

Visitor spending in 1967 totaled $531 million. Of the $431 million left in the District alone, the District government acquired $21 million in direct tax receipts from these visitor dollars.

Due to the curtailment of tourists and convention traffic in 1968, total spending by our guests dropped $66 million, resulting in a decline of $2.4 million in tax revenues to the city.

As detrimental to our efforts as the 1968 disturbances were, there was an ultimate resulting benefit: The drop in business revenue accompanying the falloff in visitor numbers and the decline in District tax receipts, pointed up clearly the absolute necessity of an aggressive, intelligent and well-financed convention and tourists promotional operation.

Immediately after the 1968 riots, the bureau, in conjunction with the Hotel Association of Washington, pooled the biggest single promotional fund and effort that we have ever engaged in and conducted——

PROMOTING KENNEDY STADIUM AS TOURIST ATTRACTION

Senator PERCY. With the permission of the chairman, I wonder if I could just ask a couple of questions. I really must go to another subcommittee appropriation hearing.

Mr. Chairman, I would like to state that as a former businessman, I feel that we rarely have an opportunity to get a budget request of $252,000 where the return on investment is as high as this one. Just an indication, my own city came down here to appear before the Republican National Committee a few days ago and offered $800,000 as a bid to bring in the Republican National Convention. And after the last convention we had in Chicago, I do not know what the cost was to the city, but it is a strong city that will put up that much money to again attract a political convention.

Here we have this bureau, for a relatively modest amount of money, attracting a tremendous amont of tourists and conventions to its city.

I wonder what plans you are making to take advantage of the Kennedy Center which will be opening September 7, to tie this in as as an attraction? I have a conflict of interest, I am vice president of the Board, representing the Senate on the Board at the Kennedy Center, but hope it will be a magnet that will be year around like the cherry blossom magnet, to attract people to the city. Do you have plans for promoting the Center as another attraction of Washington?

Mr. WEIR. Yes; we have. We have some of our members on the Board of Kennedy Center. We are also making plans to cooperate with the Wolftrap Farm in their endeavors, in the way of culture in the city. We work very closely with the National Symphony Organization which will be, of course, participating in all of those areas.

MODEST COST TO CITY AGAINST INCOME

Senator PERCY. I am delighted to hear that and I will have to see Mr. Silsby. You indicate, of course, your gross income that comes into the city from tourism and conventions. Have you ever made any kind of appraisal as to what the extra cost to the city is for these conventions as against the net income? I presume it is a huge income earner, but there are extra costs, for extra police protection, sanitation. and so forth. Would you say that is a relatively modest additional cost to the city as against the income?

Mr. WEIR. I would say it would be a relatively moderate increase, I do not believe there has been any specific projection made in trying to break that out. But with the facilities that are already available, I am sure there would be some need for some increases at big times, such as the Cherry Blossom Festival time and during the summer months when the summer jubilee program is going on. I really could not comment on what specific portion that might be. But I would not think it would be very large percentagewise.

SAFETY OF PEOPLE IN WASHINGTON

Senator PERCY. You have fully recovered from the concern about whether it was safe to come to Washington, is that right?

Mr. WEIR. We feel we very definitely have. In fact, we are going to embark on a campaign as part of our program this year to further try to improve through promotional efforts, you might say the national image, which is a very used word, but the national image of Washington.

Senator PERCY. I presume the chairman had some inquiries. I did about a year or so ago, about whether it was safe to come. You did have some groups actually cancel out, schoolchildren particularly?

Mr. WEIR. We did.

Senator PERCY. I went on radio and television in Chicago and around Illinois to simply say there was no basis for that whatsoever. My own family is living here. I would not have them living here if it were not safe. I feel it is as safe as any other urban area they could come to.

Mr. WEIR. Thank you. At that time we developed, actually, a package which we mailed to the various areas of the country to try to really prove that the number of incidents which affected the tourists attendees and the convention attendees was very insignificant and it was highly overplayed.

PLANNING OF TRIP FROM ILLINOIS TO DISTRICT OF COLUMBIA

Senator PERCY. My last question is a personal one. I am planning a visit of 350 leaders from Illinois down here in May. I was not aware really of the services that the Convention Bureau offered. Is there someone my staff could get in touch with, we just want to be certain

we are not overlooking anything. We are looking forward to planning this trip for them to come down and I would like to see the leadership from my State have a chance to visit Washington.

Mr. WEIR. If you will just give us the staff member's name I will get in touch with him automatically and work with him.

Senator PERCY. I thank you very much again.

Mr. Chairman, thank you so much for your courtesy in letting me ask these questions earlier.

Senator INOUYE. Please proceed, sir.

ADVERTISING AND PUBLICITY CAMPAIGN AFTER 1968 RIOTS

Mr. WEIR. Immediately after the 1968 riots the bureau, in conjunction with the Hotel Association of Washington pooled the biggest single promotional fund and effort that we have ever engaged in and conducted an advertising and publicity campaign specifically designed to tell the Nation and the world that the disturbances were over and that it was again safe to visit the Nation's Capital.

The results were immediate and recognizable. By the end of 1968 and through 1969, the city's tourist and convention business had gotten back to normal—so distinctly that 1969 was the best year ever in this field.

DECLINE DUE TO ECONOMIC CONDITIONS

But again in 1970 we experienced another falloff—not of our making or that of the city either. We faced what practically every other tourist and convention city faced last year—a decline due to general national economic conditions.

But our efforts continued—and they continue now. We are currently confident that the promotional efforts we made through 1970 and the plans and programs we have in operation will cause an upturn in visitor traffic and spending in 1971 if, as we expect, the economy of the country turns upward.

ECONOMIC BENEFITS TO BUSINESS COMMUNITY

We have related to you the considerable sums which accrue to the District's tax returns from visitor income. Now we would like to advise you of the economic benefits to the business community.

It is recognized that the visitor industry is the second largest contributor to the city's overall economy. Second only to the Government payroll, Federal and District. There are approximately 38,000 employees regularly involved directly in jobs catering to visitors; their annual payroll is over $288 million; and the bulk of these employees are in job classifications where the need for employment is the greatest.

Even beyond these jobs created by tourism are those jobs in the construction field.

As our tourist and convention business grows, so does the demand for more hotels, motels, restaurants, and other facilities geared to serve the visiting public. By way of concrete example, there was a 9-percent increase in hotel/motel rooms in the Washington area during the past 12 months. Another 9-percent increase is scheduled for the coming

year. To give you an idea of the size of our tourist plan, at the present time there are approximately 30,000 hotel/motel rooms within the beltway. There are not many cities in the world with a greater supply of rooms.

Even though we presently lack a civic convention center and arena (and we are working toward getting one), our convention figures are impressive. As was pointed out previously, we entertained over 700 conventions in 1969 and almost that number in 1970. This is at the rate of about two per day. The 500,000 or so delegates who attend these meetings leave over $100 million annually.

We not only diligently solicit these conventions for Washington, but we give considerable time and effort to servicing them once they are here, because we know that the real test of successful conventions is whether they return frequently—and we have found a tremendous repeat factor among those associations whose conventions we enjoy.

STAFFING

Out of our permanent staff of 20, we have assigned 10 people to the job of securing and servicing conventions. We feel that they are as expert as any convention bureau staff in the country. Their job is a precise one, covering annually the 4,000 files on convention-holding organizations. Again, with over 700 conventions per year, we are getting a good share of the convention market.

The remainder of our staff is related directly to tourist promotion, and in this, too, we feel we are particularly effective.

SPECIAL EVENTS

While our regular day-by-day promotional activities in tourism are producing us the bread and butter results, there are other efforts which are of a more spectacular nature.

It is our office which sponsors the famed annual National Cherry Blossom Festival. Few can doubt the great value this festival has for this city. In itself it produces results—over 800,000 persons come to Washington during the festival week. But its effect is greater than that, for the festival sets the pace for the entire tourist season. Long after the blossoms are gone, visitors come to the "Cherry Blossom City."

Staff activity on the festival begins in early September and continues through the festival which always occurs during the first part of April—almost 8 months.

This is but one of our wholly sponsored special events. Another is our Summer Jubilee, now in its 14th year. The Jubilee, unlike the Cherry Blossom Festival, does not create new programs. Rather, we publicize and capitalize on those activities which go on regularly in the summertime, but which the average American traveler would have little knowledge of unless they were highly publicized. We create an atmosphere of tourist interest, letting the visitor know what he can do and what he can see here, mostly for free. The effectiveness of this program can be measured by the fact that our summertime visitor business now equals that of the highly publicized springtime.

VISITOR—ORIENTED PROGRAMS

Other visitor-oriented programs which we either sponsor or jointly sponsor are: The President's Cup Regatta, the Independence Day Celebration, and the Christmas Pageant of Peace.

ASSOCIATION OF WASHINGTON TRAVEL AGENTS

Several new and exciting areas of activity have been entered by the Bureau within the recent past.

In the past 18 months the Bureau took two major steps in its efforts to bring more overseas visitors to the Washington area. First, we established a foreign office, manned by a former travel agent who also spent 6 years in Europe for the U.S. Travel Service. His job is to garner for us the greatest number of international conventions and further to encourage the largest number of foreign tourists to come to this city.

This effort was supplemented by a program initiated by the Bureau—the first such project ever launched in the United States. An organization known as the Association of Washington Travel Agents was formed. It is made up of a group of Washington-based travel agents who are investing their time and talents to interest foreign visitors to come to this area.

Both these projects have been singled out by the Department of Commerce as fine aids to assist in leveling out the current imbalance of trade in this country.

GEORGE WASHINGTON HERITAGE TRAIL

Also organized within the past 18 months was an organization known as the George Washington Heritage Trail. Recognizing that within its boundaries there exists the country's greatest concentration of historic and patriotic interest, the Bureau joined with the State travel directors of Maryland, Virginia, West Virginia and Pennsylvania to form the Heritage Trail.

Over 1 million folders highlighting the attractions in this region have already been distributed. A like amount will go out in the balance of this year. Complementing the folder is a film on the area, scheduled to be shown in 9,000 commercial movie houses in the United States.

Our Heritage Trail group staged a summer-long display in the Montreal Exposition last year. A repeat of a similar display is scheduled for the coming summer to further interest the very lucrative Canadian market of travelers.

The display has also been exhibited in several domestic travel shows.

"GO DOWNTOWN"

Another brain-child and project of the Bureau within the past year was the Mayor's Committee on "Go Downtown." While the program was aimed primarily at area residents, we recognized that if our people did not come into downtown Washington at night, we could not likely expect our visitors to patronize our downtown establishments. The program of activities staged weekly on downtown streets, plus the excellent new street lighting, plus the tremendous job done by our Metropolitan Police Department, have improved Washington's

posture considerably, permitting the Bureau to proudly point to the advantages of visiting "downtown."

PACKAGED TOURS

The Bureau has also taken advantage of several exceptionally useful studies done for it by outside consulting firms. We have recently set up a series of packaged tours for the city; worked on a special reduced rate weekend promotion and are proceeding with plans and ideas to persuade the 10 million or more 1-day visitors to remain overnight.

VARIOUS OTHER SERVICES PROVIDED

I would now like to cover quickly some of the other services provided by the Bureau.

On practically every telephone instrument in every hotel and motel room in the area is affixed a sticker suggesting that a guest may dial a tourist information number which, by a taped recording, a visitor is given the highlights of the day;

We man a tourist desk at our office giving pertinent information on the Washington area;

We conduct orientation services to visiting travel agents and tour operators.

Our staff travels thousands of miles each year visiting agents, operators, newspapers, radio and TV stations, convention groups, et cetera.

We supply congressional offices annually with over 125,000 pieces of our literature for distribution to their constituents.

We supply the Federal Government kiosks with our tourist literature.

We distribute through a professional agency 85 prints of films on Washington.

We service regularly all the major daily and weekly newspapers with tourist information on Washington.

Similarly we service the major radio and television stations of the country and we reply directly to over 110,000 mail inquiries for tourist information annually.

PLANS FOR 1976 BICENTENNIAL OBSERVANCE

We have reserved for last the largest prospect for tourist promotion: The 1976 bicentennial observance. While the anniversary is 5 years away, plans for programing must be carried on now. Without a doubt the bicentennial will prove to be the biggest boon in tourism in our history. Time, effort, and money is being expended to make certain that visitors to the Nation's Capital will be entertained, educated, and enjoy the greatest experience possible in 1976.

PAID ADVERTISING PROGRAM

Mr. Chairman, these efforts take money. You, particularly, representing one of the world's greatest tourist meccas, must have an appreciation of the value of tourism to any area.

You will note that each of our projects are action programs. We as yet cannot enjoy the luxury of a paid advertising schedule. We

are hopeful that within the next year we can so improve our Bureau income that we can enter into a paid advertising program used by most tourist and convention centers.

REGULAR REPORTING TO VARIOUS PEOPLE

We have deliberately not put a dollar sign on any one of the activities in which our Bureau engages. We allocate our funds into channels which have been time proven and into new channels after investigation of their merits. I should say to you that we have a Board of Directors of 125 of the leading businessmen in this community to which we report quarterly, and an executive committee of 16 from that Board to which we report monthly. Each body meticulously goes over our activities, our expenditures and our new ideas. All of these gentlemen and ladies serve without pay, of course, for all of them are intensely interested in the economic growth of this city.

We also regularly report to the mayor and to the interested agencies within the District government, for as we explained previously, the District has a big stake in the Bureau's success.

REQUEST FOR APPROVAL OF ALLOCATION

We ask that you and your committee approve the Mayor's request for an allocation of $252,000 for fiscal year 1972 for the Washington Convention and Visitors Bureau. The return to the District of this "investment" is just about 100 to one. On the basis of a total visitor expenditure of approximately $642 million, the direct tax yield to the District will be over $25 million.

Naturally, I will be happy to attempt to answer any questions you and your fellow committee members might have.

I thank you very, very much for the privilege of making the statement.

Senator INOUYE. Thank you very much, Mr. Weir.

VOLUNTARY INDEPENDENT AGENCY

Mr. Weir, I note that your agency is part of the Department of Economic Development. Are you an independent agency at the same time?

Mr. WEIR. We are completely a voluntary independent agency.

Senator INOUYE. Does the city at any time provide direction?

Mr. WEIR. I would say not direction, but suggestions on programing and that type of thing.

Senator INOUYE. Specifically, if your Bureau decided to retain the services of a company for advertising, could the city veto that?

Mr. WEIR. I would say that they could veto it.

Presumably on the basis that they are contributing funds to the support of the Bureau's programs.

Senator INOUYE. In practice, do you operate independent of any city direction?

Mr. WEIR. That is correct.

Senator INOUYE. Does the city exercise any influence over the hiring of personnel?

Mr. WEIR. They do not.

As an indication of working with the city, however, not as direction but as suggestion, was the "Go Downtown Program," which was a

cooperative endeavor with the Mayor's office to develop the impression and the reality that downtown was the place to come and it was perfectly safe to do so.

PERCENTAGE OF CONVENTIONS HELD DUE TO BUREAU'S EFFORTS

Senator INOUYE. I realize my next question will not be easy to respond to, but could you give this committee some indication as to what percentage of the 700 conventions held last year were held because of your efforts?

Mr. WEIR. I will ask my executive director, who would be more specifically involved in the actual contacts with this group as to how many.

Mr. ARATA. Senator, as Mr. Weir has said, we constantly work over about 4,000 convention files. Whether we were directly responsible for them or whether a hotel which solicited these meetings independently or whether a hotel which solicited these meetings in conjunction with our activities, we have never tried to determine who was the one, which was the one factor that influenced their coming.

I believe again, as Mr. Weir says, that the proof of what we think is the effectiveness of the Bureau is the number of conventions which repeat coming back to Washington at a certain period, either annually or semiannually or quadrantly, or whatever. I would guess that our repeat factor on conventions is about 70–75 percent. That gets back to the question of how well they are serviced and how well they enjoy their visit here but cause them to repeat coming back to this or any other city.

ANTICIPATED BUSINESS FROM FOREIGN SOURCES

Senator INOUYE. What sort of business do you anticipate from foreign sources?

Mr. ARATA. We are currently enjoying about a half a million foreign visitors a year, according to a study which was made this past year by U.S. Travel Service. Most of them from European countries. We work closely with USTS and intend to work with USTS and as a result, as Mr. Weir indicated, have this representative in Geneva whom we share with one other city, San Francisco, in the employment of this man over there to solicit more business for the city here.

BUDGET JUSTIFICATION

Senator INOUYE. I can well appreciate the organization as we have a similar one in Hawaii. But in looking over the budget summary, since yours is an independent agency, there are no positions which appear in the budget. I have no idea as to who is the highest paid member of your organization or what his salary is. Do you feel that this committee has a right to look more directly into your operations?

Mr. WEIR. Yes, I do. We will be very happy to give you a copy of our budget and any information you would like.

Senator INOUYE. We appreciate that very much, sir. Since we have been quibbling over small items, someone on my committee might ask me what the justification is for $252,000 and I cannot simply tell them that this is an independent agency. They might not appreciate that response.

So I would appreciate as detailed as possible a report on your budget. It would be most helpful to me.

Mr. WEIR. We shall forward it to you immediately.

(The information follows:)

Washington Convention and Visitors Bureau—fiscal year 1971 budget

	1970-71 budget
Income:	
Private income	$345,000
District of Columbia Government	252,000
Total	597,000
Expenses:	
Payroll and related:	
Salaries	231,900
Overtime	2,500
Payroll taxes	9,000
Retirement	14,500
Employee insurance	3,600
Total	261,500
Administrative:	
Administrative services	18,100
Data processing	2,000
Funding	5,000
Insurance	3,000
Office expense	9,000
Rent	33,900
Taxes, other	1,100
Telephone and telegraph	17,000
Total	89,100
Promotion and operations:	
Audio-visual	3,000
European office	4,000
Local transportation	3,000
Photographs	7,000
Postage	16,000
Printing and duplicating	60,000
Promotion	10,000
Regional tour promotion	10,000
Registration	17,000
Special events:	
Bicentennial	10,000
Cherry Blossom Festival	10,000
July 4	1,000
Go Downtown	20,000
Pageant of Peace	2,000
Summer Jubilee	10,000
Staff expense	12,000
Subs, books, dues	4,500
Travel	18,000
Total	217,500
Uncollected pledges	7,500
Unallocated	21,400
Total	597,000

Salary budget

	1970-71 budget
Executive director	33, 600
Secretary	8, 100
Assistant executive director	25, 900
Secretary	7, 000
Convention manager	14, 500
Assistant convention manager	13, 750
Secretary	5, 800
Tourism development manager	15, 500
Secretary	5, 750
Membership manager	15, 500
Secretary	5, 800
Publicity manager	11, 500
Secretary	5, 700
Group tour manager	9, 300
Special events manager	11, 500
Secretary	5, 400
Convention services manager	8, 500
Convention housing manager	7, 600
Secretary	5, 200
Tourist mail service	5, 300
Assistant tourist mail service	5, 300
File clerk	5, 400
Total	239, 100

EFFECTS OF FEDERAL PROPERTY

Mr. JORDAN. Mr. Weir, earlier in our hearings we had testimony that some 40 percent of the land area of the District of Columbia was owned by the Federal Government and some have said that this land was burdensome because it was not revenue producing—it was not on the tax rolls of the District of Columbia. As I was listening to your testimony, I just wondered, since this Federal property includes the Capitol, and the Smithsonian, the Lincoln Memorial, and Jefferson Memorial, and such and you know——

Mr. WEIR. Yes.

Mr. JORDAN. If this burdensome area should just disappear, I wonder how many of those 17 million people and how much of that $642 million would have been reflected in your clients.

Mr. WEIR. I would say a very small percentage of it would have been here.

Mr. JORDAN. No further questions, Mr. Chairman.

Senator INOUYE. I thank you very much, Mr. Weir.

Mr. WEIR. Thank you.

Senator INOUYE. Let me assure you we will give your request very careful consideration.

Mr. WEIR. We appreciate it, Senator.

Senator INOUYE. This concludes this morning's hearing. We will recess until 9:30 tomorrow morning, at which time we will receive the testimony of the Police Department. I assume it might take all morning to receive the testimony of the Police Department.

Mr. WATT. You wish to consider just that one agency tomorrow?

Senator INOUYE. Yes, sir.

SUBCOMMITTEE RECESS

Mr. Watt, before recessing officially, I believe I should advise you, so you may advise the proper authorities of the Police Department, at tomorrow's hearing, after the conclusion of receiving testimony from the Chief of Police and his subordinates, I have invited about half a dozen lesser ranking officers to testify on the police budget.

Mr. WATT. All right, sir. Thank you.

(Whereupon, at 11:45 a.m., Tuesday, March 23, the subcommittee was recessed to reconvene at 10 a.m., Wednesday, March 24.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

WEDNESDAY, MARCH 24, 1971

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

The subcommittee met at 9:35 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye and Percy.

DISTRICT OF COLUMBIA

PUBLIC SAFETY

METROPOLITAN POLICE DEPARTMENT

STATEMENT OF JERRY V. WILSON, CHIEF OF POLICE

ACCOMPANIED BY:

JAMES MURRAY, ADMINISTRATIVE SERVICES OFFICER
CAPT. ROBERT C. WATSON, DEPARTMENT BUDGET OFFICER
LT. CAPSCOT, RECRUITING OFFICER
MR. KAPLAN, LEGAL COUNSEL

BUDGET REQUEST INCREASE

Senator INOUYE. Will the subcommittee please come to order.

We have now completed our hearings of the 1972 budget request for general operating expenses and, therefore, will begin on the appropriation requests for public safety, which is a total of $174,177,100, an increase of 11 percent for this very important item.

The Metropolitan Police Department is the first budget item listed under public safety. The amount requested for fiscal year 1972 is $93,107,700, an increase of 3.7 percent.

INTRODUCTION OF WITNESS

We have with us this morning the Chief of Police, Jerry V. Wilson. This morning I had the great privilege of having coffee with him earlier, and now I look forward to greeting you officially in my capacity as chairman of the subcommittee. We welcome you to the committee, sir. You may proceed with your testimony.

Chief WILSON. Thank you, Mr. Chairman.

PREPARED STATEMENT

Mr. Chairman, if I may, I have submitted a rather lengthy statement which has been already provided to the committee and, if I may, I would like to submit that for the record, rather than take the time of reading through it.

Senator INOUYE. Without objection, so ordered.
(The statement follows:)

Mr. Chairman, distinguished members of the subcommittee, I would like to express my appreciation for being allowed to come here to present to you the Metropolitan Police Department's budget request for Fiscal Year 1972.

Mr. Chairman, our budget request totals 98.4 million dollars ($98,412.5 thousand). This total consists of 93.1 million dollars ($93,107.7 thousand) for Operating Funds and 5.3 million dollars ($5,304.8 thousand) for Capital Improvement Funds.

The operational fund increase this year is made up entirely of mandatory costs—costs beyond our control. This contrasts with the increase we requested last year, when mandatory costs were only 67 percent.

The increase in our Operational Fund request consists, for the most part, of police and civilian pay increases. One exception is a 75 thousand dollar ($75,000) increase for job-related injuries and illnesses incurred by our officers.

This budget is, therefore, a relatively tight budget, but it is sufficient, in my judgment, to allow us to continue to carry out our major objectives. These objectives are four in number, namely:

Objective I: Continued Reduction of Crime.
Objective II: Keeping the Peace in the Community.
Objective III: Insuring Traffic Safety.
Objective IV: Providing Operational Support to our Forces in the Field.

I would now like to discuss each of these objectives and their related program activities in more detail:

OBJECTIVE I: CONTINUED REDUCTION OF CRIME

The continued reduction of crime is still our No. 1 major objective. I would like to make it clear that our Department cannot claim all credit for the recent crime reduction. At the direction of the President, a major effort was initiated in early 1970 to address the crime problem in this City, and a variety of programs initiated outside of this Department contributed significantly to the 1970 reduction. These programs included a significant increase in the staff of the U.S. Attorney's Office, establishment of a major program for treatment of narcotic addicts, and the reorganization of the juvenile court last fall. These factors, as well as the programs of this Department referred to herein, all contributed to the decrease in crime. Further, too much cannot be said for the importance of the recently established Superior Court as an integral element in the effort to further reduce crime.

While it is true that the recent crime trend has been downward, we mustn't forget that we are coming down from a peak in 1969 that was nearly twice the 1966 crime level.

In other words, we still have a big job to do. We hope to reduce the number of crime index offenses from 66,746 in Fiscal Year 1970 to 55,000 in Fiscal Year 1972.

To achieve this, we must attack the program of crime reduction on several fronts:

We must narrow and limit the opportunities for crime;
We must increase our criminal apprehension rate;
We must instill in our community an attitude of intolerance toward crime;
We must keep our young people from turning to crime through interesting and wholesome youth programs; and
We must detect and root out the hidden cancer of vice that eats away at our social body.

In short, we must make the role of the police as effective as possible within the framework of the criminal justice system.

Our multi-front attack on crime in the coming fiscal year will cost an estimated 56.8 million dollars ($56,831 thousand), which includes 5.3 million dollars ($5,304.8 thousand) for Capital Improvements.

I would now like to discuss the individual program activities relating to the crime reduction objective.

Our Street Patrol Activity aims at narrowing and limiting opportunities for crime. It plays a key role in maintaining the current downward trend in crime. It therefore receives the largest portion of our resources.

At present the District of Columbia is divided into Six District Police Commands. To improve police services, the Sixth Police District—the Anacostia Area—will be divided into two districts, giving us a Seventh District. The addition of a seventh district is still in the proposal stage.

Each of our present Six Districts has a Scout Car Patrol Force ranging from 20 to 25 cars, and each such Patrol Force has the capability of quickly responding to requests for police service. These calls for service have been averaging 600 a day.

We have Foot Patrol Officers who, though limited in mobility, have the advantage of closer observation and greater accessibility to the public and their dwellings and businesses.

We have a Scooter Patrol Force that combines the mobility of the scout car and the advantages of the Foot Patrol Officer.

All these uniformed and highly visible patrolmen act as a deterrent to crime.

Each of the Six Districts have a Casual Clothes Tactical Force. This force is flexible and is deployed on the basis of current crime pattern analyses in each district.

Casual Clothes Units go into high-crime areas to detect and apprehend the criminal while in the act of committing a crime.

In our continuing effort to keep abreast of modern law enforcement patrol concepts and to provide the Nation's Capital with the best police service possible, we will in the very near future introduce a nine-month trial program of aerial patrol. Financed principally by grant funds from L.E.A.A., the Department will soon secure three helicopters on a lease/purchase basis. During the nine-month trial period, the patrol effectiveness of the helicopter program will be closely monitored and I am optimistic at this time that it will prove to be a valuable asset in our fight against crime.

The operating cost of the *Street Patrol Activity* will be approximately 42.2 million dollars ($42,253 thousand). In addition, we are requesting 5.3 million dollars ($5,304.8 thousand) in Capital Improvement Funds. Of this amount, 2.9 million dollars ($2,949 thousand) will go for the construction of a new Fifth District Station House, and 2.4 million dollars ($2,355.8 thousand) for a new Second District Station House.

Our *Criminal Investigation Activity* is devoted to the apprehension of the criminal. Crime investigations of a general nature are carried out by investigators assigned to each of the Six Districts. At the same time, specialized investigations, such as homicide, robbery, and auto thefts, are carried out by investigators working out of the Criminal Investigations Division at Headquarters.

A new innovation in our crime investigation technique is the Crime Scene Search Team. Each District has such a team. It is dispatched to the crime scene as soon as possible after a crime has been reported. Its members, trained in the search and detection of evidence, try to uncover clues to the crime before such clues are obliterated.

With such innovations as this, we have high hopes of increasing our criminal apprehension rate. Our long-range goal is to exceed a 50 per cent apprehension rate, which by itself will make committing a crime an unprofitable and risky business.

Our immediate goal, for Fiscal Year 1972, is a five per cent increase of our closure rate.

The cost of our *Crime Investigating Activity* will be approximately 3.7 million dollars ($3,721 thousand).

The importance of our *Community Relation Activity* to the Crime Reduction Objective cannot be over-emphasized. Only when the police officer becomes an integral part of the community will he be operating at optimum efficiency. Being part of the community means getting to know the people on the beat, taking part in community projects, informing the members of the community how to protect themselves, getting the cooperation of the citizen in reporting suspicious activities, and making police programs and activities known to the community. Community Relations helps to pave the way for the police officer to become a part of the community in which he works.

An especially successful activity has been the "Officer Friendly" program, as a result of which thousands of school children have come to recognize the police officer as a friend.

I should like to give you some of our projected goals in community relations.

In Fiscal Year 1970, police officials attended a total of 2,400 community association meetings. In Fiscal Year 1972, the goal is to attend 2,450 meetings. In addition, 7,000 school appearances and 2,050 TV, radio, and public lectures are planned.

The cost of funding the *Community Relations Activity* will be approximately 383 thousand dollars ($383 thousand).

We shall now turn to our *Youth Activity.*

To significantly reduce crime over the long term, we must give special attention to our young people. We need programs that will redirect young people, who have gotten into trouble, to interests and vocations that will turn them away from crime and a crime-inducing environment.

As part of this effort, our Youth Division in Fiscal Year 1970 contacted 24,770 young people who had gotten into trouble. Of these, 7,200 were referred to Juvenile Court.

One of the early signs that a child is drifting toward a [life of] crime pattern is frequent truancy. We have therefore created a truancy patrol that is designed to keep the child in school and away from serious crime.

The cost of the *Youth Activity Program* is estimated at 1.2 million dollars ($1,248 thousand).

One of our biggest problems in *Vice Prevention Activity* is narcotics. Narcotic addiction is a major cause of crime, a fact which I'm sure is well-known to members of this subcommittee.

Last year I informed this subcommittee of a program to train our patrol officers in the detection and apprehension of drug users through cooperation with the Bureau of Narcotics and Dangerous Drugs. Since my appearance last year, 1,720 of my patrol officers have completed such training and the results have been striking. Drug arrests in Calendar Year 1968 totalled 1,161. Drug arrests in Calendar Year 1969 went up to 1,794, an increase of 54 percent. In Calendar Year 1970, after a substantial number of officers were trained, drug arrests climbed to 4,729, an increase of 164 percent. It is my intention to continue this training effort until all of my officers are experienced in enforcing the law against drug violations.

We are, of course, not ignoring other vice crimes, such as gambling, liquor offenses, and prostitution. We shall continue to increase the pressure on all forms of vice law violations.

The cost of the *Vice Prevention Activity* is estimated at 2.3 million dollars ($2,285 thousand).

Our *Court Liaison Activity* links us with the rest of the Criminal Justice System and assists every day some 350 police officers who have to testify in court.

The Criminal Justice System is like a train of four cars, each car representing law making, law enforcement, the court process, and criminal detention and rehabilitation. If the wheels of any one of these cars drag, the entire train's process is impeded. To illustrate, half of the number of persons arrested in 1970 for armed robbery had previous arrest records and were on parole.

Now I would like to say a few words about the Court Reform Act.

It is still too early to measure the impact of this Act. However, we are looking forward to a significant cut-back in court back-logs. I understand that an immediate goal of the court is to have no more than a thirty-day delay in bringing a juvenile to trial, as compared with last year's delay of eight months to a year.

While one cannot yet report any meaningful statistical data, the U.S. Attorney's Office expects 4,000 felony indictments in Calendar Year 1971, as compared with 2,000 in Calendar Year 1970.

Already in the month of February, we have noticed a significant decline in the number of felony cases reduced to lesser charges.

Court Liaison Activity will cost an estimated 1.6 million dollars ($1,637 thousand), which includes overtime costs for off-duty court attendance.

OBJECTIVE II: KEEPING THE PEACE IN THE COMMUNITY

We now come to our second major objective: keeping the peace in the community.

People tend to forget sometimes that fighting major crime is only one responsibility of the police. This is natural, because crime is a serious problem and this is what the press and other media highlight the most.

Keeping the peace in the community is another important responsibility, but it does not get as many headlines. By "keeping the peace" I mean making sure that citizens can go about their daily activities without disturbance or distraction by such things as noisy parties, family fights, rowdiness, and other such forms of disorderly conduct. These kinds of incidents are the day-to-day fare of the street policeman.

We should remember that in times past, police officers were called "peace officers," a fact which should serve to remind us of this now often-forgotten role.

Mr. Chairman, I should like to emphasize another aspect of this business of keeping the peace, something that many people also tend to forget, and that is that Washington, D.C., as the Nation's Capital, plays a unique role in attracting

demonstrations on national issues. In addition to parades, football games, and other special events, that are commonplace in the city, we are also responsible for coping with larger and more frequent demonstrations and protest marches than most other police forces in the country. My words are not meant to deny the citizen's right to peacefully demonstrate or protest—these are rights that we are also responsible for protecting—but I merely wish to point out that dealing with frequent and large demonstrations and protests requires an expenditure of a great deal of manpower and resources.

One thing we cannot ignore is bombings and bomb threats. We are at present requesting grant funds in this area.

To illustrate the need for this activity let me give you a few statistics.

From the period January 1, 1970 through March 4, 1971, this city received 982 bomb threats or calls. Out of this number 42 devices were located, 23 of which were explosive types. We actually experienced 9 explosive detonations during this period.

An especially effective method for locating explosive devices has been the use of our three specially-trained K–9 teams, and soon we shall add three more such teams. Cost for this activity is estimated at $5.5 million ($5,465 thousand).

OBJECTIVE III: INSURING TRAFFIC SAFETY

Another chief objective of the Department is to reduce the number of traffic accidents and deaths. The police role in traffic control and safety is well-known and needs no elaboration.

I am pleased to report that traffic fatalities through February of this year are 70 percent fewer than those through February of last year. Another measure of our traffic activity is the movement of traffic in and out of the city. It is estimated by the Department of Highways and Traffic that at present some 1,250,000 vehicles enter and leave the city each day.

Turning to Boat Safety, it is estimated that our Harbor Unit will rescue some 172 persons from the water during this coming fiscal year. It will also aid over one hundred boats in distress.

The cost for *Traffic Safety* is estimated at 2.4 million dollars ($2,458 thousand).

OBJECTIVE IV: OPERATIONAL SUPPORT

The last of our major objectives (but not the least) is Operational Support. The policemen on the street cannot function effectively without this kind of support. He needs and deserves the best kind of back-up we can give him.

The total cost of activities under this objective is 12.6 million dollars ($12,623 thousand).

An important activity is *Technical and Data Support.* This activity includes the Mobile Crime Lab, which carries out crime scene photography, lifting of latent fingerprints, search and safeguarding of evidence, and so forth; collection and classification of fingerprints; crime analysis; and data processing which includes the all-important Washington Area Law Enforcement System, the so-called WALES, a computer system which provides immediate information on stolen automobiles, wanted criminals, and other similar information. The cost of the *Technical and Data Support Activity* is 3.8 million dollars ($3,886 thousand).

Another important activity is the *Career Development Activity.* Everyone will agree, I'm sure, that a well-trained policeman is necessary in these days of sophisticated crime-fighting methods. We are now shifting emphasis to advanced training, after giving recruit training to the men who came into the Department last year as a result of our major recruitment drive. While the attrition rate will require a continuing program of recruit training, we now will concentrate on advancing the competence and career potentials of our officers and officials. This activity also includes the training of our civilian cadets who aspire to police careers. The cost of the *Career Development Activity,* which includes cadet salaries, is estimated at 2.9 million dollars ($2,962 thousand).

The remaining activities under the *Operational Support Objective* total 5.8 million dollars ($5,775 thousand) and include administration, budget management, the Police and Fire Clinic, personnel, and property.

The last budget item I would like to mention is funds for pensioners and their widows and other beneficiaries. This item comes to 21 million dollars ($21,035 thousand).

Mr. Chairman, members of the subcommittee, this concludes my statement. I want to assure you that the Metropolitan Police Department shall continue to make the most efficient use of funds you provide us in reducing crime and achieving our other stated objectives.

POLICE ACTIVITY

EMPLOYMENT - NOVEMBER 1970

City	Population (note 1)	Employment (note 2)	Per 1,000 Population
District of Columbia (note 3)	746,169	5,938	7.96
Atlanta	487,553	1,113	2.28
Baltimore	895,222	3,939	4.41
Boston	628,215	2,845	4.50
Cleveland	738,956	2,432	3.29
Milwaukee	709,537	2,190	3.09
St. Louis	607,718	2,765	4.55
San Francisco	704,217	2,095	2.98

[1]Extracted from U.S. Department of Commerce, Bureau of the Census, Pamphlet PC(P3)-2, dated November 1970.

[2]Strength figures are actual as provided by Mr. Peter Silvan, IACP Standards Division, based on a survey conducted by the IACP in November, 1970. Actual strength figures for the Metropolitan Police Department were extracted from a Personnel Division report.

[3]The daytime growth of the District of Columbia is estimated to be 1,200,000; this 1,200,000 consists of personnel working in the city, a few tourists, and visitors. Adding this figure to the Bureau of the Census figures for 1970 presents a more realistic per 1,000 population figure of 3.27. It is estimated by the Department of Highways and Traffic that 1,250,000 motor vehicles enter and 1,250,000 leave the city each day. In addition, 17,500,000 tourists visited the city during 1970 and it is estimated that over 18,000,000 tourists will visit the District of Columbia during 1971. SOURCES: Mr. John Drof, Public Affairs Office, D.C. and Mr. Lloyd B. Sydnor, Department of Highways and Traffic, D.C.

POLICE ACTIVITY

EXPENDITURES - FISCAL YEAR 1970

City	Expenditures	Population	Per Capita
District of Columbia (note 1)	$55.4	746,169	$74.10
Atlanta	11.1	487,553	22.80
Baltimore	41.2	895,222	47.20
Boston	39.7	628,215	63.20
Cleveland	28.2 (note 2)	738,956	38.20
Milwaukee	23.5	709,537	33.10
St. Louis	28.7	607,718	40.70
San Francisco	27.5	704,217	39.10

[1]The daytime growth of the District of Columbia is estimated to be 1,200,000; this 1,200,000 consists of personnel working in the city, a few tourists, and visitors. Adding this figure to the Bureau of the Census figures for 1970 presents a more realistic per capita cost of $28.50.

[2]The expenditures received from Cleveland did not include EQUIPMENT expenditures which are funded separately and were not available.

The cost data reflected was obtained by telephone conversation with the various cities Budget Offices. The data furnished was not audited by this Department and should be viewed as approximate level of expenditures. The many and varied methods of funding BENEFITS (Life Insurance, Health Insurance, Social Security, and Retirement) resulted in our excluding these expenditures entirely.

58-979 O - 71 - pt. 1 - 27

CRIME INDEX OFFENSES

Cities 500,000 to 1,000,000 Population

(Offenses Recorded by F.B.I. on Calendar Year Basis)

City	Population 1970	Crime Index Offenses 1965	1968	1969	1970	Percentage Change 1969--1968	Percentage Change 1970--1969
Baltimore	895,222	26,193	67,157	61,355	62,150	- 8.6	+ 1.3
Boston	628,215	22,542	32,887	35,397	38,360	+ 7.6	+ 8.4
Buffalo	457,808	9,833	15,891	16,783	18,281	+ 5.6	- 8.9
Cleveland	738,956	16,697	34,028	49,623	44,564	+45.8	-10.2
Dallas	836,121	15,830	24,170	42,446	50,391	+75.6	+18.7
Houston	1,213,064	25,238	47,955	57,887	59,882	+20.7	+ 3.4
Milwaukee	709,537	10,361	17,362	19,219	20,188	+10.7	+ 5.0
New Orleans	585,787	16,621	26,607	28,383	35,325	+ 6.7	+24.4
Pittsburgh	512,789	18,495	32,230	32,133	28,396	- .4	-11.6
St. Louis	607,718	25,750	39,054	47,164	45,915	+20.8	- 2.6
San Antonio	650,188	15,222	26,903	26,989	27,221	+ .3	+ .9
San Diego	675,790	10,251	16,320	19,498	23,232	+19.5	+19.2
San Francisco	704,217	26,924	47,108	53,781	*	+14.2	*
Washington, D. C.	746,169	25,462	49,360	62,571	59,311	+26.8	- 5.2

* Not available

CRIME INDEX OFFENSES - JANUARY THRU DECEMBER 1970

CITIES 500,000 to 1,000,000 POPULATION

	POPULATION	OFFENSES		Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Auto Theft
		Total Offenses	Ranking Per 1000 Pop.							
BALTIMORE	895,222	62,150	3	231	555	10,965	7,159	19,041	13,866	10,333
BOSTON	628,215	38,360	4	114	303	3,371	1,627	10,002	7,543	15,400
BUFFALO	457,808	18,281	11	57	151	1,497	896	5,959	5,405	4,316
CLEVELAND	738,956	44,564	5	271	307	5,475	1,909	10,765	6,234	19,603
DALLAS	836,121	50,391	7	242	552	2,964	4,399	19,510	15,069	7,655
HOUSTON	1,213,064	59,882	9	289	411	6,405	2,746	25,626	10,833	13,572
MILWAUKEE	709,537	20,188	13	50	93	649	720	4,303	9,355	5,018
NEW ORLEANS	585,787	35,325	6	100	324	3,632	2,270	11,086	9,829	8,084
PITTSBURGH	512,789	28,396	8	63	246	2,690	1,646	8,432	6,571	8,748
ST. LOUIS	607,718	45,915	2	266	546	5,296	3,239	19,011	4,532	13,025
SAN ANTONIO	650,188	27,221	10	73	202	1,062	1,912	11,660	7,353	4,959
SAN DIEGO	675,790	23,232	12	32	135	839	981	6,902	10,613	3,730
SAN FRANCISCO	704,217	*	*	*	*	*	*	*	*	*
WASHINGTON, D.C.	746,169	59,311	1	221	313	11,816	4,089	22,348	9,414	11,110
D.C. Rank - Actual Offenses		3rd		6th	6th	1st	3rd	2nd	6th	5th
D.C. Rank Per 1000 Population		1st		3rd	7th	1st	2nd	2nd	7th	5th

* Not available

OPERATIONAL FUND INCREASES

Chief WILSON. As indicated in that statement, our operational fund increases for this fiscal year are made up entirely of costs beyond our control, within-grade increases, annualization of positions and other costs, not representing new programs or increases in programs.

Mr. Chairman, during the last year, primarily addressing myself both to the fiscal year 1970 and the calendar year 1970, our emphasis in the Police Department has been directed toward an effort to reduce crime in the city, and is our priority function at this time; a function which, as indicated in my statement, we share with the total criminal justice system and the total system, obviously, should share in the credit for that reduction. However, we were able with the increased police manpower during the last year, with the narcotic treatment programs which were instituted, with improvements in our court systems, and prosecution systems, to achieve in the city a 5.2 percent reduction in crime index offenses during calendar year 1970 the first such decrease since 1956.

PERSONNEL RECRUITING

Another major emphasis during the last year has been in recruiting to the 5,100 manned police force which was authorized by our appropriations for 1970. We were able to achieve that by late summer of 1970.

Things that we have not done as well during 1970, would be our civilian recruitment, which we did put as a lesser priority item during 1970, until we had achieved our full strength of police officers. However, we have made significant improvements in that area since August of 1970, when we achieved our full police strength and will have reduced our civilian vacancies from 230 in August of 1970 to a total of 72 by the end of March 1971.

ESTABLISHMENT OF IN-SERVICE TRAINING PROGRAM

Other things which remain to be done, which I think deserve increasing priority during the coming year, are, first, improvement in our recruitment and establishment of an in-service training program. We are presently engaged in a major review of our training program and are trying to determine our optimum performance objectives and trying to achieve those objectives by both strengthening recruit training and by instituting vastly increased in-service training, both for police and for civilian employees.

IMPROVED HIRING STANDARDS

We also have been engaged during 1970 in seeking to improve our standards for hiring police officers. We asked in late 1969 that the Civil Service Commission undertake a total review of the mental examination for appointment to the Department. That study by the Civil Service Commission is still under way. We have also asked a contractor to make a review of our total recruiting practices during1970.

Other things which we have done were to eliminate our proviso appointments of recruits, a practice which was in effect prior to my becoming Chief of Police, and to institute oral review boards to review

questionable cases of men being appointed to the Department, as well as to review probationers prior to their permanent appointment at the end of the first year.

During the coming year, Mr. Chairman, I am confident, as the court system gets reorganized, and as we are able to zero in on more specific crime problems, we will achieve even further reductions in crime in the city.

Senator INOUYE. Before proceeding, would you like to have other officers testify?

INTRODUCTION OF ASSOCIATES

Chief WILSON. I have with me my budget officer, Captain Watson, Mr. Chairman, and if we wish to discuss recruiting and personnel practices in any depth, I would ask Mr. Murray, my administrative services officer, to accompany me, and, if appropriate, my official in charge of recruiting, Lieutenant Capscot, and my general counsel, Mr. Kaplan.

EFFICIENCY OF POLICE FORCE: REQUIREMENTS IN RECRUITING

Senator INOUYE. Well, let us begin first in the general area of the efficiency of your police force. I have been told on numerous occasions that because of the sudden need for new officers, the Metropolitan Police Department has, in effect, waived the minimum requirements in recruiting new officers. Is there any credence to that?

Chief WILSON. Mr. Chairman, when I became Chief of Police in August 1969, one of the first complaints that came to my attention was essentially that these complaints came both from the Police Association itself and from informal discussions with other persons interested in the police force, who indicated they felt standards had been reduced. We looked at what was being done at that time.

One of the things which I did not approve of was the proviso appointment under which individuals were being appointed, subject to a later background investigation. We eliminated that immediately and insisted that a thorough investigation be completed before an individual is appointed.

We also instituted a Review Board of Sergeants, taken from the field on an alternating basis, to review questionable cases and make input on men who came into the force.

As I indicated, we are reviewing the validity of the current educational and mental examinations for indiviuals coming into the Department. The consequence has been that during the fiscal year before I became Chief of Police, of those tested for the Department, 16 percent were disqualified; during the fiscal year 1970, the first year in which I was Chief, 31 percent were disqualified; and during the fiscal year 1971, some 49 percent of those tested have been disqualified.

I would suggest, Mr. Chairman, that we are addressing the problem of quality on the force, and I think that we are achieving significant improvements in the quality.

I know that a part of the problem is that we have a great number of young men coming into the Department. We have hired some 1,900 men over about a year and a half, which put a great number of inexperienced men in the force and inexperience, in itself, is often viewed by more experienced men as a lack of quality, which is an error.

There are other individuals who, I think, view the fact that we have hired an increasing proportion of blacks as being an indication that we have lowered the standards, which simply is not true, Mr. Chairman.

This is not to say, Mr. Chairman, that I do not think we need to work on both our mental and our quality improvements. I think there still remain things to be done, but I do not think we are presently hiring significant numbers of unqualified men.

Feasibility and Sizability of Psychological Testing

Senator Inouye. When will the report on the feasibility and sizability of psychological testing be made available?

Chief Wilson. The test, of course, for entrants is a U.S. Civil Service Commission test, Mr. Chairman, and they are undertaking that. We do not have a date. Mr. Mazlow from the Civil Service Commission is here. Perhaps he could give us some input as to the date we could expect some final action by them.

Senator Inouye. That is not necessary.

In other words, at the present time, you have no test to look into one's motivation?

Chief Wilson. We do not——

Senator Inouye. One's attitudes?

Chief Wilson. Not per se, Mr. Chairman. The present test is essentially a test of aptitude for general education and aptitude for learning. It is the test which has been used since 1948. This test was begun in 1948, and the only motivational characteristic of our test is that each individual who is appointed is interviewed by a psychiatrist. Certainly that interview is not of sufficient depth, I would suggest. While it screens out psychiatrically unqualified individuals, I would not purport to say that it honestly is an examination in depth of motivation.

Senator Inouye. I am glad you said that, because I checked with countless number of officers on the so-called psychiatric testing, and one of them told me that the only question asked was, do you love your mother? That was the extent of the psychological testing.

Chief Wilson. I would not purport to say Mr. Chairman, that our psychiatric evaluation evaluates motivation. I am not a firm adherent or a believer that psychiatrists are that expert at determining motivation in any event.

Physical Qualification

Senator Inouye. On the matter of physical qualification, you may be aware that there are some who are suggesting that the height limitation be set aside for police officers.

Chief Wilson. We in this jurisdiction, Mr. Chairman, lowered the height minimum from 5 feet 8 inches to 5 feet 7 inches several years ago. I do not recall the precise time but it has been several years back. This 5 feet 7 is the lowest height of any major city in the continental United States at this time that I am aware of. The last survey we made indicated that most cities tend to require 5 feet 8. Some require even higher. But 5 feet 7 is the lowest I am aware of among any of the major cities in the United States.

There have not been any significant numbers of suggestions, at least in this jurisdiction, that the height minimum should be lowered,

although I am aware, particularly on the west coast, there have been suggestions that the height minimum should be lowered. I have not seen that indication locally.

Senator INOUYE. It has been suggested that it be lowered or done away with because some complain that the height requirement is discriminatory.

Chief WILSON. I am aware of that. That has not been a complaint locally.

Senator INOUYE. But it keeps out chicanos and Puerto Ricans.

Chief WILSON. I am aware that is a complaint in the Western States. I have not heard that as a complaint locally, Mr. Chairman.

REQUIREMENT FOR TYPING REPORTS

Senator INOUYE. In discussing police efficiency with some of your junior officers, I gather that your officers are required to do a lot of things which would, in my mind, be rather unnecessary. For example, when one makes an arrest, he is required to type out a report. Just about every other officer tells me, "I wasn't trained to be a typist. It takes me forever to type out a report. While I could be out in the street in my patrol car doing my police work, I am sitting here picking and pecking 2, 3, 4 hours, trying to make a letter-perfect report to my superior."

Have you ever considered hiring stenographers or something like that to do this?

Chief WILSON. We have, Mr. Chairman. Let me say two things: One, that there is no question that in the modern large police department that report writing is a problem. It is a burden. We have eliminated a lot of the typing of our reports, simply by changing to handwritten reports. This is one of the things that we have done and one which most departments have found useful in recent years. By shifting from typewritten reports to handwritten reports we at least eliminate the problem of typing.

But there are still reports, the prosecutor's reports, for example, on major arrests, which we still require typewritten. This is a significant problem.

There are problems, however, in terms of hiring sufficient clerical help to have them available in the middle of the night, for example, when the officer wants them. There is a problem in hiring qualified clerical help who will work in stationhouses on an around-the-clock basis. Our experience in the past is that it has been difficult to hire civilian employees of good quality who are willing to work as clerical employees in a stationhouse on an around-the-clock basis. In the last year or so, we have seen some improvement in this.

This is a difficulty, and it is not a problem I see as an easy one to solve. Our primary emphasis has been to shift from a typewritten to a handwritten report, though. Most of our reports now do not require the officer to type at all.

Senator INOUYE. Have you studied the possibility of hiring nonpolice type clerical help?

Chief WILSON. Yes, sir. We have indeed. We have some nonpolice type clerical employees in the stationhouses, but we do not have sufficient numbers so that an officer never has to type.

QUOTA SYSTEM

Senator INOUYE. Can you tell this committee something about the "scandal sheet?"

Chief WILSON. I suppose you allude to the——

Senator INOUYE. Quota system.

Chief WILSON. We do not have a quota system, Mr. Chairman. You allude to the monthly or quarterly reports which districts keep on work performance of the men. This is a sheet in which men are measured in terms of reports they have taken, the number of days they have worked on the streets, in terms of their activities on the street, in terms of the number of arrests they have made, in terms of the number of tags they have reported to us. Indeed, in terms of the total work performance on the street.

Senator INOUYE. I would expect you to say there is no quota system, but is it not a fact that it does exist?

Chief WILSON. No, sir; it does not exist, Mr. Chairman. A man who does little or nothing is certainly going to be called to task by his superior to determine why he has done little or nothing, particularly if other men on his beat are working hard and producing results. However, to say this is a quota system, no, sir; this is not.

As an example, Mr. Chairman, a motorcycle officer who is sent out to enforce moving traffic regulations, who issues, perhaps, one-tenth as many violation notices as the average for his section, obviously is not performing the assignment for which he is sent out. While this is not a direct quota system, he will be asked why his performance is not at least somewhat near the level of other officers doing much the same work.

REQUIRED MINIMUM IN ISSUANCE OF PARKING TICKET

Senator INOUYE. I have been advised that patrol officers are required to issue a minimum of parking tickets. Is that correct?

Chief WILSON. I would say that is incorrect. I would want them to tell me what official told them there was a minimum number they had to issue. On the other hand, an officer who never issues a parking ticket is obviously passing up violations which should be corrected.

RESIGNATION OF OFFICERS

Senator INOUYE. Chief, I notice that in your monthly report, the following resignations have occurred: During the month of November, 38; December, 22; and January 51. These were not men who were discharged, but men who had resigned. Can you advise this committee as to what type of officers resigned and for what reason?

Chief WILSON. Mr. Chairman, for January of 1971, there were 37 persons given exit interviews upon their resignation. A breakdown indicated that of the 37, 14 were Negro, 23 were Caucasian. Eighteen of them were probationary officers and 11 still in training school. Fourteen were with 1 to 3 years of service, one officer with 8 years, and one officer with 13 years service, two cadets and one civilian.

The reasons stated were varied. Probationary officers, seven of them, gave personal reasons; four said they were going to other employment, three with other law enforcement agencies; three to further education; three gave no reason; and one gave hours, money and marriage.

Nonprobationary officers resigning: Six for other employment; three, to continue education; two, for personal reasons; two for insufficient pay; one, for a physical problem; and one, to enter private business. We have a complete report on this, Mr. Chairman, which we could submit if you like. There are a wide range of reasons why officers resign. Many want to return to their home places; many find police work is not as exciting as they had anticipated or the hours are not as they had anticipated.

Senator INOUYE. Were these men good officers, in your opinion?

Chief WILSON. I would have to assume so, Mr. Chairman. I have no way of forming an opinion as to their quality. By and large, they were. Some of them obviously resigned because they were going to be dropped or terminated during the probationary period. But, by and large, I would assume they are reasonably good officers, Mr. Chairman.

DISABILITY RETIREMENT

Senator INOUYE. On March 14, an article appeared in the Washington Post, entitled "Making Police Disability Pay." And the subheading was "Abuses Called Part of the Job."

(The article appears on p. 1685 in appendix.)

Now, Chief, is it possible that only 11 of the 350 policemen retiring in the 31 months prior to January 28 were ineligible for disability retirement? Just 11?

Chief WILSON. Mr. Chairman, one of the issues which I felt strongly about when I became Chief of Police was the abuse of disability retirement, particularly by men who were quite young and were not otherwise eligible to retire. I looked very closely into the problem. There is a problem there.

We have for one thing a quite liberal disability law. We have a law which permits retirement, not only on direct disability but on aggravation of nonservice connected disability. The law has been further liberalized over the years through court decisions of men who were rejected for disability retirement, who sued the Government and were able either in initial court appearances or in appeal appearances, to obtain further liberalization of the law and of the Retirement Board policy.

I was concerned by this, as it has been expressed to me from various citizens in the community that there was general community concern. I asked my administrative officer to give disability retirement major priority in his actions. The consequence is that during 1968 our average age of retirement was 45 years of age, and the average length of service was 21 years and 6 months. By 1969, this had dropped to 41 years of age, and 17 years, 5 months of service.

We gave this special attention, assigning my representative on the Retirement Board. I am only one of the members of the Retirement Board and do not have control of the Board. I instructed my representative to look carefully at all instances of men who were coming before the Board who did not have clear-cut disabilities, or who did not appear to have clear-cut disabilities and to represent to the Board my view that we should not overliberalize. The consequence has been in 1970, the average age increased from 41 years to 43.4 years, and the length of service from 17.5 to 18.8.

I am not as concerned, frankly, by the proportion who go out on disability, assuming the men who go out are otherwise eligible to retire.

What concerns me is what it costs when very young men are able to escape on minor disabilities. As for the older officer who has the time in service and is eligible to retire otherwise, it frankly does not concern me that much if he goes on disability as opposed to optional, since the cost to the city is often less if he goes on disability.

Comparison of Disability Retirement to Other Cities

Senator Inouye. It is astounding to this subcommittee to note that over 95 percent of the police officers retiring in the last 31 months, retire on the basis of disability. Is this experience found in other police forces?

Chief Wilson. I have not personally made a survey. My impression is, disability retirement among police forces tends to be more often the case than not, but I do not have that information.

Senator Inouye. Not as high as 95 percent?

Chief Wilson. I have not made a survey, so I could not even say with certainty that even a majority go out on disability. I do not know.

Review of Disability Retirement Cases

Senator Inouye. Do you intend to review these disability retirement cases?

Chief Wilson. I do not have the authority to review the disability retirements. The Retirement Board is chaired by the Personnel Officer for the District. I am only one member of the Board.

Senator Inouye. Does the District intend to review these cases, Mr. Coppie, or Mr. Watt?

Mr. Watt. Mr. Chairman, I have to say in all honesty I do not know if this has been specifically discussed with the Chairman of the Retirement Board. On the other hand, I think the recent news stories and the questioning here this morning, would indicate strongly a necessity that that be done. I will see to it that that request is brought to the attention of the Board.

Senator Inouye. Would you advise the committee of the action taken?

Mr. Watt. Yes, sir.

Mr. Coppie. Mr. Chairman, I would like to offer one additional point that underscores what I think the Chief is saying.

The information we have received concerning police retirements for the various police forces in the Metropolitan Washington, D.C. area, that is the Metropolitan Police Department, the Park Police, the Secret Service, and the Executive Protection Service, shows that of the retirements, a very high percentage falls into the disability area.

Senator Inouye. 95 percent?

Mr. Coppie. No, the very highest percentage is in the disability area. That is not to say it should not be reexamined. It is only to underscore what I think the Chief is saying. It not only relates to the Metropolitan Police Department, but pertains to other police departments in the District of Columbia.

(A letter dated April 16, 1971, from Mr. Watt to the chairman, appears on p. 1498.)

MEMBER CONTRIBUTION TO AND APPROPRIATED FUNDS FOR RETIREMENT SYSTEM

Senator INOUYE. I presume these payments are made to some retirement system here. My question is, is the retirement system self-supporting?

Chief WILSON. No, Mr. Chairman, it is not. There is a contribution by the member to the Treasury of the District of 7.5 percent under the recent law. The support for the retirement system then is appropriated by the city. It is not self-supporting.

The retirement appropriation also includes payments to the Park Police and the White House Police and the Secret Service, and my understanding is that that is reimbursed to the District, to the general revenue.

DEFICIT RESULTING FROM NONSUPPORT OF PAYMENTS

Senator INOUYE. What is the deficit involved because of the fact that contributions do not support payments?

Chief WILSON. I would have to furnish that, Mr. Chairman. The contributions are taken by the city from the funds to meet the need and we can submit the amount of the contributions as contrasted to the amount of the appropriation. The true deficit is difficult to measure under this system, since the contributions by the men do not go into an interest-bearing or other fund. Therefore, a pure subtraction of contributions from payments would not give an accurate estimate. But we can provide the amount of the contributions and the amount of the appropriations.

Senator INOUYE. I would appreciate it.

(The information follows:)

The amount of funds deducted from police pay for retirement contributions was $2.701.8 thousand in Fiscal Year 1970 and is estimated to be $4,129.6 thousand in Fiscal Year 1972.

The amount of funds obligated for retirement payments was $17,134.4 thousand in Fiscal Year 1970 and is estimated to be $19.369.1 thousand in Fiscal Year 1971.

UNFUNDED LIABILITY OF POLICE AND FIRE RETIREMENT FUND

Senator INOUYE. In a memorandum dated February 22, 1971, the staff counsel, Mr. Jordan, requested from Mr. Coppie information on this matter. Do you have this information available?

Mr. COPPIE. Mr. Chairman, the information we have received concerning the unfunded liability for the police and fire retirement fund indicates that the amount of unfunded liability is $595 million in the total police and fire retirement fund.

Senator INOUYE. Thank you.

VACANCIES IN DEPARTMENT

Chief Wilson, according to a vacancy report dated December 31, 1970, you had, for fiscal 1971, 6,187 positions authorized, of which 255 are vacant. How many vacancies do you have at the present time?

Chief WILSON. 175, Mr. Chairman, as of this time.

Senator INOUYE. Of that number, how many have been vacant now for 6 months or more?

Chief WILSON. Seventy-two, Mr. Chairman. As I indicated earlier, one of our deferred needs, during fiscal year 1970 was civilian recruiting and we came into the fiscal year with some 230 civilian vacancies, Beginning in August, when we achieved full police strength, we began working on our civilian recruiting and have reduced that 230 to 72, as of this time.

Senator INOUYE. And of the 72, how many have been vacant for 6 months?

Chief WILSON. The correct number is 25 I am informed.

Senator INOUYE. Just 25?

Chief WILSON. Yes sir.

Senator INOUYE. Would I be correct to assume that you will be able to get along without the 25 for another 6 months?

Chief WILSON. If that is the pleasure of the committee, Mr. Chairman. We were working on hiring them. However, if that is the pleasure of the committee, we can get along without them.

CANDIDATE EXAMINATIONS

Senator INOUYE. In this morning's issue of the Washington Post Director James W. Baldwin, of the Human Relations Commission city of Washington, is quoted to have said that the examinations given to candidates in the Police Department and the Fire Department are biased. How would you respond to that?

Chief WILSON. I am not certain that that is an accurate statement, Mr. Chairman. I am not certain in light of the Supreme Court decision it is an inaccurate statement either. The fact is, of course, the examination for entrance to the Department does relate closely to our training curriculum and to the needs of getting a fully trained officer on the street.

In this jurisdiction, as in most cities, there is always a question as to whether or not there is a positive correlation between these entrance examinations and actual performance on the street. Again, this is, of course, an examination which is the property and the design of the U.S. Civil Service Commission. I would suggest that Mr. Mazlow, who is their expert on examinations, may be able to give a better definition of its relevancy than I could. I am not an expert on the examination, of course.

SUPREME COURT DECISION: DISCRIMINATION EFFECT

Senator INOUYE. Mr. Baldwin, would you like to add to that, sir? We have heard from Mr. Baldwin in the past.

Mr. BALDWIN. Good morning, Mr. Chairman Neither am I an expert in the field as far as testing is concerned.

Secondly, I would like to say we are not charging that testing is set as the intent to discriminate. In other words, administering the development of this particular test is intended to discriminate. What we are saying is that it has the effect of discrimination.

In view of the Supreme Court ruling that states that achievement test or IQ test unless it is job related then it does discriminate against minorities, and this is our position.

Senator INOUYE. Have you discussed this matter with the Civil Service Commission or with the Police Department?

Mr. BALDWIN. No, we have not. This is a recent decision and we are at this point making an investigation in the Fire Department. So the police and firemen take the same test. We will, in our recommendation as the results of our study in the Fire Department, have a recommendation regarding this.

I have with me Mr. Ed Brooke and Franklin Anderson, who have had quite a bit of experience in this field. I would like for them at this time to come up and give their view.

Senator INOUYE. I do not think it is necessary at the present time. But this committee would appreciate hearing from you when your investigation has been completed.

Mr. BALDWIN. Thank you.

STATEMENT OF ALBERT MAZLOW, DEVELOPMENT AND STANDARDIZATION OF COMPETITIVE EXAMINATIONS SECTION, UNITED STATES CIVIL SERVICE COMMISSION

D.C. POLICE AND FIRE DEPARTMENT EXAMINATIONS

Senator INOUYE. Is the man from the Civil Service Commission here?

Mr. JORDAN. Would you come forward and take a seat at the witness stand and identify yourself for the record, please?

Mr. MAZLOW. Mr. Chairman, my name is Albert Mazlow. I am in charge of the section of the Commission that is responsible for the development and standardization of examinations for the competitive civil service.

In the present case, we also have responsibility for the examinations for the District of Columbia Police and Fire Departments.

EFFORT TO IDENTIFY APPLICANTS CAPABLE OF LEARNING TO PERFORM AS MEMBERS OF POLICE FORCE

Senator INOUYE. Would you like to respond to Mr. Baldwin's suggestion, that the testing is racially discriminatory?

Mr. MAZLOW. Yes, sir; I will be glad to.

The examination used for entrance into the Police Department and the Fire Department, or, principally, the Police Department, is an examination that determines whether the recruit can, in fact, do the job for which he is hired. And as we see it, the job for which he is hired is to be able to learn the duties of a policeman. The learning goes on in the 17-week police academy. Therefore, the test is devised to identify applicants who have the ability to learn the kind of material that is being taught at the academy to the standard required by the Police Department for successful completion of the academy.

In a study made a number of years ago, in which we related the test scores to the successful performance in the academy, we found a very high, very positive, relationship. This is the basis on which we are defending the validity of the examination.

On the question of possible race bias in the test, the evidence we have developed and which has been made a part of the court record, in the current suit, dealing with the allegation of race bias in the police examination, shows clearly by every statistical test which we know how to make, that this particular examination is not biased against the criterion of success in the police academy.

COMMISSION COOPERATION WITH POLICE DEPARTMENT IN TESTING FOR PROMOTIONS

Senator INOUYE. Are you also in charge of testing for promotions from privates to sergeants?

Mr. MAZLOW. For the Police Department, the relationship is that the Civil Service Commission works with the Department and provides technical consultation and advice in the preparation of examination from a technical standpoint. The substance of the examination, the coverage, the actual questions, and what the examination ought to do, is developed by the senior officers assigned to this task by the Police Department; and they are responsible for the actual preparation of the examination material, and the decisions as to what ought to be the scope of the examination.

We provide the administrative support to see that the examination is prepared in accordance with good testing technology and is administered and scored, and the information reported back to the Department.

RELEVANCY OF TEST

Senator INOUYE. Do you think these questions should be relevant and timely?

Mr. MAZLOW. I not only think that they should be, but I believe that they are. I would quickly state, as far as my experience in the field of subject matter testing, the promotion examinations are based on the subject matter required of officers in the judgment of the Department. This is one of the most thoroughly and most carefully prepared subject matter tests of which I have any knowledge.

Senator INOUYE. I recall coming across a question in one of the examinations which went something like this: How close can one park to the horse's drinking trough? Are there any drinking troughs for horses in the District of Columbia?

Mr. MAZLOW. I am not certain of that, to my own knowledge, Mr. Chairman.

Senator INOUYE. I gather there is an old ordinance that says you cannot park a car within 10 feet of a drinking trough.

Mr. MAZLOW. There may be; but if there is such a question in the police examination, the senior officers who put it in the test felt that that was a reasonable piece of information for the officers to know.

Senator INOUYE. Oh, really?

Chief WILSON. It very likely came from one of the older examinations, Mr. Chairman. And, as a matter of fact, up until 15 years ago, there were a number of horse drinking troughs around the city; and keeping them clear for the use of horses still was a problem up until about 10 or 15 years ago. Because there were a lot of vendors pulling wagons through the city and their horses had no place to drink except in the drinking trough. There are none now.

Senator INOUYE. This time was rather recent. I would suggest you people go through your exams again and bring them into the 20th Century.

STATEMENT OF JERRY V. WILSON, CHIEF OF POLICE—Resumed

REQUEST FOR UNIFORM CHANGES: RECOMMENDATION OF PRESIDENT'S COMMISSION ON CRIME

Senator INOUYE. Chief Wilson, according to the March 17, 1971, issue of the Post, the City Council voted preliminary approval of your plan to spend $265,000 for uniform changes, put gold braiding and piping. Are you seriously pressing this item?

(See article on p. 1699 in appendix.)

Chief WILSON. Mr. Chairman, one of the major recommendations of the President's Commission on Crime in the District of Columbia in 1966 was that the uniform for the Metropolitan Police Department be completely redesigned. This recommendation of the Crime Commission was based on a number of surveys which the Commission had made at that time of officers who had left the Department or, I should say, the Commission had done by contract, regarding complaints they had about employment with our Department. One of the major problems is the problem of uniforms.

Now, we looked carefully after I became Chief at the feasibility of a complete change of uniform as required or recommended by the Commission and found that a complete change would cost on the order of $4 or $5 million to completely change the uniform for police officers.

Looking then at what the needs were for changing of uniform, we found that we needed, for one thing, to devise a system for getting out from under the summer blouses and the winter coats, much of the equipment that a modern officer carries, since he now must carry not only his revolver, which he has carried for years, but now must carry radios, handcuffs, batons, and other equipment which do not fit handily under the uniform.

We also found the need for coming up with a distinctive uniform, so a Metropolitan Police officer could be distinguished by the most casual observer from the wide range of other police and special police and guard forces which are present in this city.

Another need we saw was to eliminate, essentially for esthetic reasons, the present, rather dingy gray shirt, which has been used for some 40 years.

At this time we are in the process of still equipping the large number of added men in the Department. We found that if we do not make the change at this time, while we are still in the process of buying new uniforms and equipment for these additional men, it will eventually cost us more. We felt we could fund this conversion over a 2-fiscal-year period and achieve it out of the regular uniform replacement allowance.

I think it is important, Mr. Chairman. I think that uniforms do have something to do with the morale of the men, and having our men distinguished from the wide range of other uniformed forces that are in this city, it is useful to the Department and useful to the morale of the Department.

1971 SUBCOMMITTEE HEARINGS: TESTIMONY OF MR. WATT

Senator INOUYE. I brought this matter up because the last 10 days or so this subcommittee has been trotting into agencies trying to justify items of $10,000, $6,000, $5,000, and here is an item of $265,000, reportedly for gold braid, stripes and shoulder patches. And at the last year's hearings, Mr. Watt assured the Chairman that they may not proceed with any changes in the uniform in light of the fiscal situation.

Do you recall saying that, sir?

Mr. WATT. Yes, sir, I do.

Mr. COPPIE. Mr. Chairman, I would like to clarify that because I have the direct testimony of Mr. Watt. He said:

> I believe the newspaper report is generally accurate, Mr. Chairman. I might add, however, we are currently discussing with the Police Department the reasonableness and propriety of proceeding with uniform changes at this time. This, of course, has been in the making for more than a year. The City Council has reviewed the uniform designs it suggested six months or so ago for some changes. At this time, we are questioning whether we ought to proceed with any changes at this time, in light of our fiscal situation.

I think you cannot speak to this particular problem without taking into consideration the fiscal situation of the District of Columbia as it related to the Police Department back in October of 1970. At that time, the Police Department was projecting more than a $3 million deficit in the current fiscal year. As a result of a reexamination of their fiscal plan, it was discovered that the deficiency could be eliminated. It was in that light that the Police Chief decided that he could proceed with the uniform change because it would not result in an abnormal cost to the Police Department, nor would it be needed to meet the projected deficiency.

PRESENT DISTRICT FISCAL CONDITION

Senator INOUYE. What do you consider to be the fiscal condition at the present time?

Mr. COPPIE. Mr. Chairman, I think that the current situation of the police department indicates——

Senator INOUYE. Of the city of Washington. I am concerned about the police department and also the city.

Mr. COPPIE. I think for the city of Washington, D.C., that the fiscal situation is highly precarious.

Senator INOUYE. I would like to underscore "precarious," because I must concur with you. As I suggested to the Chief this morning, I had some difficulty convincing some of my colleagues on the propriety and feasibility of increasing Federal contributions to the D.C. budget. When one also considers that your reciprocal income tax is having problems, this subcommittee and the House subcommittee may have the unpleasant task of just hacking away at your budget, which would be disastrous.

CONTINUED DESIRE FOR UNIFORM CHANGES

Therefore, in light of that precarious fiscal situation, do you still believe we should press for this item?

Mr. COPPIE. Mr Chairman, I think there are a number of considerations here. First, as the Chief of Police has said, the Crime Commission did make this recommendation.

Secondly, the Police Chief is on record here this morning that there is a direct relationship between the morale of the police force and the District of Columbia, and whether this uniform change can correct it.

Now, we are talking about a relatively modest cost in relationship to the total District budget and in relationship to the total police budget of the Metropolitan Police Department. This cost can be met from the regular base uniform allowance.

I think in light of the need that has been outlined by the Chief of Police, in light of the relatively modest cost that is involved, that we should proceed with the uniform change.

Senator INOUYE. I am dismayed to hear you say this is a modest cost, because we have been spending many hours listening to justification for much more modest costs, $5,000 items, $6,000 items.

I will suppose the ladies will come back again and get quite concerned with us because the subcommittee may find it difficult to approve some of their projects, which would be one-tenth of this.

K–9 CORPS

Coming back, sir, Chief Wilson, can you tell us something about your K–9 Corps.

Chief WILSON. Yes, Mr. Chairman. We have a K–9 Corps in this Department which was organized, as I recall, about 1957. We maintain extensive patrol, both in terms of police dogs and vehicles on the street. In recent times we are experimenting with expanding the use of the K-9 Corps, both in terms of trying to detect marihuana—we have one dog which is able to do this—and in terms of developing dogs which can detect explosive devices. We need this capability due to the large numbers of bomb threats.

The K-9 Corps is a useful adjunct of the Department, Mr. Chairman. We presently have 80, with one class just having graduated last month and another class now being formed.

PERCENTAGE OF OFFENSES COMMITTED BY NARCOTIC ADDICTS

Senator INOUYE. In your crime index, January through December 1970, Washington is listed as having had 59,311 offenses. Of that number, what percentage were committed by narcotics addicts?

Chief WILSON. Obviously, we do not know directly, Mr. Chairman, how many are committed by narcotic addicts. However, we have a program underway in our central cell block in which we take urine samples from those individuals who will voluntarily participate. Our percentage for last month was 37 percent positive reactions on the voluntary urine samples. My recollection is only about half of those requested for samples participated. One can only speculate as to the extent. I think it is fairly safe to say that between 35 and 50 percent of the offenses in this city are likely to be committed by narcotic addicts.

58-979 O - 71 - pt. 1 - 28

COST OF CRIME RELATED TO DRUGS

Senator INOUYE. If you have to put a dollar sign or a dollar value to the cost of crime related to drugs, what would the dollar sign be?

Chief WILSON. I am unable to give one, Mr. Chairman.

Senator INOUYE. I have heard it suggested that drug-related crimes cost the people of the District of Columbia about $1.2 million a day. Would that be close?

Chief WILSON. That, I would say, offhand, seems to be extravagant. I have no way of knowing. One of the problems is that values of property stolen in crime or taken in crime tend to vary. For one thing, individuals tend to report new value but, of course, the value is usually less since many items stolen from the individual are used.

Another factor is that undoubtedly a lot of the drug-related crimes, particularly shoplifting, go unreported as specific offenses, inasmuch as merchants do not even know it occurred except for inventory shortages.

I would imagine $1 million per day cost would probably be higher than the actual cost. I have no real way of giving a valid figure, however. It is quite high, there is no question about it.

FEDERAL GRANTS

Senator INOUYE. I believe you have about $150,000 in Federal grants. How are you using these grants?

Chief WILSON. At this time, Mr. Chairman, we have a grant of $113,000 to initiate an experimental helicopter patrol for crime reduction.

We have a $24,000 grant for automation, computerization of our personnel system.

We have a $135,000 grant for evaluation of our training program, our recruit training, and our in-service training program which I alluded to before.

We have a $15,000 grant for establishment of a computer interface between the Washington and the Maryland systems.

We have a $16,000 grant for training of police executives.

PAY RATES, OFFICER LOSSES, AND MINIMUM RECRUITING STANDARDS: CORRESPONDENCE BETWEEN SENATOR INOUYE AND POLICE DEPARTMENT

Senator INOUYE. Before calling upon Senator Percy, I would like to place into the record correspondence I have had with you and your responses to several questions which I asked relating to comparable pay rates in the Washington Metropolitan area, and the loss of officers in the Washington area, and the matter of minimum standards for recruitment of innercity residents.

(The correspondence appears on p. 1601 in appendix.)

MEETING OF LAW ENFORCEMENT OFFICALS

Senator INOUYE. Senator Percy.

Senator PERCY. Mr. Chairman, I would first like to advise you that last year I had a great many law enforcement officials from Illinois come to the Nation's Capital to see what the Federal Government is

doing to help them and what programs we have here to help them in their law enforcement—sheriffs, police chiefs from cities like Chicago down to Cairo, Ill.

Of all of the speakers we had before us—and we had some outstanding men—no one impressed this group more than Chief Wilson. I think the great benefit of that trip was that all of them went back no matter how burdened they were with problems, feeling their problems were simple compared to the problems Chief Wilson outlined to them at one luncheon.

So I was very grateful for that and deeply impressed by the magnitude of the problems and the way they are being handled.

CURRENT AVERAGE SALARY OF OFFICERS

I have a few questions, Chief Wilson, that would help us in analyzing the record here. Can you tell me—and if I repeat any questions that have been asked already by the Chairman which are now covered in the record, I will just read the record—what is the current average salary of all police officers in the department?

Chief WILSON. I am not certain of the average salary. The beginning salary right now is $8,500 for police officers and the top rate of a police officer without promotion is close to $12,000.

Senator PERCY. So the range is $8,500 to $12,000?

Chief WILSON. Yes, sir.

Senator PERCY. Are the men near the top of the range, or what?

Chief WILSON. The average would be near the bottom of the range because of the heavy recruitment in recent times. Probably $9,000 to $9,500.

Senator PERCY. So you are really toward the bottom of the range, then?

Chief WILSON. Yes, sir.

COMPARISON TO NATIONAL AVERAGE

Senator PERCY. How does this compare with the national average? How well compensated are our men against other major metropolitan areas?

Chief WILSON. We have lagged significantly in the last year, Mr. Chairman. We did obtain from Congress last year an increase in police salaries. But, of course, the experience across the Nation has been that salaries are increasing and at this time we rank, I believe, about 12th in the cities across the Nation.

There is no question, Senator Percy, that we do need an increase in salary at this time. We begin at $8,500. The Transit Company now is paying $9,100. Many of the local suburban jurisdictions which do not have the recruiting problems we have, exceed our base rate salary, as well as exceeding the salary at some of the upper levels.

Senator PERCY. I think it would be helpful for the record to have those figures.

Chief WILSON. We can provide that.

Senator PERCY. And also any supplementary statement you would like to make with respect to the problems you have in recrutiment, and how much of a problem salary levels actually are to you.

Chief WILSON. I will be pleased to.

(The information appears on p. 1602 in Appendix.)

CAPITAL IMPROVEMENT PROGRAM

Chief WILSON. I should say that the city government is currently aware of this problem and has already begun studies aimed toward presenting a new salary schedule to the Congress.

Senator PERCY. On your capital improvement program, $5.3 million, I notice that this is simply for the physical buildings in two police districts. Do you put into your capital budget electronic communications systems, or is that an operating expense?

Chief WILSON. No, Senator Percy, that goes into the operating budget. We just recently completed a new communications center in the city under appropriations by the Congress from prior years. We are still completing work on the computerization of our records under appropriation by Congress. But communications and technical equipment generally go into operating rather than capital outlay.

ADEQUACY OF REQUEST FOR PHYSICAL FACILITIES

Senator PERCY. Does this capital budget represent, in your best judgment, an adequate sum of money to improve and keep up the physical facilities of the police department?

Chief WILSON. Taken with the total over-all program for the coming years it does, Senator Percy. We do have some very critical housing needs. Some of these have been deferred in past years, simply because we were in the state of consolidating our precincts into districts and this made it necessary to defer some of the programs.

However, the total District capital outlay program for the coming years I would say does address our needs adequately.

FUTURE REQUEST FOR ADDITIONAL FUNDS

Senator PERCY. Did you request additional funds that might have been turned down by the Mayor or the City Council?

Chief WILSON. Not in this budget; no, sir. We have requests for future years and, quite frankly, I would not press to move the program up drastically at this time. We do have serious needs, but they are being addressed.

CADET CORPS

Senator PERCY. Can you give us the present strength of the Cadet Corps? Is this a significant or small percentage of the total police force?

Chief WILSON. The cadet program, Senator Percy, is presently authorized at 300. We have some vacancies at this time, because during the year we tend to have losses of cadets. It is not practical to recruit them until high school graduation time because of the age at which they come in.

It is a useful program. We hope in the future that a substantial, if not most of our intake as police officers will come from the cadet program. We found them very useful in programs such as parking enforcement, in terms of traffic direction.

We use them as dispatchers. It is a useful program.

PERCENTAGE OF CADETS BECOMING POLICEMEN

Senator PERCY. What percentage of such force becomes policemen?

Chief WILSON. Almost all. We have very little loss. We will lose one occasionally; and since the program is fairly new, I do not have a percentage figure, but I would say on the order of 90 to 95 percent. It is very rare we will have one who leaves the program, other than for cause.

COMMUNICATION BETWEEN COMMUNITY AND POLICE FORCES

Senator PERCY. There has been across the country, in urban areas, a great problem, as you know, of communication between the community and police forces. I think an exceptionally fine job has been done in Washington in that area, but I am sure there is room always for improvement.

Under the 1969 Crime Bill—it might have been 1968—there is a category provided for a community service officer. These would be men perhaps not eligible to be policemen, through lack of training and education, maybe returned veterans, who live in a community, know the community, and who could be hired by the police force as community service officers. They are not equipped with guns or uniforms, but equipped with two-way radios, to keep in touch with the community, to transmit information back to the District or precinct, and to be a link between the community. They are not undercover agents at all; in some cities they wear some sort of uniform. I think Atlanta uses them.

RECOMMENDATION OF NATIONAL CRIME COMMISSION

There is a need for this type of community service officer. Have you ever used these or had occasion to look at that particular division?

Chief WILSON. The community service officer idea, Senator Percy, grew out of the National Crime Commission Report and was one of their recommendations as a way of perhaps bringing into the police forces men who might not initially meet minimal qualifications.

We have run several programs over the years in efforts to train individuals to meet our standards. Quite frankly, we have not had a program yet that has worked. I am not aware of a city that has had one that has worked. There have been several efforts at this.

COURTESY PATROL: RELATIONSHIP TO DEPARTMENT

The District, on the other hand currently does have under the Mayor's youth adviser what is analogous to this. This is funded by the city and consists of individuals resident in the community who perform courtesy patrol-type functions.

Senator PERCY. What is their relationship to the Metropolitan Police Department?

Chief WILSON. Through the district in which they work. Our district commander provides information to their training program and provides liaison officers to the training program.

Senator PERCY. Has he no direct authority over them?

Chief WILSON. No, sir; it is not direct authority.

Senator PERCY. Is it at all helpful as a program to you?

Chief WILSON. I have not seen a full evaluation of the program, but my general information is that it is helpful—it is useful. I have not seen a formal evaluation on it.

USE OF SCHOOL CROSSING GUARDS TO COMBAT CRIME

Senator PERCY. By staggering personnel in your budget and putting them to the most effective use to combat crime, I notice that you are using school crossing guards now. It used to be, I believe, that policemen performed this service, but now they are in a different category. How many of these, roughly, do you have? How extensive is this use, how effective are they; what is their rate of pay against the police officer? Is this a worthwhile program?

Chief WILSON. Yes, sir; it is worthwhile. We have used school crossing guards since the early 1950's or mid-1950's. At this time we have 193 on board.

Senator PERCY. How many?

Chief WILSON. 193; they are assigned to crossings in the neighborhood. They tend to be parents of youngsters in the school, or housewives in the neighborhood who perform duty only at the crossing. They are paid on an hourly rate, at the rate, as I recall, of a GS–2. It is a GS–2 hourly rate. It is significantly less pay than would be required for a police officer.

Senator PERCY. So you can provide that peak time service at very low cost?

Chief WILSON. At low cost; yes, sir.

Senator PERCY. And a very concerned person, particularly if it is a parent.

Chief WILSON. That is quite true. It is an effective program. We found it quite useful.

INCREASED USE OF WOMEN ON POLICE FORCE

Senator PERCY. To what extent do you use women in the Metropolitan Police Department and is this an area where you can expand the use of women for police work?

Chief WILSON. Senator, our past practice used police women exclusively in dealing with women and with youngsters. We have a program, which was initiated when I became chief, to experiment with using more women. We increased the number from about 40 to about 100.

One of the problems we have encountered is that in order to enter into more meaningful uses, we are going to have to provide uniforms for them inasmuch as many of our patrol functions require uniformed personnel. I think we can probably find expanding roles for them once we are able to develop a good program.

CORRELATION BETWEEN NUMBER OF OFFICERS AND REDUCTION IN CRIME

Senator PERCY. This next question, I would not want to be interpreted as a license to look for additions to the payroll, because I am

very sympathetic with the chairman's efforts to reduce personnel, bring costs down, and put dollars to work where they will give the greatest return on investment. But sometimes, as in the Internal Revenue Service, you can add people, add some costs, and pick up millions of additional dollars in taxes collected.

GSA and GAO, I think have proven that, too.

It is heartening that crime statistics are coming down in the District, but they are still too high. We all admit that. The District is not as safe as it should be, and we want it to continually improve. What is the correlation between the number of police officers and your ability to bring down the crime? Is there a demonstrated correlation?

If we were to say, let's reduce crime again by another 25 percent, could you work toward that goal with more police officers, or have you reached a point of diminishing utility in the number of men and women?

Chief WILSON. Senator Percy, we have not reached a total saturation point. Unquestionably, if we were again to double the number of police officers or dramatically increase the number of police officers on the street, this would have an effect on crime. We still have a great deal more crime than we should have.

The problem is, of course, that of all the alternatives for decreasing crime, increased police patrol is probably the most expensive.

It is an extraordinarily expensive way of dealing with the problem of crime. Other alternatives should be weighed such as getting court systems which are able to try cases on a reasonable basis; getting systems which will correct individuals, or at least are able to detain individuals who are convicted. All these areas require some of the resources. The increase in police is an easier one to do in many respects than the others because we can increase the police force fairly easily but it is expensive.

COURT REORGANIZATION

Although the court reorganization went into effect February 1, like all reorganizations, it takes a while to get shaken down to where it really is an improvement. Indeed, most reorganizations confuse and compound more initially than they help. But I believe that once that reorganization gets underway, a lot of our problems will be resolved there. I think once we are able to deal with the high number of individuals that are out committing crimes at this time, on probabtion and parole, and various forms of release, and are able to get them into a properly operating system, we can reduce crime without investing the vast sums required for additional police.

On the other hand, I would be dishonest if I did not say we still could use 1,000, 2,000, or 5,000 police, and the sum total would be be some further reduction in crime.

PREVENTIVE DETENTION AND "NO-KNOCK"

Senator PERCY. My last questions pertain to two sensitive areas, preventive detention and "no-knock"; has that story been covered at all, Mr. Chairman?

Senator INOUYE. No.

Senator PERCY. I go back to my conversation with you last year, Chief Wilson. I voted for the District of Columbia crime bill because

it was a package, and it came to us on a take-it-or-leave-it basis. There were certain reforms in the court sytem, and so forth, that we had to have.

But I found the most onerous parts of that bill were the preventive detention and no-knock. The Nation will be looking now to see how we have administerd this. Fortunately, we have 50 laboratories plus the District of Columbia in which to test out ideas. I reluctantly agreed to this test, based on my great confidence in you, and the fact that it would be administered by Federal judges.

Either in closed session or in open session, to the extent that you can publicly discuss it, I think we would like to have knowledge of the progress of that. We would like to know as much as you can tell us, and if it would be better to do so in executive session, I would certainly defer to your judgment on that.

I think we have the responsibility to watch that program closely. I told you last year as an individual Senator I intended to put whatever time was necessary in to being certain that we were not endangering unnecessarily the police officers involved with no-knock, that we were not endangering the civil liberties on which this country was established, in our zeal and understandable desire to reduce crime, by invading a home or preventing a person from being released who possibly could be released.

Whatever you can contribute to our knowledge and understanding, either in open session or in private session, I would be most eager to have as much information as we could have.

Anticipated Infrequent Use of No-Knock Warrants

Chief Wilson. Senator Percy, I am willing to speak to it in open session, inasmuch as I did quite frequently last year.

I favored, as you know, both preventive detention and no-knock. No-knock in terms of the hard crime, of course, is a lesser priority. Essentially, narcotic and gambling offenses are the two principal areas of concern and need for no-knock, inasmuch as those are the two areas where the evidence of the crime, the product of the crime can be disposed of during the period of knocking.

As I said then, I do not see that no-knock warrant is necessarily endangering the police officers any more than the serving of warrants generally. I think we had a demonstration of that recently where we had a non-no-knock warrant, a non-no-knock service, and an officer unfortunately was killed. These things occur. This is the hazard of the service of warrants in any event.

We have had only one no-knock warrant since that time and it would not be appropriate for me to go into too much detail of that, since it is before the courts. This is the single instance no-knock has been used.

I do not see no-knock as something we would expect to use frequently.

Preventive Detention Necessity

Insofar as preventive detention, there is no question there are great problems in law enforcement in this city. There are numerous individuals that are committing repeated crimes. With the terribly slow court systems we have had heretofore individuals were awaiting trial on an average of a year and an average of a year means some

cases go for 2 years and perhaps longer—these individuals are committing repeated crimes.

It strikes me preventive detention is a device which was and is necessary. It is not going to solve all of the problems, but it does become a constraint on defense attorneys who tend to use delay as a tactic of defense rather than defense on merits.

Last month 47 percent of the men arrested for armed robbery in this city were out on some kind of release.

There are serious problems with trying to get individuals before the bar of justice and get them tried. I believe that preventive detention is something that is necessary. I am not a constitutional hardhead, as I said before; I am not a lawyer, but it strikes me that there are sufficient safeguards in the court systems to avoid abuse of preventive detention. And indeed there are in both no-knock and preventive detention.

Limited Useage of and Approval by Chief of Police for No-Knock

Senator Percy. With respect to no-knock, as I understand it, this will have a very limited usage. Your estimate to me last year indicated that you did not anticipate its being resorted to more than a dozen times a year. Is that figure still about right?

Chief Wilson. That figure would be appropriate, Senator Percy. We certainly do not intend to do no-knock warrants in every "cheap" narcotics case we are making. It is something we do need in terms of major and mediumrange violators.

Senator Percy. Would the usage of no-knock be subject to your own personal approval each time?

Chief Wilson. That is correct; I have ordered there will be no no-knock warrants applied for without my personal approval.

Consideration for Police Safety

Senator Percy. Every consideration would be given to the safety of the policemen going in, that factor would weigh very heavily because of the incidents we had in Chicago, as you know. We are deeply concerned about that and, of course, that would weigh heavily in your mind. I would not have to ask you that. I know it would.

Chief Wilson. That would, Senator. But quite frankly, I think the non-no-knock warrant is generally more hazardous of the two.

Senator Percy. And every consideration would be given to every other alternative to no-knock entries so this would be a last resort as a means of apprehending known criminals or when there is evidence which may be destroyed prior to an arrest thereby preventing apprehension.

Chief Wilson. That is correct, sir.

Anticipated Results of Court Reorganization

Senator Percy. Of course, we know in the case of preventive detention, the best way to take care of this problem is to speed up justice and speed up the court system. Do you see in the past year any promise, or hope, that the congestion will be broken through and will be resolved so that we can look forward to much speedier justice than we have had in the past? Do you expect this as a result of the reorganization, additional funds, et cetera?

Chief WILSON. I am very optimistic, Senator Percy. Judge Greene did wonders with the Juvenile Court and now has it substantially up to date. Of course, he took that over in October. The court reorganization itself, other than the Juvenile Court, did not become effective until February 1. And at this point, I guess if I were going to give an off-the-cuff judgment, we probably are foundering under reorganization at this point.

However, I would say that I am very optimistic that the court reorganization is going to have very positive results in the coming year.

PREPARATION FOR FORTHCOMING DEMONSTRATIONS

Senator PERCY. Spring is coming, demonstrators and so forth can be expected to visit Washington. I have had evidence this morning that there are some concerned college students coming down. I had reports from some of the universities that they expect and hear that students are planning to come down in connection with the war in Southeast Asia. Your plans are made to receive them, to handle them, and to work as intelligently and efficiently and effectively with, say, the marshals, as you did last time.

I was out on the streets until 3 o'clock on the morning of the so-called "death march" and watched your men work with the marshals.

And again, I want to commend them for the way they handled this situation. They did it with a sense of humor, in a sense, with firmness, with resolve, and a sense of cooperation. It was a remarkable job in human relations that I saw unfold there. I presume that your plans are well made for this year?

Chief WILSON. Senator, we had the demonstration on the last day of winter and on the first day of summer, so I think our men are well attuned to handling demonstrations.

RISING COSTS OF HANDLING DEMONSTRATIONS

I again would say, because I know that finances are a major part of the problems of the city, that handling the demonstrations is getting extremely costly to the city. In fiscal 1971 demonstrations cost our department $707,000. Since 1968 they have cost $2.2 million. We spend a lot of time training, preparing, examining new ways for dealing with demonstrations, and trying to constantly improve our total program for handling demonstrations.

So we can do that well.

UNDERSTANDING ROLE OF POLICE BY OFFICERS

Senator PERCY. My last question is just a request for your general judgment. In past years in working, as I tried to, with the law enforcement officials, I had the feeling that many, many times in past years they have felt they were the forgotten men, that the public did not appreciate them. And, of course, we went through the violent wave when they were called every name in the book.

Is it your feeling that the public has a better understanding now of the role of the police than it had in the past year or two? Certainly from the standpoint of the Federal Government, you are being given

every degree of cooperation you could reasonably expect to receive in trying to understand that the role of the uniformed man is looking up somewhat as we recognize this national problem and seek to deal with it?

Chief WILSON. Yes, Senator Percy. I believe a major reason for our crime reduction in the city in the last year has been simply a turning around of the attitudes of the citizens and increased cooperation by the citizens, and improved attitude toward the law enforcement generally.

I think that our men perceive this as an improvement of attitude. Certainly I believe the morale of our men has been significantly enhanced by the lessening of the anti-police rhetoric. You just do not hear it in this city any longer.

We have received significant support from the Congress last year, and from the President, who has on several occasions made a point of showing his strong support for the police in this city.

Senator PERCY. Well, I have talked with the Attorney General, I have talked to the President about it. I certainly assure you that they are 100 percent behind you and behind every law enforcement official in this country and want to find intelligent ways to assist and help.

And certainly the Congress, I believe, has that same feeling from top to bottom.

Thank you very much, indeed.

OVERTIME PAY

Senator INOUYE. Chief Wilson, in this budget request, how many dollars have been set aside for overtime pay?

Chief WILSON. $1,770,000, Mr. Chairman.

Senator INOUYE. How does this compare with past experience?

Chief WILSON. Well, the past experience has been that we have spent considerably more than that. During the fiscal year 1970, for example, we spent some $6,137,000 on overtime. During this period when we were in the process of recruiting our 5,100-man police force, we had presented to Congress a program for working significant amounts of overtime, men working on their days off to provide the equivalent of 5,100 men on the force.

So during the fiscal year 1970, we had a very heavy, deliberate overtime program, which has been phased out as we have achieved our full authorized strength of police.

Our overtime now is limited only to special events and emergencies and occasional small experimental programs. This is significantly less than has been spent last year or the year before.

NEW UNIFORM

Senator INOUYE. In fairness to you, Chief, if you do have a copy of the new uniform, the subcommittee would be very happy to look at it.

Chief WILSON. We have an officer in the new uniform, or we can submit to you photographs for the record.

Senator INOUYE. May we see the officer with the uniform?

This I presume, is the present uniform?

Chief WILSON. With the addition of the braid on the hat, on the sleeves, and on the trousers. That is the essential difference. The belt

is on the outside, and a change of shirts from gray or the usual police officer's shirt, to the pale blue.

Senator INOUYE. That would cost $265,000?

Chief WILSON. In total, yes, sir.

Senator INOUYE. Thank you very much, Sergeant.

RELATIONSHIP WITH CORPORATION COUNSEL

What is your relationship or how do you rate your relationship with Corporation Counsel?

Chief WILSON. We have a reasonable relationship, Mr. Chairman. Last year or the year before last, the Congress authorized an Office of General Counsel for our Department, which has somewhat improved our own ability to deal with the day-to-day training and legal problems within the Department.

Prior to that we had some problems but I think we are working toward resolving them. I would not say our relationship is bad at this time.

OVERTIME PAY: UTILIZATION OF LEAA GRANT

Senator INOUYE. I have been told that Mr. Jordan has a question to ask at this time.

Mr. JORDAN. Chief Wilson, you probably recall coming before the committee last May, May 28, I believe it was, with reference to your request for funds for overtime. You were then probably 1,500 under strength and you asked for some substantial overtime funds. You will also recall the desire of the committee to supply those funds but very concerted effort on the part of the committee staff, the General Accounting Office, and your own fiscal people to insure that it was in fact no more than was necessary to fund the overtime for the remainder of the year.

During the course of that hearing, Senator Byrd asked you a question as to whether or not grants and unused 1970 funds from all sources had been considered before making this request, and were a part of the request.

And you replied, identifying a substantial LEAA grant in the neighborhood of $1 million, and you further stated that, "We are using those sources to the fullest extent possible."

My question is: Did your Department do what you indicated to Senator Byrd that you intended to do?

Chief WILSON. We did obtain a grant from LEAA for overtime of $76,000; yes, sir.

Mr. JORDAN. And it was that, that you indicated to Senator Byrd you would fully utilize, was it not?

Chief WILSON. Yes, I would assume.

TRANSFER OF FUNDS

Mr. JORDAN. Information available to the committee is that charges of $76,000 for police overtime worked in fiscal year 1970 were originally made against the grant, but were transferred to appropriated funds when a supplemental appropriation was received. And therefore they were not used as you indicated you intended to use them.

Is the information to the committee correct?

Chief WILSON. Captain Watson will respond since he is familiar with the fiscal details.

Captain WATSON. Mr. Chairman, we did have $76,000 in grant money for overtime. We also received from the supplemental appropriation $350,000. Due to the fact that it was almost at the end of the fiscal year before the supplemental was passed, I placed the $76,000 into our regular appropriation. We did not work overtime at the rate we had anticipated for a variety of reasons.

At a later point in time, after the fiscal year, I took the $76,000 back out, realizing at that time that it was not needed to fund the overtime in fiscal 1970. It has since been placed back into the system and was utilized to pay for overtime again during the period when we were attempting to reach a 5,100-man force or maintain the equivalent of a 5,100-man force. It was placed back in and was used during the months of July and August, 1971.

Mr. JORDAN. Of course, the question does not relate to whether it was used for overtime or whether it was used for 1970, as Chief Wilson had indicated it would be. My information is it was not——

Chief WILSON. It was used in calendar 1970.

Mr. JORDAN. Mr. Chairman, I only point that out as you raised the question of how funds are transferred, and this is the best way I know of how a supplemental request was made, carefully checked by the General Accounting Office, by personnel of the Police Department, and yet the figure shows that their anticipation did not occur, the funds were not utilized as the Department officials thought they would be utilized. This all occurred over a matter of 6 weeks.

So we have a problem of projecting even for a matter of 6 weeks.

Senator INOUYE. Thank you very much.

Mr. Clark.

PERCENTAGE OF PUBLIC SAFETY IN TOTAL BUDGET COMPARED TO OTHER CITIES

Mr. CLARK. Mr. Coppie, I believe you are prepared to provide for the record some comparison showing the percent of the whole city budget, which is expended for public safety in a recent calendar year, with the same percent for public safety of a whole city budget of several cities, similar in size.

Mr. Chairman, we brought this up the first day the Mayor was here. I think it would be satisfactory if that is just put in the record at this time.

Senator INOUYE. Without objection, so ordered.

(The information follows:)

Public Safety Expenditures

The following information is provided in response to questions on the costs of public safety services as a proportion of total expenditures for several cities in the population range of the District of Columbia.

The best available data on municipal expenditures is provided by the Bureau of the Census document titled "City Government Finances in 1968-69" published in August, 1970. The current Censes data provides a consistent mode of classifying municipal expenditures in a summary fashion.

The Census report does classify some Federally supported programs as municipal expenditures. For purposes of comparability the data as presented in the report have been utilized; the only adjustment made is the subtraction out of retirement payments from several District of Columbia budgets because to our knowledge other cities generally do not fund pension payments to retirees directly through current departmental budgets.

Following data availability in the Census Bureau report, public safety is defined to include the police, corrections, court and fire functions. The following table shows that the District of Columbia's public safety expenditure as a percentage of total municipal expenditures are lower than for other cities approximately the same size. The reason for the relatively low percentage of public safety expenditures is that the District of Columbia's total expenditures are significantly higher than total expenditures of other cities. The District of Columbia provides education, health, and welfare services

directly to its citizens while such services are commonly provided by special districts, and state and county governments for citizens of other states.

A comparison of per capita public safety expenditures reveals that the District of Columbia ranks highest relative to other cities about the same size. (Per capita expenditures are shown on the following table.) The reason for the high ranking on a per capita basis is that the District of Columbia provides substantial public safety services which are county and state responsibilities in other jurisdictions.

In summary, the District of Columbia is ranked in the lower range of cities when comparing the public safety proportion of total municipal expenditures. On a per capita expenditure basis, the District of Columbia ranks highest when compared to other cities about the same size.

FY 1969 "Public Safety" Expenditures vs. Total City Expenditures

(Police, Courts, Corrections, Fire Services)

	District of Columbia	Atlanta	Baltimore	Boston	Cleveland	Milwaukee	St. Louis	San Francisco
Police	$37,499*	$10,666	$43,724	$30,349	$27,796	$23,846	$27,162	$26,597
Courts.....	9,927	745	4,208	6,986	2,077	85	3,181	6,081
Corrections.....	26,450	632	4,736	4,010	1,639	95	2,933	6,305
Fire	13,265*	6,685	21,905	19,085	14,692	10,437	11,769	22,653
Subtotal	$87,141	$18,728	$74,573	$60,430	$46,204	$34,463	$45,045	$61,636
Total City Expenditures	$685,131	$111,231	$541,587	$415,525	$208,093	$176,877	$154,479	$465,877
% Public Safety of Total	12.7%*	16.8%	13.8%	14.5%	22.2%	19.5%	19.1%	13.2%
Per Capita Public Safety	$116.8	38.3	83.2	96.1	62.5	48.5	74.0	87.5

*Less retirement payments made to pensioners etc. through the regular operating budget of the respective department, with retirement the percentage is 15.3%.

Source: Bureau of the Census: "City Government Finances in 1968-69".

CRIME SCENE RESEARCH TEAM

Senator PERCY. Mr. Chairman, I have just one last comment.

I particularly was interested in the innovation which you have implemented Chief Wilson, in your crime investigation technique. The crime scene research team. I cannot emphasize too strongly from my own experience how important this is, how much cost can be saved, how the apprehension of criminals can be increased by that early search team and that kind of expenditure.

In the case of a crime committed in our own home against our daughter, I cannot help but feel that we could have solved this case if we had gone about it the right way to start with. If there had not been so much overlapping, if there had been no jurisdictional dispute, and if, for instance, scores of boy scouts or whoever they were, had not come in looking for clues, totally untrained people, tramping all over grounds, destroying whatever possibility professionals later would have, who could go over the scene very carefully.

I think this goal you have established, increasing by 5 percent your case closing rate, will be well advanced by that group of skilled professionals who are prepared to move in rapidly and early, before too much amateur attention is given to it.

Chief WILSON. There is no question about it, Senator Percy. I think people often oversimplify the ease with which crimes can be closed by scientific data, but on the other hand, I think most departments over the years and certainly our own department have underutilized these means for closing crime. We were fortunate last year largely through organization and increased manpower to double our closure rate during the calendar year 1970. But I think as we move into the new year and are able to improve again the training of our investigators, the training of our officers in general, and can gain more experience with crime research techniques, that we can drastically increase it again.

Senator PERCY. Too frequently the criminal or would-be criminal feels crime does pay. Perhaps it does right now. If we can prove it does not pay, I think that will be the greatest deterrent to future crime and would be criminals.

Chief WILSON. It certainly will.

Senator PERCY. Thank you very much.

Senator INOUYE. On behalf of the subcommittee, may I thank you for your assistance this morning.

We will now receive testimony from other members of your force. And if I may, if your schedule permits you, I suggest you remain here so we can call upon you for any response you wish to make.

Chief WILSON. I will remain, Mr. Chairman, but my response, I would say would have to be in response to direct questions. I have not run my department as a debating society with my subordinates.

Senator INOUYE. No, it would not be any debate.

RIOT CONTROL TECHNIQUE STUDY IN TOKYO AND HONG KONG

STATEMENT OF DEPUTY CHIEF THEODORE ZANDERS

SUBCOMMITTEE PROCEDURE

Senator INOUYE. In November of 1970, three Metropolitan policemen spent time in Tokyo and Hong Kong studying riot control tech-

niques. Those conducting the study were Deputy Chief Theodore Zanders, Lieutenant Maurice T. Turner, and Lieutenant Robert L. Zink.

Subsequent to their return, the staff of this committee requested the Department's Office of Fiscal Affairs that if a report of this trip was made, the committee be furnished with a copy of it.

Inasmuch as no report has been received to date, I have asked the three officers who made this trip to come before the committee this morning to tell us what benefits have accrued to the citizens of the District of Columbia as a result of this expenditure of nearly $5,000, exclusive of salaries.

Are the officers here?

(See article on p. 1701 in the appendix.)

INTRODUCTION OF WITNESS

Deputy Chief ZANDERS. I am Deputy Chief Zanders Mr. Chairman. I will have to apologize on behalf of the two lieutenants. I was just notified at 9:30. They were both on leave. One will be here. Lieutenant Zink will be here at 12 noon. We have been unable to locate Lieutenant Turner, but we are making an attempt to reach him.

Senator INOUYE. Welcome to the committee, sir. As I indicated, the committee staff requested some report as to this trip and since we have not received any report, we felt we should call upon the officers involved to advise us as to what benefits accrued to the people of the District by this trip.

BENEFIT ACCRUED TO DISTRICT OF COLUMBIA BY TRIP

Mr. ZANDERS. The trip was made as a reciprocal trip. Some four officers from Japan spent 4 months studying our riot control procedures.

I guess I would have to go back early into this business of riot control to point out the type of benefit that would accrue from such an exchange of information.

Early in the 1960's there was a minimal exchange of information between departments within this country, and as a consequence of this, our methods of crowd management were not very professional or effective.

Around 1966, when the demonstrations were becoming more prominent throughout the country, it was determined that the Metropolitan Police Department needed more expertise in this field and an exchange of information became invaluable.

As a result of this, I, for one, along with four other officials of this department, began exchanging information by visiting other police departments, both in researching the records of past demonstrations and riots, and also visiting police departments during the occurrence of riots.

We found that our preparations here in the District of Columbia were somewhat lacking. During Mr. Patrick Murphy's tenure here, he did appoint me as the Civil Disturbance Coordinator.

During this period of 1967–1968, we did from our experiences in other cities considerably update our riot or crowd management techniques. Not only in developing operational plans, but through simulated play games, putting them into effect, to determine if they actually worked.

I think this was extremely beneficial and it was one of the moves that assisted us in handling the disturbances of 1968.

VISIT TO MEMPHIS

I can point out one visit to a very small police department, Memphis, which Assistant Chief Raymond S. Pyles, who is now retired, and I, visited during a disturbance in that city. The methods and techniques viewed during this visit were applied to the problems which arose during the last inaugural.

So, having some depth and understanding of the various techniques is very beneficial because from my experience in crowd management, you can organize your resources and you can develop equipment, but the critical decisions are made at the street corner, as the operation progresses or the demonstrators alter their techniques. And to make these spontaneous decisions, a person needs a very great depth and knowledge of countertechniques.

I believe it is through this type of exchange that we do gain this expertise.

UPDATING RIOT CONTROL PROCEDURES

After the visit of the Japanese police officers, to come back to the subject of today, it was determined that there have been many developments in foreign countries that local law enforcement had not availed itself of. We have hosted many foreign law enforcement agencies in this country. This is a routine method for updating their riot control procedures.

For example, recently a large delegation from West Germany journeyed to the United States, Canada and Mexico, in preparation for the Olympic games they will be hosting there. It is only through observing and studying other operations that you can improve your own.

INTERNATIONAL REPUTATION FOR RIOT CONTROL AND CROWD MANAGEMENT

We decided that the Tokyo Police Department has an international reputation for riot control. It has an international reputation for great expertise in handling crowds and at the same time maintaining and improving the police image. This is one area, we wished to study in depth.

And, of course, we also determined that the Hong Kong Police Department has an international reputation for crowd management. They take a somewhat more positive approach than the Metropolitan Police of Tokyo.

However in this entire spectrum of crowd management, while we are generally dealing with very low-keyed demonstrations, we also must be prepared for the violence that does occur in other situations.

So it is important that you gain depth in all areas.

This was the basis for the trip to Japan. I believe this is a very necessary thing. I believe this is a beginning and that this Department will find it necessary to continue its study abroad, perhaps in the areas of Belfast and other foreign countries. It does give us

more expertise, it does give us more depth, and it does give us a look at equipment for handling these situations.

BRIEFINGS WITH METROPOLITAN STAFF

Senator INOUYE. Have you shared the knowledge you have acquired with your fellow officers?

Mr. ZANDERS. Since my return from Japan, I have had numerous briefings with the staff of the Metropolitan Police Department. Various aspects of riot control, and training, and procedures have been discussed with them.

We have a slide presentation that we have presented to the staff of the Metropolitan Police Department. We have taken steps to implement some of the procedures and techniques that we have observed, yes.

TIME SPENT WITH TOKYO AND HONG KONG POLICE DEPARTMENTS

Senator INOUYE. How many days did you spend with the Tokyo police force?

Mr. ZANDERS. Mr. Chairman, we spent 2 weeks with the Tokyo Police Department.

Senator INOUYE. And Hong Kong?

Mr. ZANDERS. One week in Hong Kong.

Senator INOUYE. Any questions, Senator Percy?

JAPANESE HANDLING OF CIVIL DISTURBANCES

Senator PERCY. I have had a long relationship with Japan, having built a large factory over there. I cannot tell you how many times I have been there. I have been very impressed with the manner in which they handle civil disturbances.

The last occasion when I called on the Foreign Minister, there were two truckloads of men around the shrubbery, preparing for what they thought was going to be another violent demonstration as the Foreign Minister left the country to go to the Soviet Union and the United States.

I have had occasion to talk with representatives of our Government on this. If you want to acquire all of the expertise in the world you would find, I might suggest that Japan would be one of the best places you could study.

TECHNIQUES USED BY JAPANESE WHICH WOULD BENEFIT THE DISTRICT OF COLUMBIA

Can you tell us, are there any techniques that they are using that are applicable to us from which we can benefit or have already benefited your department or any other departments?

Mr. ZANDERS. I believe we were most impressed with the quality of the Japanese equipment. We have had problems with lighting the scene of demonstrations during evening hours. Japan, as you know, has a crowd control force which is entirely devoted to crowd management. This is the only function their mobile units are assigned. I do not believe we can afford the luxury of this in this country, although we would like to compromise somewhat more in this direction.

The Japanese mobile units are constantly undergoing training. They have large resources of equipment. For example a platoon of officers consists of 40 men. That platoon is allocated a bus, which is specifically reserved for the use of that one platoon. When you are talking about 5,000 riot control policemen, then you see the depth of equipment that they have.

LIGHTING TRUCK

We were talking about a lighting truck. In their mobile units they have several dozen lighting trucks. It is this point, the very depth of their equipment that we are impressed with.

The particular lighting vehicle we observed was capable of raising the light higher than the roof of this room. We did go to several demonstrations in the evening and the unit effectively lighted up one city block. It is very fine equipment.

JAPANESE NATIONAL RESEARCH AND DEVELOPMENT BUREAU

Of course, in Japan they have a national research and development bureau. Any law enforcement agency that wishes a particular type of equipment developed would simply send the specifications to this bureau. If they approved it, it would be developed and then made available to all other law enforcement agencies.

Water Cannon

We did look at their water cannon. It is a very sophisticated in design. There may be some legal impediments against its use in this country. I am not quite convinced yet that some of their procedures would be legal in the United States.

Communication Improvement

I was most impressed with their communications equipment.

Prior to going to Japan, I had requested the development of a small radio receiver in order to improve our command and control during demonstrations and riotous situations. I think this problem of command and control on the street is a most difficult problem, and its resolution deserves high priority. No such equipment was available in this country.

When I arrived in Japan, I found that they have been using this particular item of equipment for 8 years. It was developed through their research and development bureau for a cost of $80.

Since my return I published specifications on this item of equipment. The lowest bid was over $200. The budget would not support it. It is something that is needed very badly.

I have also found that they have developed a two-way radio, which is smaller than a package of cigarettes, something which would be invaluable in riot control. We have nothing like that in this country.

I have also noted communications equipment utilized by their intelligence division that were very sophisticated.

Special Clothing

In the area of clothing, their mobile units do use fireproof clothing, clothing which has small armoured plates. They have reduced their

injuries during crowd control by some 300 percent since they have adopted this.

This could go on and on. Their equipment has been very well planned and developed.

Head and Face Protection

Senator Percy. How about their head and face protection? Is that comparable or superior to our equipment?

Mr. Zanders. They have a helmet which is comparable to our equipment, although I do believe it has a much better face shield and it also has protection which covers the neck. It has protection for the ears and the side of the face. I believe they put a lot of thought into it.

Senator Percy. It is a formidable-looking uniform they have on, but it seems to provide a good deal more protection to the person using it.

Revolver Usage in Japan

Could you tell us, do the police carry revolvers in Japan, and what is the extent of their usage of revolvers as compared to our usage?

Mr. Zanders. During normal police duty, all officers in Japan carry a service weapon. During crowd management situations, the only weapon they carry is a tear gas cannister. They do carry a baton. They do not carry their service revolver. This is something we also wished to look into.

I believe during the 1968 difficulties in Washington, we were of the opinion officers should carry every type of armament into all situations. I believe you will observe in our riot control operations now that many of the armaments are not carried. We tried to tune the weaponry to the level of the demonstration. I believe much can be learned in this area.

Japanese Legislative Weapon Control

Senator Percy. Last question: Did you have a chance to analyze how well equipped the citizenry is with revolvers or rifles as compared to this country; what correlation is there between the control of citizens carrying small arms and the amount of crime that is committed, as against this country? Is there a substantial difference in the way they legislate and the degree of saturation of arms in homes as well as on the person?

Mr. Zanders. There has been extensive weapon control legislation in Japan. Its history goes back many years. I do not know when it first started. There are no weapons in the hands of citizens in that country.

This also applies to swords and knives. You do not find these weapons on the street. You do not find these weapons utilized in crimes. You do not find them involved in demonstrations or riots. There has been a long history of control and the law is very severe on the citizenry owning or possessing such type weapon. There are exceptions made for sporting weapons, the sporting rifles and sporting shotguns. But the permits for persons to own these are very limited.

I think the weapons control in Japan is much more effective than even in England.

Senator Percy. There is not a Japanese rifle association, then?

Mr. Zanders. I did not really check on that, Senator.

Senator Percy. Thank you very much, indeed.

Senator INOUYE. Thank you, Chief. I think it has been most helpful to all parties involved. Thank you very much.

Mr. ZANDERS. Thank you very much, Mr. Chairman.

QUEST FOR INFORMATION RELATIVE TO D.C. GOVERNMENT

STATEMENTS OF OFFICERS OF THE METROPOLITAN POLICE DEPARTMENT:

FLOYD POWE
WENDELL A. SAMUELS
ROBERT S. KELLER (FORMERLY WITH THE METROPOLITAN POLICE DEPARTMENT)
EDWARD F. STRONG
WILLIAM SHEARIN
JAMES WAINSCOAT
RICHARD A. DE SOTO

SUBCOMMITTEE PROCEDURE

Senator INOUYE. Since my appointment as chairman of the subcommittee, I have sought the very best and the very broadest information relative to the operation of the government of the District of Columbia.

This is no small task for the nature of this city's operation is itself complex and its financing and budgeting policy somewhat elusive, even to the most avid student.

In my quest for good, solid, reliable information on which I could base important decisions this committee will be called upon to make, I have, of course, consulted with the designated officials responsible, beginning with the mayor, and I will, of course, continue to do so.

I am, however, constantly reminded, and I think we all need to be, that all light, all knowledge, and all wisdom is not handed to any one of us along with the title or position of responsibility.

It is a source of constant refreshment to me that with all of the problems which seem to beset us, the average citizen who carries the real burden of governmental shortcomings on his shoulder is even yet tolerant, understanding, and often optimistic.

Further, he demonstrates good commonsense and he seems to know what he expects from his Government and how his Government should go about providing it to him.

So it is in this spirit I have sought out a group of younger police officers to appear before us today, in order that we can learn from them what we might do and how we might do it to achieve the goal toward which we are all working. And that is the improvement of the quality of life in the Nation's Capital.

It is, of course, impossible for any half dozen or so to truly represent a force of over 5,000. However, I want to state that I have made every possible effort to see that this group is as representative as it can be, and I believe that it is.

These men are in the beginning of their careers, all have responsibilities, most have families, and I am realistic enough to know that every one of them has come to this public forum with some reluctance and misgivings. None of them are truly volunteers, for I have sought them out for as many different reasons as there are individuals.

Their attendance was requested through the Department as a duty assignment.

INTRODUCTION OF AND GREETING TO OFFICERS

I would like to begin by asking these officers to step forward, if I may.

May I say at the outset how much I appreciate your participation in our hearings this morning. I wish to commend you for your decision to assist us.

If I may begin, I would like to ask all of you to identify yourselves by giving us some information as to age, your name, your place of birth, your family status, military service, if any, length of service on the force, present assignment, and additionally I would appreciate it if each of you could briefly tell this subcommittee what he considers to be the greatest problem confronting him in his efforts to become the very best police officer which he is capable of being.

OFFICER POWE'S BACKGROUND AND RESPONSES TO THE ISSUE

I notice that Officer Powe is on the end there. May I begin with you, sir.

Officer POWE. My name is Officer Floyd Powe. I was born in Clarksdale, Miss., September 4, 1936, and I am 34 years old.

I entered the military service in August of 1954. I was discharged in March of 1964. I became a policeman in August of 1965. My present assignment is with the Training Division, Vehicle Skills Section, Driver Education.

I am married and I have one son.

One of my major reasons for wanting to continue my career as a policeman is, of course, in the area of training and upgrading the Police Department as well as my fellow officers. To do this I have a problem with facilities and equipment and not the least is the man himself, for this is one of my areas.

Senator INOUYE. You are in the Vehicle Training Division?

Officer POWE. Yes, sir.

Senator INOUYE. Do officers have to be taught how to drive?

Officer POWE. No, sir. One of the requirements before you are appointed as an officer on the Metropolitan Police Department is that you do have a valid permit. I do not know how many years—you should be able to drive for 1 year or 5 years or 3 years, I don't know. You are just supposed to have a valid permit. This was the requirement when I came on.

OFFICER SAMUEL'S BACKGROUND AND RESPONSES TO THE ISSUE

Senator INOUYE. Can you identify yourself, sir?

Officer SAMUELS. My name is Wendell A. Samuels; born and raised in Washington, D.C. I am 30 years old.

I was appointed September 10, as the 5,100th policeman.

I am married. I graduated from Dunbar High School in the District and went to college in 1960, Claflin College in Orangeburg, S.C. I finished college in 1964.

I was drafted into the Army in March of 1965. I spent 2 years on active duty. I got out of the service in 1967.

Then I went into the District of Columbia Recreation Department where I stayed until the time I was appointed policeman.

My main interest for joining the Police Department was to bring about better community relations between the police officer and the community. I came in with this feeling because I worked with community relations officers in the area of recreation, with boys' clubs, Boy Scouts, and Cub Scouts. They helped me a great deal. I talked to them and worked with them, and they talked to me, and I decided I would try to better the community relations between the people of the community.

After I became a policeman, I went to the academy. I found out later that I had to wait a year before I could pursue this adventure, or this so-called goal of mine. This has somewhat disenchanted me just a little; but I am able to foresee it because some of the officers have explained to me that it does take time for you to learn about police work on the streets, and how to deal with people. So that is my position there.

FORMER OFFICER KELLER'S BACKGROUND AND RESPONSES TO THE ISSUE

Senator INOUYE. Mr. Keller.

Mr. KELLER. My name is Robert S. Keller. I am 25 years old. I was born in Portland, Oreg. I am married.

I joined the Department in January of 1970. I was fired from it in December of 1970. I would say my greatest problem while on the force was with the precinct level supervisor, the sergeant, and to a lesser extent, the lieutenant and captain. These men I found saw the goal of the Department as merely the production of a high number of arrests. Generally, that was all they looked at.

I didn't see this as the goal of the Department.

Senator INOUYE. Why were you fired?

Mr. KELLER. The reasons are somewhat unclear to me, since the firing was without cause, being in the probationary year. During sort of an informal review of my firing, I was told that I was not properly motivated to be a police officer in 1970 or 1971. And an hour's further conversation on that topic really provided no further clarification of what it meant to have improper motivation.

Senator PERCY. May I ask, Mr. Keller, do you think you were properly motivated?

Mr. KELLER. Yes; I do.

OFFICER STRONG'S BACKGROUND AND RESPONSES TO THE ISSUE

Senator INOUYE. Mr. Strong.

Officer STRONG. My name is Edward F. Strong. I am assigned to the Special Operations Division, Metropolitan Police Department, Tactical Branch.

I was born in Brooklyn, N.Y.; raised in New York. I spent 3 years in the Armed Forces. I spent 1 year in Vietnam.

After being released from the military service, I joined the Washington, D.C., Police Department. I am married, have been married for 4 years, and I have one little girl 8 months old.

You asked for the main grievance that we have with the Police Department. I cannot say I have any main grievance with the Police Department. I enjoy being a policeman. I love my job. I am very

happy with the Metropolitan Police Department, even though I would like to see a lot of changes made in the police department in terms of working conditions, equipment, and in-service training for the police department.

OFFICER SHEARIN'S BACKGROUND AND RESPONSES TO THE ISSUE

Senator INOUYE. Mr. Shearin.

Officer SHEARIN. My name is Officer William Shearin. I am a native Washingtonian, born January 2, 1948.

My reasons for joining the force are varied. One I can relate to you most easily is what I have seen going on, growing up in Washington, what I didn't like among the police officers. Brutality, I have seen brutality. I saw so much of this that I have never, myself, come in contact with this kind of thing, but I got such a feeling from it that I figured I might be able to do something about it.

The sensation from just seeing this type brutality was just about—I felt as if it were involving me, even though it was not. So that is just about one of the reasons there.

Also, this so-called, what is popularly called the "scandal sheet" or efficiency rating sheet, whichever they might call it. I definitely disagree with this. I am sure there are many ways of policing and I think the scandal sheet puts a block in front of a police officer. It slows him down and it is just too much.

Senator PERCY. Could I ask for one clarification of a statement, Mr. Shearin? You said you have not experienced, yourself, police brutality. That means that you have not had it inflicted upon your person, but you have witnessed firsthand police brutality?

Officer SHEARIN. I certainly have.

Senator PERCY. How long ago was that? What was the last incident you witnessed yourself?

Officer SHEARIN. This was prior to my becoming a member of the Metropolitan Police Department.

Senator PERCY. That would be how long ago?

Officer SHEARIN. Approximately two and a half years ago.

Senator PERCY. So you saw, two and a half years ago, police brutality, but you have not seen it since?

Officer SHEARIN. Physically, no.

Senator PERCY. All right, thank you.

OFFICER WAINSCOAT'S BACKGROUND AND RESPONSES TO THE ISSUE

Senator INOUYE. Mr. Wainscoat.

Officer WAINSCOAT. My name is Officer James Wainscoat. I am with the Third District Headquarters. I was born in Alameda, Calif. I am 29 years old. My education is in the bay area of San Francisco, Calif.

I spent a tour of duty in the service and came to the Metropolitan Police Department a little over 2 years ago. I have a wife and three children.

What disturbs me the most is not so much that we have problems. I wasn't so naive as to come here thinking the Department would not have any problems. It was the fact that it upset me to see the direction

in which the Department was going. I feel that if it continues this way, I will no longer be able to remain with the force and that it is time to speak up.

Senator INOUYE. What do you mean by "direction"?

Officer WAINSCOAT. What I mean by "direction" is the obvious signs within the Department as to what type of individual they want to be a police officer. What they expect of you and just what function you serve in the community.

Senator INOUYE. Can you be a bit more precise, sir?

RESIGNATIONS FROM POLICE FORCE

Officer WAINSCOAT. As Chief Wilson stated earlier, he said in speaking about the individuals who left the Department, the attrition rate which we are experiencing in the Department, he stated that they had all left for various reasons, mostly reasons for which they were going to other jobs, to improve their education, and what not. But I think one thing they all had in common was the disenchantment which they experienced while on the Police Department here in Washington.

LOW MORALE IN THE DEPARTMENT

This is a feeling that I think is pretty widespread, morale, where you do find it is based on a negative aspect. Like uniforms and such, as motormen on the cycle, or being a plain clothesman, or SOD. There is no positive aspect of morale. I feel morale is very low in the department right now.

As to where I think we should be going, what we should be doing to change this direction, I have many thoughts. We probably will get into it a little later on.

Senator PERCY. What proportion of the department do you think you speak for, may I ask, when you say morale is low? Is morale low among 5 percent of the members in the department, or better than 50 percent?

Officer WAINSCOAT. I would say better than 50 percent.

Senator PERCY. May I ask you just to clarify your statements so far. When you say that many on the force are dissatisfied and they have to leave because, as you have indicated, they feel the type of person being attracted into the department and the type that the department wants is a different kind of person apparently than had been personally envisioned by you originally, do you feel yourself that your own personality is not going to result in your progress in the department—that you feel sort of unwelcome in the department?

Officer WAINSCOAT. In a sense. I feel two things happening. Either that I will slip into the image which they want, which I prefer not to do, or that I shall leave in order to retain what part of me I would like to retain.

OFFICER WAINSCOAT'S SELF-ANALYSIS

Senator PERCY. Can you characterize yourself? How do you see yourself? Then can you characterize, perhaps through a character sketch, the kind of person you think is being attracted to the Department and the kind the Department seems to want?

I am not asking for self-analysis——

Officer WAINSCOAT. Yes, you are.

Senator PERCY. In a sense, but on the other hand, I want to really try to understand your statements.

Officer WAINSCOAT. I, like many others on the Department, am very sensitive to the needs of the community, to the needs of my fellow officers, and I don't think that—I am not a hard person, I am also not totally against any type of force when it is needed to maintain an arrest or to save life or property.

From my experiences in the Army, I think I can justify that.

The Department may want this type of individual, but the latitude in which he has to work does not satisfy his needs, as far as working with the community and doing a community service. I do not feel that since I have been here that I have done a community service. I have had to go beyond my 8-hour tour of duty in order to feel I am doing a community service and get involved in community activities. Within the Department, I do not find this need satisfied.

Senator PERCY. Now, can you give a character sketch of the kind of person you think the Department is looking for?

When you say the Department, the Department is a lot of people. There is the Chief, Deputy Chief, and so forth. They are different personalities. They are not homogeneous in their desires. But can you define what kind of person you think the Department, as such, is trying to attract? What characteristics should that man possess, do you think, or does he possess?

ROLE OF PATROLMEN: "QUOTA SYSTEM"

Officer WAINSCOAT. Here I am more concerned with the patrolman; the man in the scout car and on the foot beat, because that is all I have ever known, except that I worked some vice for awhile. But in those two areas I think I can speak with some authority.

They say there is no quota system. There has not been a general order that has come out yet that says there is a quota system, but when you have an evaluation sheet such as they have, and encouragement is given to those that are the No. 1 in arrests, No. 1 in tickets, and your quota is more or less based on theirs, it is awfully hard to remain as you think you should be and use discretionary powers out on the street when you have this hanging over your head.

Toward the end of the month, you don't know that you are going to see a good violation of the law, one that permits a ticket or an arrest, and you cannot take a chance on that, so you make the lockup and issue the ticket.

It is an intimidation. It is not as obvious as a general order, but it is there. The men feel it very strongly. There seems to be quite a bit of resentment.

We were fortunate in the third district my first year there, we did not have any kind of evaluation sheet. So we have experienced both. And with this evaluation sheet, it is really—I don't want you to get me wrong, I believe a man should be evaluated. I truly do. There is no other way to know, how he is doing and to help him out. But the evaluation sheet seems to be geared toward arrests, lockups, incidentals reported on the street, and defects in property.

Senator PERCY. I think I will interrupt you here so that we can proceed, Mr. Chairman, in accordance with your plan; then we will come back for further questions.

Thank you very much.

OFFICER DE SOTO'S BACKGROUND AND RESPONSES TO THE ISSUE

Senator INOUYE. Mr. DeSoto.

Officer DESOTO. I am Richard A. DeSoto. I am assigned to the Criminal Investigation Division, Robbery Branch, Metropolitan Police Department. My duties entail investigating and assisting in the investigation of armed robberies in the District of Columbia.

I was appointed to the Metropolitan Police Department in September of 1968. I was assigned to the precinct level until November of 1970, when I was transferred to the Criminal Investigation Division as an investigator.

I am single. I am 24 years old. I am a New York Stater, born in the western part of New York State. I left high school, went into college, graduated from 2-year college in New York State, transferred to the American University in Washington. Upon my graduation, I joined the Metropolitan Police Department.

From the seventh grade on up, I believed I wanted to be a policeman. I knew I wanted to go into policing. I wanted to be a policeman. I am not here because I cannot find another job. I am here because I want to help the people in the city.

I fully intend to take advantage of the newly passed 20-year retirement. I am going to take advantage. I am going to be here to see the 20 years, I believe.

I have listened to some of the comments concerning the problems on the Police Department. I believe we have problems. I think the Chief is aware of the problems and this morning he has indicated he has attempted to correct these problems. I think the caliber of men we have in the Police Department is not what it should be. I believe that this drive for recruitment has caused the Police Department to take a lower caliber of policemen. I cannot base this on statistics; I can base this on talks with the men, seeing the men in operation every day.

The Division in which I work, the Detective Division, has highly trained men. The supervisors, I believe, are the best. I was unhappy in the precinct level, not because of the ranking officials but because of the low-ranking officials. I did not believe that they were suited or properly trained as could be. Where I am, in the Division I am in right now, I believe we have the very experienced investigators, very experienced officials.

PATROLMEN AND "QUOTA SYSTEM"

As to the scandal sheet, I have to make a comment on that. I believe it is a very valuable and very necessary measure within a police department. Not so much on the number of arrests that are made, or the policemen I believe are required to make a certain number of arrests, at least I can see it that way. It could be used also for a policeman making too many arrests. He could be doing something

wrong, maybe his quality is not up to par. Maybe he is arresting too many people. The police have to have some way of measuring this, and I believe this is an adequate measure.

Parking tickets I am not involved in. Moving violations I am not involved in. But as far as misdemeanor and felony arrests, depressions in the roadway, so to speak, somebody out there ought to pick these up. We are out on the street and we see it. It doesn't take very long to write there is a street light out, traffic light out, serious need for improvement in this area, since we have to be there anyway.

I enjoy my job within the police department. As I said, I enjoy it.

Senator INOUYE. Three officers mentioned the scandal sheet. The Chief has indicated that the scandal sheet does not exist. Do all of you feel there is such a thing as a scandal sheet?

Mr. KELLER. May I direct a comment on that, Mr. Chairman?

Senator INOUYE. Yes.

Mr. KELLER. The bad aspect of the scandal sheet, I think, is the precinct officials who are evaluating you want a large number of arrests. And an arrest to them is merely putting a person on the book. What happens after that, whether the case is dropped the next day or not, does not concern them. So that there are men in the precinct who go out and make a lot of cases that they should not make. We are measured up against their performance. The first month we had the scandal sheet, we were told two men in another section made more arrests in a month than our section combined.

Senator INOUYE. Would any others like to comment on the scandal sheet?

THE EVALUATION SHEET

Officer POWE. Mr. Chairman, I would like to comment briefly on that. The evaluation sheet, I am not familiar with it now. They did have one when I first came on the Department.

Now, at that time, I was assigned with an experienced man and I was under the impression, while working with him, and the other officers and also the lower officials, that I had to arrest so many people. I had to write so many tickets, et cetera. This was during that time I was assigned with this older police officer. The evaluation sheet was to get more production out of the individual officer as well as to evaluate him.

On the first of the month, say from the first to about the fifth, anything that moved, and moved wrong, we would lock it up. We would write a number of tickets. From then on, I would still be under his supervision, I did whatever he told me to, which was mostly nothing. Virtually nothing.

So you cannot say you are going to evaluate my performance in 1 month, when I can perhaps give you in 5 days, maybe six arrests.

Senator INOUYE. What is the effect on the efficiency or the efficient performance of police officers? What is the effect of the scandal sheet on the efficient performance of the police officer? Does it have any effect on him?

ADDITIONAL COMMENT ON THE EVALUATION SHEET

Officer STRONG. I cannot speak for the way it is handled in the precinct because I am not assigned to the precinct. The unit I am assigned to, we work primarily in the high-crime areas. We are not

bothered with things that the precinct men are, like talking dogbite reports, or these everyday-occurrence reports, and things like that. We are out there to suppress crime in these high-crime areas.

They don't set a quota on us, but we do have an evaluation sheet they use. Each month a man's total arrests, his traffic violations, his traffic stops, things like this, are placed on a sheet. This is used at the end of the month for the officials to look over and determine whether or not the men in their command are working out very well as an officer.

I do not know of any case where a man has been actually put on a block for not making so many arrests or anything like this. But they do use them to pick up persons that they might have to talk to, they might have to change partners with, to make sure his performance on the street is a little more efficient. I feel that it is used to benefit my unit, the scandal sheet that we have, if you want to call it that.

I am not afraid of it. I do my job as a police officer. I make my arrests, I make my good cases. It doesn't bother me. They could have one, they could set a quota, things like this. It just wouldn't bother me. I don't feel that it burdens the men in my unit. I don't know how they use it in the precinct.

Senator INOUYE. Mr. Shearin, does it affect your efficiency as a police officer?

Officer SHEARIN. I wouldn't say that it affects mine too much. Like I said in the opening there, I am quite sensitive to the people in Washington and the Police Department, everybody. I work with a lot of junior men that just came from the training division and just new men in general, the majority of the time. The first thing they hear about is the scandal sheet. And I have gotten into several situations where they want to, like Officer Powe says, "lock up anything that moves."

I have had plenty of experience out there in the street in handling situations and how to quell several types of incidents. These men, they get this idea about the scandal sheet, that they have got to "lock up everything that moves," or they will get fired or fined or something of that nature.

You asked, do I think it affects my efficiency. I don't think so. But I think it bothers more of the people out there than me.

MEANING OF "HUMMER"

Senator INOUYE. I have heard several police officers use the term "Hummer." Is there such a word? What do you mean by "Hummer?" You smiled, Officer Strong.

Officer STRONG. That is a term that is used from police officer to police officer. A lot of times it is just using jest. The one officer might look at another officer's case as a very weak case, and he might refer to it as a "Hummer." I feel that there is a lot of jealousy behind that word.

Senator INOUYE. What is the term you people use to describe an officer who does his work in the first hour, and spends the rest of the 7 hours fooling around?

I met a group of officers once who suggested that because of the scandal sheets, there are some officers who tend to build up their quota

in the first week and spend the rest of the month taking it easy. Would that be a very unfair judgment of the scandal sheet?

Mr. Wainscoat?

Officer WAINSCOAT. No, I wouldn't say that was an unfair evaluation. I notice in the area of domestic quarrels, when we didn't have the evaluation sheet, many of the incidents would be taken down to the U.S. Attorney's Office for a hearing. Very seldom do you see any hearings set up now when there is an opportunity to put a felony on the books. Regardless of whether it is going to be dropped the next morning or not, you get credit for it. Then you have an individual who may never have had an arrest record, and now he has a record. So I think it is a disservice to the individual who is involved.

RELATIONSHIP BETWEEN OFFICERS AND THEIR SUPERIORS

Senator INOUYE. What do you feel is the relationship between your men and your superiors? In other words, do you have constant communication with them?

Officer POWE. Mr. Chairman, my relationship with my immediate supervisor is excellent. I am speaking from my own knowledge of them and from the experience I have had with other supervisors who were my immediate superiors. Any problems I have, I am free to discuss them. I can take my problems to them, and they will try to work them out. So I could say that our relationship is great.

Senator INOUYE. Do the rest of you feel the same way?

Mr. KELLER. I found in the area of anything critical of the Department or departmental procedures, there was a strong taboo against discussion of any type. I suppose because the immediate supervisor felt threatened by that sort of talk, so there was very little communication of that sort between the men and the supervisors.

Senator INOUYE. Do any of you others want to comment on that?

Officer STRONG. Mr. Chairman, I can comment only about my unit, and I feel that in my unit, especially up to the lieutenant, we have very strong relations with our officials. We work very closely with them. We are free to talk to them at any time. But, again, they are not pressured like they are in the precincts. We do not have the hustle and bustle. I have even gone to the Deputy Chief's Office and just stopped in and discussed things with him. So our relationship is very great in my unit.

Officer SAMUELS. Mr. Chairman, my relationship is very good, too, with my immediate supervisor, who is a sergeant. I have not been in the precinct but about 2 months, and it is a very good relationship between our supervisors there. I am in the area patrol in the sixth district.

RACIAL BIAS IN THE POLICE DEPARTMENT

Senator INOUYE. Recently, there was an article suggesting that there was some racial bias in the Fire Department. Do any of you want to comment as to whether we have or have not bias in the Police Department?

Mr. KELLER. I found there was not much overt expression of racial expression on the part of white officers, and I think mainly because there are just so many black officers now. But it is said to me. It didn't take long when I rode with a white officer alone when a term

such as "nigger" might appear in his conversation, whereas you wouldn't see anything of that when he was with the other group of men.

Senator INOUYE. Do any of you want to comment?

Officer POWE. Mr. Chairman, if there is animosity or ill relationship between a black and white officer; as Mr. Keller says, I don't think the white officer would be in a position to voice it. He perhaps at this stage of the game has learned to suppress it. When I came on to the Department, there was quite a bit of it.

An example of this happened just before going on the street for duty one night in the precinct—my name is Powe, so if you did not see me, you wouldn't know if I was black, white or blue. As I came upstairs, the senior officer, which was a white one, said that I was black and said that he wasn't going to ride with me. There was an official standing by. This sort of thing would not happen today. At least, I don't believe it is occurring.

I am not in the precinct. This is where a great deal of your problems occur. It is a fast-moving area out there. The officials are overburdened especially the lower ones, but if there is such a thing as black, white, ill-feelings, I don't know of it. I am certain that if a white officer had any bad feelings, he is going to have to hold it. He had better be careful when he talks to another white one.

OFFICER'S OPINIONS ON BUDGETARY MATTERS

Senator INOUYE. I realize that very few, or maybe none of you, are fully qualified to participate in budgetary matters, but I wish to ask you two questions. If something had to be cut out of the Police Department's budget, where would you suggest that the cut be made? No. 1.

No. 2. If extra funds are available, what item or activity do you think should be funded?

If you have been following the hearings, you may notice we may have a problem in raising the necessary moneys to meet the budget. If that is the case, we may have to do some cutting of the budget. My first question was, if we had to cut, from where you stand in your role as a police officer, what would you think would be the least essential item that can be cut out?

Officer POWE. As I say I am in the training area, I am an instructor at the vehicle skills unit. Looking at this unit, there is nothing I could cut. I would want much more, so I can't comment in that area.

Senator INOUYE. This is not a big item, but do you want the braid on your uniform?

Officer POWE. The point is, sir, I would like to have a uniform that is presentable, that is nice. But I don't go along with the idea of taking a braid, putting it on my shoulder, or putting a stripe down my trousers, a piece at a time. If you are to have a uniform for me, somebody should go in the backroom, design it, have someone test it, see if it is going to work, if it is suitable. Then bring the uniform out, the whole uniform. So I would say it would be a waste to outfit me with an outside Sam Browne belt at this time, when some of the holsters are falling off, which I had seen myself, which has not proven to be a reliable piece of equipment. It is a waste of money. So you couldn't cut in that area.

Senator INOUYE. If we could add, where would you add?

Officer POWE. If we could add, I would add to recruitment training. I would spend more for one officer than I would for five, if he was recruited properly. Now, how to go about these fine integral parts, I couldn't tell you.

Senator INOUYE. Mr. Samuels?

Officer SAMUELS. Mr. Chairman, I see no cut in the police budget at all.

Senator INOUYE. Where would you add?

Officer SAMUELS. In community services. We need more men on the street doing community services. Someone that is trained, that knows something about the community in which he works. Like, for instance, myself, who was born and raised in the District of Columbia and knows what it is like in the community. We need more emphasis on that.

Senator INOUYE. Mr. Keller, you are not on the force, but what would you say?

Mr. KELLER. I think there are certainly areas that need a whole lot of improvement. I don't think it is a matter of money. The motivation doesn't seem to be really there at the top to improve these areas—recruiting, selection procedures, programs, some sort of instruction to the department down at the bottom to improve control of the men on the street.

Senator INOUYE. Mr. Strong?

Officer STRONG. I feel the mistake has already been made. I don't see where you could cut back. I do believe that these extra thousand men that were placed in the Police Department in such a short period of time was a big mistake the Police Department made for the simple reason that we do not have enough experienced men to train them. You have men riding cars where they have only two probationary men in the same car.

EMPHASIS ON IMPROVED FACILITIES AND WORKING CONDITIONS

I feel that if they had taken that money and improved our facilities, our working conditions, you could have gotten more out of the men you had in the Police Department. Such as improving some of the precinct houses, some of the areas we have to do our paperwork in. You might stand for 2 hours waiting for a typewriter to do one form.

Senator INOUYE. Is that out in the field?

Officer STRONG. Yes, sir. It has happened to me many times. It has happened, I imagine, to everybody in the group right here. I have made an arrest where it has taken me 4 hours to get back on the street because we did not have the right equipment; did not have the well-trained officer with you, or officer capable of learning faster, so that you could get out quicker. Especially equipment—typewriters. I have stood in line and fiddled with the typewriter ribbon, trying to repair a typewriter in the station myself. I have looked for a typewriter; I have looked for a telephone to use. Things like this are really terrible in the Police Department.

I have been in some of the station houses where I would not even use the bathrooms. I will go to a business place to go to the bathroom, rather than go in the precinct. I think conditions like this all work on a man's morale. If a man has to come to work in a sloppy place, if he has lousy equipment to use, he does a lousy job. I feel this is one of the advantages that some of our outlying police departments have.

I do not know the answer to it for our Police Department, but I do feel that work in this area should be accomplished to improve the officer, his outlook and his efficiency.

Senator PERCY. Mr. Strong, is the sloppiness you say in washrooms attributable to grossly negligent maintenance or is it simply because of carelessness by other officers who have a disregard for their fellow policemen, or officers who are using the same facilities?

I notice the little sign on the airline laboratories, "please be respectful of the next person who is going to use it, use your towel to wipe the bowl out." That is a very useful reminder if somebody else is going to follow you.

Officer STRONG. Some of the equipment, sir, is so old and the station houses are so drab, that it just causes a certain environment within a man. And I am sure that if you walked into an area where garbage was laying all over the ground and paper was all over the floor, the toilets were dripping, the sink was overloaded, you would not hesitate to wipe your hands on a towel and throw it on the floor. If this is the type of environment, this is the way you will react. I don't think it is on the fault of the police officers themselves. I do not know. I know I tried to keep my area clean, wherever I go in. I cannot speak for all police officers, but on the other hand, I do not see very much janitorial service in these buildings either.

I don't see anybody moving to improve these conditions that we have.

Senator PERCY. Do you feel it is a lack of funds, though?

Officer STRONG. I do not know. I am not qualified in that field. I just know these are grievances the police officers have that bother the men. It is very bad for morale.

GRIEVANCES ON WORKING CONDITIONS—CONTINUED

Senator PERCY. Is there a regular grievance procedure within the Police Department, so that these things can be aired within the Department?

Officer STRONG. I do not know; sir.

Senator PERCY. Do you have a suggestion box?

Officer STRONG. I have made suggestions to my captain about different things to change in my unit, and he has accepted my advice. I have talked to him.

Senator PERCY. He has been responsive to you?

Officer STRONG. Yes; he has.

Senator INOUYE. Officer Strong, if it was absolutely necessary that cuts be made, do you think that cuts can be made in the Police Department?

Officer STRONG. I don't think I am qualified to answer that question, sir. I can't think of any field right now.

Senator INOUYE. Mr. Shearin?

Officer SHEARIN. I am like Mr. Strong, I can't think of anything to cut. But I definitely see the need of more station houses or precincts whichever you might choose. I don't think they were built for the amount of men we have now. Right now it is like Mr. Strong mentioned: You can't find a telephone, you can't find room, everybody is just bumping into each other. There are too many men in the precincts, and the precincts are not built for them.

Senator INOUYE. I am well aware of that. I visited some of your precinct houses. I think they are about 70 years old. A lot of them have trailers for added space.

Mr. Wainscoat?

Officer WAINSCOAT. As far as making cuts within the Department, I think that I would like to see all of the deadweight that we are carrying on the Department gotten rid of. Those individuals who "satisfy the man" as they say. In other words, he gets his incidentals done, gets his minimal arrests, quantity, not quality. The individual who will get with it, he knows what it takes to satisfy the monthly reports, he gets with it, and then he becomes in policeman's term, the "hoodler." You see him laid up in a theater, see him in an alley at night sleeping. You see him everywhere, doing everything but what he is supposed to do, and what he is being paid to do.

Senator INOUYE. What happens when you see him sleeping in the alley?

Officer WAINSCOAT. When I observe him? Most of the time I am either with the fellow; and if he is sleeping, then I drive. I have come along in a scout car, where both men have been asleep, and have had to make a hell of a lot of racket before they were disturbed.

Senator INOUYE. Do you report them?

Officer WAINSCOAT. No, sir, I don't, because I don't blame them as much as I blame the organization that has made them so.

You see, when you come into this Department, and you go into the academy, you see some highly motivated people. You see fellows whose intentions are the highest. And then you see them leave the academy. You see them come into the precinct, subjected to the older officers, like Officer Powe indicated, who will pass on the bad traits.

You see the working conditions constructed in such a way that the man is hampered in utilizing the talents that he has. It doesn't take long before the frustration sets in and apathy and indifference take over, and you are just like the older officer, which you were so highly critical of in the beginning.

I don't know of what percentage are the ones that I would like to be like and the ones I admire, but gathered here today are representatives of that group. I do know them and how they do act, and they are fine officers. Here at this table there are two officers I don't know, personally, but everyone else here is not that deadweight, of which I am speaking. And yet each one individually has a talent far different from the other.

APPRAISAL OF OFFICER DE SOTO

Officer DeSoto here to my right, I met him when I first came to the 13th precinct. He had an ability, a talent, in investigating that was superior to most investigators. He is really talented in this area. This was recognized by Captain O'Neil, who kind of gave him a free rein. And so on his own time and the Department's time he went out—I think the area was First and Rhode Island. There was a juvenile gang that had been stopping cars, jumping into taxis, robbing the people right in broad daylight. It was a real mess down there.

Officer DeSoto, on his own, cleaned that up. He established an intelligence network there with the younger people, a rapport that

was unsurpassed by any other officer. He really came through, because he was given that opportunity to exercise and develop those talents.

He has since gone downtown. I don't know whether he is aware of it or not, but I have had a lot of feedback from other people on special units. They were glad he did not come to their units, because they don't like a go-getter, they know what they have to do to satisfy the man, and the last thing they want is somebody in there who is really going to be doing a good job. They feel they would be shown up.

APPRAISAL OF OFFICER POWE

Officer Powe, he is a man who came on this Department and adapted very readily to almost anything he encountered. He got out there and mastered the scout car, foot beat, progress reports and he moved right on through them. When he mastered something, he moved on to something else.

He had the ability to know when a younger man had talent, and he guided many men. He helped me quite a bit when I first came on. He guided them into becoming fine police officers. He will probably go on to be an official and a very fine official. And he should.

APPRAISAL OF OFFICER STRONG

Officer Strong works with the SOD unit. He has a talent on the street, too, a sixth sense that some officers just develop, knowing when something is wrong, when there is a transaction going on, who is dirty, who is up to something. He is a man who gets out there and he makes arrests, makes frisks, he justifies it with a sixth sense.

He can qualify as an expert on the stand and justify it with prior conviction. He is an excellent officer in this field, a man we need greatly in high crime areas. And he functions well. He carries out his duty with a demeanor and a manner that are complimentary to himself and the Department.

REMARKS OF MR. KELLER

Officer—well, he is no longer an officer, but I was fortunate to observe Mr. Keller when he was working in the Department. His talent was in the area of responding to domestic quarrels where there was a high emotional involvement. I have yet to see anybody as capable as he in handling such situations.

VIEW OF OFFICER'S POTENTIALS

Maybe we are getting into the area of specialization, where each man's talents should be recognized and utilized to its fullest. I don't know; but to bog a man down like Officer Strong with writing tickets and report writing, when he can be out there with that sixth sense that you just can't put a dollar sign on, or Officer DeSoto, with his investigative powers, or Officer Powe over there in the training academy teaching people how to drive, when he can be out there supervising and bringing into their own, fine police officers. I think this is an injustice to the Department and to the people of the District of Columbia.

GENERAL REFERENCE TO POLICE DEPARTMENTS IN OTHER STATES

Senator PERCY. You mentioned earlier you were disenchanted with the Department, and you may intend to leave it.

Officer WAINSCOAT. Yes; I have.

Senator PERCY. Have you had experience with other police departments, other than Washington, D.C.?

Officer WAINSCOAT. No, sir; only as a casual observer where I lived and how they related to the community.

Senator PERCY. But you have not had occasion to contact other police departments about the nature of your work or previous experience?

Officer WAINSCOAT. No, sir.

Senator PERCY. I was just wondering, how long did you live in Alameda?

Officer WAINSCOAT. I was born there, but I spent the first 15 years of my life in San Francisco.

Senator PERCY. You were born there and lived in that area. I lived in Alameda for a couple of years during World War II—at MacArthur Boulevard, I believe it was, and 35th. Do you know that police department or the other police departments out there?

In the towns you have lived in, do you think you would feel comfortable in those police departments? You are obviously intelligent, perceptive, highly sensitive as an individual. If I were running the Peace Corps or VISTA, almost anything, I would like to have you a part of the organization. But I wonder if your personality is such that you would feel comfortable in any really large metropolitan police department today?

Is this the kind of work you think you really want to do in life?

Officer WAINSCOAT. It truly is.

Senator PERCY. I would like to evaluate your disenchantment then with the Department. Is it purely with this Department, or would you be disenchanted with the Chicago Police Department, or San Francisco, or Alameda?

Officer WAINSCOAT. I wouldn't know, unless I were actually in it. But police work, I want to make it my life. I enjoy it very much. Early in life I thought I wanted to be a priest. I attended a seminary for awhile and then found out that was not my vocation. I thought of teaching, thought of social work. Even at one time of becoming an actor. All of the things a young fellow goes through.

POLICE WORK AND PERSONALITY FACTOR

Senator PERCY. All of those things you mentioned, with just the little acquaintanceship I have had with you and listening to you, I would have put ahead of police work in trying to select the right person—not to put a round peg in a square hole, you know. I would have said your personality, just as you evidence, would have superbly equipped you to do them. I am not as experienced in selecting men for police work, but I would have felt social work, where you can really help people, the ministry, that kind of work, would have really been your cup of tea.

Officer WAINSCOAT. No. Police work is.

Senator PERCY. Not that I am saying police work doesn't also need that kind of personality.

Officer WAINSCOAT. It does need it. Just as each one here has a special talent in police work, I feel I do, too. I feel as a footman on the beat, getting to know a neighborhood, creating some rapport, developing contacts, I feel I do quite well in that area.

I think all the professions that I thought of initially come into play as a police officer.

Senator PERCY. Mr. Chairman, may I ask, because I have lunch with Senator Ellender, our committee chairman, today at 12:30, just a general question, so I can get a little better picture.

Have you come together as a group or do you come here strictly as individuals who merely work together? Have you talked these matters over as a group in any way before?

(No response)

PUBLICATION—"SIGNAL THIRTEEN"

Senator PERCY. Concerning "Signal Thirteen," is the author unknown, and the editor unknown? I notice it is not signed. Is this a regular publication? This is issue 1, February 1971. I do not know whether it is still going on or not.

Mr. JORDAN. I might add that came into our hands, having seen a press report about it, and we requested the Department to furnish the committee with a copy.

Senator PERCY. I see. But it is an unsigned document.

Officer WAINSCOAT. If I might make a comment on that——

Senator PERCY. I wonder if it is organized dissent inside the Department, and whether this is something that Cheif Wilson would want to look into? Or is this feeling that there ought to be a better way to do things, a normal reaction.

COMMUNICATION CHANNELS TOWARD CHANGE

I think constructive discontent is very good. I used to have meetings at 11 o'clock every Tuesday morning when I ran the Bell & Howell Co., and I would get young people in there and literally put them in the President's chair and say, "don't wait another 20 years to sit there, tell me what is wrong with this company." And I always walked out with a headache because they really could say things and tell us what was wrong. I felt it was fine and wondered if they did.

Every office, even the Senate—if we could just get a girl page in the Senate—need improvement. I could talk for hours about reorganization and improvement. You would tear your hair out if you had to work under some of the conditions we work under sometimes.

Do you feel the discontent, the feeling you have, the improvement that you need, is unique to the Metropolitan Police Department in Washington, or is it simply a feeling there are not adequate channels of communication to get your ideas forward? I am trying to get the moral of the story here, as well as the individual stories.

Officer WAINSCOAT. I think it is both. There are not any channels in which to direct these thoughts of change. There is a suggestion box that sits outside of the rollcall room that collects cobwebs.

Criticism of the Department is stifled right in the rollcall room, right at rollcall. Yes; this is a time——

Senator PERCY. Is that shared? Is that a universal feeling shared by all of you or is there some dissent on that?

You recommend the channels of communication be opened up, that the Department morale could be improved and constructive suggestions would be made if there were a welcome mat—we welcome criticism and we welcome suggestions offered by the men and a channel and a regular means of communicating them.

Officer WAINSCOAT. Right. It is like the uniform change. It was a group of sergeants who gathered to select various ideas. And the men were never brought into it; they were just told to more or less go along with it. So we gathered up our own ideas and drew up petitions, but found out that we were really up against city hall when we took it to the inspector.

But this is a time, I think more so than ever in the Metropolitan Police Department, especially, when we find that we have such a young department. We are right in the process of molding the police department of the future, and many of us feel that now is the time to do something about it.

COMMENDATION ON THE PANEL

Senator PERCY. Mr. Chairman, I did not know we were going to have this panel, but I would like to commend you on having it. I think it has been constructive and helpful. It gives us a feeling for the men down the line; we have seen a better cross section of the Department than we would have otherwise. Knowing Chief Wilson, I know that he will look at this in the most constructive and enlightened and creative way that he can, because almost every organization can stand improvement. And your desire to want to see improvement, your desire to make law enforcement a career, I think is highly commendable. I think we have added considerably to our knowledge, the knowledge of this committee, as well as I hope opening up the dialog for the future.

I am most appreciative to each one of you for your courage in stepping forth, and being a part of an organization and being willing to criticize constructively that organization. It takes courage; that is the nature of the man we need in this kind of work and I am sure it will be looked upon in that light. It has been at our specific request as a committee, that you come forward and truthfully say what is in your minds and hearts.

Mr. KELLER. I would like to direct one thing to you, relative to your remarks to Mr. Wainscoat about his qualities and how they seem to fit into police work. I think somewhat of a misconception exists about the skills that police officers need. I think most of the policeman's time is spent in dealing with people and influencing people and he needs great understanding of people's behavior, their motivations, his own behavior, his own motivations. I'm sure Wainscoat has this and it is invaluable to him. Police officers in the past have been low in these types of social skills.

Senator PERCY. I understand you are a Harvard graduate and former Peace Corps volunteer, Mr. Keller; is that right?

Mr. KELLER. Yes.

Senator PERCY. I thank you very much. If it were not for the fact the chairman of the Appropriations Committee got up early this morning and cooked his own Louisiana creole lunch which we are going to enjoy, I would stay longer; I had better excuse myself.

VIEWS ON POLICE FUNDING

Senator INOUYE. Mr. Wainscoat, the second part of the question, if we had some funds available; where would you spend them?

Officer WAINSCOAT. This is off the cuff. I never really gave it much thought. I would like to see in the areas where we have our shortcomings, that we would seek experts in these areas and bring them in. You probably have to go outside of the District of Columbia in order to bring experts in to eradicate all of our ills.

But if money was spent there, instead of on overtime with high visibility patrols, which I don't think eliminates crime it just determines where it will pop up; where it will not pop up, because these individuals that do this high visibility patroling realize that is all they are doing, just walking around with a uniform on, hoping to deter crime.

NEED FOR UNIFORMS

Officer DESOTO. With my limited knowledge of the limited workings of the financial section of the Police Department, I really cannot pinpoint any place where money could be taken from or expenditures eliminated.

It is my feeling, the way I see it right now, money cannot be taken away from the Police Department. Nothing can be done but add money to the Police Department. The uniforms that were mentioned are definitely needed.

I saw one particular incident while in the court of general sessions, in the new superior court last year, while awaiting for an arraignment. A gentleman was brought out, dragged out by the marshals in front of the judge. As he was brought to the door, I sat forward because he looked to be a police officer. Everybody thought at first he was one of the members of the uniform source. It turned out he was a security guard. His uniform was identical to the Metropolitan Police Department, except possibly for the silver buttons instead of gold buttons.

This happened in the courtroom with police officers present. What was the reaction on the street when this man was arrested? What did the people think? What did the public think about this man fighting and struggling and being thrown in the back of the wagon on an assault charge?

If you go down to the stores in the District of Columbia, every department store has a metropolitan policeman guarding its packages or guarding its wares. Actually, they are not Metropolitan policemen at all, they are security guards. The uniforms have been made to look identical to the Police Department's, because these men are unarmed and I guess the men encourage people to think they are dealing with an armed police officer or police officer with full power. There may be less chance of shoplifting.

I think we definitely need new uniforms. As to how they go about it, I am not qualified to say.

COMMUNITY RELATIONS

I believe we need additional spending and funding in the recruiting procedures, which would be testing, psychological testing: psychiatric testing, and maybe a new entrance examination.

In community relations I believe we need some work. The Police Department has done an excellent job in community relations in the past 2 or 3 years, I can see, and I think we need additional money put into this field.

We are the people who work with the youth of the city. I think we should be able to take a little bit of time and be able to try and help these people. Drug addicts, particularly. The chief mentioned that 35 percent or somewhere in that neighborhood were the number of drug addicts or percentage of drug addicts. I thoroughly disagree with this. In fact, I can say, based on people I deal with and people I see every day, not only arrests but talk with every day, it would go as high as 90 percent.

I am not saying the average of the city, but these are people I deal with every day, committing felonies, that are brought before me. It is very high.

I think the Police Department should be mixed up with a little social work if there is time. I would like to see the police officer locate a job for the suspect he has arrested. Possibly enroll him in a drug program.

I think that while we increase in community relations, we should not back down to the criminal element. I do not believe we should allow the Police Department to be pushed around by the criminals out there. The K–9 Corps is a good example. When they talked of putting the dogs on the street, you heard a big uproar. I don't think this was from the honest citizens, not from the group of people that needed the protection. These were from the criminals afraid of these dogs. I would be afraid, too, if I were going to snatch a pocketbook and knew a German shepherd was coming up behind me.

The criminals are the ones who object to the dogs, not the honest people. This is backing down to the criminal element, and this should not be done. The Police Department should take a firm stand.

NEGATIVE EFFECTS OF PROMOTIONS

One additional thing I would like to bring in, since I am the only member of the criminal division here. A particular point that has interested me and not really directly related, but I would like to put it this way. Every man is interested in promotion. You are brought into the criminal investigation division probably as an officer and your next promotion would be to plainclothesman after approximately 6 months. Then you stay within that unit as plainclothesman until you decide to take a promotional exam.

Now, you have a man, maybe there 3, 4, 5, 10 years. He is a trained, experienced investigator and maybe one or all of the types of crimes committed in the city, homicide, sex offenses, robberies, auto thefts, check and fraud, maybe one or all of these particular units. Then this man is, of course, promoted. He is asked to take a promotional exam. The next step if you pass the exam, is not to continue in the field of investigation, but to be promoted to a uniformed sergeant. He may have been out of this field for 10 years, 5 years, but yet he is asked now to step back in and supervise a group of men.

I feel this is an injustice. They have done away with the rank of detective and detective sergeant. I feel this should be brought back into the Police Department to allow a policeman, that is a trained and

experienced investigator, to continue on with the field he wants. Don't put him into a uniform on the force where he is required to go out there and supervise uniformed men if this is not what he wants or is capable of. Why force one to stay in one rank or leave the Police Department to get what he wants?

SECURITY COMPLEX AMONG OFFICERS

Senator INOUYE. Do any of you have anything else to add?

Officer STRONG. I feel that a stronger survey should be made on why these older policemen are quitting the Police Department. In the last 2 years, I have seen some very well oriented, very well equipped police leave the Police Department. I had a partner of mine, Officer Marvel, who left to go to the Oakland Police Department. All he wanted to do was have somebody talk him out of it. Nobody made an attempt to talk him out of it. Nobody wanted to find out why. He felt that he was only a number in the Police Department, just like in the military. He did not feel that he was part of the organization.

I feel that this is a big thing within our Police Department. Men feel like they are just a number and if something should happen, they are just going to throw them to the wolves and hire another 1,500 men within a year's time. That is why men do not feel secure in this Police Department. They use this as a training center. A lot come on for 2 years, to go to another police department that requires a college degree.

CONFLICTS IN DAILY ROUTINES

I feel a bigger emphasis should be placed on keeping men, good men and getting rid of the men who are not doing anything, who are not benefiting the Police Department; find out their grievances, such as court procedure. Officers who make a lot of arrests and who spend a lot of time in court can get so aggravated and so fed up with this job, that right there could be a reason to quit. The simple reason is, if you take any day of the week, when the police officer has to go to court and cannot find a parking spot. Yet here he is the main witness in the court case. They have about a block over there for police officers to park who go to court. Half of the spaces are taken up by subway construction; the other half by people who just park there that don't belong there. So what happens to the officer? He gets a parking ticket or has to pay to park.

He says, why should I go to court, why should I make the arrest to start with? These are the kinds of things if a man is not properly motivated that will change his attitude on the outlook of the Police Department.

The same thing about coming to work. I work in a unit which has increased in size, doubled since I joined it. We might have 300 men working at one time. We do not have one parking spot. We have to park five, six blocks away. Our cars are vandalized. It is different things like this that really bother the policemen. And the little things start working on a man and the everyday pressures of his job. He has to care about things.

If he has his hat off in the scout car, he is going to have to write a letter for that. This practice of making officers write letters, I feel there should be some kind of investigation into that, and a change made.

Senator INOUYE. Writing letters?

Officer STRONG. Yes; any disciplinary action that is going to be taken against you, you have to write a letter. This takes up a lot of time and a lot of paperwork. Such as, if I should be late for work, I have to write a letter explaining why I was late for work. Which I feel is a very good practice, a man should be disciplined for being late. I am not saying that. But I feel a man should not be made to type a letter that has to be typed so perfect that it could be placed in evidence in court. It can't have a mistake in it. It is man-hours wasted.

Different things like this, the Chief should take upon himself to try and change, try to give the police officer more time on the streets. Give him less things to worry about, and concentrate more on the crime problem and his job and becoming more efficient on the job that he is doing.

APPROBATION ON PANEL

Senator INOUYE. Once again, I would like to thank all of you for assisting us this morning and participating in these hearings. On behalf of the committee, I commend you for your desire to be of service to your community. Thank you very much.

If you have any other comments to make, feel free to call upon us.

Chief Wilson, would you like to make any comment at this time, sir?

Chief WILSON. As I said earlier, Mr. Chairman, I would be happy to respond to any questions from the committee. I do not propose to engage in debate with my subordinates.

(There will be inserted at this point a memorandum, dated April 9, 1971, in response to an additional question:)

MEMORANDUM FROM GOVERNMENT OF THE DISTRICT OF COLUMBIA

METROPOLITAN POLICE DEPARTMENT,
April 9, 1971.

To: Mr. Comer S. Coppie, Budget Officer, D.C.
From: Assistant Chief George R. Donahue, Acting Chief for Jerry V. Wilson, Chief of Police.
Subject: Senate hearings insert.

You will find attached the reply to the following question which was posed by the Senate Sub-Committee on Appropriations and telephonically relayed to us by your office:

"Chief Wilson, much has been said about the Metropolitan Police Department's burden of dealing with national demonstrations and disturbances. Little if anything, however, has been said about assistance to the Metropolitan Police Department by numerous police departments and agencies which are staffed and funded wholly with Federal funds.

Just what is the strength and resources of Federal security agencies operating in the District of Columbia, and how helpful are they to the Metropolitan Police Department?

Do you know of any other city in the United States which has any Federal assistance of this type what so ever?

The reply is attached.

Attachment.

As a general rule, Federal Parks and buildings in the cities and states throughout the nation are protected by federally funded security guards. Federally funded park police, F.B.I. agents, custom agents, Bureau of Narcotic and Dangerous Drug agents, federal building guards, and treasury agents operate in the various parts of the nation based on the federal parks and buildings located there and the particular responsibilities each agency has. This being the nation's capital, we of course have a much larger concentration of federal property to be protected than most other cities and consequently a larger federally funded secu-

rity force. However, their purpose, is to protect federal property. They do not patrol our city parks, our business and residential areas; or respond to business robberies or residential burglaries, or direct city traffic.

This being the seat of the Nation's Government with the White House, the Congress, the Supreme Court, and the Departments of the Executive Branch located here, the Metropolitan Police Department is in a position to—and does—provide more local police assistance to the federal government than any other police department in the nation. When demonstrations on national issues take place on national monument grounds and parks, we respond to this need for police services and assist in providing additional police protection to the White House, the Congress, and other federal buildings and land. When crimes are committed in federal parks or buildings, it is normally the Metropolitan Police Department that receives the call and responds.

The cooperation between the various federal police agencies and the Metropolitan Police Department is good, particularly when one considers the coordination and certain command and control aspects involved in managing mass gatherings by more than one police force. There are many forms of mutual assistance and cooperation between our agencies. Particularly noteworthy is the assistance the F.B.I. provides us in certain lab work and the training our men have received from the Bureau of Narcotics and Dangerous Drugs. In these areas, they provide many forms of service to us as well as to other police departments throughout the nation.

The following is the authorized strength and fiscal year 1971 budget for the federal security agencies operating in the District of Columbia.

Agency	Authorized strength	Fiscal year 1971 budget
Executive Protective Service	829	$13,743,000
U.S. Park Police	453	5,652,000
Aqueduct Police	20	5,082,100
National Zoological Park Police	29	330,400
U.S. Capitol Police	622	5,134,000
U.S. Supreme Court Police	55	625,000
Smithsonian Institution Protective Force	276	2,000,000
Library of Congress Special Police	90	800,000
Federal Protective Force (GSA)	875	NA
Total	3,249	33,366,500

SUBCOMMITTEE RECESS

Senator INOUYE. Thank you very much.

Tomorrow we will consider the Fire Department and the agencies responsible for corrections, so until 10 tomorrow morning, this committee will be in recess.

(Whereupon, at 12:55 p.m., Wednesday, March 24, the subcommittee was recessed, to reconvene at 10 a.m. Thursday, March 25.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

THURSDAY, MARCH 25, 1971

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

The subcommittee met at 10 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye and Boggs.

DISTRICT OF COLUMBIA

PUBLIC SAFETY

FIRE DEPARTMENT

STATEMENT OF LOYDE N. BALCOM, ACTING FIRE CHIEF

ACCOMPANIED BY:

DANIEL J. PLASS, PROGRAM AND PLANNING OFFICER
EDWARD D. EBERHARD, ADMINISTRATIVE OFFICER
FRANKLIN MAPHIS, BUDGET OFFICER

BUDGET REQUEST

Senator INOUYE. Will the subcommittee please come to order.

Our first witness this morning is Acting Fire Chief, Loyde N. Balcom. The fiscal 1972 budget request for the Fire Department is $29,965,500, which is an increase of 7.3 percent over last year's appropriation.

I welcome you to the committee, sir. Please proceed.

ABSENCE OF CHIEF GROVES

Chief BALCOM. Mr. Chairman, I would first like to bring the regrets of Fire Chief Groves, that he cannot be here. As a word of explanation, he broke his arm in a third alarm in the middle of January, and in the course of the doctors' treatment they discovered other factors that indicated he should not return to duty. So he is on sick leave and due to retire.

PREPARED STATEMENT

I would like to submit my statement for the record and proceed by highlighting the major points of the statement.

Senator INOUYE. Without objection, so ordered.

(The statement follows:)

I appreciate this opportunity to bring to your attention the needs of the Fire Department, as reflected in the Fiscal 1972 budget.

The request is for $29,965.5 thousand. This is $5,116.8 thousand above the Fiscal 1971 Appropriation. Of this amount, $3,684.8 thousand has already been included in supplemental request for salary, medical and pension increases. The increase above total 1971 funding is $1,432.0 thousand. This increase has been limited to mandatory items as within grade advancement, Columbus Day holiday, increased employee health benefit costs and pension increases.

These funds will be used to provide the District of Columbia with protection of life and property through the prevention of fires before they occur and the expeditious extinguishment of them after they occur. They will also provide emergency ambulance service in the city.

The Department has two divisions organized to deliver these services to the community. The Fire Prevention Division's function is to reduce the number of fires that do occur through the enforcement of fire regulations, inspection of buildings, and to carry on educational programs to inform the public about fire safety. This division also works directly with the community to reduce the number of false alarms, incendiary fires, and other acts of harassment directed against the Department. Fire Inspectors are serving on the Commissioner's Service Action Committees. Other members of the Fire Prevention Division are working directly with youth through such programs as Roving Leaders, Cub Scouts, and the Police Boy's Club in programs directed at the root causes of this harassment. In 1970 the Department received 16,600 false alarms. Happily, partly through the efforts of this Community Relations Section, formed from the Fire Prevention Division, the number of false alarms each month has been less, during the first eight months of Fiscal 1971, than the same month in Fiscal 1970.

The excessive number of false alarms has forced the Department to decrease the number of units dispatched to initial alarms. The Department's Fire Fighting Division is organized into 32 engine companies, 17 ladder truck companies, 3 rescue squads, a fire boat, and various support units, which are distributed throughout the city to provide immediate protection in all areas. They can also be quickly mobilized to concentrate some units at a major fire while others continue protection in the rest of the city. In Fiscal 1965 these units made 68.4 thousand responses to 17.6 thousand alarms. Three thousand seven hundred of the alarms were false, causing a serious drain on fire fighting resources.

In December of 1966, the Department first reduced the number of units dispatched to alarms received from the fire alarm boxes. The number of false alarms continued to climb. In Fiscal 1969 units made 99.6 thousand responses to 31.2 alarms. Of these alarms 12,492 were false and the rate was still increasing. The Department made still further reductions in unit dispatches, in order to conserve fire fighting resources, this time on a selective basis. If this had not been done, it is estimated that unit responses would have exceeded 103.0 thousand in Fiscal 1970. However, the decisions to limit unit responses actually reduced responses to 76.6 thousand, thus keeping them within the capability of the Department's resources.

This policy decision is being further tested by an operations survey being conducted by the Westinghouse Corporation to be completed this month. This survey is being conducted to determine the optimal allocation of fire fighting resources.

The Department is also improving its Administrative services through an organizational study by the District Office of Budget and Executive Management. The reorganization proposed by this study includes the replacement of uniformed firemen with specialized classified personnel in staff and support positions.

58-979 O - 71 - pt. 1 - 31

In the communications area, the pilot emergency voice fire alarm system is being installed to change the telegraph, punch-tape fire alarm boxes to a telephone system. It is anticipated that this system, when complete, will further reduce false alarms, allow dispatchers to select only the required equipment after talking directly to the citizen requesting assistance, and improve the receipt and processing of calls through the installation of automatic command and control equipment. The use of this equipment will make the utilization of fire fighting units even more efficient.

The Fire Department is also charged with the responsibility of operating the city's emergency ambulance service, and it is currently operating nine of the eleven ambulances authorized to it. Requests for this service are increasing nine percent a year, partly because of a greater public awareness of the service and partly because of general difficulties in the total delivery of health services. The Department is actively seeking ways to meet this demand and also improve the delivery of service through reorganization utilizing the Federal Highway Safety Act.

I have briefly outlined the major actions taken by the Department to meet the public's need for fire protection and ambulance service. These actions will undoubtedly make the Department more efficient; however it still requires a great deal of man power to suppress fire. The Department budget is mainly composed of just that. This is the reason our increases have been limited to that area. The Department recognizes that certain reprogramming may be necessary later in the year to meet mandatory increases in other programs and objects. This we anticipate doing only as conditions and more efficient operations release funds from fire fighting.

INCREASE DUE TO MANDATORY ITEMS

Chief BALCOM. The total increase of $1,432,000 has been limited to mandatory items, such as within-grade advancement, health benefits, pension and relief increases. These increases will be used to provide the District of Columbia with protection of life and property through fire prevention and fire suppression.

This covers the requested increases in the 1972 fiscal year.

Mr. Chairman, I would further like to single out certain activities of the department during the past year, which I believe will be of significant interest to the committee.

If I may go to the charts, one of our main concerns over several years' period has been the increase in false alarms.

(Chart appears on p. 1613 in appendix.)

FALSE ALARMS

Starting in 1965, with less than 5,000, this has increased until it reached a maximum in 1970 of close to 17,000 false alarms. We took action in 1969, trying to reduce this, and as a result of our activities, more especially in the community relations field, we have, starting in May of 1970, started to show a reduction in false alarms.

(Chart appears on p. 1614 in appendix.)

FALSE ALARMS REDUCED BEGINNING OF FISCAL YEAR 1971

Throughout the rest of the year of 1970, and into the first 2 months of 1971, we have reduced the false alarms from the previous highs of the years of 1969 and 1970. Our maximum in 1 month in October of 1969 was over 1,900 false alarms.

(Chart appears on p. 1615 in appendix.)

PUBLIC RELATIONS ACCOMPLISHMENT

We feel that most of our accomplishments in this area have been in the area of public relations. This chart shows the percentage of false alarms in reference to our total responses. In 1969, this shows over 50 percent of our alarms responded to would be false alarms.

Now it has dropped in the range of 40 percent. However, this is a very serious problem and one we are still working on very strongly.

(Chart appears on p. 1616 in appendix.)

OPERATIONAL CHANGES

Because of this high percentage, we had to make some operational changes. This chart here shows the relationship of our total workload of units responding to our total fires, our increase in false alarms, which is the duplication of the first chart I showed you, and the adding on of the miscellaneous alarms.

Miscellaneous alarms have run pretty consistent since 1965.

The total fires have increased slightly, but not to an excessive amount. The false alarms, of course, had a sharp increase after the riots of 1968 on up to 1970 and we, of course, project a drop in 1971, as shown on the other charts.

SELECTIVE OR "ADAPTIVE" RESPONSE

As a result of this increase, in 1969 we took action to reduce the number of our responding units to each alarm. This we called a selective response. The term now being used in this area is "adaptive" response. This was not sufficient to lessen the load of units responding, and as it approached 100,000, it approached the point where we would no longer be able to operate with our present number of companies and manpower. So we made another decision late in 1969 to reduce the units responding, especially to false alarm boxes.

As a result of this, in 1970 we had reduced these responses from just under 100,000, to approximately 75,000.

ADMINISTRATIVE IMPROVEMENT

I would like to continue under administrative organization. The department, from a management concept, initiated through the Commissioner a request for an analysis in ways to improve the administrative and operational services. This study is under way and is being conducted by the Office of Budget and Executive Management.

As we receive interim reports in this area, we put in certain changes. Major changes were replacement of uniformed personnel with classified personnel and staff support function.

COMMUNICATION IMPROVEMENT

On the communication improvement, under capital outlay, we have made further effort to control responses by the installation of the pilot emergency voice fire alarm box system. It is expected that installation will begin in April and will be operational in July of 1971.

Mr. Chairman, this concludes the presentation of the highlights of the operation of the department during the past and current year.

Thank you very much.

Senator INOUYE. I thank you very much, sir.

EMERGENCY FIREBOXES

As noted in your testimony, I was very much dismayed in my recent travels around the city to note the great abuse of emergency fireboxes. What has been your experience with the voice boxes?

Chief BALCOM. We have no experience as yet. The installation will start in April and May. This is a telephone-type box. In other cities where this has been tried, the initial response is the reduction in false alarms.

Later on it may come up a little bit. But it does provide a much better service to the community because then they can talk to the fire alarm operator and describe the situation and we can then be more selective in what we send. Whether it is a company, whether they need an ambulance, or whether even they might need the Police Department.

Senator INOUYE. With the almost universal availability of telephones, do we still need boxes?

Chief BALCOM. This has been discussed at some length and with use of the 911 system, there should be, I think, some serious con-

sideration as to whether we should have fire alarm boxes. With additional use of telephones it is possible it would be more economical to go to the telephone system entirely.

Senator INOUYE. Could you put some dollar value on the cost to the department and to the people of the District, the cost of these false alarms?

Chief BALCOM. This has been most difficult. Several people have tried to estimate in different ways the cost of a false alarm. The obvious cost of gasoline and tires does come on up to probably somewhere in the area of $75 per false alarm. The other costs; accidents that happen during false alarms, the equipment out of service, in an area for that short period of time to determine if it is a false alarm; what effect it has on additional fire loss; these are factors that we have not come up with a way to evaluate yet.

APPREHENSION OF PEOPLE WHO MAKE FALSE ALARMS

Senator INOUYE. Do you have any record as to how many of these people who make the false alarms have been apprehended?

Chief BALCOM. No; I do not have any record. It is very seldom that they can be apprehended. We do have a few cases.

FIRE CADET PROGRAM

Senator INOUYE. I note from my study of past hearings that the Department made a strong presentation for the 10 fire cadet positions, which are presently authorized. I now notice that you propose to abolish these positions and instead establish administrative positions.

Does this indicate you are dissatisfied with the fire cadet program?

Chief BALCOM. No; our cadet program was earlier supposed to start at 25 and move on up to 100. The tuition for the cadet program was scheduled to be in classes of 25. When it was cut back to 10, we then could not work out with Washington Technical Institute a practical costwise basis for the training that would be necessary in the cadet program to bring them up in education to the Department level.

Further, when the Department had to abolish the 26 positions in fiscal year 1971, five of those were cadet, and that brought it down to five. And since we cannot practically use the cadet program with this few people, we decided that until such time as we could properly fund it, we would postpone the program.

INCREASED HEALTH BENEFITS

Senator INOUYE. Chief, I also note in your justifications that you are requesting $100,000 for increased cost of health benefits.

In my studies of other District agencies, I do not recall any similar requests. Can you tell me why the Fire Department is an exception?

Chief BALCOM. This $100,000 is related to the Government's contribution to employees health benefit insurance cost. This result of Public Law 91–418, dated September 25, 1970.

We had previously been absorbing this item to a certain extent and it has gotten to the point where we have to have additional help in this area.

ALLEGATION OF STATIONHOUSE NONRESPONSE: LETTER FROM CITIZEN

Senator INOUYE. Recently your department received much publicity about equipment and allegations that some of the stationhouses were not responding. As a result, my office has been deluged with mail from citizens of the District. I would like to read one paragraph from one of the letters and receive your comments, sir:

> We are in dire need of an improved fire department, both as to equipment and personnel, since as you doubtless know, two fire houses have been closed because of a personnel shortage. The pumper at the Dent Street station in Georgetown sometimes cannot go out because of need for repairs, and the ladder truck there until recently, of 1953 vintage, shows signs of metal fatigue and not too long ago had run into a curb when brakes failed, according to reports. It has been replaced with a 1955 truck. This fire company helps to protect Georgetown University Hospital and Sibley Hospital. This company, sometimes short of men, has to then borrow to make a fifth man on duty and this reduces the force needed at another company.

(See article on p. 1701 in appendix.)

Is this the present situation, sir?

Chief BALCOM. I would say that is probably very accurate. Our replacement program was recommended in fiscal year 1970 to be 11 years on pumpers, 17 years on trucks. Due to our financial situation, we have not been able to keep that program up. We are presently below strength, 85 vacancies, and of these we have in the firefighting division, 50. With our sick and light duty, we are below strength.

VACANCIES

Senator INOUYE. You have 50 vacancies at the present time at the firefighting side, 85 for the whole department? Why do you feel you are having difficulty filling these vacancies?

Chief BALCOM. Up to this point, it has been a matter of money, and now in anticipation of the second supplemental we have been putting men on. We have men on registers to be put on the job, but it has been up to this point entirely a money problem.

Senator INOUYE. If the Congress should respond favorably to your second supplemental request and this fiscal 1972 appropriation request, would you be able to fill all of these vacancies and upgrade your personnel strength?

Chief BALCOM. Yes, sir.

Senator INOUYE. Does that mean that all of these firehouses will be fully manned?

Chief BALCOM. Yes, sir.

COMPUTER STUDIES ON FIRE EQUIPMENT

Senator INOUYE. Would it also mean that the 1955 vintage trucks would be put into retirement?

Chief BALCOM. No; that would require additional money in the equipment field. Our normal annual replacement program is five pumpers, and one truck. We do not have enough money to increase our program as it should be, to reduce the age of apparatus to what we consider the proper level. We have made studies in this area and I have a chart to show you that, if you would like for me to.

Senator INOUYE. I would be very much interested, sir.

Chief BALCOM. We frequently have an opportunity to cooperate with the universities in allowing students to make computer studies in their courses. And therefore allow them to get their degree and at the same time be of benefit to the Department.

In this particular case, this was an information systems management student who wanted a program in which he could work within the computer field, to come up with a project for his senior year. We cooperated with him on working out a replacement schedule that we should use for the replacement of fire apparatus.

He took the number of companies we have, and we divided them into three amounts of runs. We call them the high run, 15 companies, where the runs were over 1,500 a year.

The medium run companies, which were 11, where the runs ranged from 700 to 1,500. And the low run companies where they were below 700, in which six companies were in this area.

He took the repair costs that we have on the apparatus, placed all of those figures in the 1969 cost figures, and projected them in an accumulative repair cost curve by the use of the computer, and this is the way the curve ran from below a thousand up to, at the 15-year level, a cost then of $19,000.

The same thing was done with the medium run companies, where in the same year span, 1 to 15 years, it would run from a thousand up to close to $13,000.

The low run companies ran from below a thousand to approximately $8,000.

So we can see from this that the number of runs that a company does would be reflected in the repair costs which, of course, would be reasonable.

Now, the next thing was to check out when we should replace those. We had to have a criteria for this. The department furnished the student the information for the current value of the apparatus, which is represented by these lines, with a range from 13 to 18 years of inservice life. Then, when that value plus the repair costs, equals the total cost of new apparatus, in the 1969 cost figures of $24,000, we should replace it.

Now, as these lines cross this repair curve, it shows the points, the years in which we should replace this piece of apparatus. The range in this one runs from 10 years—we went to the next highest year if it was in the middle here—to 11 years.

On the medium run companies, it runs from 10 to 12 years.

On the low run companies, it runs from 11 to 14 years.

COMPOSITE CURVE

From this, then, he made a composite curve which takes the number of companies we have, 32, evaluates it according to the 15 in high, the 11 in medium, and the six in low, and now comes up with a curve that lies somewhere between the medium run and the high run companies.

And we come up from this composite curve with a 10- to 11-year range.

We had selected as our best practical operation, a 11-year replacement program, with the 5-year in reserve program for a total life of the apparatus of 16 years.

ACTUAL PRACTICE

Senator INOUYE. What is the actual practice, sir?

Chief BALCOM. The actual practice, it runs 15 or 16 years in regular service.

Senator INOUYE. Plus reserve?

Chief BALCOM. Plus reserve.

Senator INOUYE. In other words, from those calculations it is uneconomical, is it not?

Chief BALCOM. That is correct. We feel it would be saving money if we could immediately go into a replacement program of the 11-year area, which would, of course, mean a severe expenditure in new equipment in one year.

EQUIPMENT REQUESTS

Senator INOUYE. Do you have any new equipment requests?

Chief BALCOM. No; in our 1972 budget request is our customary five pumpers, one aerial ladder replacement program.

Senator INOUYE. You have nothing for the new program of 11 plus 5?

Chief BALCOM. No; that was in the 1970 budget request, I believe, and that is when we had the cutback and went into the budget program we have now of just requesting mandatory increases.

Senator INOUYE. I presume you have discussed this with the administration?

Chief BALCOM. Yes; this information has been furnished the Budget Office. We have been in several discussions with the Budget Office in this area, and our indications from them is they are certainly in sympathy with us and more or less agree with us, but the financial problem is still there.

ESTIMATED COST

Senator INOUYE. What is the estimated cost of this program?

Chief BALCOM. At this point I do not have the figures what it would cost us to put the total program in service.

Senator INOUYE. Do you have any estimate?

Chief BALCOM. No; a piece of apparatus costs us around $35,000 now, and I will just be guessing. I would gladly furnish you that information.

Senator INOUYE. I would appreciate it if you could furnish that for the record.

Chief BALCOM. I sure will.

(The information appears on p. 1617.)

EXPENDITURE FOR EQUIPMENT

Senator INOUYE. Mr. Coppie, do you have any information on the estimated cost?

Mr. COPPIE. As Chief Balcom has pointed out, we could have a $500,000 continuing basic appropriation for the equipment needs of the Department. To implement the program he is talking about, I think it would cost probably an additional $1 million per year at a minimum. I would want to look at that and perhaps clarify it for the record, but also point out that the 11-year estimate is just that, an

estimate is just that, an estimate. It could be conceivably 9 years, where you begin to run into the economic break. We are looking at this now and certainly our objective is to try to bring as much economy and efficiency to the Department's operation as possible.

I think the initial problem is getting the dollars that will allow us to move forward to implement the program the Chief has discussed.

PRACTICES IN HIRING

Senator INOUYE. Chief, recently your department was accused of carrying on discriminatory practices in hiring. Do you care to enlighten the committee on this charge, sir?

Chief BALCOM. We do not feel that we are guilty of that. We use the Civil Service Commission for examination, the same as the police department, in acquiring men for this job. It is a competitive system.

Due to our money shortages, our manpower changeover is low; we have not filled all of our vacancies, and so therefore we have been taking men from the top of the list and therefore the competition is pretty severe at this level. They are fairly high grades.

At the present time, when we are filling more vacancies, we are getting down into the lower grades. We have had plenty of people taking the exam.

At the present time we are working with over 200 names and we have been following the procedure, taking them from the competitive exam, off the top of the list. I do not believe we are guilty of any discrimination in our handling of the people that we get on the list.

WASHINGTON POST ARTICLE: ATTEMPTED TRANSFER OF BLACK FIREMAN

Senator INOUYE. In this morning's issue of the Washington Post, on page E–3, there is an article written by Mr. Eugene L. Meyer, with the heading, "Black fireman discloses transfer attempt." And the first paragraph reads as follows:

> A D.C. Fire Captain tried unsuccessfully last week to have the president of a Black firemen's group transferred out of his Northeast Washington Fire Co., and ordered him not to speak to the press, the fireman said yesterday.

(Article appears on p. 1730 in appendix.)

Do you have any reactions to that, sir?

Chief BALCOM. Well, this request for his transfer came through the normal channels that such a request does. The Battalion Chief had approved it and the Deputy Chief disapproved it, with the recommendation that all of the people involved be brought in and a conference be held as to just what the difficulty was.

The Assistant Fire Chief of Operations concurred with the Deputy Chief on the disapproval of the transfer and did have the people involved, including the Battalion Fire Chief and the Deputy Fire Chief, in his office and discussed this whole problem.

This was also with our EEO officer and his assistant. I agreed with the Assistant Chief of Operations, that this transfer should not be made. I think we have resolved the problem from the standpoint of some of the other things that were considered in the report, that would indicate there might be further trouble there. Differences of opinion, I think, probably still exist.

Senator INOUYE. Do you feel there is credence to the charge that this man was ordered not to speak to the press?

Chief BALCOM. I don't know about that. It could be.

DISABILITY RETIREMENT

Senator INOUYE. Yesterday during the police hearings, we noted that a very large percentage of the men retiring were retiring due to disability. What would be the percentage in your department, sir?

Chief BALCOM. It is very high. The study that we have made in retirements for the fiscal year 1970 showed that of a total 82 retiring, 19 retired on G–1, which is disability incurred in the performance of duty; 61 retired on disability aggravated in the performance of duty; and two retired on the optional retirement of age and service.

The average length of service of these men was 21.25 years.

Senator INOUYE. A total of how many retired, sir?

Chief BALCOM. 82.

Senator INOUYE. And 11 were G–1?

Chief BALCOM. 19 were disability incurred in the line of duty. We have two types of disabilities that we can retire from; incurred in the line of duty and aggravated in the performance of duty. The majority of them now, since the change in the law, are going out on aggravated in the performance of duty.

Senator INOUYE. Sixty-one?

Chief BALCOM. Yes. This is continuing into 1971. Up to date we have 55 that have retired; 14 is in the disability incurred in the performance of duty; 37 disability aggravated in the performance of duty; two disability not incurred in the performance of duty; and two optional.

Senator INOUYE. This disability aggravated during service, was this disability present when the man was hired?

Chief BALCOM. No.

Senator INOUYE. It was the result of some activity in line of duty?

Chief BALCOM. Yes. Sometimes it couldn't be proven very well that it was, disability incurred in the performance of duty; that the aggravation took place could be proved much easier. So, therefore, the Retirement Board would rule, in a doubtful case, what they could definitely prove, which would be disability aggravated in the performance of duty.

Senator INOUYE. If you would furnish this committee as to the estimated cost of upgrading your equipment to the 11–5 program, plus the estimated cost of false alarms, to the people of the District, I would be most appreciative, sir.

Chief BALCOM. I certainly will.

PUBLIC INFORMATION FUNCTION

Mr. JORDAN. Chief, you have a large department, and you have a public information function that I believe, from information which has been furnished to the committee, costs something like $48,000, close to $50,000 a year. Is that correct?

Chief BALCOM. Yes.

Mr. JORDAN. And you have had crises arising over the past year and these have been noted in the press. I would note that the one last summer appeared in the press on June 10, and at that time, I think the

day after, the chairman of this subcommittee asked the city if they would like to reprogram moneys to the Fire Department from other funds, and they elected not to.

The next time the committee heard of the crises in the Fire Department was through a story in the Washington Post on March 9 of this year.

Mr. Chairman, I would just like to note that June 10 of last year was the day before this full committee marked up the District of Columbia appropriations bill, and March 9 of this year was 6 days before the hearings began this year. I am sure that it is just coincidental, those dates, that they just happened to appear that way. They were not designed to appear in connection with the congressional consideration of the District budget, were they?

(Article appears on p. 1704 in appendix.)

Chief BALCOM. Not in any way I know about.

Mr. JORDAN. Thank you.

AMBULANCE SERVICE

Senator INOUYE. I have just one other question, sir: I notice in your statement that you operate the city's ambulances.

Chief BALCOM. That is correct.

Senator INOUYE. Is there any charge for ambulance service here?

Chief BALCOM. No charge. Not for the emergency ambulance service which we operate. There is no charge.

Senator INOUYE. I gather from your statement that it is in almost constant use?

Chief BALCOM. That is correct. We have two more ambulances authorized than we have money to place in service, as far as manpower is concerned. So we are operating with nine ambulances and, of course, we have a tremendous workload for those nine ambulances.

Senator INOUYE. Where are these ambulances stationed?

Chief BALCOM. At the different firehouses.

Senator INOUYE. Senator Boggs.

Senator BOGGS. Thank you, Mr. Chairman. I do not have any questions right at this time. Mr. Clark may have some.

PERCENTAGE OF FALSE ALARMS IN PARTICULAR AREA

Mr. CLARK. Chief Balcom, are a significant percentage of false alarms in one particular area in this city?

Chief BALCOM. Yes, we have an area in the Far Northeast that has given us particular trouble. It is pretty well defined where the majority of the false alarms come from, with the exception of a night where somebody in another area might decide on that particular night to give us a little bit of trouble with false alarms and would pull several in that one area, just that particular night.

Mr. CLARK. I wonder if you could give us for the record the number of arrests and the number of convictions of persons giving false alarms during the past year. Or if that is difficult, then in the most recent 12-month period of record?

Chief BALCOM. I will furnish you that information.

(The information follows:)

COST OF FALSE ALARMS
TO THE
FIRE DEPARTMENT OF THE DISTRICT OF COLUMBIA
(A Very Basic Approach) Based on F.Y. 1970

Strength of Firefighting Division	1477	
Total Salary for the Division		$16,456,145.00
Average Annual Salary Per Man		11,141.00
Average Salary Per Week		214.25
Average Hourly Rate		4.46
Average Rate Per Minute		.74
Average Run Per False Alarm	3 mins.	
Average No. of Men on Turnout for False Alarm	5	
Average Cost in Terms of Time Per False Alarm		11.10
Cost of Oil, Gas, Repairs, etc. for F.F.D.		137,172.00
No. of Alarms Received	35,700	
Average Cost Per Alarm		3.84
Number of False Alarms Received	16,603	
Cost of Oil, Repairs, Gas, etc.		63,755.00
Cost in Terms of Salary in Turnout Time		184,293.00
Administrative Overheads		1,000.00
Total Cost for False Alarms		249.048.00
Average Cost Per False Alarm		15.00

Disposition of Complaints Filed in Court for Sounding False Alarms

	DISPOSITIONS											
	Susp.Sentence .	Probation	Fined	Jailed	Forfeit Collateral	No Papers	Nolle Prossed	Dismissed	Not Guilty	Hospitalized in Mental Institute	Action by Juvenile Authorities.	Total Cases
F.Y.70			1	1	1					1	8	12
F.Y.69	1			3	4	1	2		1		10	22
F.Y.68	1	1	1	4	2	1	1	1	2	5	34	53

INTEREST OF INSURANCE COMPANIES

Mr. CLARK. One more question, Mr. Chairman.

Have any insurance companies been in touch with you about their possible concern as to the lack of firefighting capabilities?

Chief BALCOM. No; they are concerned with the number of suspicious and incendiary fires that we have, and this has become a very serious problem with us in our increase in fire loss and alarms. So they are in touch with us in this area, but not on the lack of firefighting service.

Mr. CLARK. Thank you very much.

Senator INOUYE. I thank you very much, Chief. We will do our best to help you operate your Fire Department. We will be calling upon you at some later date.

Chief BALCOM. Thank you.

DEPARTMENT OF CORRECTIONS

STATEMENT OF KENNETH L. HARDY, DIRECTOR

ACCOMPANIED BY:

ROBERT W. COLEMAN, SR., ASSOCIATE DIRECTOR, ADMINISTRATIVE SERVICES

ROBERT MONTILLA, DEPUTY DIRECTOR

DR. STUART N. ADAMS, ASSOCIATE DIRECTOR, PLANNING AND RESEARCH

BUDGET REQUEST

Senator INOUYE. We will next hear from Mr. Kenneth L. Hardy, Director of the Department of Corrections.

I note that your budget request for fiscal year 1972, is $23,487,400, which is an increase of 26.5 percent over the last appropriation.

On behalf of the committee, welcome, sir. You may proceed.

PROGRESS—1971

Mr. HARDY. Mr. Chairman, it is a pleasure for me to be here before you and your committee to present the department's 1972 budget request.

During the past year a great deal of progress has been made. Much more needs to be done, and the budget we present is meant to help us attain this end.

In order to facilitate our mission, the department has reprogramed to encompass six major activities: Administration, Adult Services, Detention Services, Youth Services, Community Services, and support of District Prisoners in Federal Institutions.

This realinement more realistically reflects the work of the department, particularly in the Community Services, Adult Services, Youth Services, and Detention Service areas. It is in these areas that the department has made some remarkable progress in providing services to the incarcerated and to the community. It is the framework on which our plans in corrections reform and improvement are based.

ACTIVITY RESPONSIBILITY

Administration is primarily concerned with the overall executive responsibilities of the department: Research, planning, and evaluation; executive staff functions; business; personnel; employee training; and automation of our data.

Included also this year is our Correctional Program Development; that is, medical services, education, vocational training, the training academy, the warrant squad, and social services.

In addition, there is transportation and agricultural functions.

Adult Services was formed to establish a viable correctional process cutting across three basic correctional settings. This Service is made up of the Complex, Maximum Security, Minimum Security, Evaluation and Training, and Medical Services. This new structure will make it possible to develop therapeutic community program opportunities.

Violators whose characteristics indicate a high level of trustworthiness will be designated for these opportunities. The Minimum Security Unit will become an experiment for programs invoking advanced ideas of controlled freedom.

To better serve the needs of the judicial process, the District of Columbia jail and the Women's Detention Center are combined into Detention Services under a single Administrator. These institutions are primarily holding facilities for persons awaiting trial.

Youth Services is comprised of the youth center, community treatment center for youth, youth parole, and the Youth Crime Control Project, all combined under a single Administrator. Under this organization, field and institutional assignments were merged, resulting in a continuity of treatment services for all youth clients.

Thus, psychologists and classification and parole officers serve their clients in the community, as well as in the institution.

Community Services covers all phases of adult community treatment participated in by the department. Included are the community correctional centers, parole, the Employment Development Division, and a Narcotics Control Project.

These programs offer vocational training, counseling, rehabilitative opportunities, and chances for community adjustment to the adult parole and work release participant.

The mission of the community services area of the Department, as outlined in the Mayor's task force report on corrections and the President's crime control proposals, is to expand correctional services into the community. This expansion includes both the addition of many new offenders to supervision and the increase of intensity and efficiency of community supervision.

A crucial component of this expansion is research to evaluate programs in terms of cost-benefit analysis and recidivism rates.

Support of prisoners in Federal institutions provides funds for reimbursement to the Federal Government for the care of District of Columbia prisoners in Federal institutions. Certain felons must be transferred to institutions offering greater security because of their nonconformist and dangerous attitudes.

OBJECTIVES OF DEPARTMENT

Mr. Chairman, the basic objectives of the Department of Corrections are to provide custody of persons detained for or sentenced by the courts; and second, to change the future behavior of incarcerated offenders by rehabilitative programing. We feel more strongly than ever that Corrections can contribute significantly to the reduction of crime through rehabilitative procedures.

REQUESTED INCREASE

The fiscal year 1972 budget provides $23,487,400, an increase of $3,542,900, of which $1,913,200 is for pay raises and annualization. The remaining $1,629,700 is for programs now underway.

The 1972 requests provide for no additional new programs and provides for what we consider required and mandatory items. We are asking for an addition of 78 employees, of which 43 are for staffing new facilities, and the rest to provide for increased workload caused by additional population.

ALLOCATION OF INCREASE

The requested increase covers five critical areas of need.

1. Completion of the community correctional center program as commenced with the fiscal 1969 budget supplemental and the 1970 fiscal year budget.
2. Personnel required for staffing new facilities.
3. Expansion of the narcotic control project.
4. Increased cost of supplies, materials, equipment, utilities, and other services.
5. Continuation of capital improvements master planning.

Nothing in this budget provides for the new facilities and programs required to cope with the sharp increase in workload anticipated under the Court Reform and Criminal Procedures Act of 1970.

In closing, Mr. Chairman, I would like to thank you and the committee for the many courtesies and backing by approving past budget requests. I feel the department has overcome most of its deficiencies and is well on the way to becoming a model for the Nation. Without your help and confidence, it would have been an impossible task.

Senator INOUYE. Thank you very much, Mr. Hardy.

PRETRIAL CONFINEMENT

Sir, this subcommittee has been advised of the overcrowding in the District Jail and other facilities. I have tried my best to study the complex projection of population to prepare and submit to the committee.

However, in view of the recent reorganization of the court system here, and the great increase in funds and supporting staff for the operation of the courts, we have been advised that we should be noticing a decrease in the need for pretrial confinement.

Would that observation be correct, sir?

Mr. HARDY. That observation is correct, sir.

REORGANIZATION OF COURTS: POSSIBLE REDUCTION IN INSTITUTIONS

Senator INOUYE. Then if this observation is correct, I would also like to remind you that yesterday in the testimony offered by Chief Wilson, it was noted that the rate of increase in crime has reduced on a monthly basis and that one of the chief goals in the reorganization of the courts was to reduce the backlog in an effort to achieve trials without undue delay.

Now, if that is the case, it would appear to the subcommittee that the population of your institutions should be decreasing.

Mr. HARDY. Sir, since August of 1970, the Deputy Mayor has had a committee, a task force, working on the projections growing out of what we anticipate from the Court Reform and Criminal Procedures Act, its impact on the Department of Corrections, its impact on the other segments of the criminal justice system.

I can speak about this impact we expect from the studies made by this task force.

1970–75 POPULATION PROJECTIONS

I have a chart before you, "Population Projections for 1970 through 1975." I will ask Mr. Montilla, the Deputy Director, to follow the chart as I explain it.

In the projections you see there, the detention facility, which is the lower line, and for the calendar year 1972 we are anticipating in the detention area, an addition imposed upon the District of Columbia Jail, a need for 240 more bed spaces.

We will need additional staff to take care of the supervision of these 240 more people in detention services.

At the Youth Center, we anticipate that this Court Reform and Criminal Procedures Act will cause 250 more new commitments for which we must be prepared in our Youth Services; meaning that we will have to consider a second youth center for incarceration of the youthful offenders.

At the Lorton Reformatory, I am expecting about 160 additional men in that institution, which we have to prepare temporary housing, and in addition to the housing, we must have programs. We just do not put men in an institution to sleep them and feed them.

You must have programs, that is, treatment programs to help reform their attitudes about social life.

Mr. MONTILLA. Excuse me, Mr. Chairman. I think Mr. Hardy meant the figures for the dormitory was 400 increase.

Mr. HARDY. Well, we will have to get about 12 additional temporary-type structures, that is prefabs, in order to hold 400 beds over the period of time we are projecting. But immediately we must prepare for 160 beds and temporary housing.

We also must bring our program up to 300 units. That is, each man at the institution should be involved in an individual program. At present we are running some deficiencies in our institutions in program as it is. So in order to build up to take on this additional load, the reformatory will have to create 300 additional units of programing there.

58-979 O - 71 - pt. 1 - 32

ADMINISTRATIVE OVERLOADS RESULTING FROM INCREASED POPULATION

There are certain administrative overloads coming about from this increased population. These overloads are causing us to ask for support programs in maintenance, transportation, clerical operations, and in culinary activities.

We will also have to look into the possibility—and this has been studied by the Deputy Mayor's task force—of taking over an institution that has been assigned to the Health Department, the Old Women's Reformatory at Occaquan, Va., to create that second institution I have been talking about, for the youth population coming in, that 250.

So as I said earlier, sir, there is nothing in the budget we presented this morning to take care of this overload we anticipate.

CAPACITY OF DETENTION CENTER

Mr. MONTILLA. I might add, Senator, the Director referred to the first question in talking about the detention center. You see our projections are very flat. Although the detention center has a capacity of 623, we have been operating at 1,000 to 1,100 for quite some time.

In this period here, we are anticipating the population will reach the 1,300, 1,350. And then begin to slide off again. This is not a large increase in detention and not a long-range increase in detention, but it appears to be quite obvious that we will have a continuation, a gradual increase. Today our population is close to 1,150.

Mr. HARDY Mr. Chairman, I think if you could get a picture of how we now stand, and then should we superimpose the projection, the population we anticipate from the new Court Reform and Criminal Procedures Act, it may give you some feeling about what the load is going to be in the next 2 years, 3 years, and 4 years.

STATUS OF DISTRICT OF COLUMBIA JAIL

We have at the District of Columbia jail an institution, as all of you know, is outmoded, an 1870 institution, that has been approved for replacement by the Congress. Well, we are in the preliminary planning and we do not anticipate replacing this monolithic bastille until 1974 or 1975.

So now in this institution of 100 years of age, we are housing, according to my count the day before yesterday, 1,194 detention cases. That institution has a rated capacity, operating capacity of 663. So you see how terrificly we are overloaded. Over 500 above the rated capacity.

WOMEN'S DETENTION CENTER

At the Women's Detention Center, an institution that we took over after the old Women's Reformatory was deactivated back in 1966, we are now holding in that institution 95 women. These women are either serving sentences, not to exceed a year and a day—these are misdemeanors, women who have been convicted by our courts—but in addition to them we have women awaiting trail.

So the population is about half pretrial and the other half sentenced, misdemeanors.

Those women who are sentenced as felony offenders go to Alderson, W. Va., the Federal Reformatory for Women, and we contract with the U.S. Bureau of Prisons to take those women because we cannot keep our long-term women in that "sardine can"—pardon my quotes—but that is a small institution up there, without the facilities that a reformatory provides.

That rated capacity is 50. And I say to you that 2 days ago my population was 95. That is plus 45 over the amount.

LORTON REFORMATORY

At the correctional complex, the rated capacity is 1,384. This is our adult institution for males, the Lorton Reformatory. Fortunately, we do have about 41 beds there. However, I am not saying we have been programed to meet the needs of all 1,384 men in that institution. We can sleep them, we can feed them, but we cannot give a complete correctional program in that institution.

MINIMUM SECURITY INSTITUTION

The minimum security institution, which we will now be combining under the administration of the maximum and medium security operation, the adult services I mentioned in my opening statement, there we have a capacity of 300. We are minus 59. However, this is the institution that the Alcoholic Rehabilitation Services will take over from us and hopefully they will transfer the old Women's Reformatory to us to make room for the 250 cases we anticipate under this act.

YOUTH CENTER

At the Youth Center, which is 11 years old, it is the only one that is physically, I would say, up to date and modern, in most respects. It has a rated capacity of 324. We are now running plus 40 over that capacity.

In addition to that, we have at the District jail 25 young men who have been sentenced under the Youth Corrections Act, but we are holding them at the jail to do the diagnostic studies on them because we do not have room to place them in the Youth Center as of today without overcrowding.

Also, at the Lorton complex, the adult institution for males, we have about 120 youthful offenders over there. We have had to put them over there because they have not been able to adjust to a youth program at the youth center.

Therefore, being disciplinary problems, we have had to transfer them to an institution offering more security and more, not restrictive, but I would say a program that can meet the needs of these men who are somewhat intractable youths.

However, there have been many court decisions and there is one standing now that forbids me to transfer a youthful offender from a youth center to an adult institution for adult males. So I must make room somewhere in our plans for these 150 intractable youthful offenders who we now house. I have to make room for the 25 who are at the jail and I must make room for the anticipated ones under the Court Reform and Criminal Procedures Act.

So, in our institutions we are running something like over 500 above capacity.

Now, what has the department done in the last several years to try to meet this without building more bastiles, building institutions, at $20,000 a bed, maximum security institutions? We have had to take some approaches to try to handle this problem.

Mr. Montilla, if we may have the pie chart. I think I have submitted some for the record.

RECIDIVIST RATE AMONG ADULTS

Mr. Chairman, when this administration assumed responsibility for the direction of this department in 1967, an analysis of our programs indicated that we were strictly a custodially oriented department of corrections. Any time you have a custodially oriented department of corrections, you may as well expect that your recidivism rates are going to remain high, 70 and 75 percent return of offenders who are released from a system that is strictly custodial.

Senator INOUYE. That is not the present rate; is it?

Mr. HARDY. No, sir. I will be glad to give you the present rates.

Senator INOUYE. What is the present rate?

Mr. HARDY. The present rate, sir; is broken down according to the service. That is the youth rate, the adult rate, as our research people have looked at this problem in the past few years. And I mentioned we have had a research component in this department for only the past 3 years. It has found that the adult offenders coming out of the Lorton Reformatory recidivate at a rate of 25 percent after 2 years out, 30 percent after 3 years out, 35 percent after 5 or up to 10 years out, and then it levels off.

So when you speak of recidivism, I would say that our recidivist rate among adults is running around 25 to 30 percent.

Our youth, who are more impulsive, more daring——

Senator INOUYE. Excuse me, Mr. Hardy. In coming to your rate of recidivism, does your study extend all over the United States? Someone could have spent time in Lorton and committed a crime in Albuquerque, N. Mex.

Mr. HARDY. Yes, sir. We are not just following up the new commitments to the jail or the information we get from the local police departments.

We get the FBI extracts to use these studies. So it would pick up anyone who committed a felony in the United States.

Senator INOUYE. This would be below the national average, would it not?

Mr. HARDY. I am pleased to say, Mr. Chairman, this department is below the national average for those departments that report such statistics. There are only about five systems where we can get information on recidivist rates to make a comparison.

Among those five systems, our comparisons show, and I will support this with our research studies—I am sure there are people who will challenge us on it—that the Department of Corrections men, offenders being released from our system, recidivate at a lower rate than those national systems or those State systems that have reported. And I say those systems rendering reports must be progressive systems because they are at least measuring what they are doing.

Senator INOUYE. If your statistics are correct—and I have no reason to doubt them—you should be commended because I believe the national average approximates 50, does it not?

Mr. HARDY. They are talking about 70 percent. Dr. Adams, if I may call him, he is our chief of research. He has been working with this problem. I would like him to give the chairman more detailed information on it. Because I would like it for the record.

NATIONAL AVERAGE

Dr. ADAMS. The data in this area are from—are very hard to interpret. I think 50 percent might be a good estimate for the national average. If you separate the national releases into first releases or repeated releases, you might keep in mind another two figures.

One would be about 35 percent for first releases and about 67 or 70 percent for repeated releases.

So I think a 50 percent figure might be better to remember as a general national average. And keeping in mind, also that many systems do not report. So that it is pretty hard to say that this is strictly true or it is going to hold up for any long period of time. When we get more adequate statistics, this figure may change somewhat, as we get more uniform reporting or more complete reporting.

Senator INOUYE. Thank you, Doctor.

CHANGE FROM A CUSTODIALLY ORIENTED TO A TREATMENT ORIENTED DEPARTMENT

Mr. HARDY. Mr. Chairman, before we got into the recidivism, I was talking about change of posture from a custodially oriented department to a treatment oriented department.

I do not wish to give the committee any picture that we are not concerned with custody, keeping these people for the time they are committed to us by the court. That is a responsibility that we have to assume. But we also have the other responsibility that we feel is just as equal to holding them in confinement, and that is to do something about them.

So in 1967, as you may note on the chart, custodial services took up 70 percent of the budget appropriated. That is the total budget for operating the department. Whereas in the area of planning and research, it was only 0.7 percent. In the education and training, only 1.5 percent; psychological services, only 1.1 percent, and employment services, 0.2.

SUPPORTIVE SERVICES

You will see another area in there called supportive services. This is our maintenance, our food service and medical service, et cetera. But I do want to show by comparison that we were heavily loaded in the area of custody.

Now, I am not saying that we have reduced custody in our institutions. We have received increases in officers over the period of years, but we have through the good graces of this Congress received additional money to increase our treatment services. I will skip the 1971 pie chart and go to the 1972 chart, which shows what we want to do in 1972.

MOST RECENT REPORT ON RECIDIVISM

By comparing that with 1967, you will see that our community and social services has moved from a 1.7 percent to a 24.7 percent activity. And I will say to you, sir, that because we have been moving in this direction, this is the reason I feel that our recidivist rate is going down.

Dr. Adams submitted to me just 2 weeks ago his most recent report. Doctor would you be kind enough to tell the chairman about that? I will appreciate it. This is our most recent report on recidivism.

Dr. Adams. We tried to get an estimate of what the community-based programs are doing for our recidivism rate. So we pulled some data from the releasees from community correctional centers and also a comparable group from institutional releasees.

We compared them in their community performance over a period of 8 months' exposure to ordinary community living. We found out that the respective, what we call return to the system rates, were 18 percent for the community correctional center releasees and about 30 percent for the institutional releasees.

This is a preliminary study. It is a sample study pulled together after about a year and a half of operation of the main part of the community-based program and it will need to be repeated more precisely on larger numbers. But as a preliminary study, it suggests that the community-based reduction in the failure rate or the recidivism rate of our releasees.

NARCOTIC USERS AND ABUSERS

Mr. HARDY. Mr. Chairman, we have another area which has been quite a problem to us in corrections, and that is the narcotic user, narcotic abuser.

We find that so many of the young men coming into jail today are under the influence of drugs.

Senator INOUYE. What percentage, sir?

Mr. HARDY. Fifty-three percent of some type of drug. We can break that down into heroin, barbituates, and amphetamines.

Senator INOUYE. What percentage on heroin?

Dr. ADAMS. I am not sure.

Mr. MONTILLA. The last study—we made a study about 6 to 8 months ago at the jail, on 30-day admissions, and found 43 percent positive heroin. That study was repeated just about 2 months ago, and the positive heroin was 53 percent, and other drugs was above that.

None of these studies report marihuana use because it does not show in the urinalysis.

Mr. HARDY. I mentioned this, Mr. Chairman, because these same people are coming back on the street, 98 percent of them someday, and we in corrections will have to handle this problem. I have seen the correctional programs in correctional institutions, not only ours, but in the Federal system, and in the State systems where group therapy, individual therapy, psychotherapy, all of the correctional programs that a man can be exposed to for 2, 3, 4 years. I have seen this at the Women's Reformatory. I was the superintendent at the Women's Reformatory. But I have also seen the same people, many of them, as soon as they are released to the street they want their fix, their first fix.

So the way to handle this problem is to work with it in the community. This department 2 years ago asked the Congress to give it the proper budget to start working with the narcotic offender in the community. The Congress granted this request and we opened up our first narcotics center. However, the funds for operating NARC center were transferred over to the Narcotics Treatment Agency under Dr. DuPont, who handles the whole program for the District of Columbia.

Outcome of Methadone Program

But I am pleased to see what is coming out of this. I believe in abstinence, I do not believe in a man taking a crutch for any emotional problem. However, sometimes when you have men who have done a life sentence on the installment plan because they have been under narcotic drugs for the past 15 or 20 years of their lives, then sometimes we have to be quite realistic about this and a man has to face that problem himself, and perhaps he is the one who can only make it on a crutch such as methadone, which replaces heroin.

Of the 350 Lorton releasees to the NARC center, I find that those on methadone—this is the last 6 months' followup—have 9-percent recidivism rate. Those on abstinence that is, fellows who feel that they do not need this crutch, have a 36-percent failure rate.

If we follow this and project it out a year, then I anticipate that those fellows coming out on methadone will have about a 12-percent failure rate in the community, as opposed to a 72-percent failure rate of those who elect abstinence.

We note that the volunteers after 6 months out, these are men who do not have to submit to urinalysis—urine surveillance, men that we are not checking, and these are not our men—I am comparing volunteers from the community, noncriminal people, not under our supervision—after 6 months out, they are returning to addiction at the rate of 44 percent. And, of course, the projection for 12 months is that these people who are volunteers and on abstinence programs will return at an 80-percent drug abuse rate.

So in this budget is a request to improve and expand on our narcotic treatment program for the offender in the community by establishing two satellite facilities in this town.

That, sir, is about all I have to say. If there are questions, I would be glad to answer them.

Senator Inouye. Thank you very much.

Youth Crime Increase

This subcommittee has been swamped with statistics and charts. As I recall those charts relating to crime and crime statistics which we examined from the Police Department from youth activities, I note that most of these agencies project a decrease in criminal activity. But I note that your charts assume that the crime rate will continue to rise. Is my assumption correct?

Mr. Hardy. Sir, we assume this increase in population, and we are not assuming this as a department. We are assuming this as a part of the task force organized by the Deputy Mayor back in August or July of this past year. There have been inputs from the Office of Crime Analysis, inputs from the U.S. attorney's office, inputs from the

NARC treatment center, our own inputs, and certainly, sir, I do not see any decrease in our projected population.

Senator INOUYE. We have been told with the new court setup you will have a decrease in pretrial confinement; with the added police force you will have less criminal activity. In fact, statistics presented yesterday showed a sharp decrease. Even President Nixon indicated that there was a decrease in the city of Washington.

Several other agencies testified, before you, and have indicated that they should experience some decrease in criminal activity.

We will be hearing from the methadone program and I assume they will tell us with this program, as you indicated, the rate of recidivism should be favorable. But you still insist that it is going up.

Mr. HARDY. I am saying, sir, that our detention population will rise for a period of time because there is more police activity—this is already reflected in our reports, in our population in the jail now. It has risen in the last 6 months. We anticipate that it will continue to rise and then level off about 2 years later. Then that population will drop down.

But those men who are already in detention, will move into our institutions to increase our population.

I am in agreement that crime is being reduced by the methods employed by the police, by the NARC center, and I would also like to inject here that perhaps the Department of Corrections is doing a little bit about some of this crime reduction, because of our lower recidivism rate. I did not want you to throw this bouquet, but I thought I had better take a chance and throw it at this time.

Senator INOUYE. Maybe the conditions were so bad, they don't want to get back there again.

Mr. HARDY. I hope that we have changed their frame of mind, that the men feel that they are a part of this community instead of being something other than——

OUTCOME OF WORK-RELEASE PROGRAM

Senator INOUYE. How has your work-release program worked out?

Mr. HARDY. We have also compared the performance of those men going into work release and those men who are going directly to parole. As you know, work release is a system that we feel reduces the trauma of coming out of an institution and into the community, the effects of that drastic change.

The work-release people are recidivating at a lesser rate than those going directly to parole.

Dr. Adams, you can correct me if I am wrong in my general statement.

Dr. ADAMS. I was referring to the work-release program previously when I mentioned the community-based program. The work releasees are housed in community correctional centers and those figures are 18 percent and 30 percent for the center's program and the institution's program. They are to be interpreted as showing how the work-release program is affecting recidivism rates.

JOB PLACEMENTS FOR RELEASE

Senator INOUYE. What is your experience in job placement for releasees?

Mr. HARDY. There has always been a problem in this area, Mr. Chairman, but I am pleased to see that the community of Washington, D.C., has taken a better attitude than it has over the past several years in employing our offenders. The District government, the Federal Government, and we have had conferences with the U.S. Civil Service Commission, the private employers, private industry, what little we have here, have been very cooperative.

However, I am not going to say I am completely satisfied with the employment opportunities for offenders. Our unemployment rate runs around 9 percent at this time. We have an employment placement program and a new careers program. I am quite pleased with the performance of the men who have been placed by these programs. I can say that the picture looks hopeful at this time.

Now, the total unemployment rate for this city or the country, as it goes up perhaps we will produce more problems in this area.

RATIO OF CUSTODIAL PERSONNEL TO INMATES

Senator INOUYE. A year ago, at the request of the committee staff, you submitted some information on ratios of custodial personnel to inmates. In 1969, for the last quarter, you show that you have 3,296 inmates and 626 personnel, a ratio of 5.2 to 1. What is the present ratio?

Mr. HARDY. In 1970, the first quarter, it was 4.8 to 1. This is corrected to reflect the supplemental only; that is, the supplemental budget.

The second quarter, 3.8 to 1. Third quarter, 3.9 to 1. And the fourth quarter, 4.1 to 1.

In 1971, the first 2 months, 4.1 to 1, and 3.8 to 1.

COMPARISON TO OTHER STATES

Senator INOUYE. How does this compare with other similar institutions in the different States?

Mr. HARDY. We don't have that, sir.

Mr. MONTILLA. I do not believe there are any national statistics available. The Joint Commission on Correctional Manpower and Training did make a national survey and did report generally in this area. It is almost a certainty that our ratio is far better, far lower than the national average. The commission recommended an automatic staffing ratio of 2 to 1.

Senator INOUYE. Two to one?

Mr. MONTILLA. Yes, sir.

Senator INOUYE. One staff person to two inmates?

Mr. MONTILLA. Yes, sir.

Mr. HARDY. Mr. Chairman, you also must remember that in a correctional institution, it is a 24-hour operation.

Senator INOUYE. I realize that.

Mr. HARDY. And it is not 2 to 1 at every shift.

Senator INOUYE. I am well aware of that. But for the full picture——

Mr. MONTILLA. The Joint Commission report, sir, was not concerned strictly with just custodial staffing. It was concerned with total staffing. That would be program staffing and ratio required to conduct intensive effective correctional program.

Senator INOUYE. Senator Boggs.

Senator BOGGS. Thank you, Mr. Chairman.

PROGRESS MADE SINCE 1967

Mr. Hardy, I certainly have been very favorably impressed with your presentation and your testimony here. I certainly want to commend you in the progress you have made since 1967 in the community and social services area.

Mr. HARDY. Thank you.

Senator BOGGS. On that very same chart, I was looking at the 1967 figure and the percentages of prisoners in Federal prisons, that was 7.6 percent. And I note that support of prisoners in Federal prisons is 3.7 for fiscal year 1972.

Can you explain that difference? Does the fact that the percentage is down account for more of the overload in the facilities we have here? Can you account for that, sir?

Mr. HARDY. Mr. Coleman advises me that the budget goes up and the figure remains the same. But from my chair in the office as the Director, I think I would like to make some observations.

Senator BOGGS. Sure.

OVERLOAD OF FEDERAL PRISONS

Mr. HARDY. First of all, there are fewer men being accepted from our system by the Federal system, because the Federals are overloaded. They are bulging at the seams. They are only going to take those men like, for instance, the recent conviction, this big narcotics ring in Washington, D.C. There is so much intertwining in the community and so forth, that we feel it is best that this classification of prisoner be sent to a Federal facility. Perhaps a penitentiary type rather than a reformatory type. They are taking less and less of those than we request.

STRATIFICATION PROGRAM

I would also say that perhaps the stratification program which we use in our maximum security installations, where we will take a man in there and not bury him or not keep him locked up in a cell for 3 years, 5 years. And I have seen such in this department years ago, where a man has spent 3 years in a cell.

We try to work with him through the stratification program so that he can work himself back into a reformatory medium security type of operation instead of maximum security. And if he cannot make it back to the reformatory type of atmosphere, then we do request the Federals to remove him, because I cannot see keeping a man behind that wall for over a year.

Senator BOGGS. Thank you. In that regard, if you don't have the information, you can furnish it at your convenience. I was wondering how many District of Columbia prisoners are in Federal prisons now.

Mr. HARDY. Mr. Coleman says he has the amount of money but not the number of men.

Senator BOGGS. What I would like to have for the record at your convenience is the amount of money and the number of men for this fiscal year, and what it was in 1967 fiscal year, to help to support and elucidate on the statement which you just made. That would be interesting.

(The information follows:)

SUPPORT OF DISTRICT PRISONERS IN FEDERAL INSTITUTIONS

	1967	1968	1969	1970	Estimate, 1971	Estimate, 1972
Appropriation	$725,000	$800,000	$800,000	$800,000	$800,000	$800,000
Expenditure	$877,940	$653,597	$640,019	$885,445	$850,000	$850,000
Average daily number of inmates	281	206	178	182	180	180

FEDERAL PAYMENTS

Senator BOGGS. Now, the amount of money, what is the amount of money requested for fiscal 1972?

Mr. HARDY. $800,000.

Senator BOGGS. For Federal payments?

Mr. HARDY. Yes, sir.

Senator BOGGS. Very good. But if you would furnish that, I would be interested.

PRESENT DAILY INMATE CARE COST

Senator BOGGS. What is the present daily inmate care cost? Do you have a figure on that?

Mr. HARDY. Yes, sir.

Senator BOGGS. And how would that compare, if you can make a comparison, with the so-called national average?

Mr. HARDY. This is through June 30, 1970, these costs, sir. We have it broken down into direct cost, direct cost plus administration, direct cost administration and depreciation. Which of the three, or do you want to hear all three?

Senator BOGGS. Yes.

Mr. HARDY. At the complex which is the reformatory, the direct costs are $9.19 a day. Direct cost plus administration, $15.07. Direct cost administration and depreciation, $15.97. Maximum security, $12.89, $18.73, $19.85. I can say that this maximum security cost is about the same as in the Federal system.

Senator BOGGS. That was going to be my next question. I am glad you included that.

Mr. HARDY. In Marion, Ill.

Mr. MONTILLA. You have the actual cost there.

Mr. HARDY. While I am at that, at Marion, Ill., it is $19.32.

Senator BOGGS. Very good.

WORK RELEASE OPERATION

Mr. HARDY. In our work release operation, direct costs run about $9.74. Direct costs plus administration, $15.69. Direct cost administration and depreciation, $16.63.

If I may mention something about this, because I know you are probably saying that it costs as much as in work release, as it does to keep the man in the medium security institution, which it does. But, sir, in the work release situation, I do not have to put most of my budget into custody and security. I can take that portion of the budget and put it into the intensive treatment and employment and supervision in the community activities.

So the cost benefits, or the cost write-off should be much better than the cost in the institution.

Senator BOGGS. Work itself is treatment, is that it?

Mr. HARDY. Yes, sir.

Mr. MONTILLA. They are also paying taxes on that.

Senator BOGGS. Right.

Mr. HARDY. Plus these men, as Mr. Montilla said, are taxpayers, not tax users when they are in the community. They are saving money, so when they are eventually released under parole supervision, they do not have to worry about that $25 that we give a man as "gate money." They have, on the average, $250/300 when they hit the streets.

Senator BOGGS. Very good.

ASSOCIATION WITH NARCOTIC TREATMENT AGENCY

Now, when you were discussing the narcotics control project, as I recall, you made the statement that you turned some funds over to Dr. DuPont. Does your department, Mr. Hardy, supervise the narcotic control project, or is that under Dr. DuPont.

Mr. HARDY. That is under Dr. DuPont.

Senator BOGGS. The whole business?

Mr. HARDY. We contract with the narcotic treatment center to run the house where our men are located. However, we do stay pretty close on the urine surveillance. We expect our men to submit urine samples two or three times a week, and we want to know whether the urine is positive. If it is positive, we expect to work with the narcotic treatment people to determine whether that man should be returned to the institution or continued under the treatment program.

BUDGET REQUEST

Senator BOGGS. Now, there is an increase in your budget for fiscal year 1972.

Mr. HARDY. Yes.

Senator BOGGS. Could you indicate where those increases are?

Mr. HARDY. Yes, sir.

Senator BOGGS. Where will the emphasis be?

Mr. HARDY. We have one position in business, but this position of one person will be paid from grant funds, not from appropriated funds. But we have mentioned it in this budget work-up. We are using something like $3 million in grants from the law enforcement assistance administration and other grants that we can use to give quality to our programs. So that position is necessary.

Senator BOGGS. The $3 million would not be all used for narcotics, just part of it?

Mr. HARDY. No, sir, treatment programs, experimental programs. At the youth center we are asking for 17 positions. These positions will be necessary for the maximum security facility we will build there, and it is supposed to be completed sometime in the fall of 1971. This will give us five officers for each shift. That is 15 officers.

Then we are asking for two other officers to cover the industrial building, which is also supposed to be completed this year.

At the Women's Detention Center, we are asking for an additional 10 correctional officer positions because the fourth floor extension of

the building will provide for about 32 more women inmates there, misdemeanors, will have to be staffed. So we feel 10 officers.

Senator Boggs. You do this as part of the narcotic control program, is that it?

Mr. Hardy. No, sir. This is population increase, workload——

Senator Boggs. I see.

Mr. Hardy. I understand the interest is in these 22 positions——

Senator Boggs. I was trying to focus attention on the narcotic control program, and the expansion necessary in that project. I was trying to focus attention on that.

Mr. Hardy. I am sorry.

NARCOTIC CONTROL PROJECT: FUNDING ALLOCATION

Senator Boggs. That is all right. I would like to break down just where the expansion is going to be in the narcotic control project so I can see where the emphasis is on it.

Mr. Hardy. Under the narcotic control project, we are asking for an increase of $288,000, 22 positions. These positions will be as follows:

For 1972, we would like two GS–14 positions. In the 1971 allotment we have one. Five administrators, that is total administrators. At present we have three. We are opening up two satellite facilities, each needing an administrator. So that is the reason for the increase of two.

Assistant administrators, we have three in our ongoing programs. Opening up the two satellites, we need two assistant administrators.

Three nurses. These will be the stations where men and women will come to get the methadone and other prescriptions. I anticipate the question as to why we want satellite centers. That is for the dispensing of methadone and other medicines that are made at our NARC center at Fourth and C Streets. We want to put a center, perhaps, in far northeast, a satellite center; perhaps another one in Anacostia or upper northwest.

I had a case or two of men who were on methadone. They felt the need for some support from this program. They left their homes at night, they came down looking for, not a fix, but a drink of methadone, unfortunately they run into a drug peddler quicker than they can get downtown. So they went back on heroin.

So I want satellites where the men can go immediately and get the services they need.

Senator Boggs. Let me ask a question to clear up my mind. Does your department run that or would this be with a contract?

Mr. Hardy. This will be a contract.

Senator Boggs. With Dr. DuPont, the health facility?

Mr. Hardy. Yes.

Senator Boggs. The Department of Health is running it?

Mr. Hardy. It is health administration.

Senator Boggs. Health administration?

Mr. Montilla. No, sir, NTA is under the Department of Human Resources.

Mr. Hardy. Yes, I am sorry.

Senator Boggs. I can understand your connection with the Department of Corrections, but when you contract it out, there is a question in my mind who has the overall policies to make, what to do about the narcotic program.

Mr. HARDY. Dr. DuPont will have every responsibility for the treatment aspect of it. I will insist upon the surveillance, urine surveillance, the check-in and checkout, the time the man stays in the house; this sort of thing.

Senator BOGGS. In other words, his effort and your effort complement each other.

Mr. HARDY. Yes, sir.

Senator BOGGS. That is good.

FEDERAL GRANTS

If I may just ask one or two other questions. The overall budget request, as I understand it, is $23 million. And in addition to that, there are certain Federal grants that augment it. I was wondering if you have available and could make a part of the record, what those Federal grants are in fiscal year 1972. What they are for and what that would bring your total budget to, so we have the whole picture.

Mr. HARDY. What you see before you are other grants or reimbursements, $1,354,000. I would like to show the committee that of all grants for 1972, I expect on the fiscal year basis, $3,845,000 in grants. This is to enrich our program, to give us demonstration programs, and hopefully those that demonstrate their good potential I will come back to the committee and ask to absorb them, like we have done other programs.

Senator BOGGS. I see. Would you be willing to submit for the record what you anticipate the breakdown of this $3 million might be?

Mr. HARDY. Yes, sir.

Senator BOGGS. Demonstration projects?

Mr. MONTILLA. We have that already completed.

Senator BOGGS. I see. If you would, put that in the record.

Senator INOUYE. Without objection it will be received.

(The information follows:)

D.C. DEPARTMENT OF CORRECTIONS
Office of Planning & Research

March 30, 1971

Revision
CURRENTLY ACTIVE AND PENDING PROJECTS

Project	Funding Activity	Federal funding	Total funding
Currently Active Projects: FY 1971 Only			
1) Prison College Project	LEAA	$ 73	$ 122
2) Ex-Offenders as Parole Officers	LEAA	32	50
3) Public School - Title I	HEW	47	47
4) LAWCOR	HEW	75	75
5) Correctional Law Project	OEO	220	220
6) Expansion of EFEC	LEAA	101	168
7) Visitors Service Center	LEAA	12	20
8) Project Support	HEW	17	17
9) Regional Training Academy	LEAA	99	175
0) Continuation of Warrant Squad Project	LEAA	40	67
1) Family Counseling for Inmates	LEAA	44	73
2) Modernization of Jail Records Unit	LEAA	18	30
3) Inmate Personnel System & Career Structure	LEAA	24	40
Total Cur. Act. Proj. (Thousands of dollars)		$802	$1,104
Pending Projects: FY 1972 Proposed			
1) The Psychiatric Treatment Unit at the Complex	LEAA	$ 225	$ 386
2) Pre-Release Guidance Center	LEAA	235	353
3) Human Relations & Counseling Project	LEAA	197	338
4) Pre-Occupational Training Program	LABOR	104	104
5) Completion of Real Time Info. System	LEAA	69	98
6) Reception-Diagnostic Center	LEAA	301	536
7) Training & Placement Program at WDC	LABOR	100	100
8) Crime Reduction Agents Pending Projects Total (Thousands of dollars)	LEAA	80 $1,311	110 $2,025
Grand Total Active & Pending		$2,113	$3,129

TOTAL BUDGET INCREASE

Senator BOGGS. That would bring the total budget from $23 million to about $27 million, would it not?

Mr. HARDY. It would bring it up to about that—even with that, I am not saying I am going to be able to give you quality performance.

Senator BOGGS. I understand. I think you do a great job with what you have. I just hope we can do all we can, too, Mr. Chairman, to help this.

Thank you very much, Mr. Chairman.

Senator INOUYE. Thank you, Senator Boggs.

GUARDS AND PRISONERS IN THE DISTRICT OF COLUMBIA GENERAL HOSPITAL

Mr. JORDAN. Mr. Chairman, it has been less than a year since I visited the Department of Corrections section of the District of Columbia jail, and discovered some 32 guards in the course of the 23-hour shift, guarding 12 District of Columbia prisoners who were necessarily confined at the hospital.

Without getting into the whys and wherefores of who was and who was not responsible, I saw Mr. Rogers in the audience this morning and I wonder if I could just ask him the number of guards and the number of prisoners this morning in the District of Columbia jail.

Is Mr. Rodgers still here or did he have to leave?

Mr. RODGERS. Is this the District of Columbia jail or hospital?

Mr. JORDAN. What was the number of your prisoners and the number of your guards this morning in your section of the District of Columbia General Hospital?

Mr. RODGERS. There are six officers working in District of Columbia General Hospital today. There are a total of 19 prisoners there. You are aware, though, of what is in the locked ward, add the man downstairs in the admitting office. We have two inmates in intensive treatment status and that accounts for the extra two people we have outside the locked ward.

One of those persons, Mr. Jordan, is in there on a $5,000 bond and he had a heart attack. We had him in the jail hospital, but the attack was such we could not handle the case there and we had to move him over. But he still can walk around.

GUARD-PRISONER RATIO REDUCTION

Mr. JORDAN. Without getting into the details of individual cases, this represents a substantial reduction from the guards to prisoners that you had last spring.

Mr. RODGERS. Right. The other case, for your information, the very serious case is a rape case. It is a gunshot wound. This is the kind of thing we have to keep in the intensive treatment. But outside of that, all of the cases we can keep in that locked section or security section are there now, and we have a good relationship with the hospital and the services. We are able to get them in and we do not at this stage keep those people all through the hospital as we did before.

Mr. HARDY. Mr. Jordan, if I may inject, Mr. Rodgers has given you some examples of individual cases, but we have to watch the figures. And since you were there last year and certainly we appreciate

your interest in this problem, and the help that you gave us, I would like to say that in June of last year, or June of 1969, let us say, there were 4,107 hours used for this escort supervision of prisoners at District of Columbia General in the locked ward and on the intensive care ward.

Mr. JORDAN. Would you supply that for the record, Mr. Hardy. I have two quick questions I would like to ask for the record.

Mr. HARDY. I just wanted to mention we reduced it 4,000 to 1,000-plus.

(The information follows:)

DEPARTMENT OF CORRECTIONS
DISTRICT OF COLUMBIA JAIL
OFFICE OF THE SENIOR CAPTAIN

February 24, 1971

Memorandum

To : Mr. Charles M. Rodgers
Superintendent

Reference : Correctional Officer Overtime
at D.C. General Hospital

Listed below is the overtime used at D.C. General Hospital for both Escort Duty and to cover Outposts. The overtime is listed by month beginning in July 1969 and thru January 30, 1971.

June	29, 1969	thru	August 2, 1969	4,107	Hours
August	3, 1969	thru	August 30, 1969	4,141	Hours
August	31, 1969	thru	October 4, 1969	2,105	Hours
October	5, 1969	thru	November 1, 1969	3,605	Hours
November	2, 1969	thru	November 29, 1969	3,361	Hours
November	30, 1969	thru	January 3, 1970	4,115	Hours
January	4, 1970	thru	January 31, 1970	4,807	Hours
February	1, 1970	thru	February 28, 1970	4,751	Hours
March	1, 1970	thru	March 28, 1970	4,448	Hours
March	29, 1970	thru	May 2, 1970	2,459	Hours
May	3, 1970	thru	May 30, 1970	1,285	Hours
May	31, 1970	thru	July 4, 1970	1,827	Hours
July	5, 1970	thru	August 1, 1970	1,332	Hours
August	2, 1970	thru	August 29, 1970	1,349	Hours
August	30, 1970	thru	October 3, 1970	1,699	Hours
October	4, 1970	thru	October 31, 1970	1,422	Hours
November	1, 1970	thru	November 28, 1970	1,678	Hours
November	29, 1970	thru	January 2, 1971	1,850	Hours
January	3, 1971	thru	January 30, 1971	1,249	Hours

JAMES E. MORGAN
Senior Captain

OAK HILL FACILITY

Mr. JORDAN. The committee appreciates that. I realize most of your facilities are old and I realize the problems of overcrowding. But the first supplemental in November, it was pointed out by Senator Byrd and a supplemental subcommittee that the city had other facilities—and I am speaking specifically about Oak Hill under the care of the Department of Corrections, which was utilized at that time.

It had a capacity of about 153 and the average yearly usage over the previous year had been about 80/85, or operating substantially below the capacity. And at a projected yearly cost of about $14,000 per inmate.

So there were in the recent past very adequate facilities owned by the District of Columbia, operated by the District of Columbia, which were not fully utilized.

My question to you is whether this situation still exists at Oak Hill and if that facility were available to you, do you have personnel that could be assigned there?

Mr. HARDY. Mr. Jordan, I think there was one statement that you made and that was "under the Department of Corrections." That facility at Oak Hill is under the Department of Welfare.

Mr. JORDAN. I appreciate that correction. Of course, it is under the Department of Public Welfare. Miss Winifred Thompson was the witness before the committee last November.

Mr. HARDY. And, of course, this facility has been one that has been surveyed by that task force I mentioned earlier about all facilities in the District of Columbia. The best way that all of these facilities can meet this incoming need, of the influx of inmates.

I don't know whether I am at liberty—I should not say that before a committee of Congress—but——

Senator INOUYE. This is a little more liberal.

Mr. HARDY. This is a study that has been made and I am sure the study could be submitted for the record if it is permissible, Mr. Coppie.

Mr. JORDAN. Mr. Hardy, the committee first heard about this study of the task force some 3 years ago and at such time as it might be completed, the staff of the committee might be very interested in receiving a copy.

Mr. HARDY. What use the Mayor will make of these facilities, I am not at liberty to make that determination for him. That is why I hesitated.

COLOR TELEVISIONS

Mr. JORDAN. Information recently came to the committee that certain of your incarcerated personnel were somewhat restive because the television sets of the Department of Corrections, all of them were not in color. Is there something in your plans, or do you have no plans for color television?

Mr. HARDY. Sir, I don't believe any of the televisions used by the inmates in their dormitories are color television.

Mr. JORDAN. Is this a problem? Have they protested not having color television?

Mr. HARDY. The only protest I had about television was about 2 years ago, or in 1968. And this was the time when—well, let me say that men are permitted to view television on the weekend past the bed-check hour of 11 o'clock. If they want to view a series like the

Story of Katy Elder—that comes back to me because this was the incident—Katy Elder ran beyond 11 o'clock at night, bed check, and it was understood, it was a policy in this department that if a program has been scheduled it is permitted to run beyond 11 o'clock bed-check time.

However, that program was ordered cut off, and this was the reaction of the inmates.

I am not saying this was reaction to that one incident, but probably the straw that broke the camel's back. They threw this television out of the window.

Mr. JORDAN. The absence of color television is not a serious problem and the Department has no plans for bringing it to the inmates?

Mr. HARDY. These televisions are purchased from the inmate welfare fund, not from operating funds. And if the inmate welfare fund is rich enough to bring color television to these men, then I will consider this. I mean, it is their money.

Mr. JORDAN. I thank you, Mr. Chairman.

ORIGINAL BUDGETARY REQUEST

Senator INOUYE. Mr. Hardy, one final question. In response to Senator Boggs, you indicated that with this budgetary request, you will not be able to show dramatic progress, or something to that effect. You suggested you wanted something more than this.

Would you tell this committee what was your original budgetary request, the one you submitted? I assume this was cut a little bit by the mayor's office.

Mr. HARDY. Mr. Chairman, the budget before you—I am not crying about that. It will bring the quality of service of this Department up to a level that is appreciated and acceptable by me as an administrator.

What I am saying is that this budget will by no means meet what we see coming upon us in fiscal 1972.

In our projections that we made for this year before the Court Reform Act, and as this budget has been made up, I am not up here saying that I cannot give you the level of service.

Senator INOUYE. Is this budget we are considering this morning the same one you submitted to the mayor?

Mr. HARDY. There are some reductions.

Senator INOUYE. How much, sir?

Mr. Coppie, do you have the figures?

Mr. COPPIE. Mr. Chairman, I do not have the exact figure, but I think perhaps a clarification is in order.

At the time we went out with our 1972 instructions, the mayor went out with the 1972 instructions for the operating department formulation, he essentially asked for a "hold the line" budget, a budget that would only allow for mandatory costs to be funded in the 1972 fiscal year.

One of the exceptions to that principle is the Department of Corrections. This budget does have a large discretionary increase, principally to meet the projections for the correctional facilities in 1972.

As pointed out this morning, that is about $3 million. So I think the cut was a relatively modest one in relationship to the July 1970 instructions. And, in fact, this is one of the areas of our budget for 1972 where we do have a so-called discretionary or obligatory program.

Senator INOUYE. Thank you. Can you describe the cuts, sir? Maybe you can just briefly describe what sort of projects or personnel——

Mr. HARDY. That were cut?

Senator INOUYE. Yes.

Mr. HARDY. Well, sir, as I have observed our budget requests over the past several years, it has been necessary, I am sure, for the administration, that is the Executive Office, to cut our budget request. And in the area of correctional officers alone, I feel that we are still 126 officers short. With the level of population I have been talking about this morning, it would be necessary for me to have 343 correctional officers in this Department.

As of 1971, I had 260. Now, the cuts have not all been on the level of the Mayor. They have been at other levels, too, above the Mayor. So I do not want to——

Senator INOUYE. I do not want to embarrass you any further. I realize this. But I am requesting all agencies to submit to the committee the request they submitted to the Mayor, because we would like to compare it with the copy that we are receiving from the District government.

(The information follows:)

1972 BUDGET REQUEST

The following positions and other items were included in the Department's first 1972 budget submission to the D. C. Budget Office which were deleted at their request due to lack of funds.

Business Administration

1 - WG-8 Truck Driver

1 - WS-3 Warehouseman

Personnel

1 - GS-11 Position Classifier

1 - GS-9 Staffing Specialist

1 - GS-5 Clerk-Typist

Training Academy

Travel and transportation of persons	$ 800
Other services	1,000
Supplies and materials	13,400
Equipment	10,000

Automatic Data Processing

1 - GS-9 Computer Operator

1 - GS-7 Program Trainee

1 - GS-7 Key Punch Supervisor

1 - GS-6 Secretary

4 - GS-4 Data Processing Clerks

Equipment rental	$14,000
Equipment	8,000

Engineering	
1 - WS-9 Metalworker	
1 - WS-9 Construction and Maintenance Foreman	
2 - WS-9 Electricians	
1 - WS-9 Sheet Metal Worker	
1 - WS-9 Steamfitter-Plumber	
1 - WS-9 Refrigeration Mechanic	
1 - WS-9 Telephone Installer and Repairman	
1 - WS-8 Heavy Equipment Operator	
1 - WS-8 Preventive Maintenance Supervisor	
1 - WS-8 Carpenter	
2 - WS-6 Construction and Maintenance Foreman	
3 - WG-5 Fireman, Utility Operating Engineer	
Equipment	$75,000
Transportation	
1 - WS-9 Auto Mechanic	
1 - WS-8 Heavy Equipment Operator	
Complex	
Reallocations	$35,200
Overtime	177,000
Incentive pay - inmates	90,000
Youth Center	
Reallocations	19,700
Overtime	86,700
Incentive pay - inmates	46,000
1 - GS-9 Librarian	
D. C. Jail	
Reallocations	51,500
Overtime	233,700
Incentive pay - inmates	16,800

Women's Detention Center

Reallocations	4,300
Overtime	18,400
Incentive pay - inmates	6,000

Health

1 - GS-14 Physician

1 - GS-12 Dentist

1 - GS-9 Head Medical Technical Assistant

Minimum Security Facility

Reallocations	$10,300
Overtime	11,300
Incentive pay - inmates	19,200

Community Correctional Centers for Youth

2-GS-13 Psychologists

1 - GS-12 Administrator

1 - GS-11 Assistant Administrator

1 - GS-11 Employment Development Specialist

3 - GS-11 Classification and Parole Officers

5 - GS-8 Counselors

1 - GS-7 Psychometrist

1 - GS-6 Administrative Assistant

1 - GS-6 Secretary

3 - GS-4 Quarters Officers

Travel and transportation of persons	900
Rent, communications and utilities	8,500
Other services	5,100
Supplies and materials	12,300
Equipment	2,500

VACANT POSITIONS

I notice in the report on vacancies, as of December 1970, your office with 1,519 authorized positions had 116 positions vacant. How many positions are vacant now?

Mr. MONTILLA. That figure is 99. But we actually have to match that with the temporary positions. We really have few positions above our authorized strength when you count the temporary positions.

For example, in most every case, our positions in the general program area, every vacancy has been filled in lieu of that position by a temporary position.

For example, we have about 17 supervisory correctional officers. These are sergeants and lieutenants, awaiting new promotional lists and advancements. So they will be filled from the lower grades. So we fill up the correctional vacancies and temporary, anticipating promotions and filling of vacancies at sergeant and lieutenant level. I don't know whether that helps, but we are actually——

Senator INOUYE. You are telling the subcommittee here that these 116 positions, which have been authorized have been filled by temporary, unauthorized positions? Isn't that about it?

Mr. MONTILLA. Well, they have been authorized. You say unauthorized?

Senator INOUYE. Temporary positions. I realize the law permits you to do that, but your 116 authorized positions are not filled, are they?

Mr. MONTILLA. That is the approximate vacancy figure, but in many cases we have filled them with temporary positions, being unable to find a person qualified for a particular job at a point in time, or an emergency need developed that was temporary. We have frozen a position and used the funds to establish temporary positions around an emergency need.

APPROVAL OF REALLOCATIONS

Senator INOUYE. And all of these reallocations have been approved?

Mr. MONTILLA. They have been approved by the Director's Office and through District administrative procedures. The procedure we use for this, Mr. Coleman can speak to, I am sure. But every case is approved by the Director's Office for a particular period of time and for a particular purpose.

Senator INOUYE. No; I just brought this up because I note that throughout most of the departments we see a large number of positions, authorized positions, not being filled, but the funds allocated for those positions being used for temporary positions.

Mr. HARDY. Mr. Chairman, for instance, as the Administrator, I will see an examination announcement for sergeant, which is a grade 8 in our Department. Men at grade 7 levels, will be applying for these jobs, 35 positions will be opened by this examination. Then I have to look ahead and see that perhaps there are going to be 35 men moved up to a higher grade and I have got to get people to come in there in order to fill this void.

Am I wrong as an administrator telling my staff to go and recruit 35 new men so they will be ready to fill in this void when the others are promoted up?

Senator INOUYE. You are not filling sergeant positions with secretaries?

Mr. HARDY. No, sir.

Senator INOUYE. You are sure?

Mr. HARDY. I think not. I could turn to personnel and ask them definitely, but this is not my approach.

Senator INOUYE. Well, I would like to join Senator Boggs in thanking you and we appreciate your presentation. It has been most helpful. May we assure you we will do our best to assist you in your program, sir.

Mr. HARDY. Thank you.

NATIONAL GUARD

STATEMENT OF MAJ. GEN. CHARLES L. SOUTHWARD, COMMANDING GENERAL

ACCOMPANIED BY:

COL. CUNNINGHAM C. BRYANT, ADJUTANT GENERAL

COL. LEONARD F. BERGSTROM, QUARTERMASTER AND FISCAL OFFICER

BUDGET REQUEST

Senator INOUYE. Our last agency is the District of Columbia National Guard. I believe we have with us Maj. Gen. Charles Southward. Sorry to keep you waiting, sir. I note that there is a decrease of 5.6 percent. That is rather unusual. This is the first decrease we have noted in all of the agencies testifying here.

Welcome to the committee, sir.

General SOUTHWARD. Thank you, Mr. Chairman. It is a pleasure for the District of Columbia National Guard to appear before your committee.

INTRODUCTION OF ASSOCIATES

I have with me Col. Cunningham C. Bryant, adjutant general, and Col. Leonard Bergstrom, who is the U.S. property and fiscal officer, and also the District of Columbia quartermaster and fiscal officer.

Senator INOUYE. He is a Hawaiian, also.

General SOUTHWARD. That is real fine.

CORRECTION IN BUDGET REQUEST

Sir, I have submitted a statement to the committee and I would like to submit that for the record with a correction. I stated that we requested $269,600. It is $282,500. We made an error in not including the 1971 pay raise for our employees, sir.

RESPONSIBILITIES OF NATIONAL GUARD

The National Guard traditionally has a dual mission, first to train as a military unit to augment the active forces in time of national emergency and secondly to support civil authorities in civil disturbances or in other emergency situations as required. The guardsman receives armory training, field training, and special schools to make him proficient in his dual role.

While the District of Columbia National Guard continues to actively train for its primary mission, its secondary mission, support to District authorities, has assumed major proportions. In the past calendar year, for example, 24,271 man-days were utilized to support the Metropolitan Police. DCNG units performed this type of duty on five separate occasions: On 4–5 April—The March for Victory; on 8–10 May—Antiwar Protests; on 23–24 May—Lorton Reformatory; on 4 July—Honor America Day· and on 2–4 October—Dr. McIntyre March for Victory.

The entire cost of these operations—pay allowances, subsistence, and other logistical support for the guardsmen was borne by the Federal Government without any charge against District of Columbia Government funds. It is my pleasure to report that the performance of the District of Columbia National Guard during these trying times has brought high praise from many sources—civilian and military as well as from Federal and District officials.

BENEFITS TO COMMUNITY

The benefits to the community, derived either directly or indirectly from the National Guard, take various forms. The first and most obvious is the Federal pay and allowances for inactive duty and full-time training duty of our National Guard, a good part of which finds its way into the hands of landlords and merchants in the District.

Another is the building and maintenance program which goes on continually at Camp Simms. During fiscal year 1972 we are preparing a building conversion at Camp Simms for a 150-man armory. This $120,000 conversion is being supported 100 percent from Federal funds. A similar project in one of the several States would require expenditure of $40,000 in local funds because the Federal Government ordinarily contributes only 75 percent of the cost of armory construction.

At Camp Simms, in Anacostia, a new organizational maintenance shop is programed for construction, as is also the rehabilitation of two shops now existing there, involving more than $250,000 in Federal funds which can go to local contractors. In addition, an estimated $100,000 will be utilized in the complete revamping of the water and sewage at Camp Simms. Invitations for bids for this latter project are now being prepared and work is expected to begin by the next 30 to 60 days.

YOUTH LEADERS' PROGRAM

Last year I reported that in 1968 a youth leaders' program had been established and 50 selected students from local high schools were provided a 10-day leadership training encampment at Aberdeen Proving Ground, Md. This was held under the auspices of the District of Columbia National Guard, and supported financially by local businessmen working through the Metropolitan Board of Trade.

In 1969, the enrollment at the increasingly successful camp went to 150 young men, and in 1970, we again provided the opportunity for another 171 students in the 10th and 11th grades to work, play, and live together, in an atmosphere designed to encourage and promote good citizenship, and emphasize one's responsibility to his community.

Again, for the third consecutive year, our efforts were recognized by being awarded the George Washington Honor Medal by the Freedoms Foundation, Valley Forge. Of the 39 schools represented in the 1970 camp, 19, plus students from the District of Columbia Junior Village, were from within the District of Columbia.

We are well on our way toward another successful camp in 1971, and are confident we will achieve the same results as in the past.

RECRUITING STRENGTH

Although our strength has remained practically the same as in 1969, there have been considerable changes in the recruiting strength picture.

As you are aware, the District of Columbia National Guard was called to Federal active duty for 12 days in April 1968. Under Federal law, members of the National Guard who have served on active duty are entitled to be transferred to the Standby Reserve at the end of 5 years service, if the Governor or other appropriate authority of the jurisdiction concerned consents to the transfer. The District of Columbia National Guard does allow transfers to the Standby Reserve under these circumstances, and as a result, a substantial number of members were lost to the District of Columbia National Guard a year earlier than we had expected.

The recruiting picture has also changed. With the revision of the draft procedures and discussion of the all-volunteer force our once lengthy waiting lists have disappeared. In fact, we are in a vigorous recruiting campaign. Filling the vacancies left by the several hundred guardsmen who chose to transfer to the Standby Reserve presents a real challenge. There was a 48 percent turnover in our ARNG strength of 1,772 last year. This loss has been recovered with the exception of the 64 men we are currently understrength.

ENLISTING MINORITY GROUPS

Besides being concerned with recruiting, we are endeavoring to improve the racial make-up of the Guard to reflect more equitably the racial composition of the District. High school cadet instructions have been briefed with what the Guard has to offer their graduates. Special emphasis has been placed on attracting District of Columbia high school students.

A more active part in community projects has been emphasized. The color guard, the band, and marching units take part in parades and ceremonies.

Whenever possible, the Guard assists youth activities such as the Boy Scouts, drum and bugle corps, rifle teams, and such. Our small-bore range gets steady use by high school rifle teams.

There is a definite emphasis on enlisting minority groups into the District of Columbia National Guard. The National Guard Bureau, likewise, is concerned with this. Members of minority groups now constitute 26 percent of the ARNG strength as compared to 22 percent last year.

RESPONSIBILITY OF DISTRICT OF COLUMBIA TO NATIONAL GUARD

Mr. Chairman, the foregoing describes generally the National Guard support which the District of Columbia has received at no

direct cost to the District. However, there are certain areas which by law are made the responsibility of the respective States—in this case the District of Columbia. These areas include responsibility for protection of Federal property issued to the States (the estimated cost value of the present inventory for the District of Columbia Army and Air National Guard units is $30 to $40 million) and administrative support for the District headquarters. In the latter instance evidence of this support is amply shown in the installation of the new telephone system authorized and funded in this year's budget. The installation will be completed in mid-April this year. We are most appreciative of your assistance with this project and feel it is money well spent. It will provide a more efficient system of daily operations and will materially aid in the alert and rapid assembly of the guardsmen should the situation be serious enough to require it.

These are the areas which are included in our portion of the District budget. I can assure you that we have kept these requests to an absolute minimum. The amount requested for the District of Columbia National Guard for fiscal year 1972 is approximately $17,000 less than has been allocated in fiscal year 1971. This increase is the result of the reduction in number of employees from 29 to 20 by transfer from the District of Columbia National Guard to the District of Columbia Department of General Services of eight special police positions and the assumption by the Department of Defense for my position as commanding general.

With all other costs being increased, and the Federal support for fiscal year 1972 estimated as in excess of $8 million, it is clear that the District of Columbia government's requested contribution of $282,500 will be money well spent for the security the National Guard provides the community.

Sir, that completes my presentation. I will be glad to answer any questions.

AUTHORIZED AND ACTUAL STRENGTH

Senator INOUYE. First, I would like to thank you for your presentation this morning. We appreciate it very much.

Would you give this committee an idea of the scope of activities of the National Guard. I realize that most of the funds are Federal, but I would like to know, for example, what is your authorized strength and your actual strength.

General SOUTHWARD. The authorized strength of the Army National Guard is around 1,774 men. We are about 30 shy of that currently. The Air National Guard strength is around 1,100 and we are slightly under that at the present time.

There is a different system in the Army and Air National Guard so far as recruiting is concerned. In the Army National Guard, I can recruit up to the authorized strength, even though the individual has to perform a period of active duty for training. But I can hold him in until we get an active duty space for him.

In the Air National Guard, we have to get the space from the training center before we can enlist the individual. That is the difference. We are slightly under strength. I can furnish the exact figures for the record, sir.

Senator INOUYE. I would appreciate that, sir.

(The information follows:)

As of 25 March 1971 the Army National Guard was 41 men understrength and the Air National Guard 109 men understrength.

REPORTING PROCEDURE

Senator INOUYE. Now, in most jurisdictions the adjutant general or commanding general of the Guard would report directly to the Governor unless he has been federalized. What is the situation with the District of Columbia National Guard?

General SOUTHWARD. Unique. The commander in chief of the District of Columbia National Guard is the President of the United States. By an Executive order he has delegated to the Secretary of Defense and he, in turn, to the Secretaries of the Army and Air Force, the administrative control of the District of Columbia National Guard. For civil disturbance activities, the Department of Justice, in coordination with the Department of the Army, controls our support activities.

So, administratively, I would report to the Undersecretary of the Army. Operational control still rests with the President, sir.

Senator INOUYE. So if the city feels the need for Guard support, it will have to go through the channel of the Department of Defense?

General SOUTHWARD. It could go two ways because we keep daily communication and coordination with the city. The request could be placed on me, and while I would be assembling my troops, I would go through my channels to get proper authorization, or the authorization could come down to me through Department of Defense channels, sir, if the city made the request to a higher authority.

Senator INOUYE. Senator Boggs.

ARMY NATIONAL GUARD COMPOSITION

Senator BOGGS. General, could you tell us the makeup of the Army National Guard? Is it the infantry, basically, or what kind of troops are they?

General SOUTHWARD. We are predominantly military police in the Army National Guard. We have a military police group, two MP battalions, a medical evacuation hospital, a light maintenance company, band, and engineering detachment.

AIR GUARD

Senator BOGGS. How about the Air Guard?

General SOUTHWARD. The Air has the 113th Tactical Fighter Wing which was mobilized during the *Pueblo* crisis. We also have a mobile communications squadron and a flight facilities flight.

Senator BOGGS. I do not believe I have any further questions, Mr. Chairman. Thank you.

Senator INOUYE. Thank you very much, General. I appreciate your assistance.

General SOUTHWARD. Thank you very much. It has been a pleasure being here.

SUBCOMMITTEE RECESS

Senator INOUYE. This committee will recess and reconvene at 10 a.m. tommorrow morning, and we will finish the courts and all related agencies, and that should complete the Public Safety section.

(Whereupon, at 12:10 p.m., Thursday, March 25, the subcommittee was recessed, to reconvene at 10 a.m., Friday, March 26.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

FRIDAY, MARCH 26, 1971

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

The subcommittee met at 10:05 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senator Inouye.

DISTRICT OF COLUMBIA

PUBLIC SAFETY

D.C. COURT OF APPEALS

STATEMENT OF HON. ANDREW M. HOOD, CHIEF JUDGE

ACCOMPANIED BY:

ALEXANDER T. STEVAS, CLERK OF THE COURT
MRS. CLAIRE WHITAKER, BUDGET OFFICER
J. D. WILLIAMS, FORMER BUDGET OFFICER

BUDGET REQUEST INCREASE

Senator INOUYE. The subcommittee will please come to order.

This morning we are extremely pleased and honored to have with us the Honorable Andrew M. Hood, the Chief Judge of the Court of Appeals. I believe Judge Hood will present testimony on behalf of this budget for fiscal year 1972 in the amount of $1,192,000, an increase of 50.4 percent.

On behalf of the committee, welcome, sir.

INTRODUCTION OF ASSOCIATES

Judge HOOD. Thank you.

May I say I have with me Mr. Stevas, the clerk of our court; Mrs. Whitaker, budget officer; and Mr. J. D. Williams, former budget officer, but now employed in another capacity in the court.

Senator INOUYE. Welcome.

PREPARED STATEMENT

Judge HOOD. I believe the committee has a statement which we submitted previously, and there is no occasion for going into that. We

have submitted a second statement, which I am not sure that you have. We submitted it to the budget office yesterday.

Senator INOUYE. We probably have received that.

Judge HOOD. That relates to a reduction.

Senator INOUYE. Your first statement will be placed in the record, without objection.

(The statement follows:)

On February 1, 1971, the D.C. Court of Appeals became the highest court in the District of Columbia. Review of the Court's decisions will now be by the United States Supreme Court rather than the United States Court of Appeals for the District of Columbia Circuit.

By virtue of the D.C. Court Reform and Criminal Procedure Act of 1970, the Court now has jurisdiction over all final orders and appealable interlocutory orders of the D.C. Superior Court. The Court will handle criminal, civil, family, tax and eventually probate appeals.

For the first time in the history of the Court an appeal may be sought from a ruling or order of the Superior Court that is not otherwise appealable, if the trail judge makes an appropriate certification. This section is similar to the Federal Interlocutory Appeals Act Title 28 U.S.C. § 1292(b). It will also review orders and writs issued in extradition and habeas corpus cases, and motions filed pursuant to § 23–110 of the Court Reform Act (so-called § 2255 motions). Pursuant to the new Act certain interlocutory appeals are required to be handled on an expedited basis. For example, the Court must hear within 96 hours the prosecutor's pre-trial or intra-trial appeal from an order granting a motion suppressing evidence. The D.C. Court of Appeals also has jurisdiction to review orders of the Mayor-Commissioner, the District of Columbia Council and District of Columbia administrative agencies, boards and commissions. In April of 1972, the Court will also have responsibility for bar admissions and grievances for the District of Columbia.

The Court Reform Act provided for three additional judges, increasing the Court from six to nine active judges. There are also three retired judges who will continue to serve the Court on a part-time basis.

We have been asked to comment on the increased workload anticipated due to the enactment of the Court Reform Act. On page 14–1–6 of the Court's 1972 budget submission we have predicted that 500 cases will be filed in FY 1971. That figure is based on the projection of our monthly average filings and should be fairly accurate. However, the projected workload for FY 1972, of 1,000 new cases is very conservative. If the U.S. Attorney's prediction of a large increase in criminal indictments materializes, and if the Superior Court continues to dispose of cases as rapidly as it presently does, the total case filings will be considerably higher, totaling perhaps 3,000 cases filed or three times as many as originally predicted.

Funds in this budget are requested for eight positions to augment the clerk's staff to process the work of an expanded court and an increased workload. These positions are a GS 6 Deputy Clerk and a GS 6 Steno for nine months; a GS 12 Deputy Clerk-Bar Coordinator, a GS 10 Deputy Clerk and a GS 8 Secretary for six months and a GS 8 Deputy Clerk, GS 11 Court Law Clerk and a GS 5 Steno for three months. With eight new employees the clerk's office will have a total of 22 positions. This is still smaller in size than the clerk's office of the U.S. Court of Appeals for the District of Columbia Circuit which performs comparable duties and presently processes approximately 1,000 cases a year. I have attached for your information a copy of the anticipated growth of the clerk's staff through FY 1972 and a comparison of that staff with the clerk's staff at the U.S. Court of Appeals (referred to on the attachment as U.S.C.A.). We requested four positions in the FY 1971 Court Reorganization supplemental and have staggered the hiring of personnel to fill the new positions requested in FY 1972 to meet the increase in workload. In addition, funds are requested for bar admissions and grievances committee operating expenses. That request is based on figures supplied by the present Committee on Admissions and Grievances in the United States District Court for the District of Columbia Circuit. The Committee advises us that the costs associated with processing bar admissions and grievances are offset by the fees paid to the Committee by the applicants for admissions to the bar.

	Clerk's office staff of DCCA as of July 1970, positions and grade	Clerk's office staff of U.S.C.A. as of July 1970, positions and grade	Clerk's office personnel needed 3 to 6 months after court reorganization, fiscal year 1971 supplement, position and grade	Clerk's office personnel needed 6 months to 1 year after court reorganization, fiscal year 1972 budget, position and grade	Clerk's office personnel needed 1 year to 1½ years after court reorganization, fiscal year 1972, budget position and grade
Position No.—					
1	Clerk (15)	Clerk	Clerk	Clerk	Clerk.
2	Chief deputy (13)	Chief deputy clerk	Chief deputy clerk	Chief deputy clerk	Chief deputy clerk.
3	1st deputy (12)	1st deputy	1st deputy	1st deputy	1st deputy.
4	Motions clerk (11)	Motions clerk	Motions clerk (11)	Deputy clerk (12) [2]	Deputy clerk (12).
5	Deputy clerk (9)	do	do.[1]	Motions clerk (11)	Motions clerk (11).
6	Deputy clerk (8)	do	Deputy clerk (9)	do	Do.
7	Deputy clerk (7)	Marshal	Deputy clerk (8)	Deputy clerk (10) [1]	Motions clerk (11).[1]
8	Deputy clerk (6)	Deputy clerk	do	Deputy clerk (9)	Deputy clerk (10).
9	do	do	Deputy clerk (7) [1]	Deputy clerk (8)	Deputy clerk (9).
10	Bailiff (4)	do	Deputy clerk (6)	do	Deputy clerk (8).[1]
11		do	do	Deputy clerk (7)	Do.
12		do	do.[1]	Deputy clerk (6) [1]	Do.
13		do	File clerk (5) [1]	do	Deputy clerk (7).
14		do	Bailiff (4)	do	Deputy clerk (6).
15		do		do	Do.
16		do		Stenographer (6) [2]	Do.
17		do		File clerk (5)	Do.
18		do		Bailiff (4)	Secretary (8).
19		Secretary		Secretary (8) [2]	Stenographer (5).[1]
20		do			File clerk (5).
21		do			Bailiff (4).
22		Stenographer			Stenographer (6).
23		do			
24		Typist			
25		File clerk			
26		File assistant			
27		Messenger			
28		Librarian			
29		Assistant librarian			

[1] Indicates new position added.

[2] This staff will perform the same functions as the clerk's office of the U.S.C.A. and in addition will have the added burden as of Apr. 1, 1972, of processing admissions to the Bar, etc.

BUDGET REDUCTION

Judge HOOD. Do you wish me to go into this question of the reduction of the budget?

Senator INOUYE. Yes, please, because we have no record here, sir.

Judge HOOD. Under the court reorganization, our court becomes the highest court of the jurisdiction and has a great deal more functions, one of which is the admissions and disbarment of attorneys. That has been previously in the U.S. District Court. We will take that over as of April 1, 1972.

Although that does not become effective until that day, there is a great deal of work to be done to be prepared for those functions on that date.

We ascertained that the present Committee on Admissions and Grievances has an operating budget of around $150,000. At first, it was our impression that we should ask for a full year's funding, so we put in the figure of $144,000. Upon further consideration, we decided that we were asking probably for more than we would need. So we have reduced that figure from $144,000 to $78,600.

I might say that these funds will be recouped, that is the committee operates on a self-supporting basis by collection of fees for the examinations and other things. But that money, of course, will not come into our budget. Any fees we collect have to be turned over to the U.S. Treasurer. But, actually, it is not a cost to the District because of the fact that the collection of funds more than equals the cost of it.

INCREASE IN PERSONNEL

With respect to other increases, our court was given three additional judges by the new act, so our court was increased from six to nine, a 50-percent increase in the size, actually, of the court and court personnel.

Under the new jursidiction, new functions of the court we will need additional help in the clerk's office, so we have made requests for those.

Senator INOUYE. Keeping in mind the reorganization, and realizing the expansion that you have experienced, this committee is well aware that the increase in appropriations is necessary. The staff has gone through your budgetary request and, as of this moment, we have no questions.

Judge HOOD. Thank you, sir.

Senator INOUYE. Thank you very much for your assistance.

COURTS

SUPERIOR COURT OF THE DISTRICT OF COLUMBIA

STATEMENT OF HON. HAROLD H. GREENE, CHIEF JUDGE

ACCOMPANIED BY:

JOSEPH M. BURTON, CLERK OF THE COURT

ALFRED E. BERLING, ADMINISTRATIVE OFFICER

BUDGET REQUEST INCREASE

Senator INOUYE. We are also pleased and honored to have with us, the Honorable Harold H. Greene, the Chief Judge of the Superior Court.

The 1972 budget for the Superior Court, which was formerly the Court of General Sessions, Juvenile Court, and Tax Court, is $17,949,600, an increase of 66.3 percent over the amount appropriated to date for fiscal year 1971.

Judge Greene, welcome, sir.

INTRODUCTION OF ASSOCIATES

Judge GREENE. It is a privilege to be here, Mr. Chairman.

Mr. Joseph Burton, the clerk of the court, and Mr. Alfred Berling, the administrative officer, are with me.

PREPARED STATEMENT

I submitted a statement which, with the Chair's permission, I will not read.

Senator INOUYE. Without objection, it will be placed in the record, sir.

(The statement follows:)

I appreciate the opportunity to testify before this Subcommittee in support of the appropriation requested by the Superior Court of the District of Columbia for fiscal year 1972.

This is the first appropriation submitted by that Court, and thus the first request resulting from the consolidation of the D.C. Court of General Sessions, the Juvenile Court, and the D.C. Tax Court, as well as from the assumption by the local court system of a significant portion of the functions exercised until now by the U.S. District Court.

The total budget estimate for 1972 for the Superior Court is $17,949,600. This represents an increase over the adjusted 1971 budget amounting to $3,667,900. However, I should note that 80% of that increase, or $2,924,900, consists of required items, principally the annualization of positions previously authorized. Only $742,942 of the increase is attributable to new requests, and that amount represents an increase over the adjusted 1971 budget of approximately five per cent.

Within the area of new requests the major portion—almost one half—would pay for the seven additional judges and their supporting staffs, which are authorized to be appointed by February 1, 1972, pursuant to the Court Reorganization Act. Additionally, the Court is requesting 79 new positions as follows:

28 positions will be for the Criminal Clerk's Office and the Criminal Assignment Office, to handle the additional responsibilities vested in the Superior Court as a result of court reorganization, principally the new felonies, as well as the increased workload resulting from recent increases in prosecutions.

15 positions are requested for the Civil Division Clerk's Office, including its Small Claims Branch, and the Civil Assignment Office, and 13 positions are for the Family Division Clerk's Office and the Family Division Assignment Office. These positions will likewise handle the additional responsibilities imposed upon these Divisions as a result of the new legislation.

19 additional positions are requested for the Probation Department to permit that Department to handle a considerable increase in persons under supervision and in presentence investigations. 4 additional coding clerks are requested for the Central Violations Bureau, and $21,000 is for computer rental.

Under the Court Reorganization Act, the Superior Court of the District of Columbia is becoming the District's court of general trial jurisdiction for all criminal, civil, family, and tax matters. In spite of very high increases in criminal workload, the Court of General Sessions was able to remain on a current status, while at the same time maintaining a high quality of operations. The appropriations requested for fiscal year 1972 will permit the Superior Court to continue to fulfill the expectations of the community with respect to speedy and fair justice.

BUDGET REQUEST INCREASE

Judge GREENE. The total budget estimate for the 1972 fiscal year is $17,949,600, which represents an increase over the adjusted 1971 budget of $3,667,000. Most of that, about 80 percent, consists of required items, and annualization of positions previously granted.

The total increase other than for required items that is being requested in this budget over the one that has been previously granted, amounts to $742,942. The bulk of that is for the additional seven judges, which are authorized under the Court Reorganization Act, and which are due to be appointed by February 1 of 1972. That amounts to about half of the requested increase. The remainder is for various additional positions in the Criminal Clerk's Office the Civil Clerk's Office and the Probation Department, primarily.

These increases are due, essentially, to the increase in workload and the increase in jurisdiction which has been given to the Superior Court by the Court Reorganization Act.

BACKLOG FROM JUVENILE COURT

Senator INOUYE. Judge Greene, we have received a lot of statistics with reference to backlog. I find it rather difficult to understand this. Could you give us your explanation or digest of the major statistics, so we can have an understanding of what the backlog is like?

We are particularly interested in the status of the backlog of cases which formerly were handled by the Juvenile Court.

Judge GREENE. To get first to the juvenile court. Under the Court Reorganization Act, the chief judge of the court of general sessions was given administrative control of the juvenile court as of August 1 of last year, which incidentally was the only change that became effective immediately.

At that time, I found that there were 4,868 cases pending in the juvenile court. Over 3,500 of those consisted of cases which had never been before a judge, not even for the purpose of a plea or any kind of a statement. Some of them had been pending for as much as 2 or 3 years or longer.

CRASH PROGRAM

With the assistance of a number of judges from the court of general sessions, whom I was authorized to assign to juvenile court, I organized a crash program to attempt to eliminate that staggering backlog.

All 3,500 of the pending cases that had not previously been before the court were scheduled for an appearance during the month of September, and thereafter, all of those which required trials, that is, where there was a "not guilty" plea, were placed on the court calendar in October, November, December, and the first part of January.

As of January 22, 1971, when I submitted a report on these operations, 98.5 percent of the backlog pending on August 1 had been eliminated. Only 71 of the 4,868 cases were left to be disposed of at that time.

Now, between August 1 and December 1, 2,810 new cases were filed, but we were successful in eliminating from the backlog 83 percent of those by January 21 as well. So that as of now, and as of January, there are no cases, or substantially no cases—there may be some for special reasons—older than 45 days. Except for that, the

only cases pending in the Juvenile Court today are cases that have been filed within the past 45 days, and we are attempting to retain that 45-day schedule for all cases.

Competency in Review of Cases

Senator Inouye. While the court is able to handle these cases with such dispatch and speed, is it possible to give these individual cases careful consideration in doing so?

Judge Greene. Yes, Mr. Chairman. Statistics that we compiled in connection with the elimination of the backlog during the 4½ months in which we proceeded with that—which is the critical period for that purpose—indicates that the dismissal rate, the trial rate, and the general percentage of dispositions, that is, as between commitments, probation and so on, was approximately the same as it had been in the past.

Sixty-one percent of the cases were dismissed or closed without a finding during that period, which compares with 58 percent in 1969, 56 percent in 1968, and so on. Thirty-nine percent proceeded to the merits, which again compares with prior years, and it is only slightly lower than what had been true in earlier periods. And commitments and probation and other dispositions were likewise generally comparable to what had been the case previously.

I think that it is accurate to say that it was possible to consider them with the same care that they had been considered previously. Of course, now that the backlog has been eliminated, the problem is not that difficult, because all we have to do is to dispose of the cases as they come in, which is not that tremendous a number.

Senator Inouye. I believe you should be commended for handling this almost unbelievable backlog.

Failure of Defendant to Appear for Trials

I have here before me, sir, an article which appeared in mid-November 1970, which indicated that since January 1, 1970, to mid-November 1970, 2,300 defendants were freed on bond and failed to show up for their trials in the District of Columbia Court of General Sessions.

(The newspaper article appears on p. 1706 in appendix.)

Can you advise this committee as to what the present situation is like?

Judge Greene. I do not have the statistics with me, Mr. Chairman. I have no doubt but that a considerable number of persons, comparable figures to those you have there, are not appearing when they are released, either on personal recognizance, or on money bond. Whenever a person does not appear, who should appear, a bench warrant is issued and that bench warrant is turned over to the Metropolitan Police Department, who presumably then makes an effort to apprehend these persons.

The case of anyone who is apprehended is presented to the U.S. Attorney for possible violation of the Bail Reform Act.

I cannot represent that that has stopped the flow of those who do not appear. The problem is still one of considerable magnitude.

APPOINTMENT TO COURT EXECUTIVE POSITION

Senator INOUYE. Judge, from press accounts we gather that there are wide differences between members of the Superior Court and the administrative office of U.S. Court, with reference to the naming of the court executive. This is the position that pays $36,000. Could you tell this committee the present status of this position?

Judge GREENE. Yes, Mr. Chairman. Those differences which did exist have been resolved. The administrative office of the U.S. courts initially presented to both courts, the District of Columbia Court of Appeals and Superior Court, a list of three names for appointment to this position. It was the feeling of a considerable number of the judges of our court that the clerk of the court should be given consideration and we expressed that view to the administrative office of the U.S. courts.

Ultimately, it was decided that inasmuch as the adiministrative office felt that the persons on its list should be considered rather than the clerk of the Superior Court, the judges acceded to that, and the joint committee, which consists of two judges of the Court of Appeals, and three judges of the Superior Court, selected one of the three persons on the list of the administrative office, Mr. Arnold Malech of New York. He is due to take office on April 1. That is Thursday of next week.

Senator INOUYE. Thank you, sir.

1970 SUPPLEMENTAL FOR HOLIDAY PAY

In going over the 1971 supplemental hearings, I note that you requested and received funds for holiday pay for personnel supporting judges who serve on holidays. Can you tell this committee exactly how many people and how much money per holiday was anticipated, and requested for the balance of the present fiscal year?

Judge GREENE. Mr. Chairman, first of all let me say this does not involve judges. Judges are not being——

Senator INOUYE. This is the supporting personnel.

Judge GREENE. This is only supporting personnel.

The court is open every day except Sundays, but it is open on all holidays, unless they fall on a Sunday. For that reason, we are obviously employing persons in the clerk's office and in supporting units who must be paid for that purpose. That has increased recently because the Juvenile Court, which did not previously keep its doors open on holidays, must now do so under the Court Reorganization Act.

So as a result of that, there has been some increase in the holiday pay. I am sorry I cannot give the precise numbers of persons, but I would be glad to submit that to the chairman for the record.

Senator INOUYE. We would appreciate that, sir.

(The information follows:)

	Number of employees	Amount of overtime
Christmas	28	$965
New Year's day	31	733

Under the Reorganization Act, detention and probable cause hearings for juveniles must be made on holidays. When the new Act became effective on February 1, 1971, the Juvenile Intake Center was manned on a 24-hour basis. This resulted in an increase for overtime pay for February 15, 1971, of $1,380.54.

PERSONNEL ON DUTY, CHRISTMAS 1971

Senator INOUYE. Just for an example, can you advise this committee as to how many judges and how many supporting personnel were on duty on Christmas day, 1970, and January 1, 1971?

Judge GREENE. I would assume that on Christmas day and January 1, two judges would have been on duty because that would have been the normal number of judges we have on duty on all holidays and on all Saturdays to handle the criminal lockups of the preceding night. At that time it involved only the criminal lockups, but now the judges on duty also would handle the juveniles who have been arrested and are presented to the court on holidays. So I can be certain that there would have been two judges who would have been sitting that day. As for supporting personnel, I really cannot say exactly. There would have been a clerk to the judge, a court reporter, there would have been several persons in the clerk's office, the judge's own clerks no doubt would have been there.

But I would have to check into that to be accurate on who was actually there. But those are the people who should have been there and I am sure they were there because we did handle cases on all of those holidays.

Senator INOUYE. I appreciate that, sir.

SUGGESTED DOUBLING UP ASSIGNMENTS: BAILIFF, ENROLLING CLERK AND MARSHAL

On page 14–2–8 of the budget summary, there are three positions noted—bailiff, enrolling clerk, and marshals. Is it possible to eliminate one of these three positions by doubling up assignments?

Judge GREENE. I do not believe so, Mr. Chairman. As a matter of fact, we are in a sense having great difficulty because we do not have enough marshals in the court to carry out all the necessary functions.

As you know, our operations are spread out over five buildings with courtrooms and judges' chambers and other facilities throughout those five buildings. The marshals are necessary to guard prisoners, to transport prisoners, and to make sure that prisoners who are being taken from one building to another do not escape. The same marshal also has to remain in the courtroom to guard that prisoner.

Unlike the U.S. district court, where the U.S. marshal is assigned to every judge, we do not have that system. We have never asked for that system. We simply have marshals available to maintain the minimum of security in connection with the guarding of prisoners.

So far as the enrolling clerk is concerned, he is there to make entries on the dockets, to call the cases, to mark exhibits, swear in witnesses, and to do all of the other things that are necessary in connection with the operation of the court.

As for the bailiffs they are the only link, so to speak, between the courtroom and the clerk's office. We are having difficulty, a great difficulty now, because of the tremendous volume of litigation that we have in maintaining those links, in having the papers, including probation reports, court jackets, and papers of all kinds, moved so that the court system will not break down.

As I say, the physical setup on which the court operates makes it difficult to maintain some semblance of efficiency even with the personnel that is assigned to that. Any reduction in the number of

that personnel, I would think would make it extremely difficult to operate at all, particularly in view of the physical problems that we encounter.

Senator INOUYE. Would it be possible for your law clerk to carry out the responsibilities of your enrolling clerk?

Judge GREENE. Well, Mr. Chairman, they did that in the past. They did that all of these years. The law clerk was also the enrolling clerk. But the Court Reorganization Act specifically provides that each judge should have a law clerk in addition to the enrolling clerk. The enrolling clerk will be under the control of the clerk's office hereafter, rather than under the control of the individual judge. Law clerks were added to give the judge an opportunity to do the kind of research in legal matters and so on that is commensurate with the more difficult legal problems that the court will now encounter.

ATTORNEY-ADVISOR

Senator INOUYE. Can you tell me what an attorney-advisor is?

Judge GREENE. We have had an Office of Attorney Advisors up to now because we had no law clerks at all. Those attorney-advisors numbered about 12 at one time. They provided the legal research for all of the judges. We have reduced that Office to four attorney-advisors now, and depending on how things proceed, I believe that four in number to do research for the court as a whole will probably be sufficient hereafter in view of the fact each judge will now have a law clerk of his own.

Senator INOUYE. I have here before me a memo submitted to this subcommittee, dated November 20 of 1970, relating to the fiscal 1971 supplemental request. It lists here one GS–12 attorney-advisor supervisor, 13 GS–11 attorney-advisors.

Now, this has been reduced to four?

Judge GREENE. Yes, Mr. Chairman. There were that many attorney-advisors in the budget previously, but eight of those positions were converted to law clerks. In the 1971 supplemental, we requested a lower number of law clerks and simply converted the attorney-advisors to the remaining law clerks to give each judge one law clerk.

Senator INOUYE. As of that date, November 20, you had in addition to the attorney-advisors, eight clerks to judges, three GS–9 law clerks, 11 GS–8 enrolling clerks to judges, 10 GS–7 enrolling clerks.

Judge GREENE. We had no law clerks at all at that time, Mr. Chairman. They may have been requested in that budget to be available after February 1, when the law clerks were authorized. All the court had at that time were enrolling clerks. The figures are simply there in order to provide each of the 37 judges with one law clerk after February 1.

Senator INOUYE. I see.

Mr. Jordan, any questions?

Mr. JORDAN. No questions.

Senator INOUYE. Any questions, Mr. Clark?

Mr. CLARK. No questions.

Senator INOUYE. Thank you very much, sir. You have been very helpful.

Judge GREENE. Thank you, Mr. Chairman.

STATEMENT OF COMER S. COPPIE, BUDGET OFFICER

ACCOMPANIED BY:

DEBORAH OPPERMAN, BUDGET ANALYST

JOHN J. KAMINSKI, DIRECTOR OF THE BUDGET, U.S. DEPARTMENT OF JUSTICE

ANTHONY E. PAPA, U.S. MARSHAL FOR THE DISTRICT OF COLUMBIA

BUDGET REQUEST DECREASE

Senator INOUYE. We are pleased to welcome back as our next witness, Mr. Coppie, the budget officer of the District of Columbia, who will present testimony with regard to the U.S. courts.

I note that the 1972 request is $5,823,500, a decrease of 19.9 percent.

Please proceed, sir.

Mr. COPPIE. Good morning, Mr. Chairman.

INTRODUCTION OF ASSOCIATES

Mr. Chairman, I would like to present to you and the Committee Miss Deborah Opperman, budget analyst for the court appropriation in the District budget. I would also like to present to the committee, Mr. John Kaminski, the Director of the Budget, U.S. Department of Justice, who is here to help support this request for appropriations.

Senator INOUYE. Welcome, sir. It is a pleasure.

PAYMENT TO U.S. TREASURY: U.S. ATTORNEYS OFFICE AND U.S. MARSHAL SERVICE

Mr. COPPIE. Mr. Chairman, I have a brief statement that I would like to read, because I think it does clarify the request that is before the committee, and offers support for it.

We are requesting a total of $5,823,500 for payment to the U.S. Treasury for 75 percent of the anticipated fiscal year 1972 expenditures of the U.S. Attorneys Office and the U.S. Marshal's Service for the District of Columbia.

DISTRICT OF COLUMBIA COURT REFORM AND CRIMINAL PROCEDURE ACT, SECTION III: TRANSFER OF FUNDS TO SUPERIOR COURT APPROPRIATION

The required reimbursement payment for the U.S. judiciary and the General Services Administration is no longer being included within what has been called the U.S. courts appropriations. Title I, section 173 of the District of Columbia Court Reform and Criminal Procedure Act of 1970 requires that the new executive officer of the District of Columbia courts make these reimbursement payments to the U.S. Treasury. Accordingly, with the approval of this committee, $3,145,900 will be transferred to the superior court appropriation to provide for these two payments. The amount of $3 million for the U.S. judiciary and $145,900 for the General Services Administration have been determined as the amounts necessary by the Administrative Office of the U.S. Courts and the General Services Administration, respectively. The 1972 base funds remaining in the U.S. judiciary and the General

Services Administration accounts should be redirected to the account of the U.S. Department of Justice to provide for increasing costs in this area.

NEW POSITIONS FOR U.S. ATTORNEY AND U.S. MARSHAL'S SERVICE

In addition, $622, 400 is also needed in fiscal year 1972 to annualize a fiscal year 1971 supplemental which added 70 positions to the Office of the U.S. attorney, and 56 positions to the U.S. marshal's service and to provide for an expected increase in the number of witness fee payments.

Senator INOUYE. Excuse me, is it 35 or 56?

Mr. COPPIE. It should be 56, Mr. Chairman.

Mr. THOMAS A. Flannery, the U.S. attorney for the District of Columbia, informed the Mayor of his plans and goals for fiscal year 1971 and fiscal year 1972. During the first phase of court reorganization (from February 1 of 1971, through August 1, 1972) with the increased staff recently provided, the new superior court division in the U.S. attorney's office will be able to handle 4,800 felony cases, 16,000 misdemeanor cases, and 15,000 citizen's complaints. This constitutes a 33-percent increase over the fiscal year 1970 caseload in the felony area. This increase will aid considerably in reducing the court backlog and will contribute substantially to an improved criminal justice system.

This ends my prepared remarks on this appropriation and I will be happy to respond to questions.

LETTER OF THOMAS A. FLANNERY, U.S. ATTORNEY, TO MAYOR WASHINGTON

Mr. Chairman, I would like to provide for the record a letter that Mr. Flannery sent to the Mayor in January 1971 that speaks to the reorganization that he has implemented in the U.S. attorney's office, so that that office can be responsive to the requirements of the court reorganization and will streamline the way that office will assist in meeting requirements of court reorganization.

Senator INOUYE. Thank you very much, Mr. Coppie.

(The letter follows:)

UNITED STATES DEPARTMENT OF JUSTICE,
OFFICE OF THE UNITED STATES ATTORNEY,
Washington, D.C., January 29, 1971.

Hon. WALTER E. WASHINGTON,
Mayor, District of Columbia,
District Building,
Washington, D.C.

DEAR MAYOR WASHINGTON: On the eve of Court Reorganization, I am pleased to inform you of some of our goals and plans for the United States Attorney's Office.

In my view court reorganization offers this office an important opportunity to improve its operation in the following ways:

Prosecution of more offenses as felonies rather than misdemeanors,

Reduce time of delay in the criminal process by speedier indictments and speedier trials,

Reduce case backlogs,

Devote more attention to repeat offenders and the most serious crimes,

Improve the quality and efficiency of our intake operation, and

Improve the supervision and training of our professional personnel.

To achieve these goals and to provide the best possible service to the Superior Court, I have formed a new Division in this office. This Division, which will be named the Superior Court Division of the United States Attorney's office, will be composed of three sections, Intake-Grand Jury, Misdemeanor trial and Felony trial.

Graphically, the Division will have the configuration shown in Attachment A

I have appointed Mr. Luke C. Moore, presently Chief of the Court of General Sessions Division, as the Chief of the new Division. Mr. Charles R. Work has been named Deputy Chief of the Division and Chief of the Misdemeanor trial section. Mr. David T. Austern, presently Chief of our Grand Jury unit in the District Court has been named Chief of the Felony trial section. Mr. Frederick G. Watts has been named Chief of a new combined Intake-Grand Jury section.

In planning the Division structure and estimating the number of personnel that ultimately will be assigned to the new Division, I took into consideration the probable criminal case load for the Superior Court during phase I of Court Reorganization.

On the basis of our intake records for the months of July 1970 through December 1970, I estimate that the new Division will have the following case load during phase I of Court Reorganization.

4,800 Felony defendants.

16,000 Misdemeanor defendants.

15,000 Citizen's complaints.

I estimate that approximately 1,500–2,000 indictments will be returned in Superior Court during the calendar year 1971.

The combined Intake-Grand Jury unit of the new Division is an innovation. This unit will have the responsibility for screening and papering all cases filed in the Superior Court. It will also conduct Preliminary Hearings, present cases to the Superior Court Grand Jury and handle preventive detention hearings. In addition, this section will receive and screen citizens complaints and interface with the Corporation Counsel and Social Service personnel assigned to the Family Division of the Court. With the use of experienced Assistants in this section we hope to improve the quality of screening done before cases are put into the system and to improve the preparation of cases scheduled for trial.

Our Misdemeanor trial section, Intake-Grand Jury section and administrative section will soon occupy new quarters on the first floor of the present Court of General Sessions, Civil Building. Our Felony unit will occupy new quarters at 451 Indiana Avenue, N.W. We are grateful to Chief Judge Greene for his cooperation in making this space available to us.

Our Fraud section, Major Crimes section and Special Proceedings Division will handle special cases in both the Superior Court and the United States District Court.

The Appellate Division in our office will handle all appeals taken from the Superior Court as well as the United States District Court.

I also have formed a combined Intake-Grand Jury section for the United States District Court. This unit will screen and paper all cases cognizable in that Court. conduct preliminary hearings, preventive detention hearings, present cases to the District Court Grand Jury, and prosecute Federal misdemeanor cases before the United States Magistrate.

At your convenience, I, or any member of my staff shall be available to discuss with you some of our additional plans for implementing court reorganization.

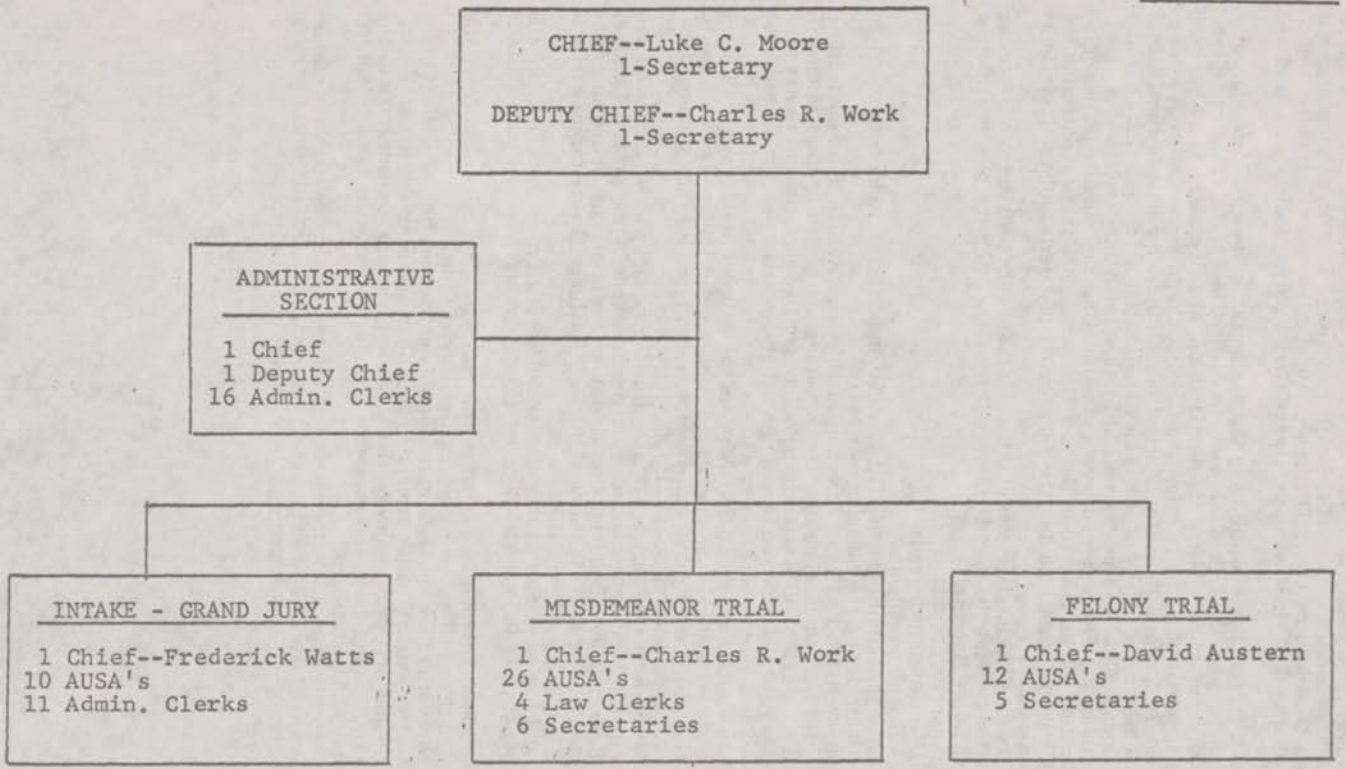
I appreciate your cooperation and your interest in this office.

Sincerely yours,

THOMAS A. FLANNERY,
United States Attorney.

[Attachment.]

ATTACHMENT "A"



S U P E R I O R C O U R T D I V I S I O N

U. S. A T T O R N E Y'S O F F I C E

FIXING OF TRAFFIC TICKETS IN U.S. ATTORNEY'S OFFICE: SUNDAY STAR ARTICLE

Senator INOUYE. I have requested Mr. Jordan here to look into this matter and I have been advised that he has several questions prepared.

Mr. JORDAN. Do we have a representative of the U.S. Marshal's Office here?

Mr. KAMINSKI. I was told there would be one here very shortly. I am not certain that he has arrived.

Mr. JORDAN. Do we have a representative of the U.S. Attorney's Office in the District of Columbia present?

Mr. KAMINSKI. We do not.

Mr. JORDAN. Then I will hold the question with reference to the U.S. Marshal's Office and proceed to ask one that pertains to the operation of the U.S. Attorney's Office, if I may.

As the representative of the Department of Justice knows, and as the U.S. attorney knows, the committee was and is concerned about the problem of the fixing of traffic tickets in the U.S. Attorney's Office. This situation was first brought to public attention in an article from the Sunday Star last November 22, in which it made reference to 66 traffic tickets having been fixed for a particular U.S. attorney. The U.S. attorney in question apparently went to his associates and friends in the Corporation Counsel's Office and had these tickets nolle prossed. There were a total of 66 of them, totaling something over $500. The Washington Star published the story on November 22 and will be inserted at this point in the hearing record.

[From the Sunday Star, Nov. 22, 1970]

66 FIXED TICKETS UNFIXED—A PROSECUTOR LOSES

By Winston Groom

An assistant U.S. attorney has been thwarted in an attempt to fix more than $600 in traffic tickets he received over a four-month period near the D.C. Court of General Sessions, it was learned yesterday.

According to court sources, the assistant parceled out about 62 parking tickets and four other traffic violations to five different assistants in the D.C. Corporation Counsel's office and asked them to nolle prosse (dismiss) them.

Sources said the requests came after the assistant U.S. attorney's car was towed away by the police department because there were 66 outstanding arrest warrants against the owner.

The assistants in the Corporation Counsel's office, which is just across the hall in the courthouse from the U.S. Attorney's office nolle prossed the tickets—about 13 apiece—"as a favor to a fellow prosecutor," the sources said. None of them knew that other assistants had been asked to do the same thing, the source said.

Chief Ast. U.S. Atty. Luke C. Moore said that the assistant was reprimanded by U.S. Atty. Thomas A. Flannery after his office learned of the incident. However, no further action was taken.

The assistant, who was not identified, is a two-year veteran of the U.S. Attorney's office at the Court of General Sessions, Moore said. He has been given several months to pay off the tickets.

Moore said his office learned of the fixing attempt when police complained that the tickets had been fixed and inquired why.

Gerald Caplan, general counsel for the D.C. police department, said the matter was brought to his attention by the court liaison officer in charge of processing warrants.

According to sources, the matter was first discovered by the officer who normally patrolled the courthouse area and had issued many of the tickets. He was the same officer who ordered the assistant's car towed away, the sources said.

REINSTATEMENT ORDER

Chief Asst. Corporation Counsel Robert H. Campbell said that when he learned of the fixing, he immediately ordered that the tickets be reinstated.

He also said he called in the assistants involved and reprimanded them for fixing the tickets without good reason. He said the practice of ticket fixing in the Corporation Counsel's office is "very rare" and that only 3 percent of all the tickets brought to the office were overturned.

Moore said that it is the "clearly enunciated policy of the United States Attorney's office that assistants pay any traffice ticket they receive."

At a staff meeting called after the matter was discovered, Moore ordered that assistants must now bring any ticket they want dismissed, even if they have a legitimate complaint, to one of the heads of the office for approval before taking it to the Corporation Counsel.

Moore added, however, that while he was not trying to defend the attempted fixing, he had noted that all of the assistant's tickets were issued in the immediate area of the courthouse at 5th and E Streets NW.

PARKING DENIED

"I think it is a damned shame that assistants in this office are not given parking spaces at the courthouse while all other members of the court staff are," he said.

The once common practice of ticket-fixing in the District is now largely a thing of the past. Several years ago, police headquarters ordered that only the captain of a precinct could overturn a ticket and a list of dismissed tickets was made public. Previously, any officer was authorized to tear up parking tickets.

ACTION FOLLOWING INVESTIGATION

The committee has noted over the past several years that a great many citizens of the District of Columbia and surrounding jurisdictions had warrants issued against them; in fact, it was not too long ago several citizens were jailed for the nonpayment of traffic tickets.

Sir, if you are familiar with this situation, I wonder if you would be good enough to advise the committee as to exactly what action was taken or not taken as a result of this article.

Mr. KAMINSKI. I can report to the committee that after investigation, it was learned one assistant was responsible totally for this action. He was immediately requested to resign and did resign and is no longer with the Service.

I can also report that the Service indicated that this was contrary to departmental policies and I am sure that this has been promulgated throughout the Department. I trust this will not happen again.

Mr. JORDAN. He was immediately asked to resign?

Mr. KAMINSKI. He was, sir, and he did resign.

Mr. JORDAN. The committee is advised that the agreement reached was that the individual concerned was given until November 9, 1970 to pay the tickets, but that no action was taken prior to the time that the committee raised the question concerning the matter. This was a period of some weeks after the article and the agreed upon due date of the tickets, before the individual was asked to resign. Is that not correct?

Mr. KAMINSKI. It is my understanding there was an investigation underway, and that over that period no action was taken until that was resolved.

Mr. JORDAN. Did he resign with or without prejudice?

Mr. KAMINSKI. I am unable to respond to that; I do not know.

Mr. JORDAN. Would you supply it for the record? The committee has been advised he resigned without prejudice.

Mr. KAMINSKI. I will insert that in the record, sir.
(The information follows:)

The information given to the committee that the resignation was without prejudice is accurate.

WIDESPREAD PRACTICE

Mr. JORDAN. Mr. Chairman, it was felt that this type situation goes to the very heart of law enforcement when it involves the prosecutors for the U.S. Government, whether it be the U.S. Attorney's Office or the Corporation Counsel's Office. Information of unknown reliability was received several weeks ago by the committee indicating this was not, in fact, the only instance of this, that the practice involved others and that it was unfair to ask one individual whose name happened to appear in the press, or who happened to have been exposed to resign, when, in fact, the practice was widespread in the U.S. Attorney's Office.

Mr. Chairman, I have no knowledge as to whether it was or was not the only incident, but in order that the matter can be clarified I would suggest, if it meets your pleasure that the Office of the U.S. Attorney furnish to Mr. Burton, who is still here and carries the records of the traffic offenses and court summonses on his computer file, a list of the individual U.S. attorneys and their 1970 and 1971 tag numbers; that they be checked against the files of the former court of general sessions and the present superior court; and that there be included in this record a notation of any further unsettled traffic cases by personnel of the U.S. Attorney's Office.

I have no knowledge whatsoever as to any further offenses; however, I think it might be well to just settle the matter in this manner.

Senator INOUYE. Without objection it is so ordered.

Mr. JORDAN. Would you be good enough to do that, sir?

Mr. KAMINSKI. We shall so do.

Mr. JORDAN. Can it be done within a period of several days, perhaps?

Mr. KAMINSKI. I will assure you we will do our best to get it in as quickly as possible.

(The information requested was furnished and retained in committee files.)

COOPERATION OF MR. BURTON

Mr. JORDAN. Mr. Burton, will you see that the files of our office are checked against the names that are furnished to you by the U.S. Attorney's Office, and include any additional violations in this record when you correct your own remarks?

Mr. BURTON. Yes.

Mr. JORDAN. Can that be done?

Mr. BURTON. If we have the tag numbers of the cars; yes, sir.

Mr. JORDAN. You need the names and tag numbers for 1970, and 1971.

Mr. BURTON. Right.

Mr. JORDAN. Thank you, sir.

(The information follows:)

OUTSTANDING PARKING VIOLATIONS AGAINST
1970 LICENSE PLATE NUMBERS OF
ASSISTANT UNITED STATES ATTORNEYS
FOR THE DISTRICT OF COLUMBIA

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
ADAMS, James A.	2SC 51	New York	None				
ADELMAN, Robert M.	759 013	D. C.	39	39			5 Paid
AIKENS, Arnold T.	A T A	D. C.	2	2			
ALDOCK, John D.	757 443	D. C.	22	20		2	2 Paid
ALTO, Vincent R.	589 018	D. C.	23	11	10	2	1 Paid
ALTSHULER, Oscar	A310 606	Virginia	None				
ANDERSON, Gene S.	GX 2898	Maryland	2	1		1	1 Paid
AUSTERN, David	559 358	D. C.	7	7			
BANKS, Ruth R.	565 851	D. C.	6	2	4		
BANOUN, Raymond	No car						
BELTER, Leonard W.	A358 684	Virginia	None				
BERNSTEIN, Daniel J.	CT 9422	Maryland	27	26	1		
BLOCK, William S.	FF 8667	Maryland	10	9		1	2 Paid
	BZ 9221	Maryland	None				
BORAKS, Robert A. W.	782 136	D. C.	20	14		6	
	782 137	D. C.	2	1		1	
BRADY, Gregory C.	942 498	Virginia	14	7	1	6	6 Paid

58-979 O - 71 - pt. 1 - 35

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
BREWER, C. Madison	515 999	D. C.	None				
	551 897	D. C.	2	2			
BROOKHART, Charles E.	972 260	Virginia	4	4			
BUCKLIN, Donald T.	A453 767	Virginia	10	4		6	
BULLOCK, David M.	JG 4493	Tennessee	2	2			
CAMPBELL, Donald E.	FF 5056	Maryland	8	8			
	GA 3958	Maryland	1	1			
CAPUTY, Victor W.	941 792	Virginia	None				
CARMODY, Kevin W.	591 413	D. C.	10	9		1	
CAULFIELD, James A.	FT 6411	Maryland	10		6	4	
CHAPMAN, Robert R.	IO 314	Rhode Island	None				
CLARKE, John O'Brien	766 874	D. C.	9	8		1	1 Paid
	A809 652	Virginia	3	3			
	375 413	Virginia	None				
COHAN, Philip L.	285 334	Delaware	27	19		8	
COLLINS, William H. Jr.	A386 012	Virginia	1	1			
CRIMMINS, Robert C.	917 300	Virginia	1	1			
CUNNINGHAM, Guy H. III	CY 3155	Maryland	None				
	BS 1261	Maryland	None				
CYS, Richard L.	706 336	D. C.	6	5		1	
DIEHM, James	OM 5787	Pennsylvania	2	2			

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
DODELL, Nathan	EG 5032	Maryland	None				
DRURY, John E.	914 171	Virginia	3		1 Void	2	
	A507 080	Virginia	5	3		2	
DUGAN, John R.	586 040	D. C.	11	11			
DuROSS, Ann	No car						
EARNEST, Broughton M.	FK 7450	Maryland	6	6			1 Paid
EATON, Robert E. L. Jr.	FF 6942	Maryland	7	7			
EVANS, John F.	995 415	Virginia	1			1	
FINNEGAN, John F.	AE 9429	Maryland	4		2	2	
	FS 1181	Maryland	1		1		
FITZGERALD, James J.	436 364	Massachusetts	None				
FLANAGAN, James F.	777 893	D. C.	1	1			
	5C8 216	Pennsylvania	None				
FLYNN, Charles F.	878 577	Virginia	None				
FRIEDMAN, Paul	692 044	D. C.	13	7		6	
FROHMAN, Alice Patricia	620 818	D. C.	None				
GILL, John G. Jr.	714 822	D. C.	15	15			
GLANZER, Seymour	808 410	D. C.	1	1			
	AR 7653	Maryland	None				
GRAFMAN, Stephen W.	A435 722	Virginia	9	9			1 Paid
GREENE, Henry F.	993 259	Virginia	1	1			

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
GREENSPUN, Julian	AA 1355	Ohio	None				
HALL, Edwin King	253 448	Virginia	10	10			
HANNON, Joseph A.	DAV 1043	Maryland	None				
	DAV 1081	Maryland	None				
HARKINS, Charles J. Jr.	3857 MG	New York	None				
HIBEY, Richard A.	AE 9173	Maryland	11	10		1	
HIGGINS, Robert J.	216 414	Virginia	None				
HOFFMAN, Herbert B.	DN 281	Illinois	24	22		2	5 Paid
HOUCK, Oliver A.	987 127	Virginia	2	1	1		
JOHNSON, Julius A.	573 386	D. C.	None				
JONES, Robert A.	A328 273	Virginia	3	1		2	
KATZ, Michael A.	852 891	Virginia	4	3		1	1 Paid
KELLOGG, Philip Lee	591 240	D. C.	7	7			
	789 242	D. C.	7	7			1 Paid
KING, Warren R.	GX 8907	Maryland	5	4		1	
KLEIBOEMER, Axel	GL 6532	Maryland	None				
	GL 6533	Maryland	None				
KOGAN, Jason D.	980 874	Virginia	None				
KOTELLY, John T.	653 461	D. C.	2	2			
LARIMER, David G.	A489 412	Virginia	None				

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
LATAIF, Lawrence P.	680 795	D. C.	5	5			
LENAHAN, John	A424 086	Virginia	2	1		1	
	350 991	Virginia	None				
LEVINE, Barry W.	782 603	D. C.	None				
	782 604	D. C.	None				
	AG 74 71	Maryland	2			2	
LYONS, James L.	A323 377	Virginia	None				
MADIGAN, Michael J.	A471 508	Virginia	6	1		5	
	A439 149	Virginia	1	1			
MARCY, Eric	773 296	D. C.	3	3			
McCAHILL, John	695 997	D. C.	23	22		1	5 Paid
McCARTHY, Harry J.	A418 902	Virginia	1	1			
McGARRY, J. Michael	752 241	D. C.	29	28		1	
McMAHON, James B.	514 120	D. C.	None				
McMULLIN, James	GC 2607	Maryland	1			1	
McSORLEY, Joseph	782 134	D. C.	None				
	M 2764	D. C.	None				
MILLER, Warren	988 972	Virginia	14	5	6	3	5 Paid
MOORE, Luke C.	758	D. C.	10	1	5	4	
MOORE, Thomas K.	255 021	Virginia	None				
MULROONEY, John J.	A379 560	Virginia	2			2	
OGREN, Robert W.	CP 8414	Maryland	2	2			2 Paid
	GS 4264	Maryland	5	5			5 Paid

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
PARK, Ellen Lee	889 351	Virginia	None				
PRICE, Harvey S.	FF 4639	Maryland	None				
	FF 4641	Maryland	None				
QUEEN, Thomas H.	751 142	D. C.	2	2			
RANKIN, Robert S. Jr.	771 320	D. C.	2	2			
RANSOM, John S.	876 731	Virginia	6	4		2	
	876 732	Virginia	3	2	1		
REILLY, Peter R.	FF 1812	Maryland	None				
REUKAUF, William E.	758 638	D. C.	21	21			
ROBINSON, Kenneth M.	HR 2474	Maryland	3		2	1	2 No Papers
	HP 9215	Maryland	4		1	3	
	A193 956	Virginia	5		3	2	
ROGERS, John E.	No car						
ROITACHER, Charles H.	FL 3096	Maryland	None				
RUDY, John F. II	940 293	Virginia	7	4	3(1 Void)		
	830 434	D. C.	None				
RUSSELL, Percy H. Jr.	AZ 7093	Maryland	9	9			
RUTHERFORD, James F.	776 595	D. C.	3	3			
SCHWEITZER, William H.	782 205	D. C.	17	17			
SEIDEL, Lester B.	FW 9395	Maryland	None				
	HX 4881	Maryland	None				

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
SHARP, James E.	999 275	Virginia	16	15		1	13 Paid
SHAUGHNESSY, Brian W.	695 837	D. C.	19	7	1	11	
SHINE, Richard S.	621 134	D. C.	21	21			
SHUKER, Robert A.	735 699	D. C.	1	1			
SILBERT, Earl J.	522 237 624 263	D. C. D. C.	8 None	8			
SMITH, Donald S.	BR 4247 BR 4246	Maryland Maryland	None None				
STEIN, John E.	GC 3226 HW 5558 813 682	Maryland Maryland D. C.	8 3 None	8 3			
STUCKEY, Richard N.	747 154	D. C.	60	32	25 2 Void	1	1 Paid 1 No Papers
SULLIVAN, Harold J.	811 549	D. C.	None				
TERRY, John A.	523 776	D. C.	2	2			
TIGNOR, Robert S.	781 409	D. C.	8	8			
TITUS, Harold H. Jr.	502 664	D. C.	4	4			
TOOMEY, Daniel E.	591 292	D. C.	5	5			
WATKINS, Robert P.	796 681	D. C.	None				
WATTS, Frederick G.	990 721	Virginia	1	1			

NAME	LICENSE PLATE	STATE	TOTAL ISSUED	PAID	NO PAPERS	OPEN	CLOSED SINCE MARCH 25, 1971
WERDIG, Robert M. Jr.	836	D. C.	1	1			
	TKE	D. C.	1	1			
	6392 DG	Maryland	None				
WHITE, William	9262 VT	New York	3			3	
WIENER, Jerome	755 135	D. C.	12	12			
WIESEMAN, Mary Folliard	718 607	D. C.	23	23			
	573 969	D. C.	20	19		1	
WILLIAMS, Edwin A.	881 564	Virginia	13	13			
WOLL, David C.	CW 7089	Maryland	None				
	CW 7093	Maryland	None				
WORK, Charles R.	582 349	D. C.	5	5			
ZIMMERMAN, Gilbert	895 629	Virginia	None				
ZSALMAN, Robert D.	A424 929	Virginia	1			1	
ZUCKERMAN, Roger	553 640	D. C.	6	6			1 Paid

(There follow two additional memoranda relating to this subject:)

OCTOBER 22, 1970.

LARRY BENNETT, Esq.,
Metropolitan Police Department,
300 Indiana Avenue NW., Washington, D.C.

Re parking citations placed upon automobile owned by Zollie Richburg, assistant U.S. attorney.

DEAR MR. BENNETT: Enclosed are Mr. Richburg's parking citations which we recently discussed (62 warrant cards and three TVN's all referencing a Ford automobile bearing Ohio registration tags 453 AT). I have deleted from the citations all entries by Assistants Corporation Counsel to the effect that the citations should not be prosecuted.

Mr. Richburg has indicated that he intends to post and forfeit collateral on these citations. In order to provide him an opportunity to do so it is recommended that enforcement action be suspended until November 9, 1970.

By way of this letter I am advising Mr. Richburg of the foregoing and of the necessity of securing local registration of an automobile subsequent to the establishment of local residence.

Sincerely yours,

THOMAS H. JOHNSON,
Assistant Corporation Counsel.

[Memorandum]

U.S. DEPARTMENT OF JUSTICE,
November 25, 1970.

To: All assistant U.S. attorneys.
From: Thomas A. Flannery, U.S. attorney.
Subject: Parking tickets.

The recent publicity concerning the efforts of a member of this staff to have the Corporation Counsel cancel a number of parking tickets by virtue of his position as an Assistant United States Attorney has proven extremely embarrassing to this office.

Plain common sense with respect to the public responsibilities of this office, let alone the Standards of Conduct promulgated by the Department of Justice for its employees, dictate that no Assistant should ever use his position in this Office to obtain preferential treatment of any kind for himself or anyone else. 28 C.F.R. §45.735–13. Any conduct whatsoever inconsistent with this standard which comes to my attention will subject the person involved to severe disciplinary action, including immediate dismissal.

LOCKUPS AT U.S. COURTHOUSE

Mr. Chairman, I think that we now have a representative of the U.S. Marshal's Office here. With your permission, there was one question I had relating to his operations.

Mr. Papa, would you identify yourself for the record, please.

Mr. PAPA. Sir, I am Marshal Anthony E. Papa, U.S. Marshal for the District of Columbia.

Senator INOUYE. Welcome, sir.

Mr. PAPA. Thank you.

Mr. JORDAN. Mr. Papa, from having followed the press accounts concerning the lockups at U.S. courthouse—which I believe is administered by your office, is it not?

Mr. PAPA. That is correct, sir.

Mr. JORDAN. From press reports it is fairly evident that the lockup has a history of assaults and attacks by prisoners upon prisoners. This has been a matter of continuing concern over a period of not months, but years, prior to the time you became U.S. Marshal. You, of course, know of this.

As recently as yesterday morning, the Washington Post carried a story indicating the escape of seven prisoners from this lockup administered by your office. I just wondered if you would be good enough to give the chairman a statement concerning this operation. Certainly, it must leave something to be desired.

(The article appears on p. 1708 in appendix.)

Mr. PAPA. Yes, sir.

Mr. JORDAN. Would you proceed, please.

Mr. PAPA. Mr. Chairman, the seven prisoners who escaped the day before yesterday, on the 24th, escaped from the superior court cellblock in what is referred to as the Criminal Building at 5th and E Streets, sir. The cellblock, itself, is in the basement.

The seven men, sir, we had in what I would term in the vernacular, the bullpen area, did remove a plate in the urinal area and escaped through that route that led into the part of the construction, sir, that is now going on in connection with the new METRO system. We have, sir, as of the time I just arrived, recovered two of these escapees.

Sir, I will be happy to answer any other questions.

ASSAULTS BY PRISONERS ON PRISONERS

Mr. JORDAN. First of all, my question had reference to the assaults by prisoners on prisoners. There must have been at least a half dozen articles concerning this over the past 3 years. If you were not there, are you familiar with it? Has the problem been resolved? Do you continue to have this type of an assault?

Mr. PAPA. Sir, we have had very few assaults since I have been here.

Mr. JORDAN. That has been how long?

Mr. PAPA. Since January 1, 1970, sir.

Mr. JORDAN. By very few, you would say less than a half dozen?

Mr. PAPA. I believe that would be a correct statement, sir, but I do not have the figures with me.

Mr. JORDAN. You do not consider it a problem any longer in the Court lockup?

Mr. PAPA. That is right.

Mr. JORDAN. Thank you, Mr. Chairman.

Senator INOUYE. Mr. Clark?

ESCAPED PRISONERS

Mr. CLARK. Just for clarification, are these Federal or District prisoners, these seven prisoners referred to? Were they Federal prisoners?

Mr. PAPA. Yes, sir. They were Federal prisoners, and in my custody.

Mr. CLARK. Do you carry the title of "Colonel"?

Mr. PAPA. That is my retired title, sir. I am a retired Army officer.

Mr. CLARK. I thank you.

Mr. PAPA. Anything else?

Senator INOUYE. No, Mr. Papa. I am well aware of your great war record. We are very pleased to have you with us this morning. I am most grateful for your assistance.

Mr. PAPA. Thank you, Mr. Chairman.

Senator INOUYE. Thank you, Mr. Coppie.

Public Defender Service

STATEMENT OF SAMUEL DASH, CHAIRMAN, BOARD OF TRUSTEES

ACCOMPANIED BY:

MRS. BARBARA BOWMAN, DIRECTOR
NORMAN LEFSTEIN, DEPUTY DIRECTOR
MISS BONNIE LARSON, EXECUTIVE ASSISTANT
HON. FRANK Q. NEBEKER, JUDGE, DISTRICT OF COLUMBIA COURT OF APPEALS

BUDGET REQUEST

Senator Inouye. Our next witness is Mr. Samuel Dash, chairman of the board of trustees of the Public Defender Service, whose agency was formerly known as the Legal Aid Society.

I believe your service is requesting $1,848,800, for fiscal year 1972, which is 61.7 percent more than the amount appropriated for the last fiscal year for the Legal Aid Society.

Welcome to the subcommittee.

INTRODUCTION OF ASSOCIATES

Mrs. Bowman. Mr. Chairman, I should say that I am Barbara Bowman, the director of the service. With me is Norman Lefstein, the deputy director, and Bonnie Larson, our administrative assistant.

The chairman of our board of trustees, Mr. Dash, is out of the city today, and we would submit for the record, and have submitted a statement and justification of our budget request. We would ask that that be part of the record. The three of us would be very happy to answer any of the questions of the committee.

I should also say that we have asked to appear with us Judge Nebeker of the District of Columbia Court of Appeals, to answer any questions about the efficacy of the increase that we have sought, which is to create an appellate section within the Public Defender Service.

PREPARED STATEMENT

Senator Inouye. Without objection, the statement of Mr. Dash will be made a part of the record.

(The statement follows:)

The Public Defender Service for the District of Columbia (PDS) was created by statute as part of the Court Reform and Criminal Procedure Act of 1970 (Public Law 91-358), enacted July 29, 1970. The PDS is the successor to the Legal Aid Agency created by Congress in 1960, with the personnel of the Legal Aid Agency becoming employees of the PDS. The major difference between the Legal Aid Agency and Public Defender Service statutes is that whereas the earlier statute anticipated a rather small organization with relatively few attorneys, the PDS bill lays a foundation for a larger and far more influential agency.

Board of Trustees

The PDS is governed by a seven member uncompensated Board of Trustees, who are responsible for the agency's general policies. The Trustees also hire the Director and Deputy Director of the Service, who in turn operate the agency on a day-to-day basis and are answerable to the Board. Members of the Board are appointed for three year terms by the Chief Judges of the four District of Columbia courts and the District's Mayor Commissioner.

The "Mixed System" of Representation

Pursuant to its new statute, the Service's major responsibility is to represent persons financially unable to obtain adequate legal representation in the following courts and proceedings: felony and misdemeanor cases in United States District Court and in the Superior Court of the District of Columbia; proceedings before the Superior Court's Family Division where juveniles are alleged delinquent or in need of supervision; proceedings before the Commission on Mental Health involving civil commitments; and any proceedings ancillary or collateral

to the foregoing representation. The new statute also specifies that "not more than 60 per centum of the persons who are annually determined to be financially unable to obtain adequate representation and who are persons described in the above categories may be represented by the Service . . . ." This provision guarantees continuation of a "mixed" legal representation system in the District of Columbia, with the private bar called upon to handle up to 40 percent of the more than 17,000 indigent cases annually requiring appointment.

Authorized Staffing Levels

In accordance with its fiscal 1971 budget as supplemented by funds authorized by Title VII of the Court Reform and Criminal Procedure Act of 1970, the Service has the following staff positions: one Director; one Deputy Director; 44 attorneys (including Chiefs of the Mental Health, Family and Special Proceedings Divisions); 14 coordination of appointments personnel; 16 investigators; 13 Offender Rehabilitation personnel; and 25 administrative-secretarial-clerical staff. The Public Defender Service budget for fiscal 1972 seeks funds by which to continue these present staffing levels.

Legal Services

During the past fiscal year the number of attorneys employed by the PDS has steadily increased. As the year opened 34 attorney positions were authorized pursuant to the agency's fiscal 1970 appropriation, and with passage of the 1971 supplemental budget the number of staff attorneys permitted was increased to 44. Interest in legal positions at the PDS continued unabated during the past twelve months, and attorneys now being hired are drawn from approximately 300 applications received annually. Virtually all new attorneys hired have had some prior legal

experience, and such experience has become, with rare exceptions, a requisite for employment. Also, a three year commitment to remain with the agency, instituted several years ago, continues as a prime requirement.

New attorneys hired by the agency undergo a six week course in formal instruction dealing with criminal and juvenile law, and day-to-day practice in District of Columbia courts. Included in the program is extensive case reading, staging of mock motions, argument and trial hearings, and visits to penal institutions, treatment facilities, and the Metropolitan Police Department. Classes are taught by the Director, Deputy Director and senior staff attorneys. This program helps to assure that the agency's attorneys will provide quality legal representation -- a primary PDS objective.

During fiscal 1970, with a staff which averaged 22 attorneys, the PDS (at that time the Legal Aid Agency) closed approximately 3600 cases. With twice that number of attorneys in fiscal 1972, the Service expects to be able to handle nearly 40 percent of the criminal and juvenile defense work in the District's courts. This will be a major step toward the statutory mandate which authorizes the Service to grow to a size at which it can represent 60 percent of the cases in the areas in which it practices. By way of contrast, it should be noted, that the United States Attorney's Office has an authorized staff of 133 Assistant United States Attorneys, almost all of which are assigned to criminal matters. Moreover, juvenile cases in the District of Columbia are prosecuted separately by the Corporation Counsel.

Appellate Section Requested

The Service also seeks seventeen new positions in fiscal 1972 to be devoted exclusively to appellate representation in the District of Columbia Court of Appeals and in the United States Court of Appeals for the District of Columbia Circuit. In the past, PDS appellate work has been minimal as compared to its volume in other areas; e. g., in fiscal 1970 the PDS closed only seven appeals and had sixteen appeals pending on June 30th. The focus on the trial courts arose from the great need for experienced counsel in that arena. With the advent of court reform, a similarly pressing need has arisen for a core of highly trained defense attorneys to practice exclusively in the appellate courts. The D. C. Court of Appeals, particularly, will undergo a dramatic increase in its caseload from about 500 appeals in fiscal 1970 to between 1600 and 2000 in fiscal 1971. Approximately sixty or seventy percent of these new cases are likely to be criminal or juvenile appeals.

The D. C. Court of Appeals strongly endorses the request for an appellate section in the PDS, since it would greatly aid the court with its new duties. In a recent letter to the District's Budget Officer, the Honorable Frank Q. Nebeker, spoke of the efficiencies in having an appellate section within the Public Defender Service:

> "A centralized appellate function has one essential by-product which, as time progresses, cuts consumed research time and reduces overall costs. I speak of the investment in research by briefing legal issues in an office where even minimum continuity in professional staff permits valuable use of past effort. I can safely represent that without such a by-product three times the man-hours will be consumed in identifying issues on appeal and briefing them."

Judge Nebeker writes from experience, for he served as Chief of the United States Attorney's appellate section for seven years.

The Public Defender Service believes that with a complement of twelve appellate attorneys and five secretarial positions it could handle a significant portion of the appellate cases in the D. C. Court of Appeals, in addition to appellate representation in the United States Court of Appeals.

The importance of having a pool of experienced attorneys at the appellate level is underscored by provisions of the 1970 Crime Bill, which place a heavy burden on the defendant in obtaining release pending appeal; because of this most defendants will very likely be detained in the process. This makes it essential that delay caused by counsel unfamiliar with the criminal law and with the possible issues to be raised on appeal be eliminated.

It should also be noted that the PDS has a vital information function to discharge in a mixed system of representation involving public and private appointed counsel. The new PDS statute indicates that the Service is to "furnish technical and other assistance to private attorneys appointed to represent persons described in the above categories." Through centralized research and briefing in its appellate section, PDS attorneys could aid private appointed counsel in identifying issues for appeal, and in expeditiously following appellate procedures.

Coordinating the Appointment System

Private attorneys who represent persons unable to afford counsel of their own are entitled to compensation under the Federally enacted Criminal Justice Act of 1964. For several years students of the operation of the District of Columbia court system have recommended that the process for appointment of counsel under this Act be coordinated in one office. In its revised statute, Congress has given this task to the PDS, directing it to ". . . establish and coordinate the operation of an

effective and adequate system for appointment of private attorneys . . . ." Principal goals of this system, which the Service intends to put into full operation within the next several months, will be avoidance of overlapping appointments from different courts, and an equitable distribution of appointed cases among the entire bar.

Investigative Division

Adequate legal representation for the accused in criminal and juvenile cases depends upon a full factual investigation of the charges. Without such information an attorney is unable to make an informed judgment of whether to advise his client to plead guilty or to contest the Government's evidence in a trial. The agency's investigators work for the private bar appointed under the Criminal Justice Act, as well as for staff attorneys. Their functions include interviews of witnesses, photographing and measurement of crime scenes, and obtaining police records for the attorney.

Offender Rehabilitation

As stated in the American Bar Association's Standards Relating to Providing Defense Services, "the expanding concept of the lawyer's function in a criminal case . . . necessitates the availability of personnel skilled in social work . . . ." The agency's Offender Rehabilitation Division (ORD) was originally funded for three years by the Office of Economic Opportunity as a pilot project to explore the efficacy of social services offered through defense counsel. At the conclusion of the OEO funding, the program was evaluated by the Georgetown Institute of Criminal Law and Procedure, and found to have been highly successful both in preventing a short-term recidivism, and in offering viable alternatives to incarceration, resulting in substantial financial savings for the city and Federal Governments.

Like the agency's investigative services, the assistance of the Offender Rehabilitation staff is also offered to the private appointed bar. Ideally, the ORD worker enters a case at the same time as the defense lawyer, often aiding him in obtaining the client's pretrial release by locating a job or a place to live. While the case is pending the worker continues to deal with the client in tandem with the lawyer, arranging for psychiatric or family counseling, narcotics treatment or whatever is indicated to avoid future involvement in the criminal process. When the case comes to trial or disposition, the attorney may ask the ORD worker to write an Offender Study tracing what he has learned about the defendant and, when appropriate, suggesting an alternative plan to incarceration.

Conclusion

In the coming fiscal year, the Service plans through sound hiring, training, supervision, and strong leadership to maintain its tradition of quality legal representation for those accused of crime in the District of Columbia. The goal of Service representation is expressed in the American Bar Association Standards Relating to the Defense Function, which call for "courage and zeal in the defense of [a] client's interest . . . .", and state that "against a 'hostile world', the accused, called to the bar of justice by his government, finds in his counsel a single voice on which he must be able to rely with confidence that his interest will be protected to the fullest extent consistent with the rules of procedure and the standards of professional conduct."

58-979 O - 71 - pt. 1 - 36

FEES FOR ATTORNEYS

Senator INOUYE. Would you like to have us proceed with the questioning, now?

Mrs. BOWMAN. Very well.

Senator INOUYE. On page 14–4–7, there appears an item called fees for attorneys I believe—Appointment of private attorneys, $171,000. Can you tell us about this item?

Mrs. BOWMAN. I can tell you, Mr. Chairman, what the item is about and I will ask Mr. Lefstein to justify the particular amount.

Under our statute, we have been given a new function; that is, to coordinate the appointment of counsel in all of the courts in the District of Columbia. We consider this one of the most important of the new functions that we have been assigned under our statute.

What we will seek to do is aid all of the courts in the administration of appointments of cases of indigents, under the Criminal Justice Act. Essentially, we will try to rationalize the appointment system so that the entire bar will be involved in the representation of people who cannot afford counsel but they will be involved in a much more rational way than presently. They will receive only one or two appointments a year in a court in which they are qualified to practice. This is our goal. The amount of money we are seeking is to cover positions for clerks and administrators to effect this system.

REVISED CRIMINAL JUSTICE ACT PLAN

Mr. LEFSTEIN. I might add to that, if I may, Mr. Chairman, that in February of this year, the courts of the District of Columbia adopted a revised Criminal Justice Act plan, which is the plan to regulate the appointment of counsel in the District of Columbia. Attorneys appointed from the private bar take appointments under the Criminal Justice Act and from the Public Defender Service. That plan takes account of the fact in the reorganization bill and, specifically, in the Public Defender Service statute, we have been given the responsibility to coordinate the appointment of counsel. That plan takes note of that and looks toward the Public Defender Service to perform a function which courts have now, individually, performed on their own with various clerks.

For example, there are personnel in the superior court who have worked on the appointment of counsel, getting names of lawyers, submitting them to the courts for appointments. Plans are underway now to transfer certain of those personnel, four to be exact, to the payroll of the Public Defender Service. I believe those personnel, plus others, are reflected in the figure to which you refer on 14–4–7.

BUDGET ALLOCATION

Senator INOUYE. The $171,500, how is that item spent.

Mr. LEFSTEIN. That is spent primarily for personnel. I believe there are a total of 14 positions included within that number. This is a new responsibility of the Agency, in which we have not been involved in the past. I could furnish to the committee, subsequently, a breakdown as between personnel compensation and what else is involved there—equipment and items which we have not in the past had. But the great bulk of it is undoubtedly personnel.

DETERMINATION OF PERSONNEL REQUIREMENT

Senator INOUYE. And you feel you need 14 people to assist in the coordination of appointments of attorneys to handle indigent cases?

Mr. LEFSTEIN. We do, Mr. Chairman, although I suppose it is fair to say and candid to say, that we have never before been involved in this undertaking. Indeed, no agency in the District of Columbia has by itself ever sought to do this. Therefore, we are dealing here with estimates, estimates which we think are appropriate, but, of course, events may prove that our projection was not correct.

Our projection, I might add, however, was predicated upon the number of persons that were working in this area, in the various courts. For example, in the superior court, I believe there have been five to six persons working periodically just for that court, in coordinating the appointment of counsel, and by that, we mean, doing such things as interviewing defendants prior to the time they are brought to court, to determine whether or not they qualify for the appointment of counsel; submitting names of attorneys to judges for appointment; reviewing vouchers for compensation; and numerous administrative tasks which are involved in the juvenile court, what was formerly the juvenile court, and what is now the family division of the superior court. There have been three persons involved in this function in that court.

So between those two courts alone, that one court now, and the family division of the superior court, there were between seven to nine persons occupied in this endeavor. In addition, we have the responsibility under the statute for providing counsel for the U.S. District Court, which will still maintain a substantial criminal caseload, as well as working with the District of Columbia court of appeals and the U.S. court of appeal, in helping to coordinate the appointment of counsel.

EQUITABLE DISTRIBUTION OF CASES

The general goals here, as discussed by Mrs. Bowman, are that attorneys who are appointed not receive excessive amounts of cases and they receive them at some regular kind of intervals. In the past, in the District of Columbia, we have had a series of five courts, now reduced to four under the reorganization, which have maintained their own roster of attorneys for appointment. On occasion, one court was appointing counsel at the precise time that another court was appointing the same counsel, so there simply was no rationality in the system at all. Moreover, no real effort was made at trying to make certain that the lawyers appointed were really qualified for what they are doing. Sometimes lawyers are, frankly, more qualified to handle appeals than they are to work at the trial level. What we are trying to do, and what we have done thus far is to survey the bar of the District of Columbia, through a registration form order which was signed by Chief Judge Curran of the U.S. district court, to find out the number of attorneys that are in the District of Columbia, not connected with the Government, who would be eligible for appointment. In addition, the system will take account of those attorneys who wish to volunteer their services for appointment, so that we will have a system consisting of the private bar, of nonvolunteers, those who, in effect, are drafted under the Criminal Justice Act, as well as volunteer attorneys.

this task, I think, is underlined by the fact that last year in the District there were 18,000 cases requiring the appointment of counsel in all of the courts. That is the job that we are going to try to do: coordinate that system, work out a list from which attorneys can be appointed, and review the work that is done.

Participation of Bar Members

Senator Inouye. Are all members of the bar called upon to participate?

Mrs. Bowman. Well, that is our hope, that all members of the bar who are qualified, and we hope to provide them with training and information if they are not qualified, will participate. We hope that all members of the bar will consider it a public duty to remain involved with the administration of criminal justice, and to take a certain percentage, or certain number, of cases each year.

Senator Inouye. Can they be called upon by the court to do so?

Mrs. Bowman. Yes, sir.

Senator Inouye. Or is it the practice in the District as found in other areas, where only the recent graduates of law schools are called upon to participate?

Mrs. Bowman. No, we hope to draw upon the entire bar. Presently, the courts do, to a great extent, draw upon all segments of the bar for the appointment of counsel. But the lists need to be further expanded. The responsibility and the public duty needs to be spread among the bar, and this is one of our objects in taking over this function.

Indigency Guidelines: Lenient Qualifying Policy

Senator Inouye. I realize that our laws define who an indigent is, but as a practical matter, who qualifies for the legal services of the Public Defender System?

Mr. Lefstein. Senator, at the request of the courts, we are in the process, at the present time, of drawing up indigency guidelines, which I believe we made a promise to the courts to submit by the 15th of April. Our board of trustees is going to review these guidelines first, however.

As a practical matter, I think it is fair to say that in the courts of the District of Columbia, there has been a rather lenient policy in terms of who qualifies. This, it should be emphasized, is a judicial responsibility, under the law. It is for the judge to determine whether or not somebody can afford counsel. I believe the language of the Criminal Justice Act, which is applicable here, indicates that the test is the ability to afford a reasonable attorney's fee.

And the leniency to which I refer, I think, is generated by the language of the law. Because while a person may be employed, nevertheless if he is charged in a major felony case, what is a reasonable fee for criminal defense, which may take hours of preparation, to say nothing of several days in trial, can be a staggering amount of money, were he to go to a private attorney.

Therefore, the definition of what is a reasonable attorney's fee is somewhat elastic, depending upon the charge which is placed against the person.

Senator INOUYE. Can you give some examples of leniency that you spoke of?

Mr. LEFSTEIN. I almost wish I had not used that word, since it really fails to convey what I mean. I do not have examples off the top of my head, frankly, Senator. I should emphasize that this is not something that our agency has been involved in, in the past. We are getting involved in it now, in terms of drawing up guidelines and standards, because we are going to be in the process of interviewing defendants and sending names of defendants up to judges for appointment. The courts have wanted us to put together information of indigency, what is done in other jurisdictions and what should be done here. At the present time, I really think the courts are probably better able to comment upon that than we are.

In terms of what the standards are and what we submit to the courts in the middle of April, we would be happy to furnish a copy of this document to the subcommittee. Because what we are going to do in April, really marks our embarkation into this whole area in which we have not been involved until now.

Senator INOUYE. The committee will appreciate that, sir.

(The document will be furnished to the subcommittee when it is available.)

STATUTORY PROVISION FOR PARTIAL CONTRIBUTION BY DEFENDANT

Mr. CLARK. On that same subject, when the lawyer is appointed for, let us say, a defendant who has a regular job, you say that the judge ahead of time must determine the need, because a reasonable legal fee would be a rather difficult one for such a man to pay. The prospect is that an appointed lawyer would put in several hours of preparation and one or two days in court. Is that what you are saying?

Mr. LEFSTEIN. Yes. I perhaps should add to that, the Criminal Justice Act provides for partial contribution or payment by defendants where counsel is appointed for them. So that they can contribute to their defense. This is under the administrative office of the U.S. courts, and I am not really sure how it is operating.

Mr. CLARK. In other words, an appointed lawyer has a right to present a bill or at least a portion or reasonable portion of a reasonable fee, to such a defendant who has regular employment. Is that right?

Mr. LEFSTEIN. I do not believe he has the right to submit the bill to the defendant. I think if he is appointed and the defendant is able to make payment, that contribution should go to offset the fee. But I confess I am not really clear on that.

Mrs. BOWMAN. I think the contribution would go to the courts to offset the payments that the lawyer would be getting under the Criminal Justice Act. In other words, if a lawyer is appointed under the Criminal Justice Act, the only compensation he can receive is that which comes from the administrative office of the U.S. courts.

RATE OF COMPENSATION

Mr. CLARK. What is the rate of compensation?

Mrs. BOWMAN. The rates have just been increased—is it $35?

Mr. LEFSTEIN. I believe it is $30 an hour for in-court time and $20 for out-of-court. It used to be $10 and $15.

Mr. CLARK. Then the defendant who has some capability of paying for at least part of the services that have been provided to him will be called upon to reimburse the court according to his ability to pay?

Mrs. BOWMAN. Under the law, he could be called upon. It is not being done now but it could be done. The law certainly provides for it.

Mr. CLARK. How long has the law provided for this?

Mr. LEFSTEIN. Since 1964, with the enactment of the Criminal Justice Act.

Mr. CLARK. You say it is not being done?

Mrs. BOWMAN. I do not think it has been part of the administration but, again, let me emphasize this is not our area and we are not experts in it, since we have not had anything to do up until this time with the administration of the Criminal Justice Act. We will become now deeply involved in it.

Mr. CLARK. Thank you very much.

Senator INOUYE. Thank you very much. We appreciate it.

BAIL AGENCY

STATEMENT OF BRUCE D. BEAUDIN, DIRECTOR

BUDGET REQUEST INCREASE

Senator INOUYE. Our final witness for this morning is Mr. Bruce Beaudin, Director of the Bail Agency. The amount requested for fiscal year 1972 is $520,100, an increase of 63.9 percent over last year's appropriation.

Welcome, sir.

Mr. BEAUDIN. Thank you, Mr. Chairman. I appreciate the courtesy of being allowed to be here.

PREPARED STATEMENT

I did submit a statement to the subcommittee and, with the chairman's permission, I would ask that it be entered as part of the record.

Senator INOUYE. Without objection, it will be so.

(The statement follows:)

The Court Reorganization Act of 1970, effective February 1, 1971, had a significant impact on the operations and consequently the budget of the D.C. Bail Agency. Prior to February 1, 1971, the only responsibility of the Agency as defined by statute was to submit verified reports concerning an accused's community ties to a Committing Magistrate to aid him in determining which pretrial release conditions would be appropriate. In addition, the Agency was charged with providing the same type of information to the Metropolitan Police Department. (This Program is designed to allow the police, during the hours when the courts are not in session, to release certain misdemeanants on their own recognizance.)

The mandates of the new statute create a number of new areas of responsibility some of which are almost totally functional and others of which are in the initial planning stages. Specifically then, the new duties provided for in the law are as follows:

1. The Supervision of All Persons Released on Nonsurety Release. 23 D.C. Code § 1303(h) (1) and (5).

This duty entails checking the compliance or noncompliance with conditions of release imposed by the Magistrates in all nonsurety cases. Since at any given time there are anywhere from 1500 to 2000 persons on pretrial release, the supervision of these conditions necessitated the increased staff authorized in the F.Y. 1971 supplemental. It is estimated at this time, based on experimentation over the last few months, that a staff of 15 or more, some of whom will operate in the

community, will be necessary to implement this section of the Act. This staff will provide written reports to the Committing Magistrate and the U.S. Attorney's Office whenever violations of conditions occur.

A subdivision of the section will correlate all narcotics programs and will report violations of conditions to the appropriate Magistrate.

A second subdivision will compare all new cases with present Court and Agency files on the occasion of each new interview. This should serve to identify people who otherwise are slipping through the system with outstanding debts owing to one part of the Judicial system or another.

2. Notification. 23 D.C. Code § 1303(h)(2).

This section provides that all persons on pretrial release must be given notice of their required court appearances by the Bail Agency. It is anticipated that a staff of 10, including personnel to process the incoming case load, will be able to provide notice of future court appearances. Over 50,000 notifications will be sent each year, consequently a substantial portion of the Agency's budget will be devoted to communications.

3. Custodian Coordination and Community Resource Development Program. 23 D.C. Code § 1303(h) (3) and (4).

This division of the Agency will work with defendants during the period of their court involvement. It will act as a referral agency—directing defendants to those agencies that can assist them in satisfying their conditions of release. At the same time, this division will ensure weekly contact with defendants on pretrial release. The unit will also assess the value of various community organizations and citizens and report to the Courts on the efficacy of release in the custody of such organizations or individuals. It is anticipated that an initial staff of six will begin the development of this program.

The most succinct description of the Agency's new responsibilities would be to characterize the Agency as a "pretrial probation office." Because of the concern of the community for the welfare of its citizens, because of an announced dangerously high crime level, and because of the suspected problem of crimes committed by persons free on pretrial release, the necessity for close contact with and supervision of persons awaiting trial has been deemed by the Congress to be of primary importance.

The three new functions referred to above, together with the ongoing programs of the Agency have been designed to minimize the risk of flight and the potential threat to the safety of the community posed by persons awaiting trial. They have been designed in consultation with Judges, the Department of Justice and representatives of the City government including the Office of the Budget. We feel that the programs as described together with the cost submitted are in keeping with the mandates of the statute and the representative thinking of the Courts and the agencies mentioned.

RESPONSIBILITY OF COURT COORDINATOR

Senator INOUYE. Is there anything else you wish to add?

Mr. BEAUDIN. I have nothing else, Mr. Chairman.

Senator INOUYE. In looking over your budget request, there is one position that I would like to have some clarification on. Could you tell us the new job responsibilities of the court coordinator, resulting from the recent court reorganization?

Mr. BEAUDIN. Mr. Chairman, if I may, in order to explain the responsibilities of that position, I would have to at least take a little of the subcommittee's time and explain what the new jobs are, and why that particular position is necessary.

Senator INOUYE. You had a court coordinator before, did you not?

Mr. BEAUDIN. Not prior to the supplemental authorization in 1971; no, sir. We did not have that position. It did not exist prior to the supplemental authorization under the Court Reorganization Act.

Senator INOUYE. But you have one now, do you not?

Mr. BEAUDIN. Yes, we do.

Senator INOUYE. And you are asking for another court coordinator for 1972?

Mr. BEAUDIN. No, Mr. Chairman. There would be only one. There would be a director deputy director, and one court coordinator. There is a position called the Community Resource and Development Coordinator. That may be the position to which you are referring.

Senator INOUYE. Is this a GS-14 position?

Mr. BEAUDIN. No, the GS-14 is the deputy director of the Agency. That is set by statute in the Court Reorganization Act.

Senator INOUYE. What was this GS before then?

Mr. BEAUDIN. That was an 11 under the statute.

Senator INOUYE. With the reorganization, it went up three points?

Mr. BEAUDIN. Yes, that is correct, Mr. Chairman.

PRETRIAL ASSISTANCE TO RELEASEES AS DETERMINED BY EXECUTIVE COMMITTEE

Senator INOUYE. Last summer, in an article appearing in one of our papers, it was indicated that in addition to assisting personnel released on bail, your Agency also gave assistance in seeking employment and medical and social services. Is that correct?

(The article appears on p. 1709 in appendix.)

Mr. BEAUDIN. Not entirely, Mr. Chairman. With the Reorganization Act, which became effective in February, as you have already heard, new statutory responsibilities were delegated to the Bail Agency. One such responsibility was to assist pretrial releasees in securing medical, social, and whatever other pretrial services the executive committee should determine.

That did not become effective prior to February 1, and we did nothing in that regard prior to February 1.

Senator INOUYE. Is this getting a bit confusing? I gather that other agencies are doing the same thing, or am I wrong?

Mr. BEAUDIN. No. I think you are absolutely right, Mr. Chairman. I think other agencies are doing the same thing.

Quite candidly, I have said for the last 2 years I thought this service, centered in the Bail Agency, was a duplication of existing services already in the District. The Department of Justice and ultimately the Congress in the Reorganization Act, apparently disagreed with me, because they did lodge this function in the Bail Agency.

BUDGET ALLOCATION FOR SERVICE

Senator INOUYE. How much is involved for these services in your budget?

Mr. BEAUDIN. Would you permit me to look quickly, please?

Senator INOUYE. Please do so.

Mr. BEAUDIN. That unit, Mr. Chairman, would cost on our estimated basis $56,000 in fiscal 1972.

I might say this, that in drawing this budget up with the budget analyst in consultation with the Budget Office in the District, and also in consultation with the Department of Justice, who had set this out, it was initially decided that rather than create a total service, that the Agency would concentrate on referral and an initial referral type of a situation. Practically, this means that rather than put together a staff of social workers and people that would operate in the community which could run anywhere from $450,000 or $500,000 we decided that a referral type of agency, correlating the existing services in the

community, to avoid the duplication of expenditures, would handle the first part of the operation and we could present that package with what we have learned to the Congress and give Congress a chance to decide where it really wanted the service to be placed.

Senator INOUYE. You need $56,000 for this referral service?

Mr. BEAUDIN. Yes, sir, Mr. Chairman. It is the smallest amount that the people that I have enumerated to you already feel could operate a referral program.

GUIDELINE FOR REFERRAL SERVICE

Senator INOUYE. What would be involved? Let us say I could go to your agency for assistance and I need some help. What is involved in referring me to the proper agency?

Mr. BEAUDIN. This is at best, Mr. Chairman, a nebulous thing right now. This is the best guideline that I can put out as to what we have developed. The statute says we must assist everybody released. We anticipate that this small staff is going to have to do two things:

(1) Interview everybody that is released on whatever type of release, in order to comply with the terms of the statute.

(2) After that interview is completed, then on the basis of another segment of that unit, having been through the community, having organized the resources available, would then look at that man's sheet, and determine his needs. The judges, as you know, set many conditions of release. One might be that the man maintain employment. If we talk to that individual and he has no job, then it would be up to this unit to know where he can go and where he can be sent to get such a job to put him back into a functioning position in society.

That is the minimal kind of thing that we are working toward now.

CASES PROCESSED DAILY

Senator INOUYE. How many cases would you process a day?

Mr. BEAUDIN. How many a day? Well, I would say, Mr. Chairman, between 30 and 60 a day.

Senator INOUYE. Sixty?

Mr. BEAUDIN. That is right. We supervise right now anywhere from 1,500 to 2,000 people who are daily released pending some kind of court action. And while that is a bank that remains fairly constant, it does change on the basis of disposition of cases each day, but there may be anywhere from 30 to 60 people released every day, who would constitute brand new cases that would have to be processed in the manner that I just described.

PRESENT STATUS OF AVAILABILITY OF FILES AND RECORDS

Senator INOUYE. I see. In an article which appeared last summer, in July of 1970, you had expressed some concern about the new law as it applies to your agency, especially as it relates to the right of prosecutors to open your files. What is the present status of that?

Mr. BEAUDIN. The present status, Mr. Chairman, is that the Bail Agency files and records are available to subpena as are the personnel of the Bail Agency. Prior to the Court Reorganization Act, that provision had been especifically written out. It had been discussed prior to the enactment of the District of Columbia Bail Agency Act

of 1967, and had been left that the records of the Bail Agency would remain confidential.

The reasons that were set out were: (1) The agency was so small that you had the practical problem of having people available to testify; (2) part of the problem was that the Bail Agency was able to receive information from defendants which otherwise might be used to prosecute the man.

For example, if he said, "I am using dope; I am using narcotics." Theoretically, under the case law that statement could be admitted at that man's trial to show he was using, in fact, narcotics, and he might be guilty of possession of narcotics by reason of that statement.

The U.S. attorney had agreed prior to the law, that he would refrain from using that type of statement on the basis the information the Bail Agency got was more valuable in assisting these courts on the type of relief appropriate than if he should have that in his arsenal to prosecute.

That thought was carried into the 1967 law. Then the Department of Justice decided it would like to have all of the Bail Agency's information available to impeach defendants at trial should they testify and say something different from what they had told the Bail Agency in the first instance.

I know that is complicated. I do not know how to make it a simple thing.

If you tell me, for example, when you talk to me that you live with your mother at a certain address, and at trial, 7 months from now, your alibi is you were living with a girl friend, for example, then the prosecutor will be able to call me to testify that you, in fact, told me something different at the time that you talked with me the first time. That is the main gist of the provision. I thought that defendants would be reticent in giving us enough information to really give the courts what they want in terms of being able to set pretrial release conditions.

Senator INOUYE. What is your experience now?

Mr. BEAUDIN. My experience is that I have been subpenaed now three times. We have no experience to say it is good or it is bad, except I still do not think it is a good idea. But I am the only one in the city left.

Senator INOUYE. Any questions?

COMMENDATION TO MR. BEAUDIN AND HIS OFFICE

Mr. JORDAN. Mr. Chairman, at your request and the request of the previous chairman of the subcommittee, I have to the maximum extent possible, visited various District agencies, and the record of this hearing and our previous discussions will reflect many instances in which substantial questions had existed, at least on my part.

I would like for the record to show that last November I made an unannounced visit to Mr. Beaudin's operation. I spot-checked his files and personnel, visited several sites at which he was located and operating, and I could find nothing that I considered to be out of order. I congratulated him. I would like for the record to show that I feel that he is doing an outstanding job. The bail agency and two components of the Department of Finance and Revenue, Mr. Back's office, I believe are the only three District of Columbia governmental units that I could make such a statement about.

Mr. Chairman, I would like you to know about it additionally.

Senator INOUYE. Well, to have Mr. Jordan say that is quite a thing, believe me.

Mr. BEAUDIN. Mr. Chairman, I think I know.

Senator INOUYE. Mr. Beaudin, thank you for your assistance.

This concludes the public safety portion of our budget bearings.

SUBCOMMITTEE RECESS

This subcommittee will reconvene on Monday at 10 a.m., at which time we will consider higher education. We will begin with the Federal City College, followed by the Washington Technical Institute and District of Columbia Teachers College.

(Whereupon, at 11:20 a.m., Friday, March 26, the subcommittee was recessed, to reconvene at 10 a.m., Monday, March 29.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

MONDAY, MARCH 29, 1971

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

The subcommittee met at 10:05 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senator Inouye.

DISTRICT OF COLUMBIA

HIGHER EDUCATION

STATEMENT OF GRAHAM WATT, DEPUTY MAYOR

STUDY OF HIGHER EDUCATION IN DISTRICT OF COLUMBIA

Senator INOUYE. The subcommittee will please come to order.

The Chair has been advised that the Deputy Mayor of the city of Washington, Mr. Watt, wishes to make a statement.

Please proceed, sir.

Mr. WATT. Thank you, Mr. Chairman.

Mr. Chairman, as you know, higher education in the District of Columbia is still a relatively new undertaking for us. The Higher Education Act of 1967 created in the District of Columbia, Washington Technical Institute and Federal City College. During the intervening years, we have devoted most of our efforts to the funding and establishment of these two institutions as new fledgling colleges, institutes; but in the meantime, we have been very much concerned about the need for a long-range comprehensive plan for higher education in the District.

It was the Mayor and the Executive Office that identified this need quite some time back, and where a great deal of work has been done leading to an action this morning, which I think is of significance to this hearing and this committee. Because this morning at about 9 o'clock, the Government of the District of Columbia signed a contract with the Arthur D. Little Co., to undertake the comprehensive study of higher education in the District of Columbia.

COMPLETION DATE

The plan for the study anticipates the completion of this work by November of this year. During the interim period, progress reports and some substantive reports will be submitted, prior to the completion of the final report.

As I have indicated, the decisions to conduct the study was made by the executive office, does have the full endorsement of the Board of Higher Education, the Board of Vocational Education, and the City Council. We in the District are firmly committed to a coordinated and comprehensive approach to higher education in our effort to fulfill the mandate of the Public Higher Education Act of 1967.

This study now beginning will include a thorough analysis of all of the elements necessary for the efficient and effective operation of public higher education programs and institutions in the District of Columbia. Our future planning for higher education will rely heavily upon the findings of this study. The study will focus upon the comprehensive citywide demand for enrollment at public colleges, the extent to which this demand is currently being met, and the resources required to meet the projected demand.

Manpower needs, alternative governing structures, program offerings, faculty and facility requirements and innovative funding mechanisms will also be studied.

The contractor, Arthur D. Little, Inc., of Cambridge, Mass., is one of the oldest, largest and most diversified research and consulting organizations in the world. He has offered extensive assistance to public and private colleges and universities in the United States, including the development of regional and statewide higher education systems in Washington—Washington State—Connecticut and New York. Arthur D. Little will be assisted by an advisory panel of prominent educators, and two local consulting firms, W. W. Gillan Associates, and B. L. Peague, Inc. Furthermore, a liaison committee comprised of representatives from government boards, the three colleges, and other officials of the District of Columbia will assist in monitoring the study.

COST OF STUDY

The cost of the study is $250,000 and that sum is fully funded through a combination of appropriated funds, grants, both public, from the Office of Education and private from the Meyer Foundation. So, Mr. Chairman, I am pleased finally and at long last to announce that this study is now underway.

Senator INOUYE. I wish to commend the city for taking the step. I think this study is long overdue, from what I gather from the report of the press.

As far as the funding from appropriated funds, what segment of the appropriated funds?

UTILIZATION OF FUNDS

Mr. WATT. Of the total cost of $250,000, appropriated funds will provide $130,000; $50,000 has been previously appropriated in the account for Federal City College for this purpose, $30,000 is being derived from the Department of Human Resources appropriation, and $25,000 each from District of Columbia Teachers College and Washington Technical Institute.

Senator INOUYE. Was this amount approved by the Congress?

Mr. WATT. I believe the only specific appropriation that has been before the Congress was the $50,000 for Federal City College.

Senator INOUYE. Then this is a reprograming effort?

Mr. WATT. The remainder of the items in the other agencies represent reprogramings, yes.

Senator INOUYE. Was the appropriate committee of Congress advised of these actions?

Mr. WATTS. These reprogramings are within the limit established for reprograming.

Senator INOUYE. So the committees were not advised?

Mr. WATT. As far as I know, they were not specifically advised.

Senator INOUYE. Will you share with the committee the interim reports?

Mr. WATT. Certainly we will provide to the committees or committee staffs, as requested, copies of the interim reports for information and for comment. We would be glad to do that.

Senator INOUYE. Thank you very much, Mr. Watt.

Mr. WATT. Thank you.

District of Columbia Teachers College

STATEMENT OF DR. PAUL P. COOKE, PRESIDENT

ACCOMPANIED BY DEAN PETER V. SWINDLER

BUDGET REQUEST INCREASE

Senator Inouye. This morning we will begin our hearings with the subject which is of utmost importance to all of us, education. Our first witness is Dr. Paul P. Cooke, president of the District of Columbia Teachers College. He has requested $3,334,400 for operating expenses for fiscal year 1972, which represents an increase of 24.7 percent over the last appropriation.

Dr. Cooke.

Dr. Cooke. Thank you, Mr. Chairman. May I ask, Mr. Chairman, if you approve of Dean Swindler's, dean of administration, accompanying me?

Senator Inouye. Yes, please proceed, sir.

PREPARED STATEMENT

Dr. Cooke. Mr. Chairman and members of the committee, my name is Paul Phillips Cooke, president of the District of Columbia Teachers College. I am testifying on the fiscal year 1972 operating request for this college, which now is in its 120th year. Actually, we have had public higher education in the city of Washington, D.C., since 1873 and colleges from 1929, on the authorization by the U.S. Congress.

I have prepared for the committee an introductory statement which includes several charts showing growth. And the committee, of course, has the budget. So, Mr. Chairman, with your approval, I will just make one or two introductory remarks and then support the budget.

Senator Inouye. Without objection, your statement and the charts will be made a part of the record.

(The statement and charts follow:)

The District of Columbia Teachers College, in the 120th year of service since its founding in 1851 at 11th and New York Avenue, N.W., continues to emphasize the preparation of men and women for the education professions.

This year the College will graduate 250 persons; three of every four of these men and women will go into the District Schools, if jobs are available as in the past. The attached chart shows the growth of the College over the last decade in terms of the increase in the number of graduates with the Bachelor of Science degree. At the same time, with the approval and appropriation of the U.S. Congress, our faculty has also properly increased, as a second chart indicates. Finally, with respect to student body and growth, the College continues to attract men into college preparation and teaching; note the third chart.

The College has the authorization of the Board of Higher Education to take in new freshmen classes in 1971, 1972, and 1973. The Teachers College will also—at the upper end—recommend to the Board approval of the master's degree for the College in order that the institution may prepare teachers for all levels of the public schools (a master's degree now being required for the high schools).

58-979 O—71——37

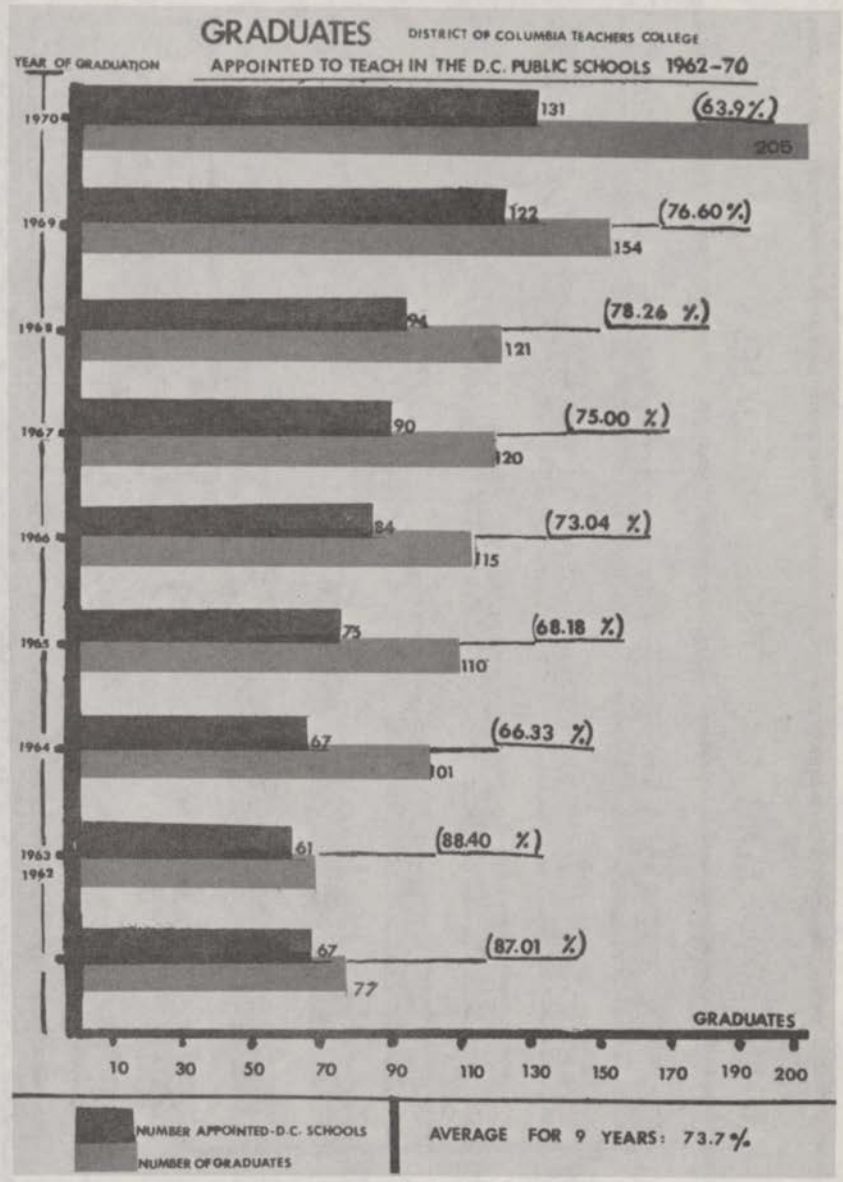
The College asks an appropriation of $3,323,300 for operating expenses, the sum of $1,150,000 for capital outlay. In the latter item a major item is the construction of new health, physical education, and recreation facilities that will serve the College and the Community, as present facilities do. This facility is equally important as the College can show to the Middle States Association, its accrediting association, the first new facility the institution has had in 58 years. Middle States observed in 1958 and 1961 the poor quality of physical facilities of the College but accredited the Teachers College.

The Operating Budget provides for a modest increase, covering for example, the 15 positions the Congress authorized in FY 1971. While the College has been reasonably fortunate to keep up with Faculty needs, the institution is woefully lacking in counselors, clerical staff, guards, and custodians.

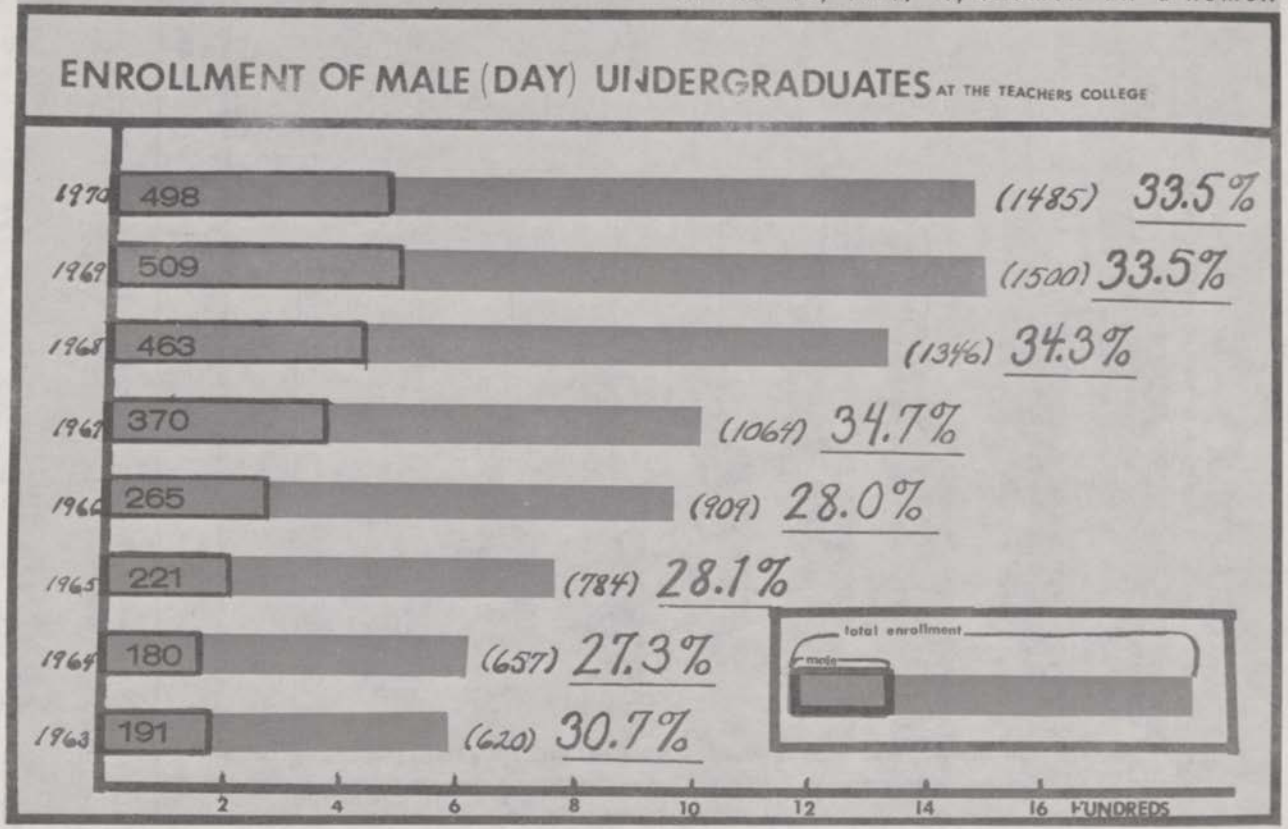
If we bring to the attention of the Committee additional matters of significance, one is to report the increasing work of the College in the community. We give guidance for the D. C. Trojans, a community-based group providing some measure of security on the Upper Fourteenth Street Corridor; the grant of $50,000 from the Office of Criminal Justice Planning, D. C., came to the College for the Trojans.

The College has had a good year and I believe that FY 1972 will be another good year with approval of the requested $3.3 million for operating and $1.2 for capital.

PAUL P. COOKE, *President.*

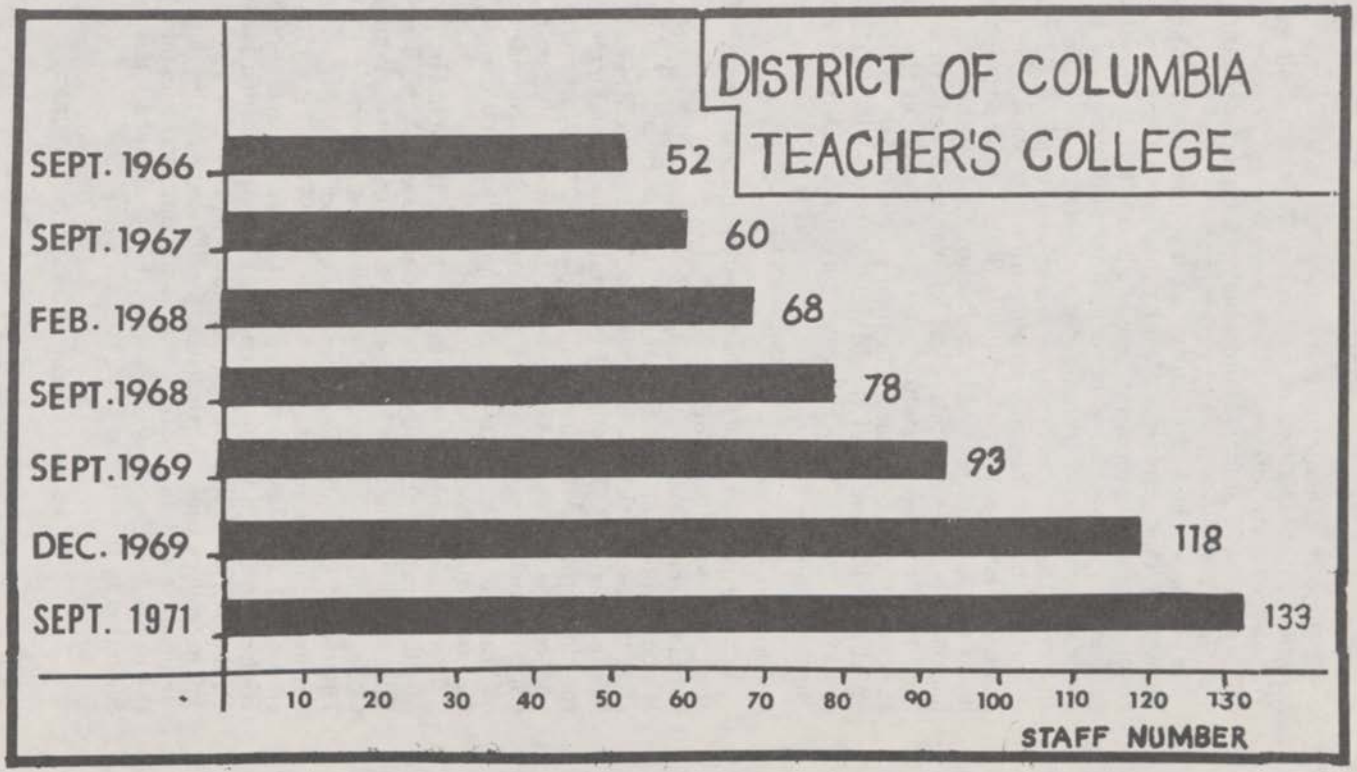

GRADUATES
DISTRICT OF COLUMBIA TEACHERS COLLEGE
APPOINTED TO TEACH IN THE D.C. PUBLIC SCHOOLS 1962-70
YEAR OF GRADUATION
1970
131
(63.9%)
205
1969
122
(76.60%)
154
1968
94
(78.26 %)
121
1967
90
(75.00 %)
120
1966
84
(73.04 %)
115
1965
75
(68.18 %)
110
1964
67
(66.33 %)
101
1963
61
(88.40 %)
1962
67
(87.01 %)
77
GRADUATES
10 30 50 70 90 110 130 150 170 190 200
NUMBER APPOINTED-D.C. SCHOOLS
NUMBER OF GRADUATES
AVERAGE FOR 9 YEARS: 73.7%

TOTAL ACTUAL ENROLLMENT -- All students
APRIL 13, 1971: 4,474 men and women



(SEPTEMBER 1966 – SEPTEMBER 1971)

INSTRUCTIONAL STAFF GROWTH



COLLEGE GROWTH

Dr. COOKE. Thank you very much, sir. I think one thing characteristic of the District of Columbia Teachers College is growth. We merged two colleges (Miner and Wilson Teachers Colleges) in 1955 with 1,075 students and today we have 4,287 students, a substantial growth in a period of 16 years.

In 1966, we had 58 faculty. Today, including authorization, we have 140. This growth in faculty has been necessary to meet the requirements of preparing people almost totally for the education professions, although we have had training programs for people in the community and training programs for police officers, especially the Pilot District Project, that is in the Third Police District.

But, primarily, we are a single-purpose institution, and so we were evaluated last week by the Middle States Association, the first time in 10 years. I can say with confidence that we have a good rating, because when the evaluators left on Wednesday afternoon, March 24, they set forth the substantial areas of strength in the college which they said would be reflected in their official report to the Commission on Higher Education of the Middle States, while, at the same time, observing that the college's physical facilities still require improvements.

BUDGET REQUEST

With respect to growth then, in this increase from 1,075, at the time of merger to 4,287 today, we have had, I believe, increasing support from Congress in appropriation, and from the Board of Higher Education, since we moved to the Board, January 1, 1969, after 98 years with the School Board. That is, the Board of Education in the District of Columbia. In my introductory statement, my figure for the request, Mr. Chairman, reads $3,323,300. Actually, the figure you read is the accurate one, and there was a change made by the City Council upwards since I prepared that introductory statement of March 5. So the actual budget request is as you read it, $3,334,400 for operating expenses for the college.

I would like to observe the support of the Board of Higher Education for the growth of the college and also to state that the Board of Higher Education has no plan to merge the District of Columbia Teachers College with the Federal City College or otherwise to absorb the District of Columbia Teachers College. And, further, the Board has authorized our admitting new classes in 1971, 1972, and 1973, always contingent on the findings of the Comprehensive Study of Public Higher Education in the District of Columbia, which Deputy Mayor Graham Watt described a few minutes ago.

The college and the Board are well aware of the importance and significance of findings that may come out in this careful analysis of the needs and the ways of meeting the requirements for public higher education in this city.

FEDERAL CITY UNIVERSITY CONCEPT

The comprehensive study may very well indicate the need, not only for these three colleges, as I have recommended to the City Council, but also for a Federal City University concept which would mean a kind of chancellor organization with five or six public colleges. One

might be on the other side of the Anacostia River, and, indeed, the city might consider the need of at least a 2-year institution west of Rock Creek Park.

But, at any rate, the comprehensive study will have significance. And as Mr. Watt indicated, the Teachers College has supported it, not only with the grant of $25,000, but $50,000 is to come to the Teachers College from title III of the Higher Education Act of 1965, which we will assign to the District of Columbia Government to help meet the contract for the comprehensive study.

So, actually, this college by these two methods is putting in a contribution of $75,000. We have a substantial interest in the value and results of the study.

I think those are primarily the things I would say, Mr. Chairman, and members of the committee, at the outset.

POSSIBLE MERGER WITH FEDERAL CITY COLLEGE

Senator INOUYE. You spoke of the chancellor system with several colleges under one State head. What are your views on the possible merger of your college with the Federal City College?

Dr. COOKE. Our faculty senate, our faculty, our administration, our student body, at various times in formal consideration of the question, have taken the position that public education in this city would be more effectively served by the continuation of the District of Columbia Teachers College in the preparation, not only of teachers, but of other persons in the education professions. That is also my view, Mr. Chairman.

SCHOLARSHIP PROGRAM

Senator INOUYE. Your Teachers College has now been in operation for over 100 years. How active is your endowment or scholarship program?

Dr. COOKE. We do not have an endowment, although I am meeting with the development officer later this week for a consideration of the establishment of a foundation for the college, which would indeed receive money that might lead to an endowment.

So to answer the question on endowments: we have no endowments. With respect to answering your question, Mr. Chairman, on the matter of scholarships, we have been effectively served by money coming from private sources for scholarships.

We received, for example, just last month from the national sorority of Phi Delta Kappa, $1,000. We receive annually and have, since 1955, from Harold D. Martin Scholarship, scholarships in the amount of $100 each year, since 1955, for four students. We have a substantial contribution like that of scholarship money from other private sources for students attending the District of Columbia Teachers College, and to motivate students not now there to come to the District of Columbia Teachers College.

We are considering now scholarship money for students graduating from the college to continue their graduate work.

I might say of the class of 1970, which totaled 205 teachers we turned out, 133 are now in the public schools—about two-thirds of the total—27 more are teaching in the profession, but not in the public schools; and 19 went to graduate schools. So we would like to

have scholarship money to help some of those persons who leave us for graduate work.

We also benefit from, I believe, reasonable annual grants from the Education Opportunity Grant Awards, from the Federal College work-study program, and from the National Defense Student Loans. Those all benefit our students.

We have, of course, the usual complement of veterans who are receiving their veterans' allotments. In some instances, some of them are in the career opportunity program, COP, so-called, which brings them $90 a week for work. This is not quite what you asked—scholarships—but it is money to aid a student in college and some of them also are on Federal College work-study. We have had an increase in the last 3 or 4 months of the amount of money made available for these purposes.

TUITION RATES

Senator INOUYE. What is the tuition?

Dr. COOKE. Tuition for nonresident students runs $33.75 per semester hour, which is a little over $1,100 a year. That is for nonresident students. For resident students, there is no tuition. There is a fee of $35 per semester for a full program, or approximately $70 a year in fees for full-time students, fall and spring.

NONRESIDENT STUDENTS

Senator INOUYE. What percentage of your students are nonresident?

Dr. COOKE. Less than 1 percent, Mr. Chairman, are nonresident.

Senator INOUYE. Less than 1 percent?

Dr. COOKE. That is right. The great majority of them are resident students, or are able to establish residence legally after coming to the city.

Senator INOUYE. How does your tuition compare with that of Federal City College?

Dr. COOKE. Well, the tuition for the two colleges on the nonresidents might be substantially the same; that is, our nonresident tuition and Federal City College's—no, ours would be higher. Ours would be higher on the nonresident basis than theirs.

FEE FOR RESIDENT STUDENTS

Now, on the resident basis, as I said, we do not have a tuition. Now, comparing our fee with Federal City College's tuition, there is $75 a year for three quarters, $25 a quarter, and ours is $70 for a fee for the whole year. So we are comparing $70 for a fee to $75 for tuition.

Ours is a semester system; Federal City College is on a quarter system.

SHORTAGE OF TEACHERS

Senator INOUYE. I gather that the shortage of school teachers, the crisis that we experienced not too long ago, has passed——

Dr. COOKE. I do not think so, sir, as far as the Teachers College is concerned. With respect to the placement requests, we are getting at the District of Columbia Teachers College for service all over the United States. With the number of recruiters in the college last week and earlier in March and February, it appears to me that we could

place every one of our graduates, if not in this city, in the metropolitan counties and all over the United States, from Bay Island, N.Y., to Florida, to Redwood City, Calif., to places in Arizona and Michigan. These are placement requests that come over my office desk, which I send to the dean of students.

I think the placement shortage or the teacher overage has to be analyzed carefully in light of the need for students who complete predominantly Negro colleges. I believe there is still a substantial interest in many parts of the United States for black teachers, and I believe we could place every one of our graduates, were they willing to move out of the city and from this area to other places in the United States if recruitment is an index, sir.

ACCREDITATION DATE

Senator INOUYE. How long has your Teachers College been accredited?

Dr. COOKE. The college was first accredited in the middle 1940's. The first graduating class was in 1933, and 10 years after that, I believe, Middle States came and first accredited our predecessor college in 1943 and the other in 1944. Then they reaccredited the college, that is Wilson Teachers College, in 1953, took a look at our master's degree program in 1956, which was part of an accredited college program. Then Middle States came back again and reaccredited the college in 1961. Now, they are here in 1971.

BUILDING PROGRAM

Senator INOUYE. Is the building program absolutely necessary in order to maintain this accreditation?

Dr. COOKE. Yes, it is, Mr. Chairman. The building program is integral and absolutely necessary to accreditation. The building program is also necessary to morale, and to a satisfactory program. We have been talking about new buildings for these teachers colleges since 1938. The Strayer Survey in 1948 said that the city ought to have new colleges. The 1958 and 1961 accreditation visitors said the same thing. The board of trade said it in 1956. I think that very important index, Mr. Chairman, points toward capital outlay needs of this institution.

Senator INOUYE. Mr. Clark has a question.

RESIDENCY REQUIREMENT

Mr. CLARK. Dr. Cooke, what is the residency requirement for students?

Dr. COOKE. If the student is under 21, he must be a bona fide resident of the city, or else he belongs—if his parents live in Tennessee or Hawaii or some other State, then he belongs to that State and he must pay tuition. If he is 21 or over he is an adult, and his residence within the city boundaries makes him a resident of the city and he is, therefore not charged tuition. Now, if he lives in the State of Maryland or the State of Virginia and teaches in the public school, or elsewhere works in the District Government, and that work in the District Government is related to the training he is getting in the college,

then tuition is not charged for such residents of Maryland and Virginia.

Those are the basic legal stipulations for residence and for determining nonresidents.

Now, we are finding students who are 18, 19, 20, whose parents live in North Carolina; indeed, just over Southern Avenue in Maryland, whose tuition must be paid by the parents or by the State, and we charge them nonresident tuition.

AVERAGE AGE OF STUDENTS

Mr. CLARK. And I assume students that enter your college are under 21 years old?

Dr. COOKE. We made a survey in preparation for the hearing, Mr. Clark, and found that the average age of students at the Teachers College is 23 years and 7 months. This was based on the average age of 750 students who come in the day. That does not include the older persons who are the teachers in service. Our day population average is running 23.7.

Mr. CLARK. Just one more question.

MASTER'S DEGREE PROGRAM

I notice that you are recommending the commencement of a master's degree program?

Dr. COOKE. Yes, sir.

Mr. CLARK. Given approval of that, when would that be instituted?

Dr. COOKE. Given approval Mr. Clark, means getting your approval. That is, getting the approval of the Congress. It means the approval of the board of higher education and authorization for a graduate program by the Congress of the United States.

Now, if in your question, do you mean given the approval by the Board and by the Congress, we would start it immediately thereafter. Faculty, program, supportive services, and administrative underlay, would be ready to start this coming September. Certainly, no later than February 1972. We want to check, however, with President Randolph, to make sure there is no needless duplication of master's degree programs by the two colleges. We have not yet done that.

Mr. CLARK. Is this request before the Congress now?

Dr. COOK. This request is not before the Congress. The request, however, is before the board of higher education curriculum committee. When its curriculum committee considers it, it would report to the board. The board, if it approves, would take it up with the Corporation Counsel for appropriate legislation to be brought to the House District Committee and the Senate District Committee, and eventually Appropriations Committee.

Mr. CLARK. Thank you, Dr. Cooke.

Senator INOUYE. Thank you very much, Dr. Cooke. We appreciate your assistance very much, sir.

Dr. COOKE. Is that all, sir?

Senator INOUYE. Yes, sir, unless you have something to add.

Dr. COOKE. No. Thank you, sir.

Federal City College

STATEMENT OF DR. HARLAND RANDOLPH, PRESIDENT

ACCOMPANIED BY:

DR. SATISH PAREKH, VICE PRESIDENT FOR ADMINISTRATION AND FINANCE
LAWRENCE GOODWIN, DIRECTOR OF SITE PLANNING AND DEVELOPMENT
JOHN GREEN, DIRECTOR OF FINANCE
DR. WILLIAM COUSINS, INTERIM PROVOST
DR. JOSEPH PAIGE, DEAN OF COMMUNITY EDUCATION
WILLIAM HYMAN, ACTING DEAN OF STUDENT SERVICES

BUDGET REQUEST INCREASE

Senator INOUYE. We will next consider the Federal City College. Our next witness is Dr. Harland Randolph, president of the Federal City College. The budget request for fiscal year 1972 is $20,216,300, an increase of 74.3 percent over the amount appropriated for fiscal year 1971.

Welcome, sir.

Dr. RANDOLPH. Thank you, Mr. Chairman.

May I ask other members of the administrative team to join me?

Senator INOUYE. Please do.

Dr. RANDOLPH. Thank you, Mr. Chairman.

INTRODUCTION OF ASSOCIATES

May I initially introduce the administrative team of Federal City College. I have asked them to join me in this presentation, so that we can answer the questions of the committee in depth.

Starting on my immediate right is Dr. Cousins, who is the interim provost, and responsible for the academic programs of the college. Next to him is William Hyman, the acting dean of student services; on his right, John Green, the director of finance; on my immediate left is Dr. Satish Parekh, who is the vice president for administration and finance. Next to him is Larry Goodwin, the director of sites and facilities. And on his immediate left is Dr. Joseph Paige, dean of community education.

Senator INOUYE. Gentlemen, welcome.

PREPARED STATEMENT

Dr. RANDOLPH. We have submitted already a statement of the record in terms of our 1972 budget request. I would like to request that statement be entered in the record.

I have, in addition to that, a very brief statement that contains some information that was not a part of the other statement. I feel it would be helpful to the Committee at this time.

Senator INOUYE. Dr. Randolph, without objection, your statement with the charts will be made a part of the record. You may proceed in whatever manner you wish.

(The statement follows:)

PROGRAM OVERVIEW
Crisis in Academic Progression

The FY'72 budget must allow the College to meet the mandatory and obligatory program requirements for both last year and the coming year. The FY'71 and FY'72 budgets are based on the minimal needs of the College.

There are three major planning assumptions that underlie the College's request for funds in FY'72. They are:

- Only mandatory and obligatory program costs are included.
- Specific attention will be given to ensuring the quality of education for students scheduled to graduate within the next two years.
- There must be a correction of existing deficiencies in essential areas such as space, student-counselor ratios, faculty workloads, administrative overloads and available supplies.

The following are the basic reasons why the College's budget request should be favorably considered and approved:

- The College is experiencing a crisis in academic progression. Without funding at the effective spending level of $20.2 million for FY'72, the College will not be able to enroll a new class of students.
- The College is experiencing extreme difficulty in the development of mandatory degree-granting programs. The College's developmental plan is to add one academic class per year for the five years needed to achieve

full programs. Since we received no funds for the third year and funds for the fourth year are likely to be approved after the start of the academic year, our ability to establish and evaluate programs is seriously impaired.

- The College has been successful in establishing many sound administrative and management systems and in conducting a number of top quality academic programs. Inspite of the public image of the College, evaluation of the College by professional organizations has documented that quality academic programs are being conducted, and that the management systems are effective.
- The College has enabled 43 District residents to graduate with one or more of the eight degrees offered by the College.
- The College is an important resource to the community and has significant impact on its economic development, response to social needs, and improvement in educational levels. For example, college graduates on an average earn about $250,000 more during their life span than their counterparts with a high school diploma.

Without Funding for $20.2 Million, Graduation of Presently Enrolled Students Will Be Delayed and No New Class Enrolled

The budget situation constitutes one of the most serious problems facing the College. This problem has three major parts: (a) the funds have not been provided in time for advance planning (b) the funds are not available for the start of the academic year; and (c) the funds that have been provided have not been

sufficient to meet mandatory and obligatory program cost increases.

The initial budget plan for the College was to develop one year of instruction per fiscal year, i.e., the funds from FY'69 were used to develop the freshman year while the funds from FY'70 were used to develop the sophomore year. Since no additional funds were authorized in FY'71, the College has not been able to develop its junior year. Attempts were made to make the FY'71 funds cover basic needs for the three years by not admitting a freshman class and by delaying the graduation of some students.

This budget request before Congress does not represent program expansion but the obligatory program development for junior and senior levels. Graduation of some students has already been delayed by three quarters and any further reduction will cause additional disruption for completion of their education and seriously jeopardize accreditation of this College.

Although the congressional mandate and supporting legislation for the establishment and development of Federal City College are clear, the College has not received the funds necessary to carry out the mandate.

The situation is particulary acute for the College since one-fourth of its mandatory growth has been delayed almost a year.

The dollar and position increases requested in the FY'71 budget, but not appropriated were planned as a means of financing the development of program at the junior class level and of admitting a new group of District residents into the freshman class. However, because of the overriding need for higher education in the District, the College had no alternative except to

admit 500 additional FTE's beyond budget. The District is attempting to provide funds for these needs through a second supplemental.

Full funding at the level of $20.2 million will still be $7.4 million short of the College's needs as reflected in our original submission of our fiscal year 1972 budget.

MAJOR AGENCY OBJECTIVES FOR FY'72

The plans for the College for FY'72 can be divided into two categories short and long range. The short range plans call for:

- o Completing the junior and senior years so that students can graduate without undue delays.
- o Improving the educational planning of the institution to ensure that each student is getting a quality education.
- o Reorganizing the distribution of functions to increase the effectiveness of administrative and management activities.

The long range plans for the College will be considered as part of the Comprehensive Master Plan for Higher Education in the District of Columbia. This study is being conducted under the supervision of the Mayor-Commissioner.

Objective 1
Junior and Senior Years

1.a. Critical Areas of Personnel Shortage

General Administration:

It is essential that the five (5) positions for this program be approved. With the increased workload due to the completion of the third and fourth year programs, additional

management, research, planning, and clerical staff are required.

Academic Affairs

For this program, the entire request must be approved. Thirty-nine (39) faculty, two (2) counselors, and nineteen (19) clerical support personnel are required, as a minimum, to provide for completion of the fourth year instructional program. Ten (10) positions are requested for initiation of a Health Services Unit which will provide, for the first time, a health activity providing the minimum acceptable services to students, faculty, and staff.

Seventy-seven (77) faculty and nineteen (19) counselors for FY'73 are required to be approved in advance, in this FY budget, in order to effectively recruit and appoint those personnel during the period when faculty and counselors are contracted. (Usually in January or February prior to the beginning of the next academic year.) Fifteen (15) personnel have been requested by the Media Services Division. These are the minimum required to gain accreditation by professional and regional accrediting organizations, and provide academic and media services.

Institutional Support

Prior year budget requests included personnel for minimum staffing of the institution's support and service activities. As a result of inadequate funding levels, these basic units were forced to absorb the budgetary reductions in order to maintain a quality academic program. This has resulted in a serious administrative deficiency, and has caused the College unearned criticism, expecially in the first two years of its development.

Despite the limited staff, the College has been able to institute effective administrative and financial systems, and correct the early deficiencies as noted by the U. S. General Accounting Office and the District Municipal Audit Office. However, without the staff requested in this budget, the College will not be able to meet the demands or continue to operate within the standards and regulations established by the Federal and District Governments. The College is housed in 12 different building, requiring an extremely complex mail distribution system. Despite urgent requests for service personnel, only one (1) position has been appropriated to effect the mail program, including receiving, sorting, and distribution.

1.b. Space

The College presently occupies space in 12 temporary locations. These facilities are used primarily for academic programs and administration of the institution. The College provides extension programs in more than 25 satellite centers located in various areas of the city.

Based on an analysis of the use of space at Federal City College, the College has an overall efficiency rate of 82% for classrooms and 67% for laboratories. The normal efficiency rate based on national standards is 65 to 70% for classrooms and 50 to 60% for laboratories. Because of the back-to-back scheduling of many of our classes, students cannot make use of the laboratories for additional work on assignment. At present, many faculty offices have three and four members using these offices. These offices were originally designed to house one and a maximum of two persons per office. Many

administrators do not have offices and are now using secretarial space.

Federal City College presently has a space allocation of 74 square feet per FTE*. The acceptable space allocation (as defined by the National Center for Educational Statistics for Fall 1968) is 93 square feet per FTE. The original request by the College was for 200,000 square feet of space of FY'71 which we were denied. The College is requesting an additional 160,000 square feet in FY'72. This request was based on the acceptance of new students at the rate of 1,500 per year. If we had received funds for space in FY'71 and the requested FY'72 budget, the College would have averaged about 85 square feet per FTE by Academic Year 1971-72.

It should be noted at this time that by Academic Year 1973-74, the lease on approximately 264,000 square feet of space will have to be renewed and of that space, we are only paying rent on 141,000 square feet, that means that we will have to include additional rental monies for 123,000 square feet.

Based on the present rents of $5.25 per square foot per year, the College pays $26.25 per square foot for a five-year lease period. The cost for new construction would be $30 to $35 which would be less than the cost for leasing space for seven years. In most cases, the College has to spend more money for renovation of lease space than the

* All space figures are net assignable sq. ft. and do not include all corridors, washrooms, stairwells, storage areas, etc.

actual dollar cost of the entire facility. If this cost is added to the lease cost, we spend approximately $11.50 per square foot or $37.75 per square foot for a five-year period. In addition, much of the monies for rents are included in the operational budget which increases the cost per student for operating cost.

1.c. CAPITAL OUTLAY

The total capital requirements of the College amount to $3,532,500. These funds are required to accomplish the following projects in support of existing programs and those programs associated with the development of the fourth (senior) year:

a. Furniture and Equipment for All Temporary Facilities - $1,800,000

The equipment funds requested are needed for initial equipping of new temporary sites, and the completion of requirements within existing temporary sites. The College policy on items purchased for these sites requires that where possible, the items meet the standards for use within the permanent facilities. The dollar amounts requested are based on a program by program review of needs as developed by the faculty and staff of each department.

Many of the items requested are mandatory for the third and fourth year programs. These are specialized items needed to meet minimum requirements for learning activity as defined by the professional associations and accrediting agencies.

b. Repair and Improvements to Temporary Facilities - $302,500

The buildings that are presently in use by the College will require some modification in order to meet the projected enrollment needs. The requested funds are needed for renovations and/or modifications of various facilities.

Objective 2

Academic Planning

Federal City College has attempted to gear its academic programs towards greater faculty performance and student achievement within the urban framework.

The College is now in its third year of operation. It offers eight different degrees in some 36 academic departments. The College has received recognized canadidacy status from the Middle States Association of Secondary Schools and Colleges. This is the highest level of recognition that can be given before full accreditation. Full accreditation cannot be given until 1972, after the first class has graduated.

Professional organizations that have reviewed specific programs have expressed their satisfaction and endorsement of the progress achieved by the College.

The Teacher Education Program has received approval by the District of Columbia Public School System, the "state" accrediting agency for the District of Columbia. The Nursing Program of the College has provisional approval from the Nurses Examining Board of the District of Columbia, and is a candidate for accreditation from the National League of Nursing. The Adult Education Program has recognition and approval by the Adult

Education Association of the United States, and "state" certification by the District of Columbia. The graduate program in Counselor Education has received approval by the American Personnel and Guidance Association, and has also received accreditation by the District of Columbia.

In terms of its other academic programs, the College follows the guidelines of the professional organizations for the various disciplines. (Appendix A.2.)

The College has been visited by representatives of various professional organizations. These representatives have written to the College expressing their high regard for the programs and activities of the College. Dr. Laura B. Kummer, President of the National Examining Board, highly commends the program of the Director of Nursing. Mr. Jules Pagana, Executive Director of the Adult Education Association, emphatically states "that the program in adult education is academically sound and relevant to the professional needs of students." Dr. Derek N. Nunney, Vice President of Academic Affairs, Oakland Community College states that community education at Federal City College is impressively fresh and that the program demonstrates responsiveness to the needs of the student. Dr. Edward Cushin of the National Bureau of Standards reviewed the computer science program of Federal City College and was impressed to the extent that he has recommended a grant to support its continued development. The American Association of Collegiate Registrars and Admissions Officers reviewed the present transcript and record verification process of the College. Along with some minor recommendations, the organi-

zation stated that the new procedure was "found to appear quite satisfactory."

Objective 3
Administrative Planning

The College has instituted a complete administrative management system that includes: planning-programming-budgeting system (PPBS), inventory system, a management information system, an administrative manual, personnel policies and procedures, registration and records, planning and development, institutional research and measurement and evaluation system. Many of these systems are currently operable, and others are near their final stages of implementation.

Over the last 18 months, the District of Columbia Government has conducted audits on all the administrative activities of the College. In every case where minor discrepancies were noted, these discrepancies has been corrected. In a letter to the College dated December 9, 1970, Mr. David Legge, Assistant Director for Municipal Audits, stated that the College had made "significant efforts...to prevent the recurrence of deficiencies such as those set forth in our report." The General Accounting Office has conducted two audits of the institution. Although their final report has not been submitted, conversations with the auditors have indicated that deficiencies were minor, and that corrective steps being undertaken are satisfactory.

Recent contact with 21 of 43 students who graduated in 1970 from Federal City College revealed that 9 had gained acceptance to Graduate Schools; 4 are at the University of Maryland, 1 is

at American University, 1 is at Harvard University, and 3 have enrolled in Graduate Programs at Federal City College. The remaining 12 graduates contacted are employed in professional positions ranging in salary from $6,700 to $15,000.

The recognition and accreditation the College has received, plus the expressions of approval from professional groups, along with its adherence to professionally established curriculum and administrative guidelines, testifies to the quality of its program and the sound progress of its development.

FEDERAL CITY COLLEGE BUDGET ALLOCATIONS

	FY-70	FY-71	FY-72
Budget Desired by the College.....	11.3	28.5	27.6
Budget as Approved by District Government and College.....	11.7	16.7	20.2
Budget as Submitted to Congress.....	11.7	16.7	20.2
Budget as Appropriated by Congress.....	10.8	11.7	15.4*
Budget Request Pending FY-71 2nd Supplemental (Supplemental Annualized).....	---	1.5*	4.8*
Funding Level.....	10.8	13.1	20.2

* City Council and Congressional approval pending.

PROFESSIONAL ASSOCIATIONS THAT HAVE APPROVED, ENDORSED, OR ESTABLISHED GUIDELINES FOR ACADEMIC PROGRAMS AT FEDERAL CITY COLLEGE

College Program	Professional Organization
The Modern Foreign Language	Modern Language Association, Association for Teachers of Foreign Language
The Counselor Education Department	American Personnel and Guidance Association
The Speech and Hearing Department	American Speech and Hearing Association
The Department of Community Planning and Development	American Institute of Planners
The Music Department	Music Educators National Conference
The Mathematics Department	Committee on Undergraduate Preparation of the Mathematical Association
The Applied Science Department	Association of Computing Machinery The Engineers Council for Professional Development
The Biological Science Department	Committee on Undergraduate Education in Biological Science
The Chemistry Department	American Chemical Society
The Physics Department	Commission on College Physics, American Physical Society
The Communicative Arts Department	American Educational Theatre Association American Film Institute
The English Department	Association of Departments of English National Conference of Teachers of English

PUBLICIZED PROBLEMS

Dr. RANDOLPH. Thank you, Mr. Chairman.

Within recent months, the college has experienced a series of problems. The column headlines of local newspapers have asked questions, such as: "Is Education Possible at Federal City College?" The newspapers have informed the general public about the turmoil, the confusion, political activities, guns on campus, inadequate state of records, and the demand on the part of some of the faculty to fire the president.

In the face of information of this nature, some persons are asking two basic questions: (1) Is education possible at Federal City College; and (2) should the college be supported. I want to address myself to these questions.

IS EDUCATION POSSIBLE?

Is education possible? A review of factual information about the curriculum and the evaluations of outstanding authorities in education, who have analyzed the programs of the college, will assist in answering these two questions.

Fact No. (1) The middle states accrediting agency has granted the college recognized candidacy status. This is the highest level of accreditation possible, until the class of 1968 has graduated.

Fact No. (2) The Board of the D.C. public schools has evaluated our teacher education program and granted provisional approval. In evaluating the college, the evaluation team from the D.C. schools applied the proposed minimum standards for State approval of teacher preparation institutions. These standards were established by the National Association of State Directors of Teacher Education and Certification, and approved by the U.S. Office of Education as an evaluation mark.

Fact No. (3) In addition, the college programs are designed to conform to the professional standards of more than 20 professional associations.

Fact No. (4) More than 15 authorities in the field of higher education have analyzed different aspects of the college within the last 3 months. These persons have confirmed the middle States' evaluation that the college is performing at an acceptable, or outstanding level for its stage of development.

Fact No. (5) Another indication of the quality of the program is the quality of the faculty as reflected in the degree they have obtained. Thirty-four percent of the faculty have their doctor's degrees, 49 percent have their master's or other advanced degrees, while only 16 percent have a baccalaureate.

The one conclusion possible from this information is that when professionals in the field of education have evaluated our educational programs and our institution; they have given the college a highly favorable to acceptable evaluation.

This does not mean that improvements are not necessary. For example, one program was denied provisional approval by the D.C. schools, due to facilities and personnel difficulties.

STATE OF STUDENT RECORDS

Now, what is the state of student records? The data on grades and courses taken by each student has been collected and analyzed. I can say at this point in time that our situation regarding student records has been cleared up.

Two additional actions need to be taken in order to have the records in 100 percent working condition. These actions are (a) to print out permanent transcripts and (b) to establish individual students files in the file cabinets.

To date, the work on individual student records is about 90 percent complete, for approximately 45 percent of the students. This work will be completed by the end of April. An additional 15 percent of the records will be completed by May 15, and the total group of records will be completed by July 30, 1971. The information on all students is available and can be analyzed in terms of the total student population. Establishing individual student files is an outstanding task.

A review of the data on students reveals two major concerns that have been referred to the Interim Provost for action. These concerns are: (a) a grading pattern skewed to the high side; and (b) a higher than desirable withdrawal rate from the classes.

Now that the records are in working condition, the educational planning of the college will significantly improve.

ENROLLMENT ANALYSIS

What are the students of Federal City College like? An analysis of the enrollment of the 10 quarters in which the college has been in operation reveals the following: (a) an increase in the number of male students; (b) an increase in the number of part-time students; (c) the largest veteran population of any institution of higher education in the Washington Metropolitan area; (d) a full-time equivalent overrun of 919 FTE in September 1970, and an overrun of 403 in January 1971; and (e) a lower than predicted rate of progression through the curriculum.

A profile of students attending the college contains the following elements. This information is based on a sample study done by the college's counseling center. This is in essence what the students of Federal City College are like:

The average age is 22.2. Seventy-one percent are single, while 23 percent married; 23 percent have one or more children; the average number of dependents is 1.9. Forty-nine and four-tenths percent work 40 or more hours per week and an additional 13.7 percent work part-time. The average annual income is approximately $4,500. Sixty percent of them have lived only in the District of Columbia. Earning grades, study, efficiency, finance, budgeting time, and selecting majors, are the hardest parts of adjusting to the college.

After graduation, the students seek graduate school, Government employment and community work. 30.9 percent of the students are certain about their vocational goals, and 29.5 are somewhat uncertain. The deciding factors in choosing a career for the students of Federal

City College are in the following order: Opportunity to help others; job security; advancement; and working conditions.

They attend Federal City College because it is inexpensive, its location and we offer the kind of academic programs that they want.

One might conclude that the students of Federal City College are highly motivated and deserving of a college education.

By March, 1971, the college will have graduated 123 students. A survey of this particular group reveals that the average age is 28, that 65 percent are, or have been, married, that 47 percent of those who have graduated have one or more children, and that 53 percent of them have been accepted into graduate school. The others are gainfully employed.

JUSTIFICATION FOR SUPPORT

So, one might again ask the question: "Why support Federal City College," and, in part, the reasons might be as follows:

(1) In spite of severe budget limitations and internal problems, the college is performing at or above standards;

(2) For most of our students—we had a study which revealed 67 percent—there was no other opportunity for a college education;

(3) The 40,000 applications received to date indicate, in documentary form, the rising demand for college education by District residents;

(4) A college education will increase the tax base for the District of Columbia, since a majority of our students live in the District, have only lived in the District, and will continue to do so;

(5) Improved educational services will reverse the flight from the inner city;

(6) FCC, for all intents and purposes, serves as a State college or the State university for the District;

(7) FCC has a clear and specific focus on the problems of the District of Columbia;

(8) The college serves the role that no other institution can serve.

As a footnote to this additional information, I would like to stress again one fact that appears in the original statement; namely, that the college will be up for accreditation in 1972–73. In April and May of this year, the Middle States will be sending a team of 9 and 15 persons in to evaluate Federal City College. One of the key questions that they will be asking is the extent to which the college will be funded to carry out its purposes and objectives, as specified by the Congress. And it is extremely important that this budget request be favorably considered by the Senate if we are, in fact, going to be able to meet that particular evaluation.

Thank you very much.

Senator INOUYE. I thank you very much, Dr. Randolph. Your supplementary statement is of great assistance to us here on this committee because many of us have honestly wondered why a Federal City College, when the District of Columbia is filled with universities and colleges—George Washington, Georgetown, American University, National Catholic University, Howard University, and so forth. Your supplementary statement helps a lot in clearing the air.

So, I am to gather that it is your view that the existing institutions of higher education in the city cannot meet the demands or the needs of those who are studying in your college?

Dr. RANDOLPH. That is true.

RELATIONSHIP OF PRESIDENT WITH FACULTY

Senator INOUYE. Like you, I regret the bad publicity Federal City College has been receiving over the weeks. In one sense, I suppose it is good, it gives you an opportunity to improve. I am happy to note that your student record system is being brought up to par.

There is another problem that has been receiving a lot of publicity, which you have not touched upon in your statement. It may be a bit embarrassing, but just what is your present relationship with the faculty? There was a time when one got the impression from reading the papers that just about every member of the faculty was against you.

(See article on p. 1711 of appendix.)

Dr. RANDOLPH. Well, that report of 99 to 0 is a very, very persuasive figure. We have actually on the faculty some 269 positions, 304 actual persons. The 99 in that case represents less than a third. That, I believe, should place in perspective the 99-to-0 vote.

I would not take the position that relationships between the president and some members of the faculty are as cordial or as desirable as one would want. I would want to place that vote and that contention in perspective in relation to two factors:

(1) That it seems to me the role and lifetime of the president is related to the management capability and to the kinds of hard decisions that he has to make, and should not be directly related to his popularity.

(2) I would say that any disagreement between the president and some members of the faculty or the faculty organization should not be interpreted as damaging the academic program of the institution or its basic system.

So, that although this controversy does exist, and I expect that it will exist for another 2 or 3 months at least, I would ask the committee to look past the charges that have been made about the president to the basic system of the institution, at the basic educational programs of the institution; those programs continue in spite of the difficulties that may exist between the faculty and the president.

Senator INOUYE. I gather from Dr. Cousins' presence here that Mr. Couch is no longer the provost of the college?

Dr. RANDOLPH. That is correct.

STUDY OF TUITION COSTS

Senator INOUYE. About 3 years ago, the committee was advised a task force was being organized to study the tuition costs. Has any study been made?

Dr. RANDOLPH. Yes; that study has been made. We subsequently had the study reviewed by some professionals in the field of establishing the cost of tuition and they indicated that we needed some additional data. That data is currently being secured by Larry Goodwin, and that information will be presented to the board who has the authority

to establish the tuition. It is our intention to have the information to the board in time for a revision in the tuition by September of next year.

PRESENT TUITION COST

Senator INOUYE. What is the tuition cost at the present time, for resident and nonresident students?

Dr. RANDOLPH. It is $25 per quarter resident; $240 nonresident.

Senator INOUYE. Per quarter?

Dr. RANDOLPH. Per quarter.

Senator INOUYE. This would make you the lowest of all of the land-grant colleges?

Dr. RANDOLPH. Yes; we are the lowest of all of the land-grant colleges at present.

Senator INOUYE. I realize that your study is not complete yet, but from the study to this moment, would you consider that this tuition is too low or is it at the right level?

Dr. RANDOLPH. The $25 and the $240?

Senator INOUYE. Yes.

Dr. RANDOLPH. In most of the institutions, tuitions have gone up over the last 2-year period. And the preliminary data that we have received indicates that if we follow the pattern of increasing tuition, such as the other schools, there should be a tuition increase.

STUDENT ENROLLMENT

Senator INOUYE. Dr. Randolph, projections of student enrollments have been somewhat confusing to this committee. I believe there was a time, last fall, when there was a reference to over 4,000 applications which the college was unable to accept because of restricted funding. Later we were told these estimates were lowered to 1,000 on a full-time equivalent basis. Can you tell this committee exactly how many new student applications have been pending, and which you have been unable to accept because of funding problems?

Dr. RANDOLPH. It is going to be difficult to reconstruct the precise figures. I can provide them for the record. Let me answer your question within fairly close approximation.

First of all, in order to clear up the confusion regarding admission of students in September of 1970, we have to understand the following.

The number of students that the institution sends letters of acceptance to in order to insure that when the students actually register we will have the number of students for which we have spaces is larger than the spaces available. Like most airplanes or hotels, colleges overbook because you build in a no-show rate. Our experience at Federal City College is that 50 percent of the people who say they want to attend a given quarter do not, in fact, come in to register. This overbooking gives us the 4,000 figure that you refer to.

We anticipated that we would have space for 2,000 students. So it was necessary for us to say to 4,000 people, you can register. So that when the 50 percent did not show, we would still have a full complement.

When we were unable to receive the money required to admit a new freshman class, we then could not admit that 2,000. So we had to, in essence, reject the letters of admission that had been sent to

the entire 4,000, since we had a zero capability for admitting new students.

MODIFICATION OF CAPABILITY

We have to modify to concept of a zero capability on the basis of two factors:

(1) The first factor is the number of students who had been enrolled the previous quarter who did not return. At that point, we had something like 500. So we could permit 500 students to enroll. But those 500 had to enroll in those classes that the 500 had left. So we could not group them all into a freshman class, they had to be distributed according to the seats that were now vacant as a result of the students who did not return.

(2) The second factor relates to specialized admissions.

Using the same concept of where can we get one student into a class because there are only 19 enrolled and we can serve 20. We then went through the curriculum, as a result of that very great demand in September to admit new students. and we were able to admit what turned out to be 500 FTE over and above the amount for which we were actually budgeted.

ENROLLMENT PROJECTION

Now, in terms of the college's enrollment projection, I think it would be helfpul to understand how the college has approached enrollment projections. The first year we started out with an FTE count of 1,500 designed to generate about 2,000 students. The second year we increased the FTE count by 2,000, designed to generate, in this case, 30 percent more than the FTE rate. The third year, which is the year where we had the difficulty, we wanted to admit an additional 1,000 students. We received no additional funds. Consequently, that threw us into the rather hectic operation.

For this year we are requesting an additional 1,000 FTE rate, which would bring us to 5,500 FTE.

Now, in terms of the planning of the college, our planning has been very clear on both the number of students and the assignment of those students to classes. The confusion enters because we have been unable to secure the funding in sufficient time for planning or to secure the funding in order to admit those students.

The uncertainty is not a function of the college's planning. The uncertainty is the function of the budgetary cycle.

I have in front of me here—again, another indication that our records are up to speed—the enrollment projection and enrollment history of the institution since it started in the fall of 1968, through the present Winter Quarter of 1970–71, and can provide this information for the record, if you desire.

Senator INOUYE. I would appreciate that, sir.

(The information follows:)

FEDERAL CITY COLLEGE

UNDERGRADUATE

ENROLLMENT DISTRIBUTION
BY QUARTER

QTR/YR		MALE	FEMALE	PART	FULL	TRANS.	VET*	FTE**	TOTAL
FALL	68-69	869	1093	960	1002	243	447	1471	1962
WINTER	68-69	993	1151	1214	930	275	472	1608	2144
SPRING	68-69	1030	1151	1284	897	281	490	1636	2181
SUMMER	68-69	397	422	785	34	107	188	614	819
FALL	69-70	2530	2516	2625	2421	649	482	3785	5046
WINTER	69-70	2687	2502	2913	2276	646	469	3891	5189
SPRING	69-70	2870	2500	2801	2569	680	777	4027	5370
SUMMER	69-70	1902	1732	2937	697	440	219	2725	3634
FALL	70-71	3131	2761	3012	2880	814	1109	4419	5892
WINTER	70-71	2720	2484	3264	1940	684	1132	3903	5204

* Only those currently receiving Veteran benefits
**Based on 75% of the total

NOTE: FY 1972 Budget projects FTE numbers at 5,500

APPLICATION DEPOSIT REQUIREMENT

Senator INOUYE. What is the deposit required with each application?

Dr. RANDOLPH. $10.

Senator INOUYE. Do you consider this sufficient?

Dr. RANDOLPH. Yes, we consider it sufficient.

PREPARATORY COURSES

Senator INOUYE. I note from your supplementary statement that a significant portion of your student body is married, in the mid-twenties, and that would indicate to me that most of these people had their education interrupted, either by war service or other problems. Do you have any special programs to prepare these people for a vigorous full-time study course? Do you have any preparatory courses?

Dr. RANDOLPH. Yes, sir.

Senator INOUYE. I base this upon my experience. When I spent about 4½ years away from formal education, I found it rather difficult to get back into the routine of lectures and reading. I found it necessary to refresh myself on all of the things I studied previously. Do you have any assistance of this sort?

Dr. RANDOLPH. We try in three different ways to meet that particular need on the part of our students. We have what is called the skilled center, which is designed to provide individualized assistance in some of the basic academic skills. The counseling center has the responsibility to provide counseling to persons of that nature, and each of the academic programs, the faculty, the department heads, and division chairmen understand this is a problem, and attempt to make curriculum adjustments in that direction.

Having said that we are aware of this problem and we are doing what we can, I do not want to convey the impression that we are doing all that we can or that we are doing what, in my opinion, or in the opinion of the Institution, is a sound and effective job in this area. If we are, in fact, going to be able to meet this we need, for example, more persons at the doctoral level in the counseling center. We need an additional $2,000 to $2,500 per position in order to be competitive in the market for doctoral level candidates in the counseling center.

In the skilled center, we need to be able to bring on specialized instructors in reading and writing in order to quickly move the persons forward. At the present time, our positions are occupied and we do not have sufficient positions to give us the flexibility we need in that area.

In the academic program itself, at the present time, our faculty workload is 3- to 4-course hours, 9 to 12 hours plus office hours, committee work, and curriculum development. We have not had the time or the faculty positions to provide the faculty member the time he needs to develop a specialized and individualized curriculum in order to assist these persons.

I am saying two things: (1) that we are aware of the problem and, as a part of that, we are doing what we can with our available resources; and (2) that we think we know what needs to be done, but we need additional resources in order to effectively accomplish that objective.

AUGUST INTENSIVE ORIENTATION

I would like to ask the interim provost, Dr. Cousins, if he would want to elaborate on my response to that question.

Dr. COUSINS. I think I agree with most of the points made by Dr. Randolph.

I would just like to say that since I have been in the Office of Interim Provost, I have been thinking about this in relation to those older students and also to those students who had an interruption since high school, and perhaps never thought of going to college, who in sociological terms have not been socialized for college. And one idea I have just been talking very tentatively about with some people in our skilled center has been the possibility of our having a kind of—I would not like to call it precollege, but a period, perhaps in August before the college opens, in which you have an intensive orientation to college and pay attention then also to some of the deficiencies and basic skills that people might have in reading and writing and so on.

Particularly to the whole business of going to college, the kind of thing that is often done, for example, with foreign students who are brought to the United States who are not used to our system of college. I think two things I am talking about: One is the kind of thing you mentioned, of getting people back in gear, and also of putting people in gear who have not been in gear before, to go to college. So that is what we are thinking about now.

Senator INOUYE. Thank you.

PROGRAMS BY OTHER DISTRICT COLLEGES

Dr. Randolph, do the other universities and colleges in the District provide similar skill centers?

Dr. RANDOLPH. I think that most of them would have some programs that seek to serve a similar function. However, the major distinction that I would make—and I do not know if the other colleges would agree with this distinction—is that we incorporate the specialized service as a part of the normal ongoing curriculum, whereas many of the other institutions have them, in fact, set apart from the curriculum as a preentrance requirement.

EDUCATIONAL PROGRAM AT LORTON

Mr. JORDAN. Dr. Randolph, few of the many programs Federal City College has or the District government has are more exciting or hold a chance for greater payoff than your educational program at Lorton. It has been commented on in the press and received nationwide attention. I wonder if you would be good enough to tell the chairman the present status of that program, and what you have been able to accomplish with it.

(See article on p. 1712 of appendix.)

Dr. RANDOLPH. I would like to ask Dean Paige to comment after I made several opening statements.

One is that the program is one in which the institution feels a real commitment to and we have done, I think, a very credible job of providing an educational opportunity for approximately 250 persons at Lorton, many of whom spent their first year there, spent their second year on a bus between Lorton and the college, spent their third

and fourth years in a half-way house. And those persons have produced two organizations, one called Create in which they, in turn, provide the benefits of education to other youngsters within the District of Columbia.

We were successful last year in funding a combination of college resources, Law Enforcement Act resources, and some resources from Lorton, itself. Presently, the program will not operate this summer unless we are successful in getting some funds. The $300,000 that was needed for that program to operate next year had been included in the Lorton request as a part of the District of Columbia budget. And for reasons which we all understand, the economic and financial situation in the District, the funds were taken out of that budget. It was not included in the college's budget—

Mr. JORDAN. Taken out of the budget by whom?

Dr. RANDOLPH. As I understand, at the District level.

Mr. JORDAN. $300,000 for next year in the corrections budget?

Dr. RANDOLPH. That is right, was taken out at the executive level. So we have no funds for that program next year.

We are currently attempting to find funds for it, but as of this moment I cannot predict the funding of the Lorton Project.

CURRICULUM

Dr. PAIGE. I want to say one of the unique features of the program is its curriculum. It is entirely different. We have people at Lorton who serve as tutors for people who are still there. In addition, as Dr. Randolph pointed out, many of the people who are at Federal City College now work with the people throughout the city in drug abuse education programs, and provide tutorial services in two or three of the junior high and senior high schools.

One of the students in the Lorton program will be, I believe, admitted to a doctorate program at Michigan State this fall. They all are doing well. We have a special grant from the Office of Education to provide additional tutorial services so we have beefed up the tutorial services at Lorton and the special services they might need in addition to those the Lorton complex might provide.

But I would like to say this is a model. We have people coming from all over the country to visit the training service at Lorton; to talk to Lorton students and to examine the curriculum that has been especially designed by the staff that teaches there and we think, too, it is one of the outstanding programs that we have.

PROGRAM FUNDING REQUISITE

Mr. JORDAN. How much money do you need to fund the program over the summer?

Dr. PAIGE. We would need this summer about $100,000 at least. There is a waiting list at Lorton to go into this program of, roughly, 300 people. And it has become a problem in terms of not being able to be admitted because of low budget.

So if we have $100,000 or less, which Dr. Randolph mentioned, we are trying desperately to find other sources of funds. At the moment, we have not been successful. We do not know whether or not we will be successful.

Mr. JORDAN. Mr. Chairman, it is most unfortunate that our action on this budget does not come in time for the Federal City College and the Department of Corrections to take action to adequately fund this summer's program. We are, as you know, considering the fiscal 1972 budget. This is a most worthwhile project. And within a city that has been able to find the funds for some of the many things we have heard over the past 2 weeks, I would like to think that there is a possibility of finding $100,000 to continue this innovative project. Certainly, the staff of the committee would be glad to assist the city in trying to locate that money.

Senator INOUYE. I am certain Mr. Coppie and Mr. Watt are aware that Mr. Jordan very seldom publicly commends an activity. I hope that you will take note of this. I am inclined to accept the word of Mr. Jordan. He has been most reliable. And I cannot help but be of the opinion that there must be $100,000 somewhere in the City Treasury——

Mr. WATT. Mr. Chairman, if I may, I might say we, too, share the feeling that this program is an extremely significant program.

In the review of the Corrections Department budget, it is true that the request for additional funding to carry this program forward was denied. It was denied without prejudice to the program. At that time, we encouraged the Corrections Department to continue to seek additional grant funding to carry this program forward. And lacking that, we would consider requests from the Corrections Department for the reprograming of funds in order to continue this program.

We do think that it is important, as new programs are developed—and this is perhaps typical—we require the operating department to review their existing ongoing programs, and to reconsider their priorities and not merely to keep piling new programs on top of old programs. So by this means, we are in effect, requiring the Corrections Department to consider the significance of this program in balance with its other ongoing commitments.

We, too, will lend every effort to see that this program is continued.

Senator INOUYE. Don't give up hope.

Dr. PAIGE. Thank you.

Senator INOUYE. Mr. Clark.

ORIGINAL BUDGET REQUEST

Mr. CLARK. Dr. Randolph, from this statement that you submitted to the committee, I will read one sentence:

> Full funding at the level of $20.2 million will still be $7.4 million short of the college's need as reflected in our original submission of our fiscal year 1972 budget.

I would ask you, first, do you mean the submission by the college to the city government?

Dr. RANDOLPH. Yes.

Mr. CLARK. I wonder if, for the record, to save time here, you would submit a breakdown of where the extra $7.4 million would go in your budget planning, if it were granted.

Dr. RANDOLPH. Yes. I have that in front of me and can give it to you now or submit it for the record.

Mr. CLARK. Very, very briefly, yes, if you would.

Dr. RANDOLPH. There would be a difference of about 336 positions, 173 faculty, three counselors, and 130 administrative support, which would come to $3.1 million in personnel compensation.

The next largest item would be in rents, communications, and utilities, where we presently are operating at about 10 percent over and above the national average efficiency rate in the use of facilities and we are approximately—how many square feet short?

Mr. GOODWIN. Right now, a shortage of 200,000 square feet of space.

Dr. RANDOLPH. Short. An additional $1.1 million in rents, communications, and utilities would permit us to adjust the present overcrowded conditions.

Those are the principal items. The additional sum is distributed by the amounts of $300,000 to $100,000 among the other object classes within the budget.

Mr. CLARK. Could I summarize your comments by saying, then, that this additional money would not be aimed at allowing additional registration or additional number of students, but rather would be aimed at increasing the quality of education at the college?

Dr. RANDOLPH. It would be aimed in both directions. That is, the initial request envisioned a 2,000 FTE increase. We had to cut back to 1,000 of that. And, second, the original budget envisioned being able to provide more in the way of specialized instructions to our juniors and seniors, for whom we have not been able to provide real incentive, individualized instructions. We need to do this so that when they graduate in 1972, we can insure the quality of that particular graduate.

Those are the two major premises existing in the $28 million budget, and we had to give up on 50 percent of the FTE and also give up on the specialized instructional program for juniors and seniors.

Mr. CLARK. Thank you very much.

SALARY OF PRESIDENT

Mr. JORDAN. Dr. Randolph, on the initial day of our hearings the chairman inquired as to District of Columbia jobs which were paying in the $40,000 plus range in fiscal 1970. And the answer was that it was most likely the president of the Federal City College, and it was mentioned there were several jobs in that range. We had a salary schedule before the committee that indicated your salary level of $37,500; which of those figures is correct?

Dr. RANDOLPH. The $37,500 is the salary.

Mr. JORDAN. Then the higher than $40,000 had reference to amounts of salary for withholding purposes, so that it would not have been used, would it?

Dr. RANDOLPH. That is right.

Mr. JORDAN. Thank you, Mr. Chairman.

INCREASING STUDENT ENROLLMENT VS. IMPROVING EDUCATIONAL QUALITY

Senator INOUYE. This may not be a fair question to be asking, but if you had to make a choice between increasing your student enrollment or improving the quality of education at Federal City College, which would you select?

I asked this because someday we may have to make a decision here as to whether increasing enrollment be given priority over quality or vice versa. None of us here really qualify to make that decision. So we call upon you to assist us.

Dr. RANDOLPH. I understand the question. The difficulty in answering the question is to answer it in terms of now. If I were looking 5 years from now, I think I could answer it much easier at that point in time.

I would very clearly be talking about the quality of programs because in that point in time the institution would have a sufficiently large student mass to be able to justify in a cost benefit sense the number of students within the institution.

If I were to have to deal with that choice, at this point in time, I think I would probably try and get off the horns of the dilemma with a rationale such as this:

(1) That we need x number of students in order to have a sufficiently large critical mass for cost reasons and also for the reasons of predicting progress through the curriculum. One of the problems we have at present, is that by not knowing that you have 50 students in course No. 1, and that 50 or 60 percent of those students will be taking course No. 2, and of that number, 70 percent will be taking course No. 3, we are not able to plan precisely the use and allocation of research on a 2 or 3-year projection, or for that matter, a two or three-quarter projection.

So I do not feel the institution at this point in time is faced with the choice of more students or quality. We really have to deal with both of them. We have to have a sufficiently large number of students in order to justify the number of dollars required and in order to provide the ciritcal mass by which we can, in fact, begin to assess the quality of the institution.

Senator INOUYE. Therefore, I gather if you had to make a choice you will take the amount to increase the student enrollment?

Dr. RANDOLPH. That is right. Because by increasing the number of students, we have a better opportunity to assess the quality of the program.

FUNDING REQUISITE FOR ACCREDITATION

Senator INOUYE. I gather that a student's future, employment, graduate school, bear heavily upon whether his baccalaureate was received in an accredited school. I notice that the accreditation program is progressing in the manner that you would desire for it to progress. My question is: What would happen to your accreditation if something drastic happened to your budget?

Dr. RANDOLPH. We would lose it or not be given it.

Senator INOUYE. Would you say that the budget, as we have it before us today, is a minimum budget from the standpoint of accreditation?

Dr. RANDOLPH. The budget before you—and when I say that, I mean the $20.2 million in the request—is a budget which, will result in accreditation, only if the president of the institution, along with the provost, makes a very clear and pointed appeal to the members of the accrediting association.

The $28 million budget, as originally submitted, would provide us adequate resources to meet the across-the-board needs of the institution. We do not have in the $20.2 budget adequate funds for the

libraries, we do not have adequate funds for facilities, we do not have adequate staff for some of our specialized programs. What I am saying is that the $20.2 million, along with the commitment of the institution to insure quality education, should be able to get us past the accrediting agency. The $28 million budget would not present a problem.

Senator INOUYE. Anything below the $20 million would place your school in jeopardy; am I correct?

Dr. RANDOLPH. Yes, we would be placed in jeopardy, in very severe jeopardy. When I say that, I also want to say, because it is a part of the character and spirit of Federal City College, we have been successful in overcoming impossible situations before, and I can assure you that the dedication of this team will be to insure the success of Federal City College and its accreditation, regardless of the dollar amount given by Congress, because we are committed to the success of Federal City College.

But any dollar amount less than $20.2 will place very horrendous problems on the staff of the institution.

Senator INOUYE. The matter of accreditation will be kept in mind by this subcommittee, as we progress along our consideration of your budget. May we assure you that we will do our very best, sir.

Thank you very much for your assistance this morning.

Federal City College

STATEMENT OF VICKI FULFORD AND WILLIE BUTLER, COCHAIRMEN OF CONSTITUTIONAL CONVENTION PLANNING COMMITTEE

ACCOMPANIED BY:
AL CARTER, PRESIDENT, BUSINESS CLUB
RUDY WATKINS, CHAIRMAN, STUDENT ADVISORY COUNCIL
SAM MOORE, PRESIDENT, VETERANS CLUB
TORANE HARRIS, VICE CHAIRMAN, STUDENT ADVISORY COUNCIL

STUDENT BODY REORGANIZATION

Senator Inouye. This morning we are pleased to have Miss Vicki Fulford and Mr. Willie Butler with us, as representatives of the student body of Federal City College.

It is my understanding that the student body is presently in the process of being reorganized and that a random selection was made from students of each of the college's divisions to form a student planning council. This composite, I am advised, elected the two representatives who are with us today, as cochairmen. And it is in this capacity that I have invited them here to comment in any way they see fit, on the operations of the college in fiscal 1972 budget presentation.

Are Miss Fulford and Mr. Butler here?

Mr. Jordan. Mr. Chairman, additionally, we have four other representatives of student groups, and in order that you might have the broadest spectrum of the student body, we took the liberty of asking them to come.

Senator Inouye. Mr. Moore, president of the veterans club; Mr. Watkins, chairman of the student advisory council; Mr. Carter, president of the business club and Miss Harris, chairman, student advisory council.

We are pleased to have all of you with us, and we will be glad to have any comments you desire to make at this point.

Since I mentioned Miss Fulford, first, we will proceed with Miss Fulford.

Miss Fulford. I am cochairman of the constitutional convention planning committee. This committee was set up to reorganize the Student Government Association of Federal City College. Its membership consists of two students from each of the academic divisions of the college.

The constitution convention was held in February and in March and a constitution was drafted. It is in the process of being ratified by the student body during registration period. After ratification, there will be elections of officers from the new student government association.

Senator INOUYE. How long have you been at the Federal City College?

Miss FULFORD. Since 1968.

Senator INOUYE. You are a pioneer.

Miss FULFORD. That is right.

ADMINISTRATION AND OPERATIONS PROFICIENCY

Senator INOUYE. If you were given the opportunity of giving grades, how would you grade the administration and the operations of the Federal City College?

Miss FULFORD. I would grade them very good; I think they have done a tremendous job.

Senator INOUYE. From that, can I assume that the bad publicity you have been receiving in the press is not quite correct?

Miss FULFORD. It is not quite correct; it is not correct at all.

Senator INOUYE. That is the consensus of the group here.

(General consensus from the group.)

Senator INOUYE. Dr. Randolph, congratulations, sir.

Dr. RANDOLPH. It belongs to the institution.

FUNDING REQUISITE

Senator INOUYE. Do you have any views to express on the budget, as it has been presented so far?

Miss FULFORD. From a student point of view, the college is in dire need of funds. Just as a student, I can see where a lack of funds has crippled the college. I am a business student, and I am located on 13th Street NW. We do not have a complete library facility; also we have a shortage of classrooms.

I am a night student. We have a shortage of classes because of lack of teachers. We have lost some teachers because they were hesitant about staying because of the funding situation. We cannot get additional teachers for classes from 8 to 10, so students, some students here, have to wait a quarter or two quarters to take a class. And the students who have to commute between the 13th Street location and the Second Street location are not able to take more than one class at night because the same class is not given in both locations.

Senator INOUYE. Mr. Butler, would you like to add to that, sir?

Mr. BUTLER. Another problem, also, that students are having at Federal City College is being able to take the courses that they need. Now, the history majors are required to take courses in geography. Geography is not offered now because we do not have the funds needed to hire someone to teach this course.

Also, there is a shortage of other history courses, upper level history courses, for juniors and seniors at Federal City College, which are needed if these seniors are to graduate in 1972.

So I think it is very important; I feel it is very important that we get this funding so the students who are scheduled to graduate in 1972 will be able to graduate.

Senator INOUYE. Then I gather that all of you are deeply concerned about the matter of accreditation?

Mr. BUTLER. Oh, yes.

(General consensus by the group.)

Mr. JORDAN. Would you identify yourself for the record, please?

Senator INOUYE. Would you like to add something on the budget matter?

SCHOOL ADMINISTRATION PROFICIENCY

Mr. CARTER. Al Carter, president of the business club.

I do not feel that I can address my comments to the budget. I would like to say, however, that I would give an A-Plus to the administration, as far as their efforts to maintain the kind of educational system that the city so needs. I am not that well versed with the problems of budget, sir. I would not want to say.

Senator INOUYE. Can I conclude from your statement that you have very easy access to the president's office?

Mr. CARTER. I would say, yes, because of my position. That is, I am rather active, and I think those people who have expressed a desire to see to it, or provide any student input have at all times had exposure, and had the president's office at their disposal to discuss certain problems, to alleviate or iron out any difficulties.

QUALITY OF EDUCATION

Senator INOUYE. How would you rate the quality of education provided at Federal City College?

Mr. CARTER. I think I can address that well. I can give an excellent rating. I have been a student at a number of institutions in the area. I certainly would not compare Federal City College's quality of education at any less of a standard than any school, such as Maryland University, or American University, or Howard University, or the University of Virginia or Virginia Extension.

The class content, the instructors' concern for the betterment of the students, perhaps even to the point that they want Federal City College students to know a little more, to be a little better prepared, so that they in turn can go out and build the name of the college as an institution of higher learning in the city, that is very much needed.

PROGRAMS TO ENCOURAGE STUDENTS

Senator INOUYE. I have been advised that those who cannot make it at Howard at the other universities in the city go to Federal City College. Is that a correct assessment?

Mr. CARTER. I would say, no. You mentioned getting in tune with college education, or getting back into the mainstream or the learning process. I was at Howard University at the beginning of my college education, and I understand the kinds of things now that I did not understand then, concerning education. I think as far as being able to make it at another institution, I proved that there is certainly no less difficulty to make it at Federal City College than anywhere else. Because I have the same kinds of grades, B and better, from Maryland University and American University, as well as Federal City College.

My original attempt at making good at education was not that much, but that was because of my age, I think, at the time that I tried to make it into the college scene.

Of course, too, I can say at the time I began my education at Howard, Howard did not offer the kind of program that would be conducive to a person who was not really mentally prepared for

education of a college level making it. At Federal City College, I think they have offered the kinds of programs that will bring a student around to the right track of thinking if he is not already. However, I did not have that problem because I pretty well knew which way I wanted to go.

ACADEMIC PROCESS: APPROVAL OF STUDENTS FOR GRADUATE SCHOOL OF UNIVERSITIES

Mr. WATKINS. Rudy Watkins, chairman of the student advisory council. I would like to elaborate on Mr. Carter's remarks as far as academic process is concerned.

Just this past week, I was approved for graduate school work at the University of Pittsburgh. Mr. Carter, himself, is approved for law school, Georgetown University. These are academic institutions of higher merit, and therefore, must reflect the esteem that the institution of Federal City College has held in the highest academic circles.

For myself, I can say if I had gone to Howard, Georgetown or another school like that, I probably could not have made it because of the simple fact I went to high school to play football, basketball, and track. So my high school record was rather dismal. However, I have been able to compete on a collegiate level and, in some cases, excel.

For I feel there is a need for an institution such as Federal City College and I think that the concept that it has tried to evoke such as trying to deal with the urban problems, for instance, I would say this, in comparing it with institutions in this area. If other institutions in this area had committed themselves to District residents and to their problem, there would never have been a need for Federal City College.

But they have not in the 100 or so years they have been here, and they have token programs now. They will probably increase them to 500, perhaps. But this would not even justify their program. Because you need a college such as Federal City College to increase the background of the District residents. Without an open policy institution, students like me, veterans, we could not have entered into a collegiate program.

Senator INOUYE. Then you would consider the Federal City College as being the only institution of higher learning totally committed to the District of Columbia?

Mr. WATKINS. Yes, sir; without a doubt.

Senator INOUYE. And you would consider this as your city's university?

Mr. WATKINS. Yes.

(General consensus from the group.)

VETERANS ATTENDING SCHOOL AND FUNDING INADEQUACY

Mr. MOORE. I am Sam Moore, president of the veterans club at Federal City College.

First of all, I would like to address myself to two things, but I would like to make this known. Presently, we have 2,000 veterans, that is as of this morning, enrolled at Federal City College. 1,100 of these are receiving benefits; that is, the GI bill, and 26 are disabled. That is up to about 80 percent.

The first thing I would like to talk about concerning the budget, is that I am a victim of the budget cut, where I have to remain at Federal City College at least two more quarters for a major course that I need, whereas I would have graduated in June.

This course is computer simulation. However, we were able get an instructor just recently, about two quarters ago, and this is one of the major courses. This is one course that all majors must take within this field.

Here is the thing that really hurts the veteran. Number one, the GI benefit only runs for approximately 36 months. Now, my benefits will end in June. However, I will have to attend Federal City College two more quarters, so, therefore, I attend school two more quarters without any benefits.

And, of course, I am getting $230 right now which is to supplement—I am also working at the Library of Congress as a special policeman. So that means I have to work 40 hours for the $230 I will not be able to get.

Miss HARRIS. Torane Harris. I am the vice chairman of the student advisory council.

I would just like to say, being a resident of Washington, D.C., all of my natural life, I feel the great urgency and need for the Federal City College. I think that it has given a lot of people in the Washington community the opportunity, like myself, to continue and finish their education.

I think that a city such as Washington really needs the college. Everybody here has addressed most of the main issues, so therefore there is not very much left to say. It seems as if we are in consensus with everything that has been brought out. I think that because I am a resident of the District of Columbia all of my life, then I can definitely feel the urgency that the college has fulfilled, simply because of the fact of a lot of the liberal policies that have been brought out here today. And I think because of the fact that they do have student input and they are concerned with people within the community, that this has made them successful to date.

ALLEGED DISCOURAGEMENT OF WHITE STUDENTS

Senator INOUYE. We have received charges that the Federal City College is a black student college and that white students are discouraged from attending. Would that be a charge with some credence?

Mr. MOORE. Sir, this is the first time I have heard that.

Miss HARRIS. That is right.

Mr. MOORE. I never heard that. Of course, we do have a number of white students at Federal City College. And, of course, the faculty, I think, is about 50–50 right now. But this is my first time hearing that.

Senator INOUYE. That charge is absolutely baseless?

Mr. MOORE. Right.

Miss HARRIS. That is right.

Senator INOUYE. Do you care to add anything else? This is your opportunity.

INTERRUPTION IN EDUCATION OF VETERANS

Mr. MOORE. Yes, sir. I would like to say something else. I notice this morning that you mentioned in particular about veterans and, of course, you mentioned interruption in education. Here is one thing.

Of course, we as members of the club monitor our veterans in terms of length of service, how long they have been out of school, and we have what you call departmental exams, whereas we do not use it to keep you out of school, we use it to sort of place you. And what we normally do, depending on the grade that each veteran makes on each particular exam, we advise him—of course, we are not the official adviser for the school—but we find out many veterans like to deal with other veterans.

We send them to the Skill Center, and prior to being discharged, I attended Howard and I must admit that Federal City College has an excellent Skill Center, that is, remedial course for bringing many of our veterans and, of course, other students up to what we consider the college level.

FCC AS A STATE SCHOOL FOR THE DISTRICT OF COLUMBIA

Mr. CARTER. I would like to say, I have been sort of circulating around the city. I have had the opportunity to talk to a number of high school students in the city. And as in other States they have State colleges and universities that their students can look forward to after high school. I have noted a fantastic, shall we say, concern or looking forward to coming to Federal City College by a number of the high school students in the city. Looking at Federal City College as a State university for the city, something they never had before.

It is a fantastic feeling to know that your fellow citizens and students in this particular instance are concerned about a State university that they can look forward to go to, to better themselves.

I did not have it when I came out of high school. I just sort of floated around, trying to make it some way. But I think the idea of Federal City College being a land grant and State school for the District, is a fantastic thing. There is just nothing that can compensate for having it.

APPLICATIONS OF SERVICEMEN

Mr. MOORE. I would like to add something else. Again, last quarter when we had to turn down so many students, I recall receiving three telephone calls from Quantico Marine Base. These marines had applied to Federal City College. Of course, you understand the only way you can get out—I think it is 3 or 4 months early—he has to show papers of acceptance. Well, at that time, I checked, and there were 26 active duty personnel within the area that we could not tell them whether they could accept them or not. And, of course, this was a little frustrating to them.

Later on, I found out each one, I think the last one was unable to get accepted in the school which means they served the normal term.

Senator INOUYE. I would like on behalf of the committee to thank all of you for participating in our hearing this morning. It has been most helpful and if I may candidly tell you, there are some of us who expected you to come here and just rave and rant against the administration. If one should follow the papers, one gathers the impression

that you have little fortresses all over the city and you are not on the same team. The most recent article, just a few days ago, speaks of an assault case where a student was asked to "snitch" on the President, and so forth, and all of that.

(See article on p. 1713 in appendix.)

So I am extremely delighted to learn from all of you that you give the administration A-plus and that you feel that quality of education is what you expected it to be. Your thoughts will be kept in mind as we consider these amounts involved, especially your fear that the creditation may be lost if we mess around with this budget.

May I assure you that we will do our best to assure you a good future and degree from an accredited college. Thank you very much.

WASHINGTON TECHNICAL INSTITUTE

STATEMENT OF DR. CLEVELAND DENNARD, PRESIDENT

ACCOMPANIED BY:

MRS. FRANCES GREEN, BUDGET OFFICER
DR. THOMAS LAW, VICE PRESIDENT FOR ACADEMIC AFFAIRS
AUGUSTUS PALMER, VICE PRESIDENT FOR RESOURCES MANAGEMENT
CLAUDE FORD, DIRECTOR OF PLANNING AND DEVELOPMENT

BUDGET REQUEST INCREASE

Senator INOUYE. We will next consider the budget of the Washington Technical Institute. Our last witness this morning will be Dr. Cleveland Dennard, president of Washington Technical Institute.

The budget request is $8,895,700, an increase of 82.5 percent over the amount appropriated in fiscal year 1971.

Dr. Dennard, welcome to the committee, sir.

Dr. DENNARD. Thank you, Mr. Chairman.

INTRODUCTION OF ASSOCIATES

Senator INOUYE. Would you first introduce your associates?

Dr. DENNARD. I would be delighted. On my left is Mr. Augustus Palmer, who is our vice president for resources management; on my right is Dr. Thomas Law, the academic affairs vice president; and on his right is Claude Ford, who is director of planning and development.

PREPARED STATEMENT

I would like to read the statement that was submitted for inclusion in the record.

Senator INOUYE. Without objection, your full statement may be made a part of the record, if this is your wish, sir.

Dr. DENNARD. I would appreciate it.

Senator INOUYE. It is so ordered.

(The statement follows:)

Mr. Chairman, this presentation is on behalf of the Fiscal Year 1972 Request of the Washington Technical Institute. I am delighted to have the opportunity to delineate the operating and capital program needs, and to answer any questions the Committee may have.

Washington Technical Institute is requesting increases of $2,892,500 and 151 positions. This includes items reflecting our enlarged land grant status. Capital outlays include $2,380,000. The total request is for $5,272,500. These increases reflect our carefully developed program estimates during the fourth year of the Institute's operation. During this period, 3,200 students representing 2,600 FTE will be enrolled.

Program Overview

Created by Public Law 89-791, November 7, 1966, the Washington Technical Institute, occupying the former site of the National Bureau of Standards, at Connecticut and Van Ness, N. W., provides a jobs-oriented program in 30 curricular areas on a credit and non-credit basis leading to certificates and degrees. Having achieved recognized candidacy for Regional Accreditation, the Institute anticipates completing the process with the Middle States Accrediting Association during the 1972 Fiscal Year.

The well qualified faculty, drawn from 42 states, utilizes the advice of 16 Citizens Advisory Committees with special competence in the several curricular areas.

The nine-member Governing Board of the Washington Technical Institute is appointed by the President of the United States. As representatives of corporate management, education, labor and the public sector, they have formulated policies providing youths and adults with an equal educational opportunity to prepare themselves for a responsible, productive life and livelihood. The Institute and the Board utilizes the Planned Program Budgeting System, with its parallel accounting system which provides for an orderly, efficient distribution of program cost analyses for management decision-making and program policy development.

The 1972 Budget Request will permit the continued orderly development of the Institute in the Nation's Capital to prepare District residents for a broad spectrum of urban activities. These include preparation for the delivering of health services; computer science activities; insuring of people and property; retailing merchandise; fabricating and assembling components; developing the urban setting and creating the Model City; building and maintaining the transportation system (highways, subways, in the air and at the marinas); and budgeting, accounting and administering public services with increased efficiency and accountability.

Staff

The Fiscal Year 1972 Request for unfunded positions takes into account the lead time requirements in making staff commitments to this manpower source in addition to the general higher education community.

58-979 O - 71 - pt. 1 - 40

Students

Our enrollment is steadily increasing as we serve the urban area. As of February 25, 1971, more than 4,000 applications for admission to the Institute were on file. In addition, the Admissions Office receives an average of 40 applications a day from citizens interested in enrolling in the seven basic program areas with a choice of some 30 major career offerings and 10 optional specialities.

These applicants represent both youth seeking to develop a salable skill to enter the metropolitan area job market as well as adults interested in upgrading themselves or retraining to fit the shifts in technological emphasis in the economy.

In order to remain relevant, serving the District Area and our potential students, the Institute analyzes current and future employment needs with great care.

Our analysis of the employment market for the period covered by the 1972 Fiscal Year includes data from the Area Skill Study of the Washington, D. C. SMSA of the U. S. Employment Service, the Economy of Metropolitan Washington by Hammer, Greene, Silber Associates, Washington, D. C., and a survey of employees and curriculum advisory committees to the Institute's staff.

Our basic estimates indicate that our 1972 Request is not designed to address the total manpower problem with the curricular areas

in operation at the Institute. Based on normal growth rates and upon replacement needs, caused by attrition due to retirement, death, separations and other reasons, more than 17,000 employees will be needed in the District in the ensuing year.

Aware of the presence of several institutions within the metropolitan area providing some measure of skilled and technical training in the above cited areas, the Institute's request only takes into account its orderly development process to assure that quality control is built into its capability in matching its curriculum to the actual manpower requirements of the public and private sector employment demand areas within the District of Columbia.

Our program, based on the analysis factors such as these, will provide enrollment for 3,200 students--2,600 FTE in the following Departments:

Aerospace	220
Business	890
Engineering Technology	1,150
Environmental	240
Health	230
Public Administration	350
Science	120

This enrollment represents only 15.7 percent of the projected manpower needs of Private Industry and Government in these fields.

Output

In June 1970, the Institute demonstrated its ability to achieve its objectives by placing 84% of its two-year graduates in jobs and in further higher education in the midst of a 5.6% unemployment mark et nationally. Encouraged by this success, the Board of the Institute continues its efforts to design, evaluate and improve realistic curricula for its current programs.

The more than 1,200 regular students who will be accorded an opportunity to pursue their career objectives as a result of this increased budget, plus several thousand others who will be assisted through career development extension programs, will return benefits, both economic and social, to the District of Columbia and the nation far in excess of this present investment in human resources.

I shall be happy to answer any questions that you may have before we turn to individual budget items.

DEVELOPMENT CONTEXT

Dr. DENNARD. Thank you. I would like to have the opportunity to present briefly the context of the development of the Washington Technical Institute to date.

Subsequent to the enactment of Public Law 89–791 in November of 1966, title II, which applies directly to the Washington Technical Institute, the Board undertook to have a study made to analyze the employment environment of the District of Columbia and the five-County Metropolitan Area. This study determined the jobs presently available that are growing as fast as the population and those that are growing faster than the population. We proceeded to determine the educational experiences that would be required to prepare students for those jobs. Subsequently, determined the students who desired enrollment into such curricula; and then determined the facilities that would be needed in which those educational experiences would be carried out.

We sought to then establish a series of educational goals and a philosophy for the Board's consideration and approval that would guide the institution in its development.

Throughout this process the Board has attempted to review the status of post-secondary education in the United States, and has been operating in good faith on the assumption that the principle of comparability in the States should obtain in the District of Columbia, and should, therefore, direct its energies.

In its initial review in 1968, it was observed that 3 percent of the Nation's population was provided public higher education opportunity, and in the District of Columbia to establish such a principle that at least 3 percent of the District's population should serve as the benchmark for planning higher educational capability for the citizens of the District.

At that time, the population of the District was approximately 800,000 people. Three percent of that population enrolled in public schools would be 24,000 students. Assuming that the institute as one of the three public institutions would enroll at least one-third of that group, we proceeded our long-range planning on that basis. We submitted our request in 1968 for 950 students: in 1969, for 1,500 students; in 1970 for 1,950 FTE, and our budget request for fiscal year 1972 is 2,600 students FTE's.

Additionally, the Board determined that in order to provide the educational experiences outlined in our present curriculum, which is based on a survey of the employment environment, that at least 3,250 students would be required as a basic critical environment mass against which to develop an appropriate faculty for achieving the educational goals of the institution. We have been moving deliberately and consistently in this direction in pursuing the matter of developing a permanent site and basing our enrollment requests on this justification.

Our request today for $8.9 million reflects our progress to date. We would be delighted to answer any questions that the committee would raise at this point.

INSTITUTE EXISTENCE

Senator INOUYE. How long has the Washington Technical Institute been in existence

Dr. DENNARD. Since September of 1968. We are presently in our third academic year.

RELATIONSHIP TO JOB MARKET

Senator INOUYE. How do you relate your training program to the requirement of the metropolitan area job market? Or is there any relationship?

Dr. DENNARD. We maintain, Mr. Chairman, a direct relationship with the employment environment through the use of curriculum advisory committees that work with each of these curricula majors that are outlined by department as cited earlier in my remarks. The aerospace industry provides a group of persons who are employed in that area. The business environment does the same. We maintain an average of three meetings with these committees during the course of the year. They review what is to be taught, they review the jobs that are available, they review the level of our own sophistication in this area.

Senator INOUYE. I gather your training programs will change as the years go by?

Dr. DENNARD. Consistently.

DEMAND FOR AERONAUTICAL ENGINEERS

Senator INOUYE. Although aeronautical engineers were in great demand a few years ago, it would appear to me today that the demand has subsided.

Dr. DENNARD. From the aeronautical engineers' point of view, that is correct, sir. But from the standpoint of allied aeronautical areas in the metropolitan area, this is not the case.

At National Airport, for example, in excess of 200,000 private aircraft per year land at National that are not related in any way to the airlines. So that aviation maintenance becomes a critical area. Air traffic control becomes a critical area.

RESIDENT STUDENTS

Senator INOUYE. What percentage of your students are from the city?

Dr. DENNARD. 90 percent of the students are residents.

Senator INOUYE. 90 percent. Are you including in this figure the metropolitan area of just the city?

Dr. DENNARD. The city, itself.

CONTRACT WITH FOOD SERVICE CHAIN

Senator INOUYE. I was advised by my staff that you have a rather interesting project at the present time, whereby you operate a cafeteria with student personnel under contract with a local food service chain. What are the terms of this contract?

Dr. DENNARD. We have been able, through working with the Hotel and Restaurant Association in the District, to provide certain kinds of classes for them. We have also been able to work with the Marriott Corp. to house a Hot Shoppe operation on our campus which permits students to operate it.

It is a part of the educational experience in management, so we use precisely the same instructional materials in operating it that Marriott requires for its Hot Shoppe operations throughout the country. It is our hope that this will provide a permanent long-range working relationship that obtains through programs like the one at Cornell, where their hotel and restaurant operation is with the Hilton chain.

JOB PLACEMENTS

Senator INOUYE. I realize it is rather early to be asking you about placement of students, but what would you foresee as your placement problems, job placement for students?

Dr. DENNARD. We are not as knowledgeable this morning about this year as we would like to be. Our experience in June of 1970 was that we placed 84 percent of the students who graduated last June out of the 2-year program that culminated. At that time in June you recall, we had a 5.2-percent unemployment rate nationally. This year it has escalated in excess of 6 percent. We do not know, as yet, what the impact will be in the metropolitan area. But we would assume that it would be—well, we would certainly hope to do as well with job placement as we did in the previous year.

We schedule a career conference annually that tends to bring representatives in from the corporate environment, as well as the public environment, from at least 35 or 40 different States. We expect to have similar success this year as we had last year.

Senator INOUYE. Well, I would like to thank you for assisting us this morning with your presentation. Do you have anything else to offer, sir?

Dr. DENNARD. I just hope that we can move expeditiously, Mr. Chairman, in meeting our requirements and planning for the ensuing year.

ACCREDITATION

Senator INOUYE. I have just one question: Do you have any problems with accreditation?

Dr. DENNARD. Not as yet. We expected to be confirmed this week. We expect confirmation this week to the effect that our evaluation process will get underway this spring. And, if so, we should be accredited by the Middle States Accrediting Association by December.

RELATIONSHIP OF BUDGET TO ACCREDITATION

Senator INOUYE. How is this budget related to the accreditation?

Dr. DENNARD. Based on the educational goals that we have established for the Institute, the accrediting association will be concerned about the extent to which we have accomplished the goals that we have outlined, and the projections that we have set up, and our resource capability for accomplishing them. So in that context, this is the basic commitment on the part of the Institution, to develop

to its minimal level, and to be able to deliver over the 10 years that the accreditation represents, based on what has been projected here.

Senator INOUYE. Dr. Dennard, thank you very much for your assistance.

Dr. DENNARD. Thank you, Mr. Chairman.

SUBCOMMITTEE RECESS

Senator INOUYE. The committee will now recess until 10 o'clock tomorrow morning, at which time it will consider the budgetary request of "Recreation," and we hope to begin on "Human resources."

(Whereupon at 12 o'clock noon, Monday, March 29, the subcommittee was recessed, to reconvene at 10 a.m., Tuesday, March 30.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

TUESDAY, MARCH 30, 1971

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

The subcommittee met at 10:10 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senator Inouye.

DISTRICT OF COLUMBIA RECREATION

RECREATION DEPARTMENT

STATEMENT OF JOSEPH H. COLE, DIRECTOR

ACCOMPANIED BY:
EDWARD H. THACKER, DEPUTY DIRECTOR
ROBERT J. FLEMING, ADMINISTRATIVE OFFICER

BUDGET REQUEST INCREASE

Senator INOUYE. The subcommittee will please come to order.

We shall continue our consideration of the budget for the District of Columbia by receiving testimony from Mr. Joseph Cole, Director of the Recreation Department. Mr. Cole's request for fiscal year 1972 is $12,790,400, which is 16.1 percent over last year's appropriation.

Welcome to the committee, Mr. Cole. Please proceed.

Mr. COLE. Thank you very much, Mr. Chairman.

INTRODUCTION OF ASSOCIATES

Mr. Chairman, I would like to read my opening statement, please.

Mr. Chairman, members of the Senate Subcommittee on Appropriations, District of Columbia, I am Joseph H. Cole, Director, District of Columbia Department of Recreation. Other witnesses with me from the Department are: Mr. Edward H. Thacker, Deputy Director; and Mr. Robert J. Fleming, administrative officer.

REORGANIZATION PLAN NO. 3: TRANSFER OF BOARD OF RECREATION FUNCTIONS TO MAYOR-COMMISSIONER

I am pleased to appear before your committee, Mr. Chairman, to justify the Recreation Department's budget needs for our citizenry for fiscal year 1972. I first wish to express our thanks, and those of our

Community Recreation Advisory Board, for the increases approved for the Department in the past year by your committee.

The Department of Recreation was created in April 1942 by Public Law 534, 77th Congress. At that time, there was created a seven-member independent Board of Recreation with policy authority over the city's recreation programs and services. In July 1968, in the implementation of Reorganization Plan No. 3, 90th Congress, all functions of the former independent Board of Recreation were transferred to the Mayor-Commissioner; thus, the Director of Recreation and all functions of the Department of Recreation are now under the Mayor-Commissioner. This action definitely improved and strengthened our capability to deliver leisure-time services to the citizenry of the District of Columbia. Channels of communication with other District agencies were opened up. Provisions were made for greater cooperation and coordination in planning with other city agencies to deliver quality recreation programs and services for our citizenry.

MAJOR OBJECTIVES

The major objectives of the Department of Recreation as an essential year-round operating agency are:

1. To provide satisfying, enjoyable, wholesome leisure-time experiences to enrich the physical, social, cultural, and mental growth of individuals and groups from preschool age through senior citizens.
2. To develop and maintain public recreation areas and buildings within reasonable walking distance of all residents.
3. We aim to provide special recreation programs and social services for the socially maladjusted child, youth, and young adults.
4. To provide wholesome and satisfying developmental recreation experiences for the mentally retarded, the mentally ill, and the handicapped.
5. Another of our program goals is geared directly to serving preschool-age children through cooperative play center programs. This early childhood program provides for enriched recreation and social development programs for the 3-, 4-, and 5-year-olds, which is strongly supported by a well-knit and active parent organization.
6. Our aquatic program provides recreational swimming opportunities for all citizens and aims to provide swimming instruction and water safety programs.
7. We also aim to provide culturally enriching opportunities through arts and crafts, music, drama, and the dance.
8. A newly established objective set by the Department is aimed at improving the environment through enrichment of programs in youth gardening, cleanup campaigns and contests, improved maintenance and rehabilitation, beautification, and through other related programs.
9. The Department aims to provide work-career development opportunities for youth, the handicapped, and veterans.

ACHIEVING GOALS: CITIZEN INVOLVEMENT

In all areas of achieving our goals, citizen involvement throughout the planning and operating process is stressed and carried out. To accomplish our goals and objectives, we plan and provide a wide variety of comprehensive programs, activities and services in sports

and athletics, aquatic activities, cultural activities and events, social programs and outreach services, and mental activities. The Department's programs, activities, and services are carried out in 165 recreation centers and playgrounds located in public schools, parks, National Capital Housing Authority locations and in recreation properties directly under District government control. In addition to the year-round centers and playgrounds, the Department operates 16 large outdoor swimming pools, one natatorium (year-round), three year-round indoor pools, one of which is operated solely for the handicapped, and 15 small walk-to-learn-to-swim pools for ages 2 through 12 years. As a first step in long-range planning for new swimming pools, the Department has recently completed a draft analysis of service area needs for new swimming pools. The second and final phase of the report will attempt to identify specific sites for new pools or replacement of old pools.

Through coordination with and support from other city services and the Military, the Department operated, for the first time, its 217-acre resident camp for over 1,200 deprived boys and girls, in Scotland, Md., at the mouth of the Potomac River. In addition to the resident camp, 16 day camps were operated, two of which were for the mentally retarded and two for the orthopedically handicapped. Ten tennis day camps, with the help of interested citizens and the youth opportunities services, were also operated.

Mobile recreation services are provided by the Department through its mobile recreation program which includes the Department's youth orchestra and showmobile, fun wagons and music wagon. There is a great need to fund and expand this very successful program to include an arts and crafts mobile and a nature mobile to exhibit plant and animal life.

Community input and support from businesses paved the way for the Department to develop and expand its football, baseball and basketball programs for youth and teens. Equipment, officials, insurance and awards were provided. This exemplifies, Mr. Chairman, the efforts of business establishments to help our city's youth programs.

MAINTENANCE FORCE TO MAINTAIN OPERATING UNITS

One of our major achievements during the year was the establishment of a maintenance force to take over full maintenance responsibilities of our operating units. There were, and still are, some difficulties in gearing up this operation. Our main problems relate directly to our inability to acquire mechanized equipment, maintenance storage space, and manpower to provide for essential and necessary services to keep up with our workload requirements.

CLASSIFIED POSITIONS

There are 671 classified positions to carry out the administrative, supervisory, recreation leadership and maintenance functions in the Department. These positions are supplemented with approximately 1,000 fulltime and parttime per diem employees, chiefly as support to classified recreation leaders in program and activity services to the community and other special programs.

BUDGET REQUEST

The Department's 1971 operating base budget is $11,981,100. Our requested 1972 increase is $809,300. The full amount of requested increase is required to meet mandatory personnel cost and operational needs.

ADMINISTRATION AND MANAGEMENT

In the administration and management of the Department's appropriations, every realistic effort is made to hold down expenditures while, at the same time, maintain a level of acceptable, quality program services. The greatest impact on our budget was in the area of "uncontrollable" cost increases. Immediate steps were taken to reexamine the Department's priorities to reprogram where necessary and to apply cutbacks where deemed feasible. To absorb certain mandatory costs and uncontrollable costs, it was necessary for the Department to freeze a total of 36 vacant positions in all levels of operation, except in the swimming pool program and maintenance categories. The magnitude for the freeze created a heavier workload on our employees, thus creating a degree of poor morale.

ABSORPTION OF MANDATORY COSTS

The necessity to absorb 15 percent of pay raises for classified, wageboard and per diem employees resulted in a cutback in hours of operation in the smaller, but yet vital neighborhood centers program. This action increased the program workload at other nearby larger centers. The 15 percent absorption across the board on other mandatory items required further freezing of 11 year-round classified positions. Massive absorptions, Mr. Chairman, plus absorptions resulting from lapse, have resulted in cutbacks that affect delivery of services to the public. I consider these matters to be critical, Mr. Chairman, especially in our urban city where wholesome recreation and social services are so badly needed to ward off crime and other anti-social behavior patterns. Provisions of recreation for wise use of leisure time is a deterrent toward prevention and control of crime. Recreation is a positive force contributing toward the total development of man.

MAIN ISSUES CONFRONTING DEPARTMENT

Some of the major issues confronting the Department are as follows: 1. The control of juvenile delinquency. 2. Evaluation and effectiveness of our services (input and output). 3. Transportation needs to move our young participants—who are involved in our vast sports programs, camping programs, and the like, are a major issue in the Department. 4. The need for provision of more neighborhood playgrounds and recreation centers within reasonable walking distance, especially in areas of greatest need.

5. Further construction and operating of more year-round or seasonal swimming pools.

6. New facility and new program input, such as need for ice skating rinks, roller skating rinks, teen centers, neighborhood cultural centers.

7. Expansion and extension of programs for special group; that is the mentally retarded, the mentally ill, the handicapped, the preschoolers—3-, 4- and 5-year-olds, the senior citizens.

8. The need for program specialists for greater program input and output.

Mr. Chairman and members of the committee, we have met our challenge to hold back expenditures with great difficulty. We have been responsive to community recreation needs within our current resources. We know also that much remains to be done toward achieving our goals and objectives.

Information data concerning our operations is contained in the Mayor's budget submission.

Thank you, Mr. Chairman and members of the committee.

NECESSITY OF RECREATION IN URBAN AREA

Senator INOUYE. Mr. Cole, I am certain the subcommittee joins me in agreeing with your contention that recreation is necessary in an urban area such as this. Because of my partiality to recreation, coming from Hawaii, I wish very much to be able to present a strong case on behalf of recreation when this report is made to the full committee. Therefore, if I may, I would like to ask a few questions relating to your budget.

VACANT POSITIONS

First of all, according to the vacancy report as of December 31, 1970, after an authorized strength of 656, 63 positions were vacant. How many positions are presently vacant:

Mr. COLE. Mr. Chairman, there are 33 vacancies now.

Senator INOUYE. Of the 33, how many have been vacant for 6 months or more:

Mr. COLE. Vacant for 6 months; seven.

I am sorry, Mr. Chairman; I only answered half of your question. Six months or more there would be 13.

Senator INOUYE. Are these 13 positions essential positions?

Mr. COLE. Yes; they are, Mr. Chairman.

Senator INOUYE. What type positions are they?

Mr. COLE. They are recreation specialist positions that relate directly to our program operations. We have had some unusual circumstances which have caused some of these positions to remain open longer than 6 months.

Senator INOUYE. All of them are recreation specialists?

Mr. COLE. All are recreation specialist positions.

Senator INOUYE. What GS level?

Mr. COLE. I am sorry, Mr. Chairman. Three of those are clerical positions. Three are clerical; 10 would be the recreation specialist positions.

PLANNING AND DEVELOPMENT

Senator INOUYE. Your operating budget space is $11,981,100 and your request is $809,300. Now, leaving aside the increase for a moment, will you, for the record, please justify first the item designated as "Planning and development," $78,400.

Mr. COLE. The Planning and Development Division, Mr. Chairman, provides the Department's planning for development of recreation grounds and facilities. They work in coordination with the Department of General Services on sites where recreation programs are to be conducted, and serve as the liaison to other District agencies,

Federal agencies, and the public, relating to all matters concerning the Department's capital outlay program.

The 1971 adjusted base of $78,400 pays for the four positions that we have and the increase in 1972 of $2,500 is the mandatory requests for the within grades of $2,100 for the four positions and the cost for the 2 extra days within the operating year, making an increase requested in the amount of 2.5—$2,500 for the planning and development area.

Senator INOUYE. Was the full amount in this case of $78,400 used for the purpose for which it was budgeted in fiscal 1971?

Mr. COLE. Yes, Mr. Chairman. Definitely.

PERSONNEL BENEFITS

Senator INOUYE. Can you touch now upon the item of $783,100 for personnel benefits?

Mr. COLE. We are identifying the figure of $783,100 on page 21–2, the personnel benefits are for the total Department's staffing, such as retirements, the insurance, hospitalization. These are the total fringe benefits for the entire staff of the Department.

Senator INOUYE. Does this amount take into consideration your vacancy experience?

Mr. COLE. Yes, it does.

Senator INOUYE. In other words, $783,100 would be money set aside for approximately 90 percent of authorized personnel strength?

Mr. COLE. That is right, Mr. Chairman. We have a lapse of 10.5 percent, so that does take that into consideration.

Senator INOUYE. This amount does not cover the 10 percent? You are certain of that, sir?

Mr. COLE. It covers the 90 percent. The 10.5 percent is what we have to absorb in terms of lapse.

DISABILITY RETIREMENT

Senator INOUYE. On the matter of retirement, what percent of your employees retire on the basis of disability?

Mr. COLE. We have had, Mr. Chairman, as I can recall right now, two people I would say since June of 1966, when I became Director of the Department—I believe we have two that have retired on disability.

SUPPLIES AND MATERIAL

Senator INOUYE. Can you advise the committee on the $600,000 items for supplies and material?

Mr. COLE. These supplies and materials, Mr. Chairman, are for all of our operating units, for special programs that we have; also for office supplies and other supplies that are essential to the operation. They deal primarily with the purchase of equipment for all of our programs, like the sports, and athletic programs, balls, bats, gloves, arts and crafts material, material for our drama program, materials for the program for the mentally retarded, etc. In fact, all of the programs we have in the Department.

This is one of the critical areas, Mr. Chairman, where we get quite a bit of concern and comment from the community people, that the Department does not have the capability to really supply the play-

grounds, especially from the heavily populated areas, such as in our housing areas, for example. We operate out of 19 housing areas. We have had quite a bit of comment about the lack of our capability to give the amount of supplies that are really needed to carry on what we would call a good quality type of a program.

Supply Loss Due to Pilferage and Theft

Senator Inouye. What is your experience in loss of supplies due to pilferage and theft?

Mr. Cole. I would say, Mr. Chairman, that we do have a normal amount of pilferage and theft where we have break-ins, into our various recreation centers. We have worked with community people in trying to prevent this type of antisocial behavior on the part of the youth, primarily. Our loss I would say, is a normal amount of loss. I would not say that it is any terrific amount.

Senator Inouye. What is a normal amount of loss?

Mr. Cole. Seven or eight percent of our total.

Senator Inouye. So you would say about $45,000 in the past fiscal year was lost due to pilferage and theft?

Mr. Cole. I think that would be a very fair statement, Mr. Chairman. Yes, between $40,000 and $45,000.

We also have donations, in supplies, Mr. Chairman. We have donations from interested business groups, and interested citizens, for some supplies. I would say at least about 2 percent in donations.

Merger of Youth Services Administration and Recreation Department

Senator Inouye. Recently a member of the City Council recommended that the Youth Services agency be made a part of the Department of Recreation on the grounds there was an excessive cost due to overlapping staffs and administrative offices for activities which have much in common. What are your thoughts on the merger of the Youths Services Administration and the Recreation Department?

Mr. Cole. Mr. Chairman, I have experienced a history of this whole development, and our services are not in any way related at all.

The Mayor's order, which is tied in with Reorganization Plan No. 3, created the Youth Opportunity Services and our charge and our responsibility are entirely different. I do not see at all where there is overlapping in this regard.

We complement and supplement each other, I would say. The Mayor's Youth Opportunity Services deals primarily with the coordination of programs in the field of education, job employment, and their chief charge is in regard to controlling the juvenile delinquency phase of the city's juvenile delinquency programs. It is a coordination process that Dr. Jones has with all of the agencies in the District of Columbia government that deal with all youth services. In our operations, we deal with positive recreation programs, activities and services that deal directly with the 3-, 4-, and 5-year-olds, the preschool age, right straight through to senior citizens.

Our programs are entirely different from the programs of Dr. Jones' shop. I think, Mr. Chairman, if it has not already been submitted to the committee, the mayor's reorganization plan of 1967, in

which there was ordered that there be established an office of youth opportunity services, that the direction in this order may clear up this matter. It spells out very clearly what the responsibility of the mayor's youth opportunity services is. We have found in working with Dr. Jones that we have a very fine relationship as I indicated in my opening statement. The campsite, for example, where we had no funds to operate a camp. We were just beginning to plan our camp operation when the military came in, to help us as a result of Dr. Jones' contact and coordination. Dr. Jones' operation also helped us staff and provide food for the campers. One of the best coordinated plans we had last summer was with the youth opportunity services in the camp operation.

We have received many fine letters from parents about the camp. We received many fine letters from the kids who received services at the camp, how well it was for them to get out of the hot city, and off the cement streets and away from the asphalt alleys, and things of this nature, and take them into a camp setting.

We also were given assistance from the youth unit for our tennis day-camp program which I talked about. The youth games which were held in New York were coordinated with the Mayor's Youth Opportunity Services. We received support for the youth games, in which 13 cities participated. The District of Columbia showed up very well at the youth games in New York City, where Mayor Lindsey had attended and Mayor Washington. We were second in the youth games out of 13 cities.

I see the Youth Opportunity Services as being altogether different from our operation. We have a close relationship whereby we work closely together to deliver services for the community.

NEIGHBORHOOD RECREATION CENTERS, PLAYGROUNDS AND POOLS, AND PLAYGROUNDS OPERATED BY OTHER AGENCIES

Senator INOUYE. Yesterday I spent some time visiting your Capital East Swimming Pool, the all-enclosed swimming pool, and your senior citizens recreation center in the Judiciary House. Will you furnish the committee certain statistics? First, how many neighborhood recreation centers, playgrounds, and pools do you have throughout the city? I would like to know the number of playgrounds in the District of Columbia operated by the National Park Service or other Federal agencies. I wish to know whether our operations complement the operations of the National Park Service.

(The information follows:)

DIVISION OF NEIGHBORHOOD CENTERS

AREA I

Barnard Playground
5th & Decatur Sts., N.W.

Coolidge Evening Center
4th & Sheridan Sts., N.W.

Emery Recreation Center
Georgia Ave. & Madison St., N.W.

Fort Stevens Recreation Center
13th & Van Buren Sts., N.W.

Hamilton Playground
Hamilton St. bet. 13th & 14th N.W.

MacFarland
Iowa & Webster Sts., N.W.

Petworth Recreation
Taylor bet. 8th & 9th Sts., N.WW

Rabaut Recreation Center
North Dakota & Kansas Ave., N.W.

Raymond Playground
10th St. & Spring Rd., N.W.

Rudolph Playground
2nd & Hamilton Sts., N.W.

Shepherd Playground
14th St. & Kalmia Rd., N.W.

Takoma Elementary Playground
14th St. & Kalmia Rd., N.W.

Takoma Elementary Playground
Piney Branch Rd. & Dahlia St., N.W.

Takoma Recreation Center
3rd & Van Buren Sts., N.W.

Truesdell Playground
8th & Ingraham Sts., N.W.

Upshur Recreation Center
14th & Arkansas Ave., N. W.

AREA 2

Arboretum Recreation Center
24th & Rand Sts., N.E.

Backus Recreation Center
So. Dakota Ave. & Hamilton Street, N.E.

Brentwood Recreation Center
13th & Downing Sts., N.E.

Bunker Hill Recreation Center
14th & Michigan Ave., N.E.

Dakota Recreation Center
31st & Adams Sts., N.E.

Keene Playground
Rock Creek Church & Riggs Road, N. E.

Lamond Playground
Kansas Ave. & Tuckerman Sts., N. E.

Langdon Park Playground
20th & Franklin Sts., N.E.

McKendree Methodist Church
2421 Lawrence Street, N. E.

Montana Terrace Community Center
1625 Montana Ave., N.E.

Noyes Playground
10th & Franklin Sts., N.E.

Riggs-LaSalle Playground
Riggs Rd., & Madison St., N.E.

Slowe Playground
14th & Jackson Sts., N.E.

Taft Recreation Center
18th & Otis Sts., N.E.

Turkey Thicket Recreation Center
10th & Michigan Ave., N.E.

58-979 O - 71 - pt. 1 - 41

Woodridge Playground
Central & Carlton Ave., N.E.

AREA 3

Benning Stoddart
155 Ridge Rd., S.E.

Benning-Terrace Recreation Center
4450 G St., S.E.

Deanwood Recreation
49th & Nash Sts., N.E.

Drew Playground
57th & Eads Sts., N.E.

East Capitol Community Center
5725 East Capitol Street

Evans Recreation Center
5600 East Capitol Street

Fairfax Playground
Alabama & 41st St., S.E.

Harris Playground
53rd & C Sts., S.E.

Kelly Miller
49th & Brooks Sts., N.E.

Kenilworth Courts Community Center
4500 Quarles St., N.E.

Kenilworth Playground
44th bet. Nash & Ord Sts., N.E.

Nalle Playground
50th & C Sts., S.E.

Ridge Recreation Center
Ridge Rd. & Burns Sts., S.E.

River Terrace Playground
34th & Dix Sts., N.E.

Richardson School
53rd & Blaine Sts., N.E.

Roper Recreation Center
48th & Meade Sts., N.E.

Sousa Recreation Center
37th & Ely Pla., S. E.

Thomas-Parkside Playgound
711 Anacostia Ave., N.E.

Weatherless School
Burns & C St., S.E.

Watts Branch Playground
62nd St., & Banks Pl., N.E.

Woodson Recreation Center
Minnesota Ave., & Foote Street, N.E.

AREA 4

Anacostia Recreation Center
bet. 11th & Pa., Ave. Bridges
S.E.

Bald Eagle Playground
Nichols Ave. & Joliet St., S.W.

Barry Farms Community Center
1230 Sumner Rd., S.E.

Congress Height Playground
Savannah St. & Randle Pl., S.E.

Douglas Recreation Center
Stanton Rd., & Pomeroy St., S.E.

Douglas Community Center
19th & Stanton Terrace., S.E.

Fort Greble Playground
Nichols Ave., & Chesapeake Street, S.W.

Fort Stanton Playground
18th & Erie Sts., S.E.

Draper
9th & Wahler Pl., S.E.

Green Playground
15th St & Mississippi Ave., S.E.

Hart Recreation Center
6th & Mississippi Ave., S.E.

Hayden Johnson Recreation Center
15th & Bruce Sts., S.E.

Hendley Playground
6th & Chesapeake Sts., S.E.

Highland Dwellings Community Center
676 Yuma St., S.E.

Hillcrest Recreation Center
32nd & Denver Sts., S.E.

Ketcham School Playground
15th & U Sts., S.E.

McGogney Playground
Wheeler Rd. & Mississippi Ave., S.E.

Patterson Playground
S. Capitol Bet. Dunberry & Elmira Sts., S.W.

Savoy Recreation Center
2440 Shannon Pl., S.E.

Valley Green
9th & Varney Pl, S. E.

Turner Recreation Center
Alabama Ave., & Stanton Rd., S. E.

Woodland Terrace Community Center
2316 Ainger Pl., S. E.

AREA 5

Brent Playground
3rd & D Sts., S.W.

Bryan Playground
Independence Ave., bet. 13th & 14th Streets, S.E.

Capper Community Center
5th & K Sts., S.E.

Eliot Recreation Center
18th St. & Constitution Ave., N.E.

Gibbs School
18th & E Sts., N.E.

Hine Playground
7th & C Sts., S.E.

Langston & Spingarn
26th St., & Benning Rd., N.E.

Lenox Playground
5th St., bet. G & Va., Ave., S.E.

Lovejoy Playground
12th & D Sts., N. E.

Maury Playground
Constitution Ave., bet. 12th & 13th Sts., N. E.

Payne Playground
15th & C Sts., S.E.

Peabody Playground
5th & C Sts., N. E.

Potomac Gardens
1229 G Sts,, S. E.

Rosedale Recreation Center
17th & Gales Sts., N.E.

Tyler Playground
10th & G St., S.E.

Virginia Avenue Playground
9th St. & Va., Ave., S.E.

Watkins Recreation Center
12th & E Sts., S.E.

AREA 6

Blair Ludlow
6th & G Sts., N.E.

Bundy Playground
429 O Sts., N.W.

Cook, John F. Playground
"P" St., Bet. N. Capitol
and L St., N.W.

Crummell Playground
Gallaudet & Kendall Sts., N.E.

Dunbar Evening Center
1st & N Sts., N.W.

Garnet-Patterson Evening
Center
10th & U Sts., N.W.

Garrison Playground
13th & R Sts., N.W.

Hamilton Playground
6th & Brentwood Parkway, N.E.

Harrison Playground
13th & V Sts., N.W.

Kennedy Recreation Center
7th & O Sts., N.W.

Logan Playground
3rd & C Sts., N.E.

New York Avenue Playground
1st St., & New York Ave., N.W.

Seaton School
10th & Rhode Island Ave., N.W.

Sherwood Playground
10th & G Sts., N.E.

Terrell Recreation Center
1st & L Sts., N.W.

Trinidad Recreation Center
Childress & Holbrooks Sts., N.E.

Wilson, J. Ormond Playground
6th & K Sts., N.E.

Young, John L. Recreation
Center
10th & R Sts., N.W.

AREA 7

Bancroft Playground
18th & Newton Sts., N.W.

Banneker Recreation Center
Georgia Ave & Eu-lid Sts. N.W.

D.C. Teachers College Recrea-
tion Center
11th & Harvard Sts., N.W.

Cooke, H. D. Playground
17th & Euclid Sts., N.W.

Edgewood Playground
3rd & Evarts St., N.E.

Happy Hollow Playground
18th St & Kalorama Rd., N.W.

Langley Recreation Center
1st & T Sts., N. E.

Lewis, K.D. Playground
300 Bryant St., N.W.

Monroe Playground
Columbia Rd. & Georgia Ave.,
N.W.

Parkview Playground
Warder St., & Princeton
Place, N.W.

Powell-Lincoln
16th & Irving Sts., N.W.

Stead Recreation Center
P St., Bet. 16th & 17th Sts.,
N.W.

Tubman Recreation Center
13th & Harvard Sts., N.W.

AREA 8

Chevy Chase Community Center
Building 30-VanNess & Reno Rd.,
N.W.

Chevy Chase Playground
Fort Drive and Nebraska
Avenue, N.W.

Eaton Playground
3rd & Lowells Sts., N.W.

Forest Hill Playground
32nd & Chesapeake St., N.W.

Friendship Recreation Center
45th St & Van Ness Sts., N.W.

Georgetown Recreation Center
34th St. & Volt Pl., N.W.

Hardy Recreation Center
45th & Q Sts., N.W.

Hearst Recreation Center
37th & Quebec St., N.W.

Lafayette Playground
33rd & Patterson Sts., N.W.

Macomb-Eaton Playground
34th & Macomb Sts., N.W.

Mann Playground
45th & Newark Sts., N.W.

Mitchell Park Playground
23rd & S Sts., N.W.

Montrose Park Playground
30th & R Sts., N.W.

Oyster Pre-School Play Center
29th & Calvert Sts., N.W.

Palisades Recreation Center
Edmunds & Sherrier Pl., N.W.

Rose Park Playground
26th & O Sts., N.W.

Stoddert Playground
39th & Calvert Sts., N.W.

Wilson Evening Center
Nebraska Ave., & Chesapeake
Streets, N. W.

AREA 9

Amidon Playground
4th & I Sts., S.W.

Bowen Playground
Delware & M Sts., S.W.

Francis Recreation Center
24th & N Sts., N.W.

Gallinger Playground
22nd & F Sts., N.W.

Jefferson Recreation Center
8th & I Sts., S.W.

King, Martin Luther Community
Center
2nd & N Sts., S.W.

Lincoln Recreation Center
5th & L Sts., S. E.

Randall Recreation Center
1st & Eye Sts., S. W.

Syphax Playground
Half & N Sts., S.W.

Thomson Playground
12th & L Sts., N. W.

DAY CAMPS

Bald Eagle
Nichols Ave. & Joliet Sts., S.W.

Barnard Hill
Randolph & 29th Sts., N.E.

Beech Knoll
Glover & Military Rd., N.W.

Fort Chaplin
Texas Ave. & "B" Sts., S.E.

Fort Dupont
Alabama Ave. & Beck Sts., S.E.

Fort Mahan
42nd & Dix Sts., N.E.

Fort Totten
Fort Totten Dr. & Crittendent Streets, N.E.

Kenilworth Garden
Anacostia Dr. & Douglas Sts., N.E.

Pinewood
Texas Ave. & Burns Sts., S.E.

Rock Creek
Rock Creek Dr., bet., 28th St., & Normanstone Dr., N.W.

Whitehaven
39th & "W" Sts., N.W.

Fort Stanton
17th & Erie Sts., S.E.

MENTAL RETARDATION AND HANDICAPPED PROGRAM

Anacostia
bet. 11th & Pa., Ave., Bridge S.E.

Banneker
2500 Georgia Ave., N.W.

Cardozo
13th & Clifton Sts., N.W.

Roper
48th & Meade Sts., N.E.

Developmental Services Center
1905 "E" St., S.E.

Lincoln
5th & "L" Sts., S.E.

Uplift
1324 16th St., N.W.

Shady Hill Day Camp for Orthopedically Handicapped
13th Sts., N.W. bet. Upshur & Allison Sts., N.W.

Shady Grove Day Camp for Mentally Retarded
44th & Reservoir Sts., N.W.

Pleasant Meadows Day Camp for the Mentally Retarded
31st and G Streets, S. E.

MENTAL HEALTH PROGRAM

New Psychiatry Building
Area C, Community Mental Health Center
Rooms 1 and 4
1905 E Street, S. E.
Washington, D. C. 20003

Junior Village
Area Residential Treatment Center
L. B. J. Cottage

Area B
10th & Spring Road, N. W.

CITY-WIDE CENTERS

Ballou Recreation Center
4th and Trenton Sts., S. E.

Banneker Community Club
2500 Georgia Ave., N. W.

Cardozo Recreation Center
13th and Clifton Sts., N. W.

Carroll Building
410 M Street, S. E.

Claridge Towers
1221 M Street, N. W.

Church of Christ (Bridget Center)
5026 East Capitol Street

Deal Junior High School (Seasonal)
Nebraska Ave. and Fort Dr., N. W.

First Baptist Church (Bridget Center)
1008 - 45th St., N. E.

First Church of the Seventh Day
Adventists (Bridget Center)
810 Shepherd St., N. W.

Fort Lincoln
South Dakota Ave. and Bladensburg Rd.

Garfield Terrace
2301 - 11th St., N. W.

Gordon Junior High School (Seasonal)
35th and T Sts., N. W.

Guy Mason Recreation Center
3600 Calvert St., N. W.

Harvard Towers
1845 Harvard St., N. W.

Jefferson Junior High School (Seasonal)
8th and H Sts., S. W.

Judiciary House
461 H St., N. W.

Kramer Junior High School (Seasonal)
17th and Que Sts., S. E.

LeDroit Park
2125 - 4th St., N. W.

Macfarland Junior High School (Seasonal)
Iowa Ave. and Webster St., N. W.

Potomac Gardens
1229 G St., S. E.

Randall Junior High School (Seasonal)
1st and Eye Sts., S. W.

Rehoboth Baptist Church (Bridget Center)
621 Alabama Ave., S. E.

Regency House
5201 Connecticut Ave., N. W.

Roosevelt Recreation Center
13th and Upshur Sts., N. W.

Shiloh Baptist Church (Bridget Center)
9th and P Sts., N. W.

Sibley Plaza
1100 North Capitol Street

Socialite Club (Bridget Center)
328 D St., N. E.

Varick A.M.E. Church (Bridget Center)
255 Anacostia Ave., N. E.

Western High School (Seasonal)
35th and R Sts., N. W.

Anacostia
Anacostia Park

Banneker
2500 Georgia Ave., N. W.

Barry Farms (W.T.P.)
1223 Sumner Rd., S. E.

Benning-Stoddert (W.T.P.)
Stoddert Pl. & East Capitol St.

Capitol East (Indoor)
635 North Carolina Ave., S. E.

Cardozo (Indoor)
13th & Clifton St., N. W.

Deanwood (W.T.P.)
49th & Nash St., N. E.

Douglass
19th St. & Stanton Terr., S. E.

Dunbar (Indoor)
First & O St., N. W.

East Potomac
East Potomac Park

Fort Dupont
Ridge Rd. & Burns St., S. E.

Fort Stanton
18th & Erie St., S. E.

Francis
25th & N St., N. W.

Garrison (W.T.P.)
Vermont Ave. & R St., N. W.

Georgetown
34th & Volta Pl., N. W.

Happy-Hollow (W.T.P.)
Champlan St. & Kalorama Rd., N. W.

Kelly Miller
49th & Brooks St., N. E.

Lincoln-Capper (W.T.P.)
5th & K St., S. E.

Langdon Park
Mills Ave. & Hamilton St., N. E.

Lincoln-Powell (W.T.P.)
16th & Lamont St., N. W.

McKinley
Lincoln Rd. & Seaton Pl., N. E.

North Michigan Park (W.T.P.)
13th & Emerson St., N. E.

Oxon Run
6th & Mississippi Ave., S. E.

Parkside (W.T.P.)
711 Anacostia Ave., N. E.

Parkview (W.T.P.)
Warder St. & Princeton Pl., N. W.

Randall
First & Eye St., S. W.

Riggs-LaSalle (W.T.P.)
Riggs Rd. & Madison St., N. E.

Rosedale
17th & Gales St., N. E.

Sharpe Health (Indoor)
13th & Upshur St., N. W.

Takoma
4th and Van Buren St., N. W.

Trinidad (W.T.P.)
Childress & Holbrooks St., N. E.

Upshur
14th & Arkansas Ave., N. W.

Watkins (W.T.P.)
12th & E St., S. E.

Wilson, J. O. (W.T.P.)
7th & K St., N. E.

Woodson
42nd & Foote St., N. E.

NATIONAL PARK SERVICE BRIEFING STATEMENT
the
COMMUNITY PARKS AND FUN TRIP PROGRAMS
of
NATIONAL CAPITAL PARKS
prepared for
JOE COLE, DIRECTOR, D. C. RECREATION
March 31, 1971

The Community Parks Program originated during the summer of 1968 as part of the multi-faceted "Summer in the Parks" program. The program goals were to attain maximum use of park areas which had been previously neglected; to afford the community opportunities for artistic and cultural expression; and to provide free programs and activities to those who may not otherwise be able to participate in such events. In most cases we have offered new experiences to the community so as to intensify their desire and broaden their knowledge of the arts and their environment. In all cases we have complemented or provided an extension to the programs operated by the District of Columbia Department of Recreation. Many of our programs offered an introduction to more basic levels of instruction in the arts and inspired children to seek further development through the Recreation Department's Cultural Program.

The National Park Service has worked very closely with the D. C. Department of Recreation, the 20 Neighborhood Planning Councils, the Mayor's Youth Unit and the District of Columbia Public School System in order to provide the best possible programs to the community. The Neighborhood Planning Councils joined the National Park Service in selecting areas to be utilized by the community for daytime and evening programs. Each park was equipped with a stage, dance platform, modern outdoor stage lighting, attractive area lighting, a storage unit for maintenance supplies, a bulletin board and entrance station, and a portable audio system. Each Neighborhood Planning Council then selected young men and women from the community to manage the park within their area. The park managers were employed by the National Park Service and maintained a liaison between the community and the National Park Service, keeping us informed as to the needs and desires of the community so that programs were more pertinent and related to the area. The parks soon became outdoor activity centers for the entire neighborhood, providing daytime activities for children that included puppet theaters, drama presentations, an artmobile, a pottery van, a nature and animal van, pony rides, magic shows, U. S. Park Police horse and dog shows, fire engine rides and various community special events. These special activities featured ethnic and cultural themes applicable to the various neighborhoods, and included foods, dances, music, arts and dramatic presentations. Evening programs were directed towards teenagers and adults and provided a showcase for many of the talented local entertainment groups.

In addition, the community parks became centers for the busing program which transported area children to the outlying park areas to participate in interpretive and recreational programs developed by the National Park Service and local colleges and universities. The National Park Service worked through the D. C. Department of Recreation in order to assure that the maximum amount of inner city children would be able to take advantage of these opportunities not otherwise available to them. The District of Columbia Public Schools assisted the program by providing free lunches for the children participating in the program.

NATIONAL PARK SERVICE
SUMMER IN THE PARKS
COMMUNITY PARK SITES

NCP AREA	PARK	LOCATION
1	Fort Slocum	Corner of Kansas Avenue and Madison Street, N.W., two blocks north of Missouri Avenue, N. W.
2	Fort Reno	40th and Chesapeake Streets, N.W., between Nebraska and Wisconsin Avenues, N.W.
3	Hardy Playground	45th and Q Streets, N.W., 1 block west of Foxhall Road
4	Piney Branch Park	On the Piney Branch Parkway in Rock Creek Park, just off Arkansas Avenue, east of 16th Street, N.W.
5	Georgetown Playground	34th and Q Streets, N. W.
6	Fort Circle	Galloway and 8th Streets, N.E., just off South Dakota Ave.
7	Meridian Hill	Between 15th and 16th and Euclid and W Streets, N.W.
8	Dunbar High School Stadium	Between N and O Streets and 1st and 3rd Streets, N.W.
9	Kalorama Park	At intersection Kalorama Road, Columbia Road, and 19th Street, N.W.
10	P St. Beach	P and 23rd Streets, N.W.
11	Langdon Park	Between 18th and 20th Streets at Franklin St, N.E., just off Rhode Island Avenue. Site is on 18th St.
12	Wheatley Plgd.	Montello Avenue and Morse Streets, N.E. One block north of Florida Avenue, N.E.
13	Lincoln Park	1 East Capitol Street between 11th and 13th Sts.
14	Lansburg Park	On Delaware Avenue, between I and M Sts., and 1st and 3rd Sts., S.W.
15	Fort Mahan Park	Benning Road and 42nd Street, N.E. Entrance on 42nd St.
16	Anacostia Park	On Anacostia Drive, between 11th Street Bridge and Sousa Bridge, near pool and recreation center
17	Oxon Run Park	13th and Mississippi Avenue, S.E., 3 blocks south of Alabama Avenue
18	Shaw	10th and Rhode Island Ave., Seaton Elementary School
19	Kenilworth Ct.	4500 Quarles Street, N.E.

NATIONAL PARK SERVICE
FUN TRIP SITES 1971

1. Oxon Hill Children's Farm, Oxon Hill, Maryland
2. C & O Canal Fishing Trip, Carderock, Maryland
3. Carderock Creation Area, Carderock, Maryland
4. Fort McHenry, Maryland
5. Woodduck Boat Ride, Potomac River
6. Huck Finn Trip, Rock Creek Park, Washington, D. C.
7. Great Falls, Virginia Day Camp, Great Falls, Virginia
8. Fort Washington Day Camp, Fort Washington, Maryland
9. Prince William Forest Park Day Camp, Triangle, Virginia
10. Mall Tour, Washington, D. C.
11. Oxon Run Overnight Group Camp, Oxon Hill, Maryland;
    13th and Mississippi Aves. SE.
12. Greenbelt Overnight Group Camp, Greenbelt, Maryland

SUMMER IN THE PARKS
1970

Introduction

The Summer in the Parks Program expanded this year to include 25 National Symphony concerts in the downtown and suburban parks, Grok concerts every Sunday afternoon at L'Enfant Square, golf lessons at Fort Dupont, three 1-week day camps at Fort Washington, Prince William Forest, and Great Falls, and a Cultural Arts Camp at Catoctin Mountain Park. These additions to the program have broadened the reputation which Summer in the Parks had already established from the previous two seasons. With the combination of the new events and the original program of center city concerts, fun trips, an overnight camping trip, community parks daytime and nightime activities, and special events, the overall 1970 program reaches the youth from nearly every segment of the Capital's society, from rich to poor, and from every ethnic base. A brief summary of the Summer in the Parks Program follows:

National Symphony Concerts

The National Symphony performed at noontime for mostly downtown business audiences, and in the afternoon and evenings for more varied, family-oriented crowds. The 25 concerts were enjoyed in outlying areas such as Fort Washington, Great Falls, Greenbelt Park, and Fort Hunt, as well as within the District at P Street Beach, Dupont Circle, the Old Stone House, Fort Reno Park, and Military and Glover Roads. Enthusiastic public response proved the merit of this new program.

Grok Concerts

The Sunday afternoon (3 to 8 p.m.) rock concerts at L'Enfant Square (9th and Constitution) have made a hit with the "hip generation," as well as many tourists in the Capital. Many play frisbee or football or enjoy leisure relaxation on the grassy square while listening to the local rock groups perform.

Golf at Fort Dupont

An experimental program has been established at Fort Dupont to offer golf lessons to interested children.

Day Camps

The day camps provided a week-long exposure to environmental and recreational activities for a maximum of 110 children at each of the three sites - Fort Washington, Prince William Forest, and Great Falls. With excellent staff contracted from the University of Maryland, Federal City College, and Pennsylvania State University, the day camps have continued to lure back the urban children throughout each week. Hikes, drama, music, art crafts, fishing, swimming, and games kept the children involved and interested.

Catoctin Cultural Arts Camp

A maximum of 68 children selected from the District schools for their special aptitude or interest in one of the arts - music, drama, or art - spend three weeks at the newly created Cultural Arts Camp in the Catoctin Mountain National Park. At the end of each camp session the children have an opportunity to demonstrate their creative progress by contributing to a final performance with artistic props and backdrops, musical accompaniment, and an improvised play created and performed by the drama students. The camp counselors also explore the mountain setting, the nearby farms, and other environmental novelties with the children. The three sessions of the cultural arts camp exposes some 200 children to this extensive learning experience.

Center City Concerts

This summer, the center city concerts at Pershing and Farragut Squares, Rawlins and McPherson Parks, and Dupont Circle have entertained noontime spectators with a far broader selection of performances than in previous years. Spanish dancers, rock groups, fashion shows, karate demonstrations,

ballet, soul music, tumbling acts, African dancers and drummers, military bands, the National Folk Festival Association, the National Symphony, and some school, local, and national performers have raised attendance at these popular "lunch bunch concerts."

Fun Trips

Eleven fun trips take from 35 to 100 children on a free day (including lunch) to Oxon Hill Farm, Fort McHenry, Harpers Ferry, Greenbelt Park, the C&O Canal, Carderock, Rock Creek, the Mall, the Potomac River, the White House and Zoo, and on the Sequoia, President Nixon's Yacht. Activities emphasize an awareness of nature, history, and technology. The children have the opportunity to touch animals and snakes, fish, canoe, swim, ride in boats on the Potomac River and on the Tidal Basin, hike, learn crafts, and visit such sites as Ford's Theatre, the Printers and Engravers Office, the Naval Base, and the Old Stone House.

Oxon Run Group Camp

The group camp at Oxon Run offers to a maximum of 60 children daily the opportunity to spend a night in a pitched tent in the woods. Excitement runs high over drama and music classes, cook-outs, campfires, sing-alongs, and sleeping on cots in the open air. Often the children stay awake through most of the night which makes their outdoor experience a more memorable but tiring one.

Community Parks

In each of 18 Neighborhood Planning Council areas a park has been selected to provide the community with a Summer in the Parks program. The Planning Council and the National Park Service co-sponsor the program, the former supplying names for Park Managers, money and equipment for daytime recreation, and the latter providing a stage, light and sound equipment, and other various facilities and programs.

The Summer in the Parks daytime activities this year have renewed the art, pottery, and animal van, and have added ballet and woodsculpting classes, environmental recreation, pony rides, children's plays, and puppet shows to the weekly schedules. Each park receives an average of three programs a week, with a rotation system that assures each activity returns on the same day every two weeks.

For the older community youth a movie, dance, and concert are scheduled for three evenings each week in every park. With their community in mind, the park managers make the selection of the movies from two catalogues of current films. The dances and concerts feature mostly local talent groups, some of which have been recommended by the Neighborhood Planning Councils.

Special Events

Four special events this summer varied from a rock concert co-sponsored by WWDC radio, to a Kite Celebration, to the second annual African-Soul Day at the Frederick Douglass Home, to Spanish Day at Kalorama Park. For each of these events Summer in the Parks encourages and receives community support and involvement.

The afternoon rock concert featuring Little Anthony and the Imperials, attracted youth of many sorts and ages to the Sylvan Theatre.

The Kite celebration, also on the Memorial grounds, attracted children, teenagers, and young adults to fly Summer in the Parks kites or their own in competition for prizes.

At the African-Soul Day the Kenyan Embassy provided numerous African displays, a local restaurant sold soul food, local soul-rock groups

performed, and a D.C. Emmy Award winner evoked the memory of Frederick Douglass, the great 19th Century black orator, politician, abolitionist, and civil rights leader.

The Spanish community showed exceptional organization and interest providing their neighborhood with a grand fiesta. Spanish food, music, dancing, art, and jewelry was provided during the 7 hours of the festival.

Weekend Trips

During the fall months several of the summer fun trip sites from the schools were taken to the park for activities. The sites included Oxon Hill Children's Farm, the C&O Canal, and Carderock Recreation Area. About 100 school children were taken to each of these sites in September and October of 1969.

Pottery Program

During the 1969-1970 school year, two classes of children were bussed daily to special pottery classes conducted by the National Park Service. Each class returned for two lessons on the fundamentals of making pottery. More than 150 different classes participated.

Rock Creek Nature Center

Special nature center programs were held at the Rock Creek Nature Center for D.C. school children taken to the center by the National Park Service. The program included environmental education, and conservation as it pertains to the city.

Ford's Theatre

A special play "Young Abe Lincoln" was presented at Ford's Theatre for children from the Washington metropolitan area schools. Nearly 15,000 fifth and sixth grade children had the opportunity to see the play in the historic theatre. The play and busing of the children was sponsored by National Capital Parks.

Skating

The National Capital Parks provided skating activities both on an organized basis and an informal one. Children from the schools and Junior Village were brought in several times for special skating classes. The Memorial Pool, the C&O Canal and flooded skating areas at 16th and Kennedy were popular skating areas all winter.

Conclusion

Although already expanded this year, the Parks for all Seasons Programs have only begun to make this urban community aware of the enjoyment available to them in their national and community parks. More extensive programming and publicity will make our programs more accessible to a far wider range of children. Numerous letters, phone calls, and conversations requesting more information or more fun trips, and expressing appreciation of our existing programs strongly indicate the present success and future need for our programs in the Washington metropolitan area.

58-979 O - 71 - pt. 1 - 42

ACCESSIBILITY OF FACILITIES

My question which I hope you will answer now, are your facilities, your centers, your pools, your playgrounds, easily accessible to the people of this district?

Mr. COLE. I would think so, Mr. Chairman. I brought along our service area map. The little red dots show where our facilities are located.

We have an agreement that we signed with the board of education to use a number of the public schools which have been constructed for the most part with community recreation facilities in them. This shows the joint planning efforts between schools and recreation. In the building of a school, we also plan together so that we can provide services for the community.

We have found in working with the board of education—and they have a member, incidentally, Mr. Chairman, on our community recreation advisory board, which also ties in with the coordination and cooperation with the schools—that we have no difficulty in obtaining the schools. The chief difficulty, if we say it is a difficulty, is that sometimes we have to move out of the school buildings because of overcrowding in the schools. In other words, Mr. Chairman, if a school were built for a thousand pupils and they have an influx of population which causes the school to take in, say, 1,400 instead of the thousand, that means that they have got to find room for these extra 400 children who are taken in. Sometimes we have found—but it is a rare case—we have found it difficult to remain in a school building with our operation because of something of this nature.

It might be of interest, to you, Mr. Chairman, that we are located in 77 school-based buildings in the District of Columbia for recreation.

I am sorry, I would like to correct that, Mr. Chairman. It is 83 school-based buildings. We are in 18 National Capital Housing Authority buildings, one of which was burned down during the year and we had to move out of one. But originally we were in 19.

CENTERS UNDER DISTRICT CONTROL

We have 59 centers directly under District control. These areas have a community recreation building built by the District of Columbia with the outdoor playground facilities around the building, such as the ones at Fort Stevens, at Luzon Avenue and 13th Street, NW., at the Hardy playground over in the west end of the city, and at our Ridge playground in far Southeast. These playgrounds are purely under the direct control of the District of Columbia through the Department of Recreation. That is where we get the total of 165 that I spoke about in the original opening statement.

RELATIONSHIP WITH NATIONAL PARK SERVICE

With the National Park Service, Mr. Chairman, we have a very wholesome relationship with the National Park Service. I believe as a family, we have goals that are similar. They do not operate any supervised playgrounds in the District of Columbia. They have their nature centers in the parks and their parklands or areas. We work with them cooperatively in providing talent for the summer in the parks program, for their programs and for parks for all seasons. We

meet jointly with one another in our planning process, with Dr. Jones' office, with my office, and the parks, in order to see that we do not overlap or duplicate our services, but that we complement and supplement each other's programs, which I think is very good. As indicated, Mr. Chairman, an urban city with the problems that we have, in this city, we need to blend all of our efforts together that we possibly can to deliver services to the community.

SUPERVISION OF FACILITY EMPLOYEES

Senator INOUYE. Yesterday we made a special trip to visit Judiciary House because staff members and I have received communications, calls from people who claim to be residents of these houses, senior citizens, complaining that the directors in charge of the programs are lazy, they waste their time.

I realize that these calls are anonymous, so it could be irresponsible calls. But do you have any sort of procedure whereby you have some check on what your directors are doing in all of these many, many centers?

Mr. COLE. I will answer the last question first, Mr. Chairman. Yes, we have a system of checking to see what our employees are doing in all of our operations.

However, I am not geared in too well on the calls from Judiciary House because this is one of the areas where we sought funds in our 1971 budget through the city government to staff and operate a program at Judiciary House. We have some interim services that we have been providing at Judiciary House on a per diem basis. We do not have a full-time staff complement, or a full program operation at the Judiciary House.

Senator INOUYE. We met a woman there who claimed to be full time.

Mr. COLE. She was per diem. Was it under recreation, sir? The recreation director is per diem, not classified. She is one of our para professionals in our career development program.

Senator INOUYE. I asked this question about checking and I realize what I am about to say may be misinterpreted. But in our trips around the city, we have found in many instances where I would think it would be rather difficult for administrators or supervisors to have a good check on their subordinates.

For example, we find that many employees fail to sign in. So you have no idea as to when they get in. And there are some people who sign out before the usual time. And I would suggest that maybe they are falsifying their reports.

I would hope that all agencies in this District make certain that people of the District provide the full-time services for which they are paid.

SUPERVISORY PERSONNEL AND TRAINING

You are certain that you gave good coordinated control over your 83 centers?

Mr. COLE. Mr. Chairman, I would say yes to that question. In the nine service areas which are charted out on the map—there, we have an area service manager and he has an assistant. Now, to strengthen this effort, Mr. Chairman, in the year 1969 and the year 1970, we did request a second assistant for the service area manager because our

programs were expanding to meet community needs. We realized that it was difficult for two people in these large service areas to get around, to check at all times.

However, I do have departmental meetings, Mr. Chairman, with all of the people in our agency. The point that you are bringing out right now, Mr. Chairman, are points that I stress. We also stress this in our training programs with the employees.

Mr. Thacker, who is our Deputy Director and responsible for the day-to-day operation of the Department, also has supervisors under him who are responsible, five people who are responsible directly for programs. One is the director of all of the neighborhood operations and he has two assistants to direct the adult programs. They do get out whenever they can get away from the office. That is not always easy, Mr. Chairman, but we make every realistic effort to try to get out as frequently as we possibly can to check on the very things you have identified.

And what you have said, Mr. Chairman, I know there is some truth in it because we have checked on them ourselves. We have called violators in and we have taken disciplinary measures, even in some cases reducing their time and their pay. So we think that we are trying to reach this problem by setting examples.

This is not true, I would say, for the most part. We have very loyal employees. They are well-trained employees for the most part. We do find, occasionally, a few who fall into that category.

LONG ABSENCES FROM OFFICE OF DIVISION AND SECTION HEADS

Senator INOUYE. What I have suggested is not in your Department incidentally. But I decided to use this time to bring these matters up.

Another matter that was of some concern to the chairman and his staff, in our visitations we often found heads of divisions or sections out of their office and in most instances the secretaries were unable to tell us where these agency heads were. The only thing they could tell us was that he or she is out of the office. Now, I just wondered what would happen in case of an emergency.

Yesterday we noted that one division head was out for lunch from 11:30 to 3:30. I would like to have lunch, also, from 11:30 to 3:30, but it never happens.

I am not saying that this happens in your department, because these instances did not occur in your department. But I am concerned because of my trips throughout the city and I realize that some of the departments are quite chagrined with my visitation, because they are all unannounced. But I must tell you that it is distressing to find the secretaries unable to tell me, the chairman of the committee, where their bosses are, or to have division heads unable to tell me where their subordinates are in the field.

I would hope that those who are entrusted with positions of responsibility will make an extra effort to carry out these responsibilities.

OVERTIME

On page 21–12, you refer to uncontrollable items such as overtime. Now, throughout these hearings we have had many witnesses describe items as being mandatory or uncontrollable, but in this case I find it

rather difficult to believe with an agency with $3 million for nonpermanent personnel costs to designate overtime as being uncontrollable.

Mr. COLE. Mr. Chairman, in our case we have our roving leader program. The majority of our overtime is in the roving leader area. In these cases this overtime is due, as the mayor has pointed in many of his reports before the various committees of Congress, that as the Nation's Capital, we have a large number of all kinds of marches, demonstrations, and so forth, on Washington. We have incidents that occur among youth in the community back at the neighborhood level which require our roving leaders to be out beyond their regular tour of duty. We have had cases where there are certain amounts of personnel actions that are needed or budget materials which must be gotten out quickly thus requiring overtime payments.

You will note that in our administration we find little of the overtime. But the majority of the overtime is with our roving leader program and this is where we have the bulk of our overtime. We have very little in any other areas of the department.

I will say this, however, Mr. Chairman, on behalf of my employees, that I think you can find us in our office any where from 8:30 a.m. in the morning until approximately 7 or 9:30 at night. Many of us work beyond our regular tour of duty without any overtime at all and do not request it. We do not even take walks. Many of us eat our lunches right in our offices, because in our area up at 16th and Lamont, there are very few places around there where we can get anything to eat.

I will also say, Mr. Chairman, we would welcome you and any member of your committee at our office at any time, and I am sure that under our system of control that any of our secretaries, because of the vast amount of training that we give them, and any of our administrative or supervisory people can always tell anyone where our people are at any time. And, we can even give you telephone numbers where they can be reached.

VISIT TO CAPITAL EAST SWIMMING POOL

Senator INOUYE. Someday I hope time will permit us to visit your office. But I must say I was quite impressed with my visit to your Capital East Swimming Pool. It is quite a facility there, sir.

Mr. COLE. Thank you very much, Mr. Chairman.

Senator INOUYE. The only trouble, we had some problem getting into the place.

Mr. COLE. That is one of the difficulties——

Senator INOUYE. Because we forgot our swim shorts.

Mr. COLE. I agree with you. I know what you mean.

NATIONAL WINNER IN SPORTS FOUNDATION AWARD

Mr. Chairman, it might also be of interest—I brought along a very large plaque which you see on the right side of the table. Washington, D.C., the Department of Recreation, was the national winner in the Sports Foundation Award, among cities of over 250,000 for excellence in park and recreation management. The cities that we competed against were Los Angeles; Memphis, Tenn.; Cincinnati, Ohio; and Milwaukee.

I am very proud of that and I thought the committee would be interested in knowing how we stood.

Senator INOUYE. I commend you, sir.

Mr. COLE. Thank you very much, Mr. Chairman.

Senator INOUYE. I have no further questions. If you have anything to add——

Mr. COLE. Nothing at this time, Mr. Chairman. I did enjoy the hearing and I think your questions were very good, sir.

Senator INOUYE. I thank you very much, Mr. Cole, for assisting us this morning.

Mr. COLE. Thank you very much.

Human Resources, Office of the Director

STATEMENT OF PHILIP J. RUTLEDGE, DIRECTOR

ACCOMPANIED BY:

SHERMAN LAZRUS, ASSISTANT DIRECTOR FOR BUDGET MANAGEMENT

MRS. JULIANA K. CHAMBERS, DEPUTY ASSISTANT DIRECTOR FOR BUDGET AND MANAGEMENT

MISS GERTRUDE LAPRADE, CHIEF, BUDGET AND FINANCE DIVISION

NORMAN PIERSON, DIRECTOR, VOCATIONAL REHABILITATION ADMINISTRATION

DR. RAYMOND L. STANDARD, DIRECTOR, COMMUNITY HEALTH SERVICES ADMINISTRATION

MISS WINIFRED G. THOMPSON, DIRECTOR, SOCIAL SERVICES ADMINISTRATION

A. LEO ANDERSON, DIRECTOR, VETERANS' AFFAIRS ADMINISTRATION

DR. ROBERT DuPONT, DIRECTOR, NARCOTIC TREATMENT ADMINISTRATION

DR. ESSEX NOEL, DIRECTOR, MENTAL HEALTH ADMINISTRATION

DR. WILLIAM WASHINGTON, DIRECTOR, HOSPITALS AND MEDICAL CARE ADMINISTRATION

DR. RICHARD L. WHELTON, DEPUTY MEDICAL EXAMINER, OFFICE OF CHIEF MEDICAL EXAMINER

BUDGET REQUEST INCREASE

Senator Inouye. We will next begin considering the budget requests for all of the administrations as well as the Office of the Chief Medical Examiner, which are under the jurisdiction of the Department of Human Resources.

Mr. Philip J. Rutledge, Director of the Department, is present to offer a statement to justify his total request for Human Resources of $206,117,500, an increase of 31.1 percent over the amount appropriated fiscal year 1971.

I understand that Mr. Rutledge is accompanied by the Directors of the Administrations under his control, who will render whatever assistance may be needed.

Mr. Rutledge, your Department is without a doubt one of the most important in the District of Columbia. I am pleased to welcome you to these hearings, sir. Please proceed.

Mr. Rutledge. Thank you very much, Mr. Chairman.

PREPARED STATEMENT

I have a statement that I would like to file for the record, but I would like to take a few minutes, if I may, to invite the attention of the chairman to some things I consider of particular interest. Some of them are contained in the statement and others are not.

Senator INOUYE. Without objection, your statement will be made a part of the record.

(The statement follows.)

The underlying concept of the Department of Human Resources is to judiciously consolidate those programs related in purpose and function so as to increase efficiency and improve the delivery of Health and Welfare services to the community.

When I had the honor of appearing before this committee a year ago the Department had just been established and we were undergoing the natural anxiety of first phase-organization.

Initially there were four Departments and one emerging agency that were consolidated to form the Department of Human Resources. They were: the Department of Public Welfare, the Department of Public Health, Department of Vocational Rehabilitation, Veteran's Affairs and the Narcotics Treatment Agency. These five agencies have now been transformed into seven administrations. They are: Narcotics Treatment Administration, Community Health Services Administration, Hospitals and Medical Care Administration, Mental Health Administration, Veterans Affairs Administration, Vocational Rehabilitation Administration, and Social Services Administration. More recently, the Coroner's office, which has been re-named the Office of the Chief Medical Examiner, has been transferred to this department.

The people we serve in the Department of Human Resources are afflicted with physical, mental and social disabilities. In addition to providing each and every one of these individuals with a satisfying quality of life we must enable them to realize their potential as human beings.

Before pinpointing the areas in which we are asking an increase, I must say that those of us in the Department are well aware of the basic needs of this city, and we realize that they are not being met. Blaring newspaper headlines and stinging radio editorials are not needed to remind us of the never-ending Food Stamp lines; inadequacy of our Mental Health facilities; the need for more and better foster homes for the children at Junior Village; the need for improvement in our present delivery of health service and we could go on.

Because of the obvious budget limitations, our focus is on more effective management; greater utilization of our total resources, and a commitment to "make-do" with what we have—until we can get more. We must not despair, there is too much at stake.

Actual accomplishments by the Department during the first few months are difficult to assess. Changes not only occur in functions but in assignments as well as in staff attitudes. However some progress has been made and it may be glimpsed through the individual reports of the various administrations. Let me mention a few:

By consolidating the client and the provision of services functions of the Medicaid program under one direction (the Hospitals & Medical Care Administration) the Medicaid program has become much more efficient, it should lead to increased revenues for services rendered and a speed-up of payments to hospitals and other private vendors.

The Action for Children in Trouble (ACT) is a highly innovative program administered by the Social Services Administration. It is an interdisciplinary approach to reaching parents and youths to prevent delinquency rather than having to treat it. In April ACT sent its first team into the community. By November four teams, including social workers, home management specialists and youth workers (some with a past history of delinquency), were carrying a caseload of more than 850 in the Northeast and Southeast sections of the city.

A new section, entitled the Mental Health, Drug and Alcoholism Section of the Vocational Rehabilitation Adminstration will permit a greater coordination of drug-related rehabilitation and mental illness. The net benefit to the community will be two-fold. First, an additional 400 addicts will be served, and second, and more important, the Section will provide a vocational rehabilitation service as part of the total treatment effort for narcotic addicts, particularly those who are in the methadone maintenance program.

The Veterans' Affairs Administration has been instrumental in opening up new areas of funding for treatment of alcoholics. Through this Administration, the opportunity to establish a Veterans home at the Rehabilitation Center for Alcoholics in Occoquan, Virginia, is being explored. This will provide additional reimbursement funds to the Department which can be used for improved services for alcoholics.

These efforts demonstrate the multiplier effect which is being realized through joint planning within the Department. Instead of going their separate ways, each Administration now focuses its attention on what it can do to advance the whole human resources system.

The total local funds requested for the Department of Human Resources for fiscal year 1972 is $206,117,500 which represents an increase of $41,305,800 over the 1972 base of $164,811,700. Of this amount $6,846,200 is for mandatory increases such as annualization, within-grade salary advancements, classified pay act and wage board increases. In addition to the mandatories, the following program increases are requested.

In the Social Services Administration we are requesting: $15,350,200 to meet the cost of the higher Public Assistance caseload; $5,256,800 to pay 85% of the 1970 cost of living standards instead of the 75% we now pay; $4,800,000 to begin a program of supplementing the wages of female heads of households. This program is mandatory to meet the requirements of the 1967 Social Security Amendment; $628,000 to add 267 positions to the already overworked Public Assistance staff.

For the Hospitals and Medical Care Administration we are requesting $4,900,000 to help fund the Medicaid program and $2,600,000 to allow reimbursement of payments for Medical Charity patients on a more reasonable basis.

We are also requesting $924,600 so that the Narcotics Treatment Administration may replace the Federal grant funds that are expiring this year.

The total authorized positions requested for the Department of Human Resources for fiscal year 1972 is 9,889 which is an increase of 277 over the 1972 base of 9,612,

In addition $16,493,300 is requested for Capital Outlay. Of this amount $7,450,000 is for construction of a new Receiving Home for children, $5,235,000 is for remodeling at Glenn Dale Hospital to create 200 additional beds for chronic patients, $1,200,000 for construction of a 40 bed residential psychiatric treatment center for juveniles, $447,500 for additional warehouse and office space at the Children's Center and $2,160,000 for air conditioning and miscellaneous permanent improvements.

VOCATIONAL REHABILITATION ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $1,249,800 which represents an increase of $200,000 over the 1972 base of $1,049,800. This $200,000 is for mandatory increases such as annualization, classified pay act and wage board increases.

The Vocational Rehabilitation Administration provides counseling, guidance and job placement services to disabled persons to enable them to become independent and self-sufficient citizens.

The Vocational Rehabilitation Administration has recently reorganized in order to increase its effectiveness in serving the entire community with the optimal use of staff and other human resources. As a result it has been able to serve rapidly increasing numbers of socially and emotionally disabled clients from correctional institutions, community treatment centers, the drug and alcoholic treatment programs, and the courts. These resources alone bring in about 15 to 30 new clients per day.

Changes in program have enabled the Administration to meet the mounting physical restoration needs of clients, particularly in community training programs. The reorganization has also included a special work adjustment program for severely disadvantaged persons who are both deaf and blind and cannot be served appropriately in sheltered workshops.

In fiscal 1970, the Vocational Rehabilitation Administration served over 500 public welfare recipients, over 1,000 public offenders, over 500 alcoholics and over 700 mental patients at St. Elizabeth's Hospital. These statistics do not reflect drug addiction as a major disabling condition, as the Administration was not treating the condition as a target at that time. In fiscal year 1972 it is planned to include services to cover this condition.

COMMUNITY HEALTH SERVICES ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $20,751,900 which represents an increase of $1,585,600 over the 1972 base of $19,166,300. Of this amount $1,585,600 is for mandatory increases such as, annualization, within-grade salary advancements, classified pay act and wage board increases.

The Community Health Services Administration functions in three major areas:

(*a*) Preventive Services which places emphasis on screening, early diagnosis and analysis of effectiveness and efficiency of programs and services.

(*b*) Environmental Health which serves in a regulatory capacity to improve the quality of the environment of the District.

(*c*) Clinical Services, which is responsible for prevention, control and treatment of communicable and non-communicable chronic disease and improvement of overall health of the community.

Within limits of existing resources, it is developing and expanding a preventive health system in the midst of the populations-at-risk on a geographical basis.

Experiences already indicate that as we continue to locate services closer to the consumer population, the number of clients served both at the neighborhood health center and the general hospital grows. We are uncovering individuals in need of care who have not been previously reached and whose medical needs in the past have gone undiscovered. We believe that as a total family becomes involved in a comprehensive health delivery system, prevention will be a basic by-product.

Services provided in our neighborhood health centers provide graphic evidence of the expanding roles of these facilities. As an example, during calendar year 1970 there was a 49% increase in the number of pediatric, obstetrics-gynecology, and and general medicine visits. In 1969 there were 67,362 visits. The figure for 1970 is 100,317. Similar increases have been recorded by other components such as nutrition and social services.

The first half of fiscal year 1971 the neighborhood health centers recorded 52,219 patient visits. Only 82,498 patient visists were reported in all of fiscal year 1970.

Support and Clinical Services programs, which are reported separate and distinct from the neighborhood health center data, and which are included under the Preventive Services Directorate reveal decreases in some areas.

In the area of environmental health, the Health Services Administration has been alert to the diverse issues confronting these general programs.

As a result of the District's eligibility substantial Federal funds were received to establish a comprehensive Air Pollution Control program. With an increase in staff from four to 24 and the organizational change in status of the Program from a Division to a Bureau level, air quality standards and implementation plans to achieve the standards have been formulated. The effectiveness of this action has already demonstrated a marked improvement in the quality of air in the Nation's Capital by reducing the sulfur oxides levels by nearly 50% and air-borne respirable dust by about 10%.

Some progress is being made toward the major problems associated with:

(*a*) Control of vehicle emissions which are responsible for approximately 80% of the total air pollution.

(*b*) Effective prosecution to increase compliance and enforcement action.

(*c*) The large funds needed for improved control equipment in District owned facilities. For example, a study of solid waste disposal corrective measures needed in public housing indicates that the cost would be 2.7 million dollars.

As to the number of people served by the Program, there is a substantial number in addition to the approximate 800,000 residents to be protected against polluted air. This number is increased several fold by including transient Federal workers and visitors to the Nation's Capital.

Sufficient data on various segments of the Program are just beginning so that comparable statistics are very limited. In the area of complaints handled, there was more than 100% increase between 1969 and 1970 calendar years. It is expected that a further increase will occur but not at this rate. Examination of vehicles and plans for installations and projects together with prosecutions are relatively new areas that will necessitate additional manpower.

SOCIAL SERVICES ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $97,728,300 which represents an increase of $28,741,500 over the 1972 base of $68,986,800. Of this amount $2,706,500 is for mandatory increases such as annualization, within-grade salary advancements, classified pay act and wage board increases. In addition to the mandatories it is requesting $25,407,000 required for public assistance payments and $628,000 is requested for 267 positions to handle the increased public assistance caseload.

The goal of the Social Services Administration is to enable all citizens of the District of Columbia to become self-sufficient by reducing dependency and eliminating social stress.

The District of Columbia, like all states and especially urban communities, has seen a phenomenal increase in public assistance caseloads in the past year. One reason for this is that the District is still catching up from restrictive policies and woefully outdated budget standards that were in effect until January 1970. There is little reason to believe that the rise in caseloads will level off. Therefore we must be prepared to provide financial assistance to an additional 14,000 families thus increasing its average caseload from 22,000 cases in fiscal year 1971 to 36,000 cases in fiscal year 1972. This will cost $15,350,200.

The average payment is now based on 75% of the February 1970 cost-of-living standards. As is well known, these standards are already low and it is our desire to pay 85% of 1970 costs in order that our clients may subsist in this day of higher prices. This increase will cost $5,256,800 which will increase the payment to a family of four from $238 to $270 a month.

A third increase in the Social Services Administration's fiscal year 1972 budget is related to the supplementation of wages of female heads of households. This program is being established to meet the requirements of the 1967 Social Security Amendments. The District of Columbia has been warned of a noncompliance hearing with the Department of Health, Education and Welfare for not having this program and as a result, will begin it on April 1, 1971. This will cost the Administration $4,800,000 during fiscal year 1972.

This type of program offers our best hope for reducing the welfare roles. Most mothers receiving Aid to Families with Dependent Children (AFDC) request training and employment if their children are provided for through day care. They want assurance however that their earnings will be high enough to provide a better standard of living for their family than they would have by remaining on the welfare roles. A program of supplementation of income will give this assurance. No working mother will receive less than her welfare check, and with the allowable disregards connected with working, in most cases, the mother who completes her training and is working will be better off financially.

At the end of December, 1970, only 12 percent of the 73,926 persons on welfare were potentially eligible for training and employment. This included 7,341 AFDC mothers and approximately 1,652 persons on General Public Assistance. There are, at any time, about 1,000 persons in training. An average of 90 trainees are referred for training a month and 810 have completed training and moved off the rolls with only a small number returning.

A program of supplementation of incomes will initially add more persons to the welfare rolls, however, the amount of the payment will be reduced. We estimate a potential universe of 13,600 cases that could become eligible for supplementation of full time earnings. Our budget request is based on adding 7,500 cases during fiscal year 1972.

The present public assistance positions were based on a caseload of 13,790 cases. Because of the huge increase in cases another 267 positions must be added to expedite processing of applications and to provide social service to crisis-ridden families, as well as to hasten referrals of AFDC mothers receiving work training programs. The new positions will cost $628,000.

VETERANS' AFFAIRS ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $154,200 which represents an increase of $8,700 over the 1972 base of $145,500. Of this amount $8,700 is for mandatory increases such as annualization, within-grade salary advancements, classified pay act and wage board increases.

The Veterans' Affairs Administration provides a "One-stop" service to veterans and their dependents in preparing claim and acquiring benefits to which they are entitled. They also provide counseling and referral for placement.

With the establishment of the Department of Human Resources, programs of District agencies have been redirected and expanded in such a way as to provide greater total service to the Washington community. This is particularly true of the Veterans' Affairs Administration. In addition to developing service to veterans at Saint Elizabeth's Hospital, the Administration will provide it to those using the facilities of the District as well as the Rehabilitation Center for Alcoholics at Occoquan, Virginia, where D.C. Veterans Home has been proposed.

Although the Veterans' Affairs Administration's staff of 12 persons has not been increased over a seven year period, there has been a 21.2% increase in the veteran population of the District, an increase of 45.2% in the number of services

performed, and an increase of 442.5% in monetary payments. These have been obtained through successful VA claims' representations and salaries from jobs obtained for veterans and/or their dependents.

As a result of the continuing conflict in Vietnam, increased emphasis is being generated regarding veterans benefits legislation and most probably, new and perfecting legislation will continue to affect an increase in the work load of this Administration.

The living veteran population of 120,000 in the District of Columbia exceeds that of eleven states. These veterans and their dependents represent a segment of the population whose potential needs this Administration must foresee.

NARCOTICS TREATMENT ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $2,810,500 which represents an increase of $987,700 over the 1972 base of $1,822-800. Of this amount $63,100 is for mandatory increases such as annualization, within-grade salary advancements, classified pay act and wage board increases. In addition to the mandatories it is requesting $924,600 to replace Federal funding.

A major objective of the Narcotics Treatment Administration is to involve every local narcotics addict in an effective treatment program—a network of two hospital wards, three half-way houses and 14 outpatient clinics are operated directly by the Narcotics Treatment Administration or through contract arrangements. They are currently serving approximately 2,800 addicts through three major programs, namely Juvenile, Adult and Criminal Justice. Patients from any program requiring hospitalization can be admitted to the Narcotics Treatment Administration's 70 bed Medical Unit at the Area C Community Mental Health Center. Ongoing laboratory monitoring of patient urine for illegal drug use is carried out as a necessary adjunct to treatment.

Elimination of illegal drug use is the primary objective of the agency. One study completed by the Narcotics Treatment Administration's Research Division indicates that only 7% of the patient population in treatment for six months were regularly using illegal drugs, and 55% showed no evidence of any such use.

Elimination of criminal activity is closely related to this. The same six months study previously referred to indicated that 80% of the Narcotics Treatment Administration's adult patients experienced no arrest.

Increase in socially acceptable productivity is a third objective of the Narcotics Treatment Administration. Data shows patient improvement in employment but generally speaking activity in this area needs to be stepped up.

Of course we are most concerned with the elimination of Heroin addiction in the District of Columbia. Activities in this area primarily revolve around prevention, including early treatment, education and law enforcement. Obviously this objective calls for massive efforts in conjunction with schools, police and many others in the community. Such efforts are now beginning to develop.

HOSPITALS AND MEDICAL CARE ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $47,162,300 which represents an increase of $9,028,300 over the 1972 base of $38,134,000. Of this amount $1,528,300 is for mandatory increases such as annualization, within-grade salary advancements, classified pay act and wage board increases. In addition to the mandatories it is requesting $4,900,000 for expansion of services provided under the Medicaid program and $2,600,000 to provide reasonable costs to the contract hospitals for services rendered.

The Hospitals and Medical Care Administration is concerned with the operation of D.C. General and Glenn Dale Hospitals as well as coordinating a comprehensive medical care program with responsibility for Titles XVIII (Medicare) and XIX (Medicaid) of the Social Security Act.

By virtue of its large size and complexity D.C. General Hospital is one of this administration's top priority items. Mr. Chairman, this hospital has been a focus of attention from many groups, some of which have been and are genuinely interested in the successful operation of the hospital. The three medical schools of Howard, George Washington and Georgetown, as well as representatives of the consumer community and the hospital employees, are coming into a more full partnership with us. I speak now of the Governing Board for D.C. General Hospital which was officially constituted on November 3, 1970 to increase community involvement in the hospital.

The institution of the triage system in the Emergency Room at D.C. General Hospital has been most useful and beneficial. Not only are patients seen and treated much faster, but we believe the quality of care available is materially enhanced. During that period of the day when the triage system is in effect, patients are seen initially within 60 minutes, whereas previously, four, six and even eight hours or longer were not unusual.

High on our list of activities was the survey of the Joint Commission on Accreditation of Hospitals in late May 1970. We were granted accreditation for one year and given a list of items which the Joint Commission felt were important to improve. Efforts at the resolution of these items are currently underway. It is anticipated that by the time of the next survey, all will have been resolved, so that full accreditation for the maximum period of two years should be forthcoming.

Mr. Chairman, at this time I should like to mention Glenn Dale Hospital. This 600 bed hospital is progressively being converted from a strictly tuberculosis hospital into an active chronic disease rehabilitative facility. Beginning in early 1960, beds have been converted from tuberculous to non-tuberculous use. Our most recent conversion was 53 beds to chronic disease use on February 8, 1971. There are currently 425 non-tuberculous chronic beds and 175 tuberculous beds.

In the area of the Medical Assistance Programs, we are continuing to expand services to patients requiring and eligible for such services. During fiscal 1970, 776,000 units of service were provided from all sources to 92,585 unduplicated individuals eligible for medicaid. So far this fiscal year, as of January 31, 1971, we have provided 1,042,000 units of service to 95,323 unduplicated medicaid eligibles. We estimate that total units of service during fiscal 1971 will be 1,786,000 units or 130% more units of service than were provided in fiscal 1970.

One of the most exciting new things in the medicaid program is our request to the Department of Health, Education and Welfare for a waiver of Section 1115 of the Social Security Act for the purpose of a demonstration project involving medicaid eligible patients. We intend to show through this demonstration the per capita cost of providing comprehensive health service, which will include dental care, to District of Columbia patients so as to compare the cost and quality of service by this means with the cost and quality of service through traditional fee-for-service means.

We also hope to demonstrate the efficacy of a group provider in caring for a specific complement of patients. I am pleased to announce that we have received approval to carry out this study and that we will be prepared on completion of a contract to begin this most significant activity.

In addition to those programs mentioned earlier, we also will focus our closest attention in the following areas:

1. More definitive integration of D.C. General Hospital and Glenn Dale Hospital into a continuum of health care from home to the neighborhood health center, to the acute hospital, to the chronic hospital or domiciliary facility and from any point in this continuum, back to the home. In this connection it is important to treat the two hospitals as a unit and to have the flexibility of utilizing the resources available to carry out the mission of both.

2. To review carefully our abortion experiences with a view toward improving our service and the possibility of establishing an outpatient service.

MENTAL HEALTH ADMINISTRATION

The total local funds requested for the Administration for fiscal year 1972 is $34,090,200 which represents an increase of $636,600 over the 1972 base of $33,453,600. This $636,600 is for mandatory increases such as annualization, within-grade salary advancements, classified pay act and wage board increases.

The Mental Health Administration is bringing together the mental health and retardation activities formerly lodged in the old Department of Public Health and the institution for retardates known as Forest Haven at the Children's Center in Laurel, Maryland, formerly with the old Department of Public Welfare. This kind of grouping will allow the District of Columbia to focus more specifically and with greater effort public and private activities in the field of mental health, alcoholism and developmental disabilities.

We are all aware, of course, that emotional disabilities are adversely affected by environmental problems associated with urban living. Those who are poor in the District of Columbia are much more susceptible to mental diseases of an acutely disabling nature than those in higher income ranges. Treatment of mental illness often requires treatment of the whole family and indeed even treatment of a neighborhood. By careful coordination and linkages with other Administrations within the Department of Human Resources we can provide for the patient

varieties of rehabilitation services, treatment for drug abuse, health services for medical problems, nutritional services and many other services which improve the patient's chances for recovery.

The goals and objectives of the Mental Health Administration rest upon a single ultimate purpose: the development of a high quality treatment program which can become a model for the nation. I should like to stress that our goal is to provide quality care. Further, our goal is to provide comprehensive care.

The treatment of mental illness, including alcoholism and retardation, should be based on a decentralized, ambulatory treatment model, with appropriate inpatient backup facilities. As a result of this decentralized, ambulatory care system, we intend to reduce, to the extent possible, the chronic, institutionalized patients by providing community based halfway houses and foster care facilities. We shall endeavor to increase rehabilitation programs that will move the patient into full and useful participation in the society.

The heart of our decentralized, ambulatory care model is the community mental health center. At present, there are four centers serving the District of Columbia. We have divided the District, according to Federal guide lines of NIMH in the Department of Health, Education and Welfare, into catchment areas. Areas A, B, and C are under direct District control supported principally by appropriated funds and small staffing grants from NIMH. The fourth center Area D, is operated for the Federal Government by NIMH on the grounds of Saint Elizabeths Hospital. These area centers are moving rapidly towards the delivery of comprehensive and quality care that includes services for outpatients, group therapy, day care services, services for alcoholism and services for developmental disabilities.

An important subcategory of treatment and care will be directed toward children and adolescents. Building on the national priorities expressed by NIMH and the recent White House Conference on Children and Youth, we intend to increase activities in regular programing and secure Federal funding for demonstration projects leading toward a reduction of mental illness and retardation in children and adolescents. We also intend to join the public and private efforts directed toward a system of child advocacy programs.

While there is no doubt about the need for a residential treatment center for children and youth, the new crime bill for the District of Columbia makes this need even more acute. The District is endeavoring to serve the courts by providing diagnostic screening and treatment of juvenile offenders. Because of the unique problems of these offenders special facilities must be available. At the present time, we are endeavoring to meet this responsibility through a contractual relationship with Saint Elizabeths Hospital.

The Mental Health Administration is moving immediately to reach agreements with the three medical schools in the city to provide professional back-up and augmented services for the operation of community mental health centers. For example, Georgetown University Medical School has assumed some important responsibilities in the operation of the Area A Community Mental Health Center. We are beginning discussions with Howard University Medical School that will lead to its support of the Area B Community Mental Health Center. George Washington University Medical School has assumed a close relationship with the Area D Community Mental Health Center.

Mr. Chairman, I have invited your attention to only the highlights of some of the Department of Human Resources' more important areas. There are, of course, many others upon which I did not touch.

In answering your questions, I would like to call upon the assistance of the Directors of the respective agencies and their staffs.

DEPARTMENT CREATION

Mr. RUTLEDGE. Thank you.

When we appeared before this committee last year, Mr. Chairman, the Department of Human Resources had just been formed through the consolidation of the former Department of Public Health, the former Department of Public Welfare, the former Department of Vocational Rehabilitation, the Department of Veterans' Affairs, and the 3-week-old Narcotics Treatment Agency.

This month we have just commemorated our first anniversary and, I must say, Mr. Chairman, organizing the Department of Human Resources is still consuming much of our time.

This past year has been devoted to a structural rearrangement of the programs and services within the Department with the intent of providing more efficiency and more effectiveness in the delivery of the services.

But at the same time we have been careful to see that as we proceed with the realinement of functions, we do not disturb the ongoing delivery of services. Because we deal with the services that affect people most directly, we deal with those things that people have the most anxieties about. We are continuing our delivery of services while improving their design and efficiency.

BREAKDOWN OF ADMINISTRATIONS

At the present time, the major program operations of the Department are assigned to seven delivery vehicles, that we call Administrations. The present seven Administrations reflect those items that we think are our highest priority, the highest concern, in which our most direct attention is being focused.

The seven Administrations that have been realined, were created from the former departments. The Community Health Services Administration concerns itself with the traditional delivery of public health, preventive health, environmental health, and neighborhood-based services, as well as enforcement and regulations.

The Hospitals and Medical Care Administration was formed by consolidating previously separate functions that were in the old Department of Public Welfare and the Department of Public Health. The Medicaid functions were transferred together with the hospitals that provide the principal public medical care in the city, and the medical charities program, to form the Hospitals and Medical Care Administration.

The Narcotics Treatment Administration was initially begun as a redirection of certain efforts formally performed in the old Department of Public Health, but with a very new emphasis and great new vigor to attempt to reverse both the heroin epidemic within the city; and also to attempt to use this method of narcotics treatment and control to assist in reversing the crime efforts in the city.

Recently we established the Mental Health Administration by putting together the mental health and retardation programs from the former Department of Public Health and the former Department of Public Welfare.

The Veterans Affairs Administration is essentially as it was when it was transferred to the Department, as is the Vocational Rehabilitation Administration.

About a month ago, the administrative responsibility for the chief medical examiner's office was also assigned to this Department.

In addition to the administration of direct programs, the Director of the Department also serves in a liaison capacity on behalf of the Mayor with a variety of community groups and other agencies, for which the Mayor is responsible for allocating resources, but in whom vested authority is not given, such as the boards of higher education, the public schools, the libraries, and some other community groups that are also concerned very directly with the development, conservation and improvement of human resources in the city.

DEPARTMENT GOALS

We have focused our attention, Mr. Chairman, on using the resources within the Department as an adjunct and as a partnership with those services in the community that are also directed toward human resources development. We can look forward to the time very soon, I would hope, when we can say there is a comprehensive human resources system for the District that interlocks both public and private and other governmental functions.

We have also attempted to put together all of the like functions within the Department so that they can be organized around the goals that we are attempting to achieve. Although we have been serving an increasing number of persons, we do not pretend to say that we are meeting the full need in the District of Columbia. In fact, far from it. In some areas we think we are doing quite well; in other areas we think some improvement should be indicated.

I would just like to give an example of some of the things to which I am referring. As I refer to these statistics, I would also hasten to say that neither the Department of Human Resources, nor the District of Columbia government has a common data base from which all of our planning is done. This is something we hope to address within the Department during this coming year and the District government, of course, is also addressing it.

JUSTIFICATION OF PEOPLE AFFECTED BY SERVICES

These figures could possibly be contested, but I think they are sufficient to illustrate the points I would like to make.

For example, in our Vocational Rehabilitation Administration, we estimate the universe for those who need the services because they are disabled in some manner, is roughly 75,000. We are now serving approximately 7,600, a little over 10 percent of the universe.

In the Community Health Services Administration, which provides a variety of clinical and neighborhood health services, we estimate that there are some 260,000 persons in the city who because they need the services in the public interest or because they meet certain eligibility criteria, might be using those clinics. We are currently serving something like 125,000 during the year, which is about 48 percent of the universe.

In the Social Services Administration, although the public assistance roles have been increasing, we still estimate that we have not dealt with this entire universe. For example, we estimate at the present time that there are some 115,000 persons in the District that would be eligible under our current standards for public assistance. We are presently serving something like 78,000, which is about 68 percent of what we expect the universe to be.

In the food stamp area, an area that has caused considerable anxiety and controversy, we estimate there are some 150,000 persons in the District eligible to participate in this program. At the present time, about 100,000 are involved, or 68 percent of the universe.

The Veterans' Affairs Administration, for example, deals with a veteran population that is larger than that of 11 States. There are

120,000 veterans in the District. Approximately 100,000 of these have received service in some form or another or 84 percent.

In the Narcotics Treatment Administration, we currently estimate there is something like 17,000 addicts in the District. We are presently serving something like 2,600, or about 15 percent.

In the medicaid program, we are not sure at this point in time what the universe is, but there are some 154,000 persons certified as eligible and we are serving about 90 percent of those. We are serving about 70 percent of the persons who are medically indigent but do not qualify for medicaid—the so-called medical charities programs.

In the Mental Health Administration, just to cite one other example, we estimate in the District there are some 45,000 alcoholics. We are serving about 22 percent of those cases.

Now, in some instances, Mr. Chairman, the absolute figures may seem respectable, but the quality of the services that are provided really leave a lot to be desired. I would just only cite a couple of those, although many could be mentioned.

We have in our Social Services Administration something like 17,000 uncovered public assistance cases who get no casework services. Although we provide a number of services in our neighborhood health centers, they are not comprehensive in the sense that a neighborhood resident could go there and obtain any service that he or she might need, short of actual inpatient care. Most of them are extremely limited. We would hope that we could improve them.

Also, in our narcotics treatment program, although we think we have an excellent program—certainly one of the best in the country—the quality of the services and the comprehensiveness of the services which we provide to the addicts, could be improved. We think of this program as a human resource development program, and not simply a crime reduction program, although in the early initiation of the program this was a major concern.

BUDGET CONSIDERATIONS

Now, in spite of the fact, Mr. Chairman, that as a department head I think there are some things that are not really addressed in the budget, I would just like to take a moment, if I may, to point out for the Chair why I think that our budget request is a prudent budget request. Although an austere one, the mayor and the city council are making an honorable attempt to meet the needs that we have recognized in the Department of Human Resources.

The Department of Human Resources' budget is approximately 29 percent of the entire budget of the District of Columbia Government. Although there are a number of needs uncovered, this is certainly a tremendous effort on the part of the District to cover the services and program needs in the mental health, social services, hospitals and medical care, community health services, narcotics, veterans affairs, and vocational rehabilitation. You will notice our largest increase is in the social services area.

When you think of the other program needs of the District such as education, and public safety, the Department of Human Resources needs, although not being met fully, are fairly well represented.

58-979 O - 71 - pt. 1 - 43

BUDGET INCREASES

This chart, Mr. Chairman, shows that the Congress has been fairly generous to the programs that are now represented in the Department of Human Resources over the last 3 years. We have gone from $144.5 million in 1970 to $164.8 in 1971, and we are requesting approximately $206.2 for this coming fiscal year.

When you look at the increases, Mr. Chairman, both of last year and the $41 million that we are requesting this year, nearly all is in the area of mandatory costs, increase in the public assistance caseload, which is rising all over the country, or in related programs such as medicaid. It represents practically no increase in program capability.

In fact, in the entire increase of the Social Services Administration over the 3-year period, the actual increase in program capability was less than 1 percent—something like nine-tenths of 1 percent. In certain of the other areas there has been a net decrease in program capability despite the fact that through realinement of services and resources, we are managing to serve in some cases an increasing number of persons.

PUBLIC ASSISTANCE CASELOAD

I would like to say a word, if I may, about the public assistance caseload. This chart depicts statistics recently published by HEW. The materials are as of February 1970. It shows the percentage of the population on public assistance in various areas—in Suffolk County—Boston, 15.3 percent; New York City, 13.4 percent; and so forth. In the District, the percentage was 6.7 percent.

There have been some changes during the past year. We do not have information for all of them, but I would like to call your attention to a couple. In New York City now, one in eight persons in the population is on public assistance; in Newark, one in seven; and here in the District of Columbia at this time, about one in 10 are on public assistance.

We are anticipating a further increase in the coming year. An average monthly caseload of 36,000, which would be in the neighborhood of 100,000 persons, is estimated for fiscal year 1972.

PERSONNEL INCREASE

I mentioned that although there had been some increases in the budget, there was only a negligible net increase in program capability. This chart on positions reflects the reductions. In 1970, when our budget was considerably smaller, there was better than 10,000 positions in the Department. The number of budgeted slots from appropriated funds for fiscal year 1971 was 9,612. This year we are requesting a slight increase. This would bring it up to 9,889 for fiscal year 1972.

These are generally to serve existing programs rather than new starts.

This chart indicates a categorization, Mr. Chairman, of the areas in which we are requesting increases. We have divided them into three sections—those which are mandatory, uncontrollable, and ones we regard as essential.

Mandatory Increases

In the mandatory increases, approximately $6.8 million is for the total mandatories. Annualization of existing programs, a little better than $4.1 million. Within-grade advancements, which are normal, about $1.6 million, and the funding for 2 days in excess of 52 weeks for holidays, $600,000.

Moreover, the major increase of some $25 million is for the public assistance costs and related programs. The $400,000 is for nurse reclassifications. Some $4.9 million is for increase in the medicaid participation, which we expect as a result of an increased caseload. We are presently serving 139,000 separate, distinct individuals. We anticipate this should rise in the neighborhood of 147,000 in the coming year.

Federal Grant

Now, the increases that we regard as essential are not mandatory but very essential and desirable if we are to maintain a balanced program. For example, Mr. Chairman, I mentioned that the Narcotics Treatment Administration was started with a small base redirected from the former Department of Health, plus some Federal grants, and the Congress allowed some increases for it last year, also. It has been operating primarily on the basis of Federal grants. We are requesting $924,600 to replace a Federal grant which is expiring. This will not provide any additional capability but will enable us to continue at our present level.

Social Workers

We are also asking for an increase of $628,000 for social worker positions to assist with the rising cases of public assistance. Even though we are asking for 267 positions, this will not give us the kind of coverage which we would like and it still does not address the major unattended caseload which we have at the present time.

Medical Charities Program: Contract Hospitals

We are also requesting $2.6 million for the contract hospitals that participate with us in the medical charities program, so that we can pay them a more reasonable cost for the services that they provide to the needy. We know that the services that we provide through the governmental hospitals could not meet the full need without the services and the backup of our private institutions. Although they might be expected as part of the public interest to absorb some costs, Mr. Chairman, we have been penalizing them unnecessarily by paying only approximately half of what their actual costs are. We would like to pay a more reasonable cost, so that we can increase the participation of the private, nongovernmental hospitals in this program.

SERVICE FACILITIES

In conclusion, Mr. Chairman, I would just like to point out that the services of the Department of Human Resources are provided in some 160 different facilities throughout the District and one major facility in Occoquan, Va., the Rehabilitation Center for Alcoholics, a major

Children's Center at Laurel, Md., which provides services for retarded youngsters, delinquents, and other dependent youngsters, and a hospital at Glenn Dale, Md., for chronic disease and tuberculosis patients.

Most of these facilities at the present time are facilities that serve the purposes of the former departments, such as social services function, vocational rehabilitation function, and the community health services function.

ANTICIPATED GOAL

One of the things to which we want to address ourselves in the coming year is to make each of the centers more comprehensive through a unified intake system, whereby a person may enter the human resources system—the total system—so that a client does not have to shop from a community neighborhood health center to a narcotics treatment center, to a social services center, for his service. This would also enable us to track persons throughout the system and be able to develop a better profile of service for them. We think this would certainly improve our capability to deliver services to residents.

We do, however, anticipate that it might increase the costs. Because where persons are being inadequately cared for now, because they do not know about the service, or because they get lost in the maze from running from one center to the other to get it, they would be then certified and had developed a profile responsive to their needs.

We plan to test this first with the Narcotics Treatment Administration. The persons who are clients, the addicts, would have access to—to some degree they have access now but we would like to improve this—to the entire range of services in the Department. Our Vocational Rehabilitation Administration has pioneered in this direction already.

Mr. Chairman, those are some of the things that I wanted to invite to your attention as partial justification for our budget.

INTRODUCTION OF ASSOCIATES

I have, seated with me at the table, staff to assist, and also some of our staff is in back. I would like to introduce them, if I may.

Senator INOUYE. Please proceed.

Mr. RUTLEDGE. To my left is Mrs. Julianna Chambers, who is Deputy Assistant Director for Budget and Management. Next to Mrs. Chambers is Miss Winifred Thompson, who is Associate Director of the Department, and also Director of the Social Services Administration. And her Chief of Budget, Laurence Stewart.

To my right is Miss Gertrude Laprade. She is Chief of the Division of Budget and Financial Management.

Next to Miss Laprade is Dr. Raymond Standard, an Associate Director of the Department and Director of the Community Health Services Administration.

Next to Dr. Standard is Dr. Robert DuPont, Director of the Narcotics Treatment Administration.

Seated behind me are other staff including the following Administration Directors: Dr. William Washington, who is Director of Hospitals and Medical Care Administration; Dr. Essex Noel, who is Director of the Mental Health Administration; Mr. Norman Pierson who is Director of the Vocational Rehabilitation Administration; Mr.

A. Leo Anderson, who is Director of the Veterans' Affairs Administration; and the Deputy Medical Examiner, Dr. Richard Whelton, is also here.

Mr. Chairman, we would be pleased to address any questions that the committee would like to raise.

Senator INOUYE. Thank you very much, Mr. Rutledge. I would like to proceed, if I may, by calling upon different Administrations and hoping that in the end we can call upon you again to wrap up the whole business.

Social Services Administration

STATEMENT OF MISS WINIFRED C. THOMPSON, DIRECTOR

ACCOMPANIED BY:

ALBERT P. RUSSO, ASSOCIATE DIRECTOR
WILLIAM W. BARR, ASSOCIATE DIRECTOR, BUREAU OF YOUTH SERVICES
LAURENCE STEWART, CHIEF, BUDGET DIVISION
DENVER W. WARNOCK, ASSISTANT DIRECTOR OF ADMINISTRATION AND CONTROLLER'S OFFICE

1970 REPORT ON CARE OF HOMELESS CHILDREN

Senator Inouye. May I first call upon the Social Services Administration, Miss Thompson.

Miss Thompson, in view of the recent interest by the City Council, the Mayor's office, and the local press, in Junior Village, I would like to read in its entirety the following paragraph from our committee's 1970 report on the "Care of Homeless Children."

The committee is greatly impressed with the concept of group foster homes operated under contract nonprofit charitable agencies, if not the past administration of this program by the Department of Public Welfare.

The committee believes that such homes as are operated by Family and Child Services, Catholic Charities, Methodist Board of Child Care and on a slightly different basis by FLOC (For Love of Children), offer a much superior means of caring for a large, but yet undetermined, number of the District's homeless and dependent children still institutionalized at Junior Village.

While costs of such a program are, of course, secondary to the quality of child care, it should be noted that the daily costs for children in contract homes averaged between $8.50 and $11.50 (including all facilities) during fiscal 1969, and this compares with an estimated cost of $17 per day per child (excluding capital outlay) at Junior Village.

Although in recent months the Department has adopted a most encouraging approach, which the committee feels is necessary, to the development of a full complement of group foster homes, this, unfortunately, does not always appear to have been the case. There is evidence that in the administration of contracts with participating agencies, all of which are nonprofit, the Department has followed restrictive policies that have undoubtedly inhibited the formation of new units for which the Department sought and obtained funds in fiscal 1969.

While it is true that the contract group foster home program cannot presently be considered as an alternative to Junior Village, every reason exists to establish and vigorously pursue a goal of obtaining the best possible environment for each child committed to the District's care.

PLACEMENT OF PRESCHOOL CHILDREN IN FOSTER HOMES

It is my understanding, and as you know, Miss Thompson, this is my first term on this committee, that the reference to "the most encouraging approach in recent months," had reference to assurances of the Department of Public Welfare, but it would take immediate steps to place all preschool children in foster homes.

This was about 2 years ago. My question is, first, why was this not done?

Miss THOMPSON. Mr. Chairman, we have been developing group homes; in fact, the four major agencies that are developing group homes with us, and they are Catholic charities, Family and Child Services, Methodist Board of Child Care and FLOC, have authorization at the present time to develop 20 more homes than they have been able to develop. We are working with them.

We have added to the list, in the last year, a group of black churches who are also developing group homes. At the moment, they have developed 11 homes that are ready for occupancy, or they are just about ready for occupancy.

We have been working very closely with the black churches and they are going to continue to expand their program. At the moment, about five of the churches have so far opened homes. There is a potential of around 20 to 25 churches that are now interested in the program and will be developing homes. So we are pursuing this as vigorously as we can.

I think the fact that the four major agencies have not been able to open all of the homes that we have authorized them to open, points out some of the difficulties in opening homes and finding the right children for these homes. It is not easy to locate houses that are suitable and even more difficult to find foster parents who can tolerate some of the behavior of the older children.

The problem is not as difficult in moving the small children out of Junior Village. There are only 82 children under six at Junior Village today and 34 of them are still under court jurisdiction and cannot be moved until the court makes the decision in each particular case. Thirty-seven additional children under 6 will be going back home again—the families are interested—as soon as the family is prepared to take the children back.

So the majority of children in Junior Village fall in between the ages of 10 and 19 years of age. And not all of them, even though we are continuing to develop facilities, are suitable for either foster or group homes. They have been tried in some of these facilities before and have not been able to tolerate either the closeness that the foster parents want, or their behavior is such that foster parents have found it difficult to continue them in the home.

But, philosophically, we agree with you that we should remove all of the young children from Junior Village.

TOTAL DISMANTLING OF JUNIOR VILLAGE

Senator INOUYE. Do you feel that the City Council's plan to totally dismantle Junior Village within 2 years is a feasible plan?

Miss THOMPSON. It is a goal to work toward and we certainly will work toward that, but some of the older children at Junior Village would fit better into small group facilities, some sort of group care for 15 or 20 youngsters, rather than in foster homes. I think we have to develop a diversity of placements and not depend just on traditional foster homes nor depend just on the traditional group home.

COMPENSATION FOR FOSTER HOMES

Senator INOUYE. I gather from your discussion that you concur with this action to dismantle Junior Village. If this is the case, why is it that you are not pressing for more appropriate compensation for foster homes, comparable to Junior Village?

Miss THOMPSON. This is under study at the present time. The City Council gave us authority to pay a higher service fee, as we call it. This is the equivalent of a salary to the foster parents. We ourselves, are contemplating paying $100 a month, plus $40 or $50 per child as a service fee.

We have been discussing this with foster parents, and if we are going to continue to develop foster homes, this is a very real problem. We will have to pay more money than we are at the present time.

FUNDS FOR FACILITY IMPROVEMENT

Senator INOUYE. I would gather that the city and your Department will do everything to dismantle Junior Village within 2 years. If that is the case, would it be necessary to appropriate funds that are being requested for facility improvement?

Miss THOMPSON. In the Capital outlay budget estimates?

Senator INOUYE. Yes.

Miss THOMPSON. That is being reviewed at the present time. We do not think all of the requests for capital improvements under the present plan should continue. Some of those buildings will have to remain in operation for a period of time and, even if we are able to dismantle Junior Village, we will need an intake point for children who come under care at all hours of the day and night for medical screening. So, we may have to continue using the infirmary. If so, the infirmary building may remain in the improvement plan and one or two of the other buildings for use by some of the older adolescents until we can develop alternate resources.

One of the problems is that there are children at Junior Village who need some form of psychiatric care. These children could not be transferred until we have adequate psychiatric facilities. They are not youngsters who can fit into the contractual, private institutions, with whom we can make placements at the present time. So the 2-year period of time is a tight schedule when you know all of the resources that have to be developed. But we will attempt to phase out Junior Village in four stages.

STAGES OF PHASING OUT JUNIOR VILLAGE

The first stage will be to move out the babies as fast as possible. We are developing emergency foster homes for them at the present time. The second will be the children under 6, and then the next reduction would be the children who are between the ages of 6 and 10 or eleven. And then from eleven on up, where finding alternative facilities becomes more difficult. The facilities have to be more specialized.

Mr. RUTLEDGE. Mr. Chairman, may I make a comment on this, also, please?

Senator INOUYE. Please proceed.

DETERMINATION OF JUNIOR VILLAGE FUTURE

Mr. RUTLEDGE. I think, Mr. Chairman, there is a distinction that we need to keep in mind between being in favor of the goal of moving all of the youngsters who are presently at Junior Village into an alternative form of care, foster home, group home, and the like, and our practical analysis, assessment of whether this can be actually done.

There is considerable view, Mr. Chairman, that a facility like Junior Village, perhaps not serving the entire population, which it now serves, and perhaps not the same population that it now serves, is a useful and a productive and desirable facility for the District. As we proceed to further examine, and analyze the Council's plan and the funding consideration, and the actual performance of the groups with whom we are working, we will be in a much better position later, perhaps next year, to determine what the future of Junior Village might be.

One other significant thing Miss Thompson mentioned, is that for years the District of Columbia has lacked a residential treatment center for the emotionally disturbed youngsters. We have such a request, at least for study and possible construction, in our existing budget. In order to really make the phaseout possible, there are a variety of facilities which will have to be developed which do not now exist. I have not been as confident as some that the 2-year schedule is a feasible and practical one.

Possible Continuation of Junior Village

Senator Inouye. Are you suggesting that there is a possibility that Junior Village may be continued?

Mr. Rutledge. Perhaps not in its present form. We agreed with the goals of getting out the babies and the children under 6, and for moving into the community all of those youngsters who can be accommodated in an alternative facility. What we need to look at is the total range of child care, dependent child care, in the District, and we have a panel working with us, helping us assess this matter. So we may at some point be able to redefine the mission for Junior Village.

I have talked to the administrators and supervisors who have been much closer to the problem over a longer period than I. They have repeatedly said that the problem is not so much Junior Village as it is the kind of youngster they have had to service because of inadequate other facilities and because of overcrowding and certain other kinds of policies.

In order to achieve the goals that the council desires and that we, of course, desire also, there are a lot more factors to be looked at than just the problem of Junior Village, and the problem of developing alternative care homes. We have a lot of other facilities, court procedures and the like to look at as well.

Senatoi Inouye. Thank you very much, Mr. Rutledge.

Miss Thompson, to assist this committee in its assessment of the scope of the endeavors of your administration, I would hope that you will be able to submit for the record a breakdown of the location of the following groups of children under your agency's jurisdiction. You may submit this for the record at a later time. I will give it to you.

(1) Children committed due to emergency;

(2) Children under temporary commitment;

(3) Children temporarily committed but restricted to Junior Village;

(4) Children under permanent commitment to the Social Services administration, and if it is an exclusive category;

(5) Location of all of the children placed under your jurisdiction by order of the Court.

And with this, if you can give us the number at these locations, it should provide this committee some picture of part of your problem. I would appreciate it if you could furnish this to us at some later date.

Miss THOMPSON. I will.

(The information was not available on April 9, 1971, at the time this hearing record was sent to the printer.)

AVAILABLE JUNIOR VILLAGE RESOURCES

Senator INOUYE. Thank you.

We are advised that at one of the City Council's hearings you testified that you had saved $200,000 in fiscal year 1971. Would you advise this committee as to what savings you are referring to?

Miss THOMPSON. Mr. Chairman, I think that was a misquote. During the testimony the City Council held on Junior Village, the question was asked:

> Since the population has gone down at Junior Village, do you have any resources at Junior Village that could be diverted to paying for additional emergency care homes, or group homes as an alternative to Junior Village?

My answer was:

> We are looking at the total resources of the budget at the present time. It appears that there is about a $200,000 savings that could be used for that purpose. However, we need to look at the total budget before we can commit it to any other specific item.

We were making a review, at the end of December, of our financial standing in all areas of the Department to find out what our resources were.

Senator INOUYE. So you really did not have a savings of $200,000?

Miss THOMPSON. We might have a savings at Junior Village but whether or not that could be diverted to board and care, with deficiencies in other areas, was something we had to discover before we committed it. The City Council thought I had $200,000 that I could immediately put in board and care to develop other resources. I wanted to take a reading of the total budget.

COMPARISON OF COST OF ADMINISTRATION AS PERCENTAGE OF TOTAL COSTS OF OTHER CITIES

Senator INOUYE. Miss Thompson, in past years this committee has inquired as to the cost of administration of services and training as a percentage of the total assistance administration services and training costs. In a table furnished for the 1968 hearings this is quite some time ago—it was indicated that the costs were 25.15 percent in the District, whereas the next highest comparisons were 12.12 percent in California, 9.7 percent in New York, 9.15 percent in Wisconsin, and 9 percent in Hawaii.

Do you have available an updated comparison of this type?

Miss Thompson. Yes, sir; I do. I will furnish that to the committee. I would like to say, Mr. Chairman, the reason ours is higher is because we take advantage of every penny of Federal earnings for administrative costs. Every person who works in a program that has the potential for earning Federal money is recorded. We collect then for the portion or percentage of their time that is spent in the program areas that earn Federal funds. I think we have been very aggressive in collecting

Federal funds for administrative costs. It means that we prorate all of our administrative costs, including training, time of consultants, and programs specialists against a particular program.

So even though we get the Federal money back, in making a comparison with some of the other States, it does make our costs appear higher. In addition, in the District of Columbia, we carry State-agency responsibility as well as the equivalent of county and city overhead on this operation.

But I can give you that breakdown. Would you like me to furnish a chart for the record?

Senator INOUYE. I would appreciate that.

(The information appears on p. 1622 in appendix.)

AVERAGE PUBLIC ASSISTANCE PAYMENT

Senator INOUYE. You are not suggesting that New York and California are not aggressive, are you?

Miss THOMPSON. They are more aggressive than we are in some areas, but I do not think they are in this particular area, when we make some comparisons.

Senator INOUYE. No, in order to assist the committee further, I would like to have some other information. What is the average public assistance payment if there is such a thing as an average?

Miss THOMPSON. This is for the first 8 months of fiscal 1971. I will have to give it to you by public assistance categories because it is different for each category.

In old age assistance, it is $93.61 per case; in aid to families with dependent children it is $208.34 a case; in aid to the blind, it is $108.65; in aid to the disabled, $107.34; and in general public assistance, which is a locally funded program, $110.20.

LARGEST TOTAL PAYMENT FOR FAMILY ASSISTANCE

Senator INOUYE. What is the largest total payment to a family being assisted by your Administration?

Miss THOMPSON. A family of 17, $629.97 per month.

Senator INOUYE. Does this include food stamps, too?

Miss THOMPSON. No sir; with food stamps there would be $162 added to that.

Senator INOUYE. And medical assistance included also?

Miss THOMPSON. No; I do not have the cost for medical assistance, but that is not included.

Let me correct my statement. It is not a $162 bonus, it is a $72 bonus for food stamps. They have to pay a portion of the value of the food stamps. The bonus would be $72 added to the $629.97.

POSSIBLE FRAUD IN MAILING FOOD STAMPS

Senator INOUYE. Miss Thompson, I understand that your new method of mailing food stamps, which I believe was instituted on the 1st of February, rather than letting them be picked up, has tended to support certain allegations of widespread fraud in this program. Would you say this is true?

Miss THOMPSON. I could not say that it was fraud. There were irregularities in the program which were administrative as well as having duplicate authorizations for food stamps. It has eliminated

that. We reprogramed the entire food stamp program so that if there is any duplication by name, by address, or by case number, the computer rejects the cards. In that way, we check each of the potential duplications before authorization cards are mailed out.

NUMBER OF PEOPLE USING FOOD STAMPS

Senator INOUYE. How many users of food stamps do you have on the rolls as of this date, as compared to, say, a month, 2 months, 3 months ago?

Miss THOMPSON. I can give it to you by cases. In December of fiscal 1971, there were 31,858 cases; in July of fiscal 1971, there were 25,964 cases. If you want to go back to July of fiscal 1970, 14,045, and December of fiscal 1970, 15,781. There has been a rapid increase in the use of food stamps.

Senator INOUYE. Could you give us the numbers as compared to, say, 30 days ago? I ask this because in our trips around food stamp centers, we get the impression, since you have instituted this new method of mailing food stamps, that in some areas, the users have been reduced by almost half.

Miss THOMPSON. I am not sure we have any statistics for 3 days ago. I could furnish it for the record. I have it by months, but I do not have it by that short a period of time.

There is no question but that there is a tightening up of the total system and that the people who were shopping from one certifying location to another, have been reduced considerably.

Senator INOUYE. Could you give any numbers to that group?

Miss THOMPSON. Mr. Russo?

Mr. RUSSO. I do not have the information.

Miss THOMPSON. We would have to furnish that for the record.

Senator INOUYE. I would appreciate that, Madam.

(The information follows:)

DEPARTMENT OF HUMAN RESOURCES, DISTRICT OF COLUMBIA, SOCIAL SERVICES ADMINISTRATION

On February 1, 1971, a new system went into effect in the Food Stamp Program. Under this system, Food Stamp Authorization to purchase (ATP) cards are mailed to clients who are found eligible. Prior to February 1, 1971, the majority of the ATP cards were given manually to clients determined eligible.

The information below sets forth comparative workload (number of clients actions) data at all of the Food Stamp Certification locations (12) during the first three working days during the last month under the manual issuance system (January, 1971) and during the first three working days in the first two months under the new system (February, March, 1971):

Date:	*Total number of actions*
Jan. 4, 1971	350
Jan. 5, 1971	344
Jan. 6, 1971	357
Total	1,051
Feb. 1, 1971	366
Feb. 2, 1971	315
Feb. 3, 1971	289
Total	970
Mar. 1, 1971	272
Mar. 2, 1971	231
Mar. 3, 1971	195
Total	698

RESULT OF ENACTMENT OF PRESIDENT'S WELFARE REFORM PROGRAM

Senator INOUYE. If the President's proposed welfare reform program were to be enacted in its present form, would the District be freed of the burden of maintaining your Department and its staff of 4,235 people?

Miss Thompson. No, sir. We would be relieved of the responsibility for income maintenance, which is the money payments portion of the program, and possibly the Food Stamp Program.

We would not be relieved of the social service program, which includes child welfare services, protective services for the elderly, protective services for children, nor would we be relieved of the programs for juvenile delinquents which we operate within our administration.

The major portion of the program that would be eliminated would be the staff and all of the supportive services that are connected with income maintenance and intake, which is by far the most expensive part of the program plus the public assistance grant money.

DOLLAR BURDEN ON DISTRICT

Senator INOUYE. In terms of percentages of dollars, what would that mean?

Miss THOMPSON. You mean as far as staff is concerned?

Senator INOUYE. If the program were enacted in its present form, what would be the dollar burden which will be maintained by this District?

Miss THOMPSON. At present, we have 584 positions in public assistance. Fifty-three percent of those are allocated to income maintenance. It could be approximately 310 positions. It will depend on where the administrative responsibility is established—how much of the local administrative responsibility is charged to the local agency during the phase-in or phase-out period. It will not happen overnight, as you know.

What we have done, Mr. Chairman, is we have taken the Wilbur Mills bill and estimated the potential savings to the District of Columbia. If the bill goes through, as presently presented, our estimates provide some variables: (1) at the rate of 75 percent of 1970 cost of living standards, which we are paying at the present time; (2) at the rate of 85 percent of the February 1970 standards, which we have requested in the fiscal year 1972 budget; and (3) at the rate of 100 percent of the February 1970 standards, if we go up to 100 percent of standards at any point in the future. Our computations include food stamps added in and food stamps taken out.

I can furnish this for the record. It is rough and dirty. We did it in a hurry, but the savings could mean anywhere from $15.5 million in grant money, depending on the level of payment that is decided upon, down to $3.6 million if the level of payment is high. Staff savings would be added on to the money grant savings.

Senator INOUYE. It will be very helpful to furnish this for the record. Because of the current interest in these programs, the subcommittee will appreciate receiving that information from you.

(The information follows:)

Estimated Impact of House Ways and Means
Welfare Bill on Public Assistance
Expenditures (Local Funds)

I. Adult Categories (Old Age Assistance; Aid to the Blind; Aid to Permanently and Totally Disabled)

The plan proposes that these 3 programs be turned over to HEW (Social Security Administration) and be administered and financed by the Federal Government.

In Fiscal Year 1972, a total of $10,788,446 is being requested in District funds to meet the grant costs in these three programs.

The District will save this money ($10,788,446) in grant costs if the three federally aided adult category programs are financed and administered by the Federal Government.

In addition, there would be savings in administrative costs. If the Federal Government administers these programs, District staff would not be needed to determine and redetermine eligibility nor will the existing level of public assistance administrative support staff be required.

II. AFDC (Aid to Families with Dependent Children)

The Committee's proposed welfare bill would establish a Federal payment of $2,400 a year for a family of four. This amount would include the value of bonus coupons in the Food Stamp Program, which would be abolished. If the District's payments exceed $2,400, the excess amount of the grant payment would be 100% District money.

F/Y 1971

At the present time, District public assistance grants are based on a payment level of 75% of February 1970 costs.

An AFDC family of 4, without any other income or resources, receives $238.50 a month or $2,862 a year. If it participates in the Food Stamp Program (nearly 70% do), the family receives $40 a month in bonus (free) food stamps, or $480 a year. Thus, the family has $3,342 ($2,862-PA grant; $480-Bonus Food Stamps) in available income during the year, if it is participating in the Food Stamp Program.

Presently, Federal reimbursements at the rate of 50% are being received on public assistance grant costs.

Comparative Costs and/or Savings

1. Excluding Amount of Bonus Food Stamps

   a. Present

Annual Grant (family of four):	$2,862
Federal Reimbursement (50%)	1,431
District cost per case (annual)	$1,431

Estimated 1971 AFDC average cases	16,000
Estimated District Cost (16,000 x $1,431)	$22,896,000

   b. Proposed

Annual Grant (family of four):	$2,862
Federal Reimbursement (new)	2,400
District cost per case (annual)	$ 462

Estimated 1971 AFDC average cases	16,000
Estimated District Cost (16,000 x $462)	$7,392,000

Savings: $15,504,000
($22,896,000 - $7,392,000)

2. Including Amount of Bonus Food Stamps

a. Present

Annual Grant (family of four):	$2,862
Annual Value Bonus Food Stamps:	480
	$3,342
Fed. Reimbursement (50% of grant plus 100% Bonus Food Stamps)	1,911
District cost per case (annual)	$1,431

Estimated 1971 AFDC average cases	16,000	
Estimated District Cost (16,000 x $1,431)		$22,896,000

b. Proposed

Annual Grant plus Bonus Food Stamps ($2,862 plus $480)	$3,342
Federal Reimbursement (new)	2,400
District cost per case (annual)	$ 942

Estimated 1971 AFDC average cases	16,000	
Estimated District Cost (16,000 x $942)		$15,072,000

Savings: $7,824,000
($22,896,000 - $15,072,000)

F/Y 1972

In F/Y 1972, the monthly average AFDC caseload is estimated at 19,436 cases. Funds are requested to increase the payment level of grants from 75% to 85% of February 1970 costs. On the assumption that these funds will be approved, an AFDC family of four, without any other income or resources, will receive an average monthly grant of $270, or $3,240 annually. If the family had been participating in the Food Stamp program, the family would have received $34 a month in bonus (free) food stamps, or $408 a year. Thus, the family would have $3,648 ($3,240-PA grant; $408-Bonus Food Stamps) in available income during the year, if it had

participated in the Food Stamp Program.

Comparative Costs and/or Savings

1. Excluding Amount of Bonus Food Stamps

a. Present Reimbursement Formula

Annual Grant (family of four)	$3,240
Federal Reimbursement (50%)	1,620
District cost per case (annual)	$1,620

Estimated 1972 AFDC average cases 19,436
Estimated District Cost (19,436 x $1,620) $31,486,320

b. Proposed

Annual Grant (family of four)	$3,240
Federal Reimbursement (new)	2,400
District cost per case (annual)	$ 840

Estimated 1972 AFDC average cases 19,436
Estimated District Cost (19,436 x $840) $16,326,240

Savings: $15,160,080
($31,486,320 - $16,326,240)

2. Including Amount of Bonus Food Stamps

a. Present

Annual Grant	$3,240
Annual Value Bonus Food Stamps	408
	$3,648

Fed. Reimbursement (50%) of grant costs plus 100% Bonus Food Stamps	2,028
District cost per case	$1,620

Estimated 1972 AFDC average cases 19,436
Estimated District Cost (19,436 x $1,620) $31,486,320

b. Proposed

Annual Grant plus Bonus Food Stamps	$3,648
Federal Reimbursement	2,400
District cost per case (annual)	$1,248

Estimated 1972 AFDC average cases 19,436
Estimated District Cost (19,436 x $1,248) $24,256,128

Savings: $7,230,192
($31,486,320 - $24,256,128)

F/Y 1973

During F/Y 1973, we assume a monthly average of 20,000 AFDC cases and a grant payment level based upon 100% of February 1970 costs.

An AFDC family of four, without any other income or resources, will receive an average monthly grant of $318, or $3,816 annually. If the family had been participating in the Food Stamp program, the family would have received $26 a month in bonus food stamps, or $312 a year. Thus, the family would have $4,128 ($3,816-PA grant; $312-Bonus Food Stamps) in available income during the year, if it had participated in the Food Stamp program.

Comparative Costs and/or Savings

1. Excluding Amount of Bonus Food Stamps

   a. Present Reimbursement Formula

Annual Grant	$3,816	
Federal Reimbursement (50%)	1,908	
District cost per case (annual)	$1,908	
Estimated 1973 AFDC average cases	20,000	
Estimated District Cost (20,000 x $1,908)		$38,160,000

   b. Proposed

Annual Grant	$3,816	
Federal Reimbursement (new)	2,400	
District cost per case (annual)	$1,416	
Estimated 1973 AFDC average cases	20,000	
Estimated District Cost (20,000 x $1,416)		$28,320,000

Savings: $9,840,000
($38,160,000 - $28,320,000)

2. Including Amount of Bonus Food Stamps

a. Present

Annual Grant	$3,816	
Annual Value Bonus Food Stamps	312	
	$4,128	
Federal Reimbursement (50% of grant costs plus 100% Bonus Stamps)	2,220	
District cost per case	$1,908	
Estimated 1973 AFDC average cases	20,000	
Estimated District Cost (20,000 x $1,908)		$38,160,000

b. Proposed

Annual Grant plus Bonus Food Stamps	$4,128	
Federal Reimbursement	2,400	
District cost per case (annual)	$1,728	
Estimated 1973 AFDC average cases	20,000	
Estimated District Cost (20,000 x $1,728)		$34,560,000

Savings: $3,600,000
($38,160,000 - $34,560,000)

STAFFING VACANCIES

Senator INOUYE. Miss Thompson, in the vacancy report as of December 31, 1970, of the authorized positions of 4,235, 856 were vacant. How many positions at present are vacant?

Miss THOMPSON. Well, we have 800 positions that are vacant, Mr. Chairman. Because of lack of funds, 494 positions were frozen at the beginning of the fiscal year and they have remained frozen. This means we have 306 positions that are open for recruiting at the present time. Some of these have name commitments but not all of them do.

Senator INOUYE. Are you having difficulty in recruiting?

Miss THOMPSON. In some areas, such as nurses, child specialists, and education people.

APPLICATION FORMS

Senator INOUYE. In one of our visits through the city, we visited one of your intake centers and picked up three forms which are presently in use. Are these considered the simplified application forms?

Miss THOMPSON. The eight-page form, sir?

Senator INOUYE. One is the 13-page, one is 12 pages, and one is 10 pages.

Miss THOMPSON. Yes, sir. We do not call it the simplified form. We call it the declaration system. It is not simplified but that is the form we use.

Senator INOUYE. And I presume that someone assists the client in filling out this form?

Miss THOMPSON. Yes, the client can do it several ways. They can come and get a form, they can call and ask to have a form mailed to them. We did train and educate people throughout the city, in some of the poverty program centers that are located in different areas of the city, how to help clients fill out the forms. If the applicants want to come to the office we have students, volunteers and some case aides who help them fill out the forms. Very few people can fill out the form completely by themselves. They are difficult.

Senator INOUYE. Frankly, I think most people would have some difficulty filling out the forms. It seems a bit more complicated than the Internal Revenue Service forms.

Miss THOMPSON. I would agree with you.

Senator INOUYE. And these are supposed to be simplified.

SEEKING PUBLIC ASSISTANCE

Miss Thompson, we made several trips through the city and we were looking for one matter which does not affect the budget at all, but it does affect the philosophy involved in your program and your program is one that deals directly with people. I would think that for the average person who decides to seek public assistance, it must be a difficult decision to make. For some, I would think it would be traumatic to seek charity, to almost beg for help

It is a time in his life when some understanding and compassion would be called for. And the first person that this potential client of yours will meet will be the receptionist, or the guard at the front door. I must say that in many instances the reception must be completely cold.

For example, yesterday in one of our visits my assistant and I stepped forward and we were stopped by three police officers, all sitting around there, and in tone saying, "What do you want?" Now, if I were seeking public assistance, I would get totally scared and turn right around.

When I advised them that we wanted to see the operations here, "What authorization you got here?" It was not the tone of voice that I would consider as being compassionate. So I would suggest that you call upon these men and women who are on the front lines; these are the people your clients meet first of all, very few of them meet you. They will meet these police guards, possibly the lowest paid people, but this is the impression that will be indelible for most of them.

I do not mind being searched, but there was one building guard that said, "Now, take off your jacket, we have got to search you." Fine. I suppose I looked like a bum probably.

Miss THOMPSON. Mr. Chairman, could I explain that? I do not condone it in any way whatsoever. It bothers me a great deal. The guards are not under us; they are assigned as public building guards.

Senator INOUYE. I realize that, Ma'am.

Miss THOMPSON. The second thing is, we have had so many bomb scares recently, that one day we evacuated that same building six times during the day.

Senator INOUYE. I did not mind the search because that is part of their job. But I would hope whether these men come from your department or elsewhere—and I am aware they come from another department—that they be advised that most of the people who go through those portals are the unfortunate ones and the least they can do is to show some warmth and compassion.

Miss THOMPSON. I agree with you.

RESIDENCE OF DIRECTOR OF SOCIAL SERVICES

Senator INOUYE. The following question I must say I am a bit reluctant to ask, because you might feel that I am trying to embarrass you. But since these hearings began, we have received many inquiries, not only from the press but from individual citizens, calling us anonymously or leaving their names, as to whether or not you make your home in a residence belonging to the District of Columbia. I believe they pointed out that you live in a home located in Junior Village.

I would think that this might be a good time for you to just clear the air so that at least I will not be called any further. I am receiving calls just about every other day on this home of yours.

Miss THOMPSON. Mr. Chairman, that is not embarrassing. I own a home in Cheverly, Md., which I built with a friend. I like it very much. When I was offered the job as Director of Welfare, one of the provisos was that I move into the District of Columbia.

I had lived in Virginia when I was working in the headquarters office, but when I was offered the opportunity to organize the newly built children's center at Laurel, Md., I sold my house in Virginia and moved to Maryland and built a house. I lived in it for about 4 or 5 years. When I was appointed Director of Public Welfare I said I did not want to sell the house. The Director of General Administration and the then Commissioner said, "Well, why don't you rent your house

and move into the house down at D.C. Village, where the former Director of Public Welfare lived, and then you won't have to sell your house."

That is exactly what I did. After I moved, there was a law passed which did not make it a requirement that top officials in the District of Columbia move into the District of Columbia. I would be very happy to move back into Maryland, into a house that I built, and which I like very much. If the Congress tells me to move out I will not have to answer to the Urban League and the NAACP, and all of the other organizations in the city who are very critical of people who live outside of the District.

That is the story.

Senator INOUYE. What rent are you paying?

Miss THOMPSON. $90 a month for an unfurnished house.

Senator INOUYE. Thank you very much.

VOCATIONAL REHABILITATION ADMINISTRATION

STATEMENT OF NORMAN PIERSON, DIRECTOR

ACCOMPANIED BY:

LEONARD HILL, DEPUTY DIRECTOR
STEPHEN GAMBARO, ASSISTANT DIRECTOR
WILLIAM ROLLINS, ADMINISTRATIVE OFFICER

BUDGET REQUEST

Senator INOUYE. Regretfully, I have another meeting at 12:30 so I will have to call you back again tomorrow, if you do not mind. But before I do, I believe we can consider Vocational Rehabilitation Administration.

Mr. Pierson, my question is rather simple. We have looked over your budgetary request. Do you have anything further to add to what Mr. Rutledge has said, concerning Vocational Rehabilitation?

FACT SHEET ON ADMINISTRATION

Mr. PIERSON. Well, nothing Mr. Chairman, other than to present for the record, a fact sheet entitled "Vocational Rehabilitation in the District of Columbia." I will not take the time to burden you by reading it now, Mr. Chairman. It does however summarize what the agency is doing, who it serves, and what we have accomplished.

(The information follows:)

VOCATIONAL REHABILITATION IN THE DISTRICT OF COLUMBIA

(1) The Vocational Rehabilitation Administration is the agency to which primary responsibility has been assigned for the rehabilitation of physically and mentally impaired adult citizens of the District of Columbia. The agency became a part of the District Government in late 1955.

(2) The function of the vocational rehabilitation program is to provide whatever services may be needed (if not otherwise readily available or easily assessable) to assist physically or mentally disabled adults to become self supporting and contributing members of the community.

(3) All individuals served by the agency are disabled. Disablement, however, can be interpreted broadly to include individuals who are handicapped by a combination of such things as age, youth, low educational attainment, cultural factors, prison and deliquency records, alcoholism, drug addiction, etc. But in each case, these factors must be certified as disabling to the extent the individual cannot become employed without special help.

(4) With few exceptions, all individuals served are "poor" people. Although economic need is not a requirement as to eligibility for service, economic need principles are applied in varying degrees for certain types of services provided by the agency. A large majority of the clients served have no income when they apply for service and almost all (96%) have incomes which are below what is ordinarily referred to as the poverty level.

(5) The agency receives 80% Federal matching for its services. But the Federal Act imposes a ceiling on the amount of Federal funds that can be earned by the District of Columbia and this ceiling imposes a serious restriction as to the rapidity and the amount of program expansion that can be expected in the future; particularly, with the District's financial problems whereas local funds are not readily available to offset the limitations of Federal funding.

(6) One of the ways the District of Columbia vocational rehabilitation program is judged is in terms of numbers of disabled people rehabitated per each 100,000 of population. In this connection, the District of Columbia is ranked Number One in the Nation on the basis of an average of 416 rehabilitations per 100,000 population. This is nearly four times the National average of 130 for every 100,000 population.

(7) Authoritative estimates are that at least 75,000 disabled persons residing in the District of Columbia who need and could profit from vocational rehabilitation services. The agency set as an objective to serve approximately 12,200 persons and to rehabilitate 3,300 in the fiscal year 1972. The only limitating factor to increasing these numbers is financial.

(8) Rehabilitation facilities, such as vocational evaluation and work adjustment, are becoming an absolute necessity as the agency reaches out to serve increasing numbers of the District's disabled such as the multiply disabled or those with little or no work experience. The Federal Act specifies the establishment of these programs but no funds are provided.

(9) The cost of rehabilitating a disabled District citizen is less than in comparable programs with closely related objectives (i.e. the average cost of rehabilitation is $1,544 whereas the cost of various manpower programs are estimated to cost about $3,000.) Also, the annual cost of supporting a disabled person in our public hospitals is $6,760 and in the District-supported correctional institutions is $5,840. Finally, the annual average cost of supporting a disabled person by public assistance is $1,344 (per one man grant) and when compared to the one time cost of rehabilitation, saves the District considerable money as long as the disabled person is able to support himself year after year.

(10) Vocational rehabilitation involves both public and private - voluntary agencies. The District's vocational rehabilitation program has 38 regularly staffed field locations and about 60 referral locations in which it works with the private-voluntary agencies to accomplish community goals. It is believed no other District agency can boast of such partnership and constructive joint effort.

(11) The vocational rehabilitation program is of tremendous value in preventing dependency -- especially public dependency. For example, in the 1970 fiscal year 197 persons were rehabilitated off the public assistance rolls at an annual savings of $264,768; 317 persons were rehabilitated from St. Elizabeth's Hospital where the yearly cost of institutionalization is $6,760 and this results in a savings of $2,142,900. 226 clients who formerly resided in the District's rehabilitation center for alcoholics results in $355,950 in the savings of the cost of this care. 69 persons who resided in the District-supported facilities at the Children's Center saves $476,859 annually. 22 patients were rehabilitated from Glenn Dale Hospital resulting in a savings of $297,110; the combined total of these rehabilitation efforts exceeds $3,500,000 annually. Finally 350 persons who were public offenders and 562 who were referred from various public health facilities were also rehabilitated. While the cost of care cannot be accurately calculated, it is reasonable to assume their return to employment will save the District thousands of dollars annually, as long as they remain employed.

(12) Nearly 75% (2,462) of the total number rehabilitated in fiscal year 1970 earned in excess of the minimum wage of $1.60 per hour at closure. Considering the fact the average rehabilitant was 34 years of age, the District's economy will benefit in excess of $90 million dollars throughout the remainder of their working lives.

PERSONS SERVED

Senator INOUYE. Can you give us a brief summary?

Mr. PIERSON. Yes, sir.

With few exceptions, most individuals served had no income at the time they were referred for service. The income of 96 percent of the agency's clients fell below the poverty level at the time they were accepted for service.

FUNDING STATUTORY LIMITATION

Mr. Chairman, 80 percent of the agency's funding is derived from the Federal Vocational Rehabilitation Act. This Federal act has an allotment formula which imposes a ceiling on the amount of funds that can be made available to the District of Columbia. We have now reached our ceiling and regardless of how much additional program expansion we might want to accomplish, there is certainly no incentive to do so with the hope to attract any additional Federal funding. It is just not available through the Federal Vocational Rehabilitation Act.

The formula is based on a per capita income population arrangement. As you know, the results of the 1970 census was recently published and the District finds itself in the position of getting less money in 1972, Mr. Chairman, than it received in 1971. I might add, also, Mr. Chairman, that this is not peculiar to the District. There were some 30 other States, including your glorious State of Hawaii, who are caught with the same problem.

I would at some future time, not today, like to have an opportunity to discuss this problem with you, as it affects your State as well as your interests here in the District. As the District's representative on the councils of State vocational rehabilitation directors, I would like to discuss with you the possibilities to make the allotment formula more equitable, so the States who want to move progressively ahead with their vocational rehabilitation program will have a reasonable opportunity of doing so and also the expectation that their money will be matched. This is only to preface a general remark to say the 1972 budget is merely a holding action budget, both because of the financial limitations, which face the District as well as our inability of getting additional money.

1971 PROGRAM

Last year we rehabilitated 3,317 disabled District residents. These included persons on public assistance, others who were institutionalized in the various District supported institutions. These efforts saved the District, at least theoretically, the cost of their institutionalization and care in the amount of $3.5 million, Mr. Chairman.

Also, nearly 75 percent, or 2,462 of our rehabilitated clients were placed into jobs that paid salaries above the minimum wage of $1.60 an hour. Considering the fact the average rehabilitated person was 34 years of age, means that our rehabilitative efforts is putting into the District economy approximately $3 million a year. If you multiply that by the number of their working years, the economy will benefit by some $90 million.

DISABILITY DETERMINATIONS FOR APPLICANTS FOR DISABILITY BENEFITS UNDER SOCIAL SECURITY

One program which requires no District funds but which is part of our budget is the program operation whereby we make disability determinations for persons who are applicants for disability benefits under the Social Security Act. In this capacity, we processed about 6,000-odd claims, which brings to the District economy about $8 million annually.

Very briefly, Mr. Chairman, this summarizes the fact sheet which I am submitting for the record.

Senator INOUYE. Than you very much.

SUBCOMMITTEE RECESS

As I said earlier, I regret very much I have a prior commitment which I must attend to. So tomorrow we hope to conclude the human resources appropriation request by receiving assistance from those administrations other than social services and vocational rehabilitation. I would like to advise you we will begin our hearings at 10 tomorrow morning.

(Whereupon, at 12:10 p.m., Tuesday, March 30, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, March 31.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1972

WEDNESDAY, MARCH 31, 1971

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

The subcommittee met at 9:40 a.m., in room 1224, New Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye and Percy.

DISTRICT OF COLUMBIA

HUMAN RESOURCES

COMMUNITY HEALTH SERVICES ADMINISTRATION

STATEMENT OF DR. RAYMOND L. STANDARD, DIRECTOR

ACCOMPANIED BY:

DR. FLORENCE HICKS, SPECIAL ASSISTANT
DR. LAWRENCE DUNMORE, ASSOCIATE DIRECTOR FOR CLINICAL SERVICES
WILLIAM H. WHITEHURST, SPECIAL ASSISTANT
MALCOLM HOPE, ASSOCIATE DIRECTOR FOR ENVIRONMENTAL HEALTH
CHARLES R. HAYMAN, ASSOCIATE DIRECTOR FOR PREVENTIVE SERVICES

SUBCOMMITTEE PROCEDURE

Senator INOUYE. The subcommittee will please come to order.

This morning we hope to conclude our hearings on Human Resources, continuing with the Community Health Services Administration, the Veterans Affairs Administration, Narcotics Affairs Administration, Mental Health Administration, Hospitals and Medical Care Administration, and the Office of the Chief Medical Examiner.

I am pleased to note that Mr. Philip Rutledge, the Director of Human Resources, is with us again this morning and is here with his many assistants.

Would you like to say a few words before we proceed, sir?

Mr. RUTLEDGE. No, Mr. Chairman. We are prepared to proceed.

Senator INOUYE. Then may I call upon Dr. Standard of the Community Health Services. Dr. Raymond L. Standard, Director.

Do you wish to add anything to Mr. Rutledge's statement.

Dr. STANDARD. No, I do not, sir. I am prepared to answer your questions.

INFANT DEATH RATE

Senator INOUYE. We noted in an article that the infant death rate for the District of Columbia is climbing now. Would you like to comment on that, sir?

(See article on p. 1714 in appendix.)

Dr. STANDARD. Yes sir, I would like to address myself to that.

If the chairman would permit at a little later time in the morning, I would like to present some charts that were prepared for this hearing. But unfortunately, with the change in time, they have not arrived as yet. We will have them subsequently.

The rate has not gone up, sir. Well, the rate itself has gone up, if you look at the rate purely as a rate. But if you look at it, sir, in terms of numbers of death in a strictly numerical sense, it has not gone up. We had last year 428 deaths—infant mortality. This past year, the last year for which we have recorded information, it is 414.

I would like to say that the infant death rate has gone down at the rate of 3 percent for the last year. At the same time, the number of live births have also decreased from a total of 14,750, approximately, down to 12,900. This is a drop of 21 percent. At the same time, our birth rate has gone down from 19.1 per 10,000 females, to 16.8. The national rate has gone up to 18.1.

So I think it is really a numbers game, sir. Whenever there are changing factors such as rates you are dealing with from a statistical standpoint of view, you will get some variations, some elevations as you go along, some light peaking.

But as the charts will bear out, subsequently there has been a continued decrease in the number of deaths in the infant mortality area.

Senator INOUYE. Then am I correct to gather that this rate is not a matter of great concern to you?

Dr. STANDARD. Is is not, sir. There has been a decrease in the number of infant deaths, which I think is the most important factor, sir.

ELECTION OF PUBLIC HEALTH BOARD

Senator INOUYE. About a year ago several recommendations were made concerning the administration of health services, and one was the election of a public health board. What is your view on the election of a public health board?

Dr. STANDARD. Sir, I have never really given it any in-depth consideration, but certainly we have at the present time a Health Planning Advisory Committee, plus other committees in the various special areas of health who do have impact on decisionmaking in our health program.

PRESENT VIEWS TO HEALTH PROBLEMS

Senator INOUYE. In a report which was released by Mr. Rutledge, the three medical schools in the city—Georgetown, Howard, and George Washington—were severely criticized for being remarkably apathetic and aloof to the massive health problems of District residents. Is this the present situation today?

Mr. RUTLEDGE. Well, Mr. Chairman, since that report was released, several things have happened. For one thing, we have established a governing board for D.C. General Hospital and brought the three medical schools along with other citizenry into what we look on as a four partnership with the District Government. We are asking them to take a greater responsibility, not only for the provisional services at D.C. General, but also for its administration.

We are also working with them to develop a unification of services from a situation in which they were formally tri-operated, in each school having its own service at D.C. General. We have not as yet fully addressed the question of having the medical schools provide additional backup, but through use of their residents and interns in our Neighborhood Health Centers. This is something that is under discussion.

We feel they are taking additional responsibility, that they have recognized they have much to contribute, and also have been taking leadership in exercising initiatives to come into fuller partnership.

Senator INOUYE. Would you still describe the relationship between the hospitals and the poor as being hostile?

Mr. RUTLEDGE. I would not characterize it as hostile. In fact, I think even the report was perhaps harsh in the use of that term. I would say that the medical schools perhaps have not recognized their full responsibility for providing services to the poor.

At the time the report was released, and at the time these studies were done—and Dr. Washington might wish to comment further on this—I think the medical schools considered their role primarily as one of training their students and developing these scientific expertise in them, rather than a provision of service to the community. It is that attitude which I think has undergone considerable change within the past year.

PREJUDICE AGAINST NEGRO DOCTORS

Senator INOUYE. Would you still maintain that many of the Washington hospitals are prejudiced against Negro doctors and their patients?

Mr. RUTLEDGE. Based on the report, there still seems to be a problem. I think to accuse them objectively with such data that one could document, that they are prejudiced, is a problem. There still is a wide range of participation, usually on the low side of black physicians on the staffs, and also the provision of services to the indigent black by many of the hospitals in the District.

Dr. Washington and his staff have been looking at this as well as our health planning groups. I might ask Dr. Washington if he would like to comment further on this matter.

Dr. Washington is the Director of the Hospitals and Medical Care Administration and handles our day-to-day relationships with the hospitals and medical schools.

Dr. WASHINGTON. Mr. Chairman, I would agree with Mr. Rutledge's statement essentially, and would add that the medical schools are coming into a fuller partnership, both in terms of their activities and in my opinion, in terms of their attitudes toward helping us to deliver quality health care.

58-979 O - 71 - pt. 1 - 45

As far as the private hospitals in the city are concerned, we do believe that we are seeing a beginning of some breakthroughs in terms of more black physicians being on the staff, and in terms of the attitudes of the staffs toward the black patients that are in the hospitals.

We do still have a long way to go, however, and we will give that our continuing attention.

RESPONSIVENESS TO BLACK COMMUNITY

Senator INOUYE. Mr. Rutledge, in this same report you indicated that the Bureau of Mental Health, which you described as just another antiquated bureaucratic empire, was completely nonresponsive to the black community. Would you still make that charge?

Mr. RUTLEDGE. If I am clear on the report you are referring to, this is the report of the Mayor's Task Force on Public Health Goals?

Senator INOUYE. Yes.

Mr. RUTLEDGE. I would only like to make the distinction that it is the task force report which I released and not necessarily my report. Although I think the task force did an excellent job of looking at the health problems in the community, I did not concur in each of their findings. But I would say that they did identify some problems in our mental health programs in the District which we have moved to improve.

Now, one of the things we have done in that regard is to transfer the mental health programs from the former Department of Public Health, and also the mental health programs that were in the old Welfare Department. We have established a new Mental Health Administration under new leadership, which we think will move to provide much better services and far more extensive services to the District.

My assessment, which is concurred in by some and not agreed with by everyone, is that traditionally in the District of Columbia, the mental health program had suffered by being submerged to the traditional interest of traditional public health, preventive programs, and environmental programs. Not to diminish the importance of those programs at all, but very frequently some of the other disciplines which have been emerging and using a different technology, different approach, and different disciplines, did not always get the priority and the emphasis which they deserved in my estimation. That is why we created separate administrations to deal with those instances of higher priority.

DENTAL HEALTH PROGRAMS

Senator INOUYE. Is this the bureau that was headed by Dr. Jerome Altman?

Mr. RUTLEDGE. That is the Dental Bureau. I thought your question was about mental health.

Senator INOUYE. No, I was speaking of the Bureau of Dental Health.

Mr. RUTLEDGE. Dental health. I am sorry, I thought you said mental health.

Dr. STANDARD. Let me address myself to that, if I may, sir. I have established with the assistance of the deans of the two dental schools and the two local dental societies and the citizen groups of the community, a task force which is about to release a complete review of the

dental health program, with the expectations that following the report we will be able to implement a more meaningful dental health program in the city.

There have been regular meetings of the Dental Bureau Chief and members of his staff. There has been continuing dialog in an effort to improve the programs from what is stated in that original report. But we are planning within the next month or so as soon as the report—Dr. Henry, who is dean of Howard Dental School, is chairman of that committee, is coming forward with a constructive, critical report which will help us to direct the future of the dental program in the District.

VALIDITY OF BUREAU'S ANNUAL BUDGET

Senator INOUYE. Would you say that the charge in the report suggesting that the Bureau's $1.1 million annual budget was being spent without regard to the city's needs and with no consultation of staff members or citizens, would be still valid?

Dr. STANDARD. Not at the present time, "No." As I said, we are having continuing dialog with people who are recipients of services. We structured a questionnaire which went out to all of the schools, went out to the parents of the children, to principals, to teachers, to really get a feedback as to how we were relating to the community.

This information is all in, it has been tabulated, the final draft of the report is being prepared at the present time, and if you care to have a copy of that report when it is completed, I would be happy to submit it for the record.

Senator INOUYE. I would appreciate that, sir.

TUBERCULOSIS SITUATION

What is the tuberculosis situation in the city?

Dr. STANDARD. I am happy to say, sir, that the tuberculosis rate in the city has continued to decrease. We have gone down 27 percent in total number of new active cases in the past 5 years. The death rate from tuberculosis has decreased 33 percent in the past 5 years. We had a high of 536 cases in 1965, and in 1970 the number of cases had dropped to 370.

We feel that we are continuing a strong effort to decrease the tuberculosis rate. We have a very active program in detection. We did 110,000 X-rays last year. We did 100,000 plus tuberculin tests. We have a prophylactic program in the inner city where the incidents of tuberculosis is higher and those persons found to have strong tuberculin reactions are put on INH prophylactic for a year. From previous experience in studies, it has been proven that tuberculosis is decreased by 80 percent for those persons with tuberculin reactions, if properly treated with prophylactic over the year.

So we feel we are attacking those problems in the areas where the incidence has been the highest and we certainly feel we are making progress.

The rate has gone down on new active cases, 27 percent in the last 5 years, from 536 down to 370 cases.

Senator INOUYE. I am glad to hear that.

TEST FOR FOOD HANDLERS

Are all food handlers required to take the test now?

Dr. STANDARD. No, sir. According to the position taken by the Public Health Service, with which my staff and myself concur, that given enough money it would be advantageous certainly, to test individuals who handle food, for tuberculosis. But since tuberculosis is not spread by contamination of food, if one has to really look at the dollars he has available and determine effective costs utilization of dollars to be spent, the most effective use of the money, according to the Public Health Service's recommendation and our own, is that that money first be spent to locate those persons who are contacts of people who are known cases of tuberculosis. The second category would be those persons living in the inner city where the incidence of tuberculosis is the highest.

We have a stationary program located in the heart of the inner city, in those census tracks where the rate has been highest in the past. We are running a program that involves not only diagnosis but also treatment and prophylactic care for those individuals.

I would not recommend, sir, and I am certain that the Public Health Service will bear me out in their position, that this is a matter of expense where the cost involved would not yield the number of cases to make it one of the higher priorities in which money should be spent for tuberculosis detection.

Senator INOUYE. I am glad to hear that, sir.

STATUS OF FEDERAL GRANT FOR MEAT INSPECTION

It was reported that the city may lose the Federal grant for meat inspection work. What is the present status of that?

Dr. STANDARD. I think that is still in limbo, sir. It will be through no fault of our own that we would lose the grant, but there is some question as to whether we would.

Senator INOUYE. How would you make up for the service?

Dr. STANDARD. We would have to spread ourselves a little thinner, sir; and hopefully try to convert some of the positions that we currently have in a way that they could serve in a dual role or dual capacity.

FEDERALLY FUNDED POSITIONS

I would like to point out, sir; that of the total number of positions in our environmental health program, only 81 positions are District funded. The majority of them are federally funded positions, and we are at the mercy of Federal funding when it comes to continuation of programs in the area of environmental health.

Senator INOUYE. Are you making adjustments to meet this deduction?

Dr. STANDARD. Right now, sir, we are hopeful that this money will be continued. We have not been told that it will not be continued at this point.

VACANT POSITIONS

Senator INOUYE. In fiscal year 1971, you had 4,975 authorized positions and on December 31, 1970, 441 positions were vacant. Of that number, how many represent the frozen positions.

Dr. STANDARD. That number, sir, that you have given is for the entire department that was previously known as the Department of Public Health. Speaking for Community Health Services Administration—the figures have been broken down so each Administration Director can give you his own figures—There were 182 vacant positions as of February 28, of which 123 were frozen.

Senator INOUYE. 128 positions?

Dr. STANDARD. 182 vacant positions, 123 frozen.

Last year, sir, we tried to restructure our health program in the city, changing from categorical programs to neighborhood health centers. We had asked that we be funded or be allowed to offer up some of the categorical programs for comprehensive or at least primary health care centers. We attempted to redirect resources. The budget was approved only for 3 months of funding and we are coming into that period at the present time.

SATISFACTION OF HEALTH SERVICES

Senator INOUYE. Are you satisfied the people of the District of Columbia are receiving adequate health services?

Dr. STANDARD. No, sir. For me to say I am satisfied would be a gross error in my judgment and it would be in fact a lie. I do not feel that they are getting the quality of care that is needed, sir.

Senator INOUYE. Would you care to tell the committee what in your judgment would be necessary to provide adequate health care for the people of this city?

PROBLEMS IN MANPOWER

Dr. STANDARD. I think, sir, that is a many faceted area of discussion. We will start by talking first in terms of manpower.

I think the manpower, or the poor distribution of manpower in our city, stands out most to me as one of the great problems of our city. We have some 1,500 plus physicians practicing in the District of Columbia. And if you will divide the city into four quadrants, with the Upper Northwest quadrant being west of 16th Street and above New York Avenue, you will find that approximately two-thirds of the physicians practicing in the city of Washington are practicing in that upper quadrant.

The ratio of patients or potential patients to physicians in that geographical area is approximately one physician to every 126 patients. In an area like Southeast Washington, out beyond the Antacosia, there are less than 100 physicians practicing in the area of greatest need. The ratio of physicians to patients out there is approximately one physician for every 2,200 or 2,300 patients.

I think although we have physicians here and our ratio of physicians is one to approximately 500 patients, which is better than the national average, when it is stated that it should be anywhere from one physician to every 1,200 patients, we are much better off. But our physicians are not located, sir, where they are readily accessible to individuals who need care most.

If you look at our demographic data, you will find our areas which have the greatest incidents of illness, those diseases that are reportable such as tuberculosis and syphilis—those are the areas in which we

have fewer doctors actually practicing. Certainly, I have heard the argument from many of the private practitioners of medicine, that these patients can in fact utilize the services in other quandrants of the city where there are a thousand physicians. But that does not really make patient care readily accessible to the patient.

I do not feel, sir, that Public Health is the answer in itself. I feel that the private involvement is absolutely necessary if we are going to get good quality care for the people of this city or any other city. But in the absence of the private sector taking its full responsibility, it is then left by default on the part of those of us who are in public health to provide with the limited resources that we have, the best possible care that we can.

I for one do not feel that we have enough money, but we will make do with what we have if this is the way it has to be.

FEDERALLY FUNDED DEMONSTRATION PROJECTS

I would like to cite, for example, some of the demonstration projects that are federally funded, some of the OEO projects, where health facilities are financed to the amount of $2.4 million to run one clinic with a staff of about 145 people, where we run eight neighborhood health services with $2.5 million, with less people than are involved in one of the OEO-funded programs.

I am not attempting to criticize their programs. I think they are good demonstration projects. I think they show the way in which medicine should be practiced. But at the same time I have responsibility as the Director of Health to provide for the citizens of the city in those areas in which we do not have programs that are better funded.

There are other programs in the city that are being funded or about to be funded for $1 million a year to provide care for less numbers of people than we are asked to provide for with a lot less money.

DEDICATION TO WORK

As I said earlier, I do not feel that the answer is Public Health, but in the absence of a private sector being totally committed and totally involved to the responsibility, then it behooves us as Public Health workers to become more sincerely dedicated to work harder, to try to stretch the dollar in the best possible way we can to provide the care.

I have been often asked the question as to what will happen with the coming of national health insurance. If anything, sir, it will do more to increase the frustration on the part of those people who live in the inner city who must have health care and cannot receive it. It would be like giving them all credit cards and not providing the stores in which they can use those credit cards. I do not feel national health insurance in itself will help to provide better health care for the people in the inner city unless we can improve the delivery vehicle either from the private sector or from the public sector.

As long as I and my immediate staff are involved, and our feelings are that we are going to do the best with what we have, we're going to work more diligently to make changes and innovative changes that will give us better utilization of staff. We are in the process at the present time of developing a pediatric nurse practitioner who can help with the health care being provided in the well-baby area.

We know the resources are short in the inner city. We know our city is no more unique than other urban cities throughout the country. We are attempting, however, to use the limited resources we have in such a way we can develop more meaningful programs and get the best utilization of all of the staff we have on hand.

PARTICIPATION OF PHYSICIANS IN PRIVATE SECTOR

Senator INOUYE. Are physicians in the private sector participating in your program on the contribution basis?

Dr. STANDARD. Well, they do to some degree on a voluntary basis, especially those periods in emergency, such as demonstrations and those types of situations like the march on Washington. They do in many instances contribute time at District of Columbia General Hospital on the staff as attending, teaching interns and residents, and supervising patient care. Yes; there is some contribution, but where I feel the contribution is needed most—and I do not feel it is a contribution that could not end up in reimbursement to them—is that we need more physicians, we need things to encourage physicians to open their practices in the poverty communities.

GROUP PRACTICE

I have talked to the two local medical societies. I have asked them if they would consider setting up a group practice type of arrangement in the inner city with the idea of gradually phasing out the Health Department in its involvement in the delivery of health care.

Sir, I feel as long as we have public health care and private health care we have a two-class system. I would like very much to join with all private providers of health care with a more meaningful partnership arrangement, with the hope they will gradually take over a greater role in the delivery of health care, and at the same time we in the public sector can phase back and become more concerned with such things as screening for tuberculosis and being involved with other communicable diseases. I feel that the Public Health role should be a preventive role rather than a therapeutic role. But in the absence of a private sector being fully committed and dedicated to this role in our community, I feel this responsibility therefore rests in the Department.

Senator INOUYE. Your statement has been a most helpful one. I would hope this message is conveyed to all of the doctors, not only in our city, but in other cities, because I am certain all other cities have the same problems.

VENEREAL DISEASE RATE

In the State of California, a report was recently issued suggesting that venereal disease was now at an epidemic stage. How would you consider the VD rate in Washington, D.C.?

Dr. STANDARD. Well, sir, again I am happy to give you good news. As long as we have any venereal disease, it is bad news, but I would like to say we have made much progress.

With your permission, now that my charts are here, I would like to, if I may, give you some indication.

I think it is erroneous for us to look at statistics of gonorrhea and try to compare city with city, for the simple reason that all physicians

realize that the incidence of gonorrhea as reported in most statistical studies only reveal those percentages of gonorrhea that are actually reported. I do not think any disease in our country is so grossly underreported as gonorrhea. For the simple reason that it can be treated in the private physician's office with one injection of penicillin or some other antibiotic, with followup of oral prevention. As a result, even though the law says it should be reported, it is not reported.

So when we look at 13,000 as the figure that relates to the number of cases in the District of Columbia, I would like to be very honest and say the figure is most likely, and I am certain, much higher than that.

This does not say that we are not doing our job. I think this only reflects those number of cases that we actually see in the Health Department. Many more cases are being treated by private physicians which are not being reported.

I do feel though that the more dread venereal disease, which is syphilis, we have had a great impact on making a change.

DECREASE IN LIVE BIRTHS

If you will, sir, I would like to first address myself to the infant death and the live birth rate to show you that there is an increase in the downward trend or decrease in the number of infant deaths. At the same time, there is a decrease in the number of live births.

As I said earlier, our decrease in birth rate is going in opposition or in opposite direction of the national trend. The rate for the last——

Senator INOUYE. What is the reason for that decrease in live births?

Dr. STANDARD. Sir, I would like to feel it is in some way related to the numbers of patients that we are seeing in our birth control clinic. We have a budget of $670,000 that we are using in birth control activities. We provide birth control activities in all our clinics that treat mothers and children and all of our neighborhood health centers. The numbers of patients receiving care in our birth control clinics have increased throughout the year, and we have a strong outreach program with community health workers passing on the word that our services are available.

We are having an increase in our workload and I feel it is having some impact on the population explosion.

Senator INOUYE. In addition to the educational program, do you provide people with paraphernalia or contraceptive devices?

Dr. STANDARD. Yes; we do, sir.

ACCUSED OF HIGH INFANT MORTALITY RATE

We are often accused of having the highest infant mortality rate in the country. I just put this up to demonstrate, sir, that this is not in fact true, that our rate, if you will look at the blue, according to specific race breakdowns, we are No. 7 and No. 5, respectively.

The final figures for 1970 are not in, sir, but as soon as they are in, if you would like to have them for the record I would supply them.

Senator INOUYE. One of the healthiest cities would be Columbus, Ohio, would it not?

Dr. STANDARD. Let me say it might be a little bit healthier than our city but we feel we are making strides and improving the health status.

PRENATAL CARE

In answer to your question, sir, about are we providing prenatal care and other type of care, this shows the reason why we feel we are having a decrease in the number of infant deaths. If you look at the chart, sir, this will show the first trimester or first 3 months of pregnancy, the second trimester or second 3 months, and the third trimester.

We have had an all-out attempt to get more expectant mothers under care as early as possible along the course of their pregnancy. If we go back just 5 years, sir, we will find that only 73 percent of mothers who were presenting for delivery at that time had what we considered adequate prenatal care.

At the present time 81 percent of mothers presenting at the time of the delivery have had adequate prenatal care. If you will notice from the trend of the chart, sir, we are getting them in sooner, getting more in during the first trimester, more in the second trimester, and fewer coming in in the last 3 months of pregnancy.

INVOLVEMENT IN SEX EDUCATION

Senator INOUYE. Is your department involved in sex education with the public education department?

Dr. STANDARD. Yes. We are involved in the sex education program.

Senator INOUYE. In what sense, sir?

Dr. STANDARD. We provide literature. We have health education publications. We have speakers who go out and are involved, the nurses who are assigned to the secondary schools are also involved in the sex education in the school system, sir.

DOWNWARD TREND IN TUBERCULOSIS

You asked earlier about tuberculosis. This is the chart to show you the trend over the past 10 years. We had a peak in 1962. Again, there was a peak in 1966. But since that time there has been a downward trend.

As I stated earlier, as it relates to rates, any time you have a trend that is going in any one direction, you can get peaking at times which do not negate the fact that you are having a positive impact on the program.

Our rates have gone down——

Senator INOUYE. What would you attribute that to?

Dr. STANDARD (continuing). In tuberculosis.

I think, sir, it points out the fact we have an increased program of detection in the area of tuberculosis. I would also like to point out, however, that most of the money in the tuberculosis program is Federal money and that only a small portion of it is local money. We are at the mercy, again, of Federal funding to keep our programs viable and keep pushing in the direction we are.

We had a reduction in our total budget from the Federal level from 800,000-some dollars to 700,000-some dollars, roughly a $125,000 reduction in budget, which necessitated our tightening our belts somewhat. But we still were able to do about 110,000 screening X-rays plus provide additional services in the area of tuberculosis.

REDUCTION IN SYPHILIS CASES

The statistics on syphilis is the one I think I did not give you and I do not have a chart on that, but in 1968 we reported 772 cases of infectious syphilis. Our last year figure was 515, which represents a reduction of 33 percent in a 2-year period.

So we do not have an epidemic of syphilis in our city.

Yes, it is a problem, it is a major public health problem, but we feel if we can continue to push and give more care, that we can get ahead of the problem.

PROBLEM OF VENEREAL DISEASE

Senator INOUYE. Is venereal disease a problem in our school system?

Dr. STANDARD. I think, sir, to answer you honestly, it is a problem in any urban community among the very young, the teenage population. Especially gonorrhea. That is the one that has the greatest impact on our young population.

Senator INOUYE. What is the extent of our problem in the city?

Dr. STANDARD. I can give you the exact figures, sir, by age group.

Senator INOUYE. I would appreciate this.

DISTINCTION BETWEEN NEIGHBORHOOD HEALTH CENTERS AND CLINICS

Dr. STANDARD. I can show you what is happening in our clinics. Back in October of 1968, using existing resources and by redirection, we opened our first neighborhood health centers. I would like to distinguish our neighborhood health centers from our previous clinics.

Our previous clinics were what we called categorical clinics, or clinics that treat primarily one disease entity. We opened family-type clinics which now provide primary health care as opposed to comprehensive health care.

I would like to see the day come when we can provide comprehensive health care, but at the present time we provide all basic services, primary health services, for the entire family.

An entire family can walk into one of the eight facilities we now have existing and all members of the family, if they do have a medical problem, can be treated at the same time, in the same place, under the same staffs. They are tied together rather than having to go to six different places for the individual members to get either well baby care——

CLINIC STAFF

Senator INOUYE. How many do you have on each clinic staff?

Dr. STANDARD. At the present time we only have three physicians in each clinic, one pediatrician, one OB–GYN, and one internist.

We requested in last year's budget additional positions to add additional manpower to our clinics. We have not been able to hire them yet, due to the freeze. We are finding approximately 60 to 65 percent of our outpatient load is in the area of pediatrics.

Knowing this is such a great demand has made us move ahead rapidly in the area of nurse-practitioner to work in the area of pediatrics.

Our program is developing. We have a person on board to do the training, and we are starting to train five or six nurses within the month who will be providing well baby care for the patients, plus

doing the initial screening on sick patients who come in without appointments.

We hope to increase the capability of the pediatricians by assigning at least one or maybe two nurse-practitioners to work with each pediatrician. We are finding, as I said, just about two-thirds of our patient load is in the pediatric age group.

That is the area in which we need more manpower. We could also use more manpower in other areas, but pediatrics is our most pressing need at the present time.

EFFECT OF PATIENT LOAD BY CLINICS

Just to give you some feel for how the patient load has been effected by the clinics, despite the fact as on the earlier chart it looks a little different, inasmuch as this one is stretched out more, this green curve is the same one represented here; at the same time we plotted on the same chart the categorical clinics, the clinics that were in existence at that time.

If you will notice, in 1968 we were seeing about 22,000 patients per quarter. At the present time we are seeing about 25,000. As this curve has continued to rise, this one though decreasing has not decreased significantly. We hope to, within the next few years, convert all of our categorical clinics to neighborhood health centers. But this requires facilities that have adequate space, this requires some retooling, some rethinking and putting our programs together in a more meaningful manner so that it will provide the care that we want on a family-type basis.

Many of us had the feeling at the very outset that by increasing our neighborhood clinics, we were going to have a dramatic effect on the numbers of patients going to either or both the outpatient of D.C. General or emergency room at D.C. General Hospital. I think this chart points up the fact that the problem is becoming increasingly more critical in terms of need on the part of the poor in the inner city.

Although we are attempting in all three areas to meet that need, we are not having at this point any significant drop. If anything, it is an increase in services that patients in the inner city are requesting and receiving of our department.

The rates that you requested were just passed up to me. For gonorrhea in the 15 to 19 age category, for fiscal year 1967, it was 2,616.

In 1968, 2,850. And for 1969, 3,328.

So there has been an increase each year.

Senator INOUYE. Do you wish to add anything more, sir?

Dr. STANDARD. No, sir.

Senator INOUYE. On behalf of the committee, I wish to commend you and your team for the fine work you are doing for the people in the city of Washington. May I assure you that we will do our best to at least provide you with what you have requested.

Dr. STANDARD. Thank you, sir.

Senator INOUYE. Hopefully, in the years to come, we may be able to provide you with the necessary wherewithal to give the people of this city what you would consider to be adequate health service.

Dr. STANDARD. Thank you, sir.

Senator INOUYE. Thank you very much.

Hospitals and Medical Care Administration

STATEMENT OF DR. WILLIAM WASHINGTON, DIRECTOR

ACCOMPANIED BY:

JOHN BRODERICK, ACTING ADMINISTRATIVE OFFICER
DR. MOE WEISS, MEDICAL DIRECTOR, GLENN DALE HOSPITAL
DR. ROMNEY LOWRY, MEDICAL DIRECTOR, D.C. GENERAL HOSPITAL
DR. HERBERT WORTMAN, ASSOCIATE DIRECTOR, MEDICAL CARE

COST OF MEDICAL CARE AT D.C. GENERAL

Senator Inouye. At this time I wish to take up the Hospitals and Medical Care Administration.

Dr. Washington, do you care to add anything to Mr. Rutledge's statement?

Dr. Washington. Not at this time, sir.

Senator Inouye. Then, if I may, I would like to proceed by asking a few questions.

Dr. Washington, what is the present cost of medical care at D.C. General?

Dr. Washington. The present cost on an inpatient basis?

Senator Inouye. Yes, sir.

Dr. Washington. For the current fiscal year it is $81, an average of $81 per day, inpatient. I understand that this figure will be increased somewhat in the coming year to approximately $102 per day inpatient.

Senator Inouye. What is the out-patient cost?

Dr. Washington. The outpatient rates that are charged currently are $10.25 for outpatient visits and $12 for emergency room visits.

Senator Inouye. And for emergency services, what is that?

Dr. Washington. $12 per visit for emergency service.

COLLECTION OF FEES

Senator Inouye. What is your capability to collect the fees from those receiving services who are able to pay?

Dr. Washington. We formerly had very little capability of collecting funds from those people who were able to pay. As a matter of fact, several years ago there may not have been any attempts made. However, we have made efforts since July 1970 when the Hospitals and Medical Care Administration was created, to make certain every attempt was made to collect the funds which are due to the District of Columbia.

We have instituted a system whereby every patient coming to the emergency room and the outpatient department is given a bill of some sort. He is asked, of course, whether he can pay or not, individually in cash, or if he has a medicaid card, or a medicare card, or if he has some third-party insurance.

Having none of these, he is still given a bill, and he is referred to the appropriate facility to help him as necessary.

For example, he is referred to the medicaid office if it appears he is a medicaid eligible person.

We have therefore instituted what seems a workable system to insure that all inpatients are billed and all outpatients and emergency room visits are billed for this current year.

Senator INOUYE. How much have you collected so far?

Dr. WASHINGTON. For the current year, the total amount collected for 7 months in the outpatient department is $183,800. Also for the current year, emergency collections totalled $12,600. This too is for 7 months through January 1971.

Senator INOUYE. And in relation to the total cost of operation, what do these figures represent, percentagewise?

Dr. WASHINGTON. In terms of the inpatient, the total cost charges for 7 months were $8,239,800. The total collections for inpatient services, $3,146,200.

So about three-eighths of the amount charged has been collected for inpatient services.

For the same period, outpatient charges were $836,400; collected, $183,800.

The emergency charges were $382,400; collected, $12,600.

ACCREDITATION

Senator INOUYE. What is the present situation at D.C. General in reference to the matter of accreditation?

Dr. WASHINGTON. The accreditation follows this line, Mr. Chairman. In May of 1970 the Joint Commission on Accreditation of Hospitals came to the hospital in its normal rotation, to examine the hospital for its accreditation. It happened that the term of accreditation had been changed by the Joint Commission on Accreditation, beginning January 1, 1971. They formerly accredited hospitals for a maximum period of 3 years. The maximum period of accreditation is now 2 years. Along with that, there is a 1-year accreditation which means that the Joint Commission will return in 1 year's time to evaluate a hospital and to see if a full 2-year accreditation can be given.

As of May 1970, when the hospital was surveyed, we were given accreditation for 1 year, indicating that they would return sometime in 1971.

This means that we expect a visit from the Joint Commission sometime after May. I understand that the new standards have just been promulgated in April of 1971, to take effect 3 months after that date, meaning in July 1971.

So sometime near July 1971, we expect the Joint Commission to return.

SUGGESTIONS IN MAINTENANCE-TYPE AREA

There were several items, Mr. Chairman, I might indicate, which the Joint Commission suggested should be looked into. A number of these items happened to be in the housekeeping one might say, or maintenance-type area.

For example, the installation of "No Smoking" signs, the certification that fire extinguishers had been checked within a certain period of time, and such items.

The main item on which D.C. General Hospital received a recommendation for improvement was that of the obstetrical building, which houses some 111 patients at this time. This particular structure was constructed as a temporary building in 1947, which means that it has been there in existence and used for the past 24 years. Unfortunately, with the heavy patient load that the D.C. General Hospital has had, it was necessary to continue using this particular facility.

We have submitted to our Administrative Services Division—and they have undertaken to design, and I believe that design is completed—a sprinkler system which was one of the main questions that the Joint Commission on Accreditation raised concerning the obstetrical building.

Their other item of significance was that of installation of emergency power, which is an electrical type of situation, and this is under structure at this particular time.

There was another item indicating that the medical staff should review its bylaws and bring them up to date. This has been done.

There was also an item concerning the assignment of social services and pharmacy services, as well as maintenance services to the hospital under its medical director.

Under the old Department of Public Health, Social Services, Pharmacy Services and Maintenance Services were centralized.

We have effected the transfer back into the hospital, under the complete direction of the hospital, the Social Service Division and the Pharmacy Division. The maintenance capability takes a little more, because this particular service involves a large amount of general offices and hospital services, rather than just D.C. General Hospital. So it is difficult to break that segment out and give it just to D.C. General Hospital. This item is under continuing study at this time.

Senator INOUYE. Do you face the July visit with any apprehension?

Dr. WASHINGTON. No, sir, not at this time.

Senator INOUYE. You are confident of the accreditation?

Dr. WASHINGTON. I have every confidence that the items mentioned will be corrected. We are at this time studying the new standards to assure ourselves that we will be in complete compliance as far as it is possible to be, in terms of the building and other items, particularly with the new standards as they are promulgated at this time.

COLLECTION FROM THIRD PARTY CARRIERS

Senator INOUYE. This subcommittee has been advised that you have had some difficulty in collecting from third party insurance carriers—medical insurance, medicare, medicaid. What is the present situation in reference to your collections from these third party carriers?

Dr. WASHINGTON. At D.C. General, sir?

Senator INOUYE. Yes, sir.

Dr. WASHINGTON. I can give the figures on third-party collections. For this particular year, 7 months in 1971, inpatient charges were $1,094,800. We have collected $702,000 of that amount.

The reason for some of the delay, of course, is that these claims have to be sent to insurance companies and sometimes they are incorrectly cited by the individual, They have the wrong number, or something of that nature, and it requires some correspondence back and forth. Nevertheless seven-tenths of the amount charged has been recovered during the 7 months in this fiscal year.

In terms of out-patient charges, there is very little recovery from out-patients because of the fact that most insurances do not pay for out-patient visits except perhaps the first visit after emergency treatment.

In the emergency area, charges were $75,600, and emergency collections, $8,200 for this 7 months.

I might say, however, Mr. Chairman, that we fully expect that these collections will increase in a rather meteoric fashion, because of the new type of billing which we have instituted. For example, in February 1971, we have collected in excess of $20,000 whereas before that it was well below $12,000 per month for ambulatory care billings.

Senator INOUYE. Are you satisfied with this present situation?

Dr. WASHINGTON. No, sir; I am not satisfied. I intend to continue digging into this, to give it a complete in-depth look, which I believe is sorely needed and long overdue, to ascertain that we are collecting every recoverable cent.

LACK OF PERSONNEL

However, Mr. Chairman, there is a problem in terms of the number of people available to process these many claims. We have currently 39 people total in the patient accounts division, and I might say by way of comparison that Washington Hospital Center, for example, has more than 50 people in just its billing portion, which has nothing to do with the collections staff.

We feel that with an additional number of people we can materially improve our collections and stop only producing so many pieces of paper, which the bills are, and get the pieces of paper through our computers and into the hands of the people who owe the money, so that they can pay their bills.

I might also mention that since we have a very highly mobile population, if we are somewhat late in getting a bill to the address of record, very frequently we find these individuals have moved, perhaps to another place, and it is difficult to locate them. So we are trying to get these bills out in a very timely fashion so as to effect these collections in a responsible manner.

Senator INOUYE. I note that in most of the private hospitals, before you step out of the door, they have a bill waiting for you. You are not able to do this yet?

Dr. WASHINGTON. Yes, sir. I did speak to that. We are doing that for every patient at D.C. General Hospital.

Senator INOUYE. At the time of dismissal?

Dr. WASHINGTON. Either at the time of dismissal or in the case of emergency and outpatient visits, as they are being treated, they receive a bill at this time at the D.C. General Hospital.

PUBLICITY CONCERNING INTERNS AND RESIDENTS

Senator INOUYE. Dr. Washington, D.C. General has received some bad publicity recently concerning interns and residents. For example, one headline indicated 15 of 32 doctors in the D.C. General emergency room quit. Would you like to assist this committee in enlightening us as to what the situation is all about?

(The newspaper article appears on p. 1715 in appendix.)

Dr. WASHINGTON. Yes, sir. First, I would like to correct an impression that seems to have been given. The residents only are concerned; no interns are involved in this. The residents who have resigned, did so from contract overtime. They have not resigned from their main job, which is to take care of patients on the wards and in the emergency rooms and outpatient clinics during their normal tours of duty.

These are what might be termed "moonlighting" residents, who work an extra shift during a week.

Let me give the history of this, Mr. Chairman, which I think will aid in understanding.

Approximately 3 years ago it became apparent that the large number of emergency room visits required additional staff. We were unable to obtain the staff by the normal courses, and it was approved finally to pay the residents working in the hospital a figure of $2,000 a year to work 8 hours extra per week. We received approval for 40 residents to so work, totally, $80,000 for the entire contract.

We have reached a high of 38 residents at one time during the initial phases of this contract.

Now, of course, the chairman may recall that we did have some problem in December 1970, when certain residents wanted additional funding, salary-wise, and we did approve that. Now, the money that they were making under the contract, perhaps did not seem quite as necessary as previously to some of them and they felt that they wanted to discuss the possibility of having a raise in the contract price.

We did have as of January, 31 residents who were then on this moonlighting type of activity. Since that time 18 of these residents have resigned, leaving a total as of the first of this week, of 13 residents actually working overtime.

The things that they are concerned with are two, in the main. One is to raise the present rate of $5.42 per hour to $10.00 per hour.

And second, to discuss with the medical schools the possibility of increasing the rotations, normal rotations of interns and residents, through the emergency room and outpatient department, similar to what is done in many other hopsitals, and as a part of the normal training program. Which would mean, Mr. Chairman, if we are successful in this, we may realize a savings perhaps, of not having to utilize that money for contract purposes. Also, in my opinion, such rotations would be most beneficial in aiding a resident in his training.

I personally feel that the training that one can get in seeing patients in an emergency room and outpatient department portends what a particular physician may face when he gets out into the community. I think this is the greatest teacher that one can have. The phys cian meets changing situations and challenging disease conditions so as to increase his capabilities, professionally, of dealing with these situations.

PAY SCALE COMPARISON

Senator INOUYE. How does the pay scale for residents and interns compare with District hospitals, such as Georgetown?

Dr. WASHINGTON. It varies, Mr. Chairman. We are below in certain areas and we are above in certain other areas. I would say generally we are above the current salaries of some of the hospitals in the city.

However, I understand there are currently discussions between these hospitals and their resident staff in this particular area. I do not have, of course, the details on that.

For example, we pay an intern—this is including the recent raise—$9,780 per year. But at another hospital, Freedmen's Hospital, they pay their interns $10,000 per year. However, their increments are not as great as ours. Ours do go up somewhat higher, so it varies on which end of the scale one finds himself.

Senator INOUYE. Mr. Clark has a question.

CHILDREN'S HOSPITAL: MEDICAL CHARITIES

Mr. CLARK. Dr. Washington, the District of Columbia pays $40 per day for inpatient care at Children's Hospital; is that correct?

Dr. WASHINGTON. Yes, sir. This is on the medical charities?

Mr. CLARK. Yes.

Dr. WASHINGTON. I am informed that we no longer pay the Children's Hospital any medical charities because all of these patients are under 21 and most of them qualify for medicaid. So they are paid at the usual medicaid rate.

Mr. CLARK. What is the usual rate?

Dr. WASHINGTON. It is 100 percent of charges.

Mr. CLARK. What is the sole rate charged per day for inpatient at Children's Hospital?

Dr. WASHINGTON. I will have that for you, Mr. Clark.

At Children's Hospital, the private patient—and this would be essentially the same as out on the ward—varies from $42 to $48 per day on the ward.

Mr. CLARK. That is daily charge?

Dr. WASHINGTON. Yes, sir.

Mr. CLARK. And you are not now operating through the medical charities program?

Dr. WASHINGTON. I am sorry, let me correct that. The charge varies between $69 and $81.

Mr. CLARK. The medical charities is not involved in that because they are children?

Dr. WASHINGTON. That is correct. They mostly qualify for medicaid.

Mr. CLARK. You have asked Congress to change the rates you will be able to pay under the medical charities program; is that right?

Dr. WASHINGTON. Yes, sir.

Mr. CLARK. This will take legislation.

Dr. WASHINGTON. It takes, I believe, language from the committee, which would be sufficient.

Mr. CLARK. In this appropriations bill?

Dr. WASHINGTON. Yes, sir.

Mr. CLARK. What rates have you asked to increase to? What are the rates now?

Dr. WASHINGTON. The rates now are $38 per inpatient day, for the general hospital. We have asked to be allowed to go to a rate more reasonably approaching reasonable costs. These figures were computed on the basis of the medicaid figures as we had them the past year. There has been a rise in the cost of hospitals, so we may not be able to pay the full rate to each of the hospitals, but we will pay a rate very close to that.

Mr. CLARK. Your request of language change then is not for a specific rate but for a reasonable cost rate?

Dr. WASHINGTON. Yes, sir; that is correct. For a rate more reasonably approaching that of the particular facility.

Mr. CLARK. Whereas right now the language says specifically.

Dr. WASHINGTON. Very specifically and unequivocally; yes, sir.

Mr. CLARK. Could you supply for the record of this hearing some indication of what such a reasonable rate would be?

Dr. WASHINGTON. Yes, sir; we will be glad to supply that for all of the hospitals.

(The information follows:)

ESTIMATED RATES WHICH COULD BE PAID TO INDIVIDUAL HOSPITALS AS THE RESULT OF APPROVAL OF THE REQUESTED $2.6 MILLION INCREASE

Hospital	Inpatient		Outpatient and emergency room	Ambulance trip
	Regular	Newborn		
Columbia	$96	$48	$30	.....
Freedmen's	87	43	22	.....
George Washington	96	.....	28	.....
Georgetown	118	59	26	.....
Hadley Memorial	69	.....	15	.....
Providence	73	36	17	.....
Rogers Memorial	58	.....	17	$22
Washington Hospital Center	85	42	26	.....

Note: The above rates approximate the reasonable cost rates being paid under the Federal medicare and medicaid formula on July 1, 1970, and are 17 percent below those rates as estimated for fiscal 1972.

Mr. CLARK. Thank you very much.

Senator INOUYE. Thank you very much, Dr. Washington. I appreciate your assistance this morning.

Dr. WASHINGTON. Thank you, sir.

Mental Health Administration

STATEMENT OF DR. ESSEX NOEL, DIRECTOR

ACCOMPANIED BY:

PAUL L. DOWLING, ASSOCIATE DIRECTOR FOR ADMINISTRATION

DR. JOHN D. SCHULTZ, DEPUTY DIRECTOR

PRELIMINARY STATEMENT

Senator Inouye. Next, the subcommittee would like to consider the request of the Mental Health Administration. I believe we have Dr. Noel here. Do you have anything to add? Do you wish to add anything to Mr. Rutledge's statement?

Dr. Noel. Yes. As a matter of fact, Mr. Chairman, I would like to make a preliminary statement.

Senator Inouye. Please proceed, sir.

Dr. Noel. As you may know, the Mental Health Administration within the Department of Human Resources of the Government of the District of Columbia is the youngest of the seven administrations which collectively comprise the Department. As such it has been established only for a few months.

It has been established by bringing together those activities, functions and responsibilities, which are most closely related to the delivery of mental health services.

These include the developmental disabilities activities, which are located on the grounds of the District Training School at Laurel, Md., and the alcoholic programs which include those within the city and the rehabilitation centers for alcoholics which is located several miles south of the District, in Occoquan, Va.

In addition, we would like to call your attention to the fact that we are still in the process of organization. We are still in the process of planning our programs and in the process of developing our capabilities.

So, Mr. Chairman, I would like to state I am happy to be here at this initial congressional budget hearing for the Mental Health Administration and I will be happy to attempt to answer any questions, to the best of my ability.

ADMINISTRATION OF ST. ELIZABETHS

Senator Inouye. It has been suggested that the District of Columbia take over the complete administration of St. Elizabeths. This subcommittee has received several letters opposing this. What are your thoughts on that, sir?

Dr. Noel. My thoughts about the merger—and I underline the word "merger," Mr. Chairman—I really do not like to think in terms of taking over St. Elizabeths Hospital. But I feel that we can best serve the citizens of the District of Columbia through the development of a unified delivery system of mental health services.

We have within the District at this time what amounts to a most unique situation.

We have a mental health administration which has back-up facilities provided by an institution over which we have no direct administrative control. This is in contrast to the situation within most of the States and other jurisdictions within the United States.

As you might well imagine, it would be very unique, say, to use the State of Virginia as an illustration, which has several major mental health institutions located throughout the State, to imagine their effective operations with these institutions not being a part of their total mental health system.

So that it is the inclination and the wish of the Mental Health Administration to effect a merger between St. Elizabeths Hospital and the Mental Health Administration of the District of Columbia.

RELATIONSHIP WITH D.C. DEPARTMENT OF EDUCATION

Senator INOUYE. What role do you play with the District Department of Education?

Dr. NOEL. The Department of Education is one of the agencies that the Mental Health Administration feels can provide effective partnership services in the delivery of mental health services.

Now, education and training are essential components of mental health services. We feel that the individual who is afflicted with some type of mental disability retains and continues to have his rights and privileges as a person and for this reason should be the recipient of the services of the various agencies which provide services for the citizens who do not have these disabilities.

For this reason, it is our preference that those of our clients who can be reintegrated into the mainstream of society, and particularly in response to your question, into the mainstream of the educational process, should not be denied this privilege.

We feel that while they are ill, they are not being punished and as soon as they can be reintegrated into the mainstream, that this should be effected.

However, we are aware that there are some individuals, the proportions and dimensions of whose psychopathology is such they require special training efforts. But those who are being evaluated, and whose condition improves to the extent that they can utilize services of the regular school system, we prefer to do it this way, and the school system has indicated their concurrence.

SERVICES TO CHILDREN AND STUDENTS

Senator INOUYE. It has been suggested to this committee that your department is unable to provide the necessary services to our young children and students who have mental health problems. Is that a fair charge?

Dr. NOEL. As a matter of fact, Mr. Chairman, we do have some limitations in our capabilities. However, we are working enthusiastically to improve these.

Senator INOUYE. What are the limitations?

Dr. NOEL. We are limited in terms of manpower. We are limited in terms of program capacities, to handle the quantity and the volume of children who require these services. And for this reason it is

even more important that we rely upon the services of our sister agencies.

Senator INOUYE. Now that these children are unable to receive the services, what happens to them?

Dr. NOEL. I am sorry, sir. I did not quite understand that question.

EFFECT ON CHILDREN NOT RECEIVING SERVICES

Senator INOUYE. I have been told there are many children who are going to school who are not receiving any mental health service or treatment and continue this way until they reach adulthood. What will be the effect on them if we were not able to provide the necessary treatment?

Dr. NOEL. The effect would be, sir, an increase in their problems. One of the efforts that the psychiatric profession and the Mental Health Administration is addressing itself to is to the early detection of illness. It is much more amenable to treatment and the results are greatly improved when the treatment is initiated at an early stage.

This is one of the directions that we have emphasized that we wish to go in.

Senator INOUYE. Are you satisfied with the progress you have made?

Dr. NOEL. Not at this point, sir. We are developing our capabilities due to the newness of the administration.

RATE OF ALCOHOLIC PROGRAM

Senator INOUYE. How would you rate your regular alcoholic program?

Dr. NOEL. We would rate our alcoholic program as being one of the best in the Nation. We have a number of facilities, including the Detoxification Center at 619 N Street NW., which is a model facility. The only one within the Nation, to my knowledge, that has been structured and built from the ground up for this specific purpose.

As a matter of fact, it is currently being evaluated for an award by the American Psychiatric Association. It is a model facility and has received many commendations.

VOLUNTEER GROUPS

Mr. CLARK. Dr. Noel, do you have large volunteer groups within the District who are working with you in mental health?

Dr. NOEL. Yes, sir. We have a number of very effective volunteer organizations, including the Mental Health Association of the District of Columbia, who have been very supportive and very helpful in their efforts to support the efforts of the Mental Health Administration.

We look upon these allies as being most valuable and we work closely with them and we appreciate their support and their assistance.

Mr. CLARK. Do you have anyone assigned in your office to particularly accommodate the volunteer services?

Dr. NOEL. Yes, sir. We have one individual who is full-time employed within the central office, Mrs. Nancy Staal. Her job is to coordinate volunteer efforts throughout the District of Columbia.

In addition to that, I make myself available to any representatives who might wish to discuss problems and program potentials.

Mr. CLARK. That is a very good answer. I am very pleased to hear that. Thank you very much.

Senator INOUYE. Dr. Noel, do you have anything further to add, sir?

RESTRICTION ON BUDGETARY REQUESTS

Dr. NOEL. Only this, sir, that this particular year, because of the newness of our administration, our budgetary requests are restricted to those which have been presented to you. However, it is my plan to produce innovative, far-reaching changes within the program during the coming year. As a consequence, I should hope that when I return next year as an advocate for those who have mental and emotional disabilities, that our request will be probably considerably greater and we would hope that the committee would look favorably upon those requests.

Mr. RUTLEDGE. Mr. Chairman, if I might just add one other thing, which I am sure Dr. Noel would want to emphasize. We do recognize one of the major lacks in the District of Columbia at the present time with respect to services for children is the availability of residential treatment facilities for the emotionally disturbed child. We have a request in the budget that is before the committee, and we regard that as one of our highest priorities. In fact, it was listed at one point as a seventh priority in the capital outlay. We moved it up to No. 2, right behind the Receiving Home for Children.

Senator INOUYE. We should be considering that after the Easter recess. I think I concur with you in your assessment of priorities.

If you have no further statements to make, I thank you very much, Dr. Noel.

Dr. NOEL. Thank you, Mr. Chairman.

Office of Chief Medical Examiner

STATEMENT OF DR. RICHARD L. WHELTON, DEPUTY MEDICAL EXAMINER

ACCOMPANIED BY DR. PAK W. KIM, ACTING CHIEF MEDICAL EXAMINER

DETERMINING DRUG ADDICTION AS CAUSE OF DEATH

Senator Inouye. The subcommittee would now like to consider the Office of Chief Medical Examiner. Dr. Whelton.

Welcome to the committee, sir.

Dr. Whelton. Mr. Chairman.

Senator Inouye. Do you wish to add anything to Mr. Rutledge's statement?

Dr. Whelton. No, sir, I do not.

Senator Inouye. Dr. Whelton, it is my understanding that the statistical projection of drug addicts in the District of Columbia is made from deaths attributed by your office to drug addiction. Can you explain to the committee what variables there are in fixing drug addiction as the cause of death?

Dr. Whelton. May I take the liberty, Mr. Chairman, of going back and giving you the origin of this formula of death rate as projections of numbers of addicts in a given community.

This figure comes out of New York City. They had 50,000 registered addicts at the start of this program. And this figure—I am working off of the top of my head on these figures—I hope I am right—in a given year, 1 percent of this registered drug population will die. One-half of that 1 percent will be due to drug overdose.

So, therefore, if you take the number of acute overdose drug deaths, and correlate it to this figure of representing one-half of 1 percent of the total drug population, you arrive at an estimate of the drug population.

Is that clear, sir?

Senator Inouye. What was the result of your calculation, sir?

Dr. Whelton. Dr. Robert DuPont and Miss Sally Glendenning have those figures and worked with our death rates and came up with a figure of, as I recall, a 16,000 to 18,000 drug population for the District of Columbia.

FUNDING FROM NARCOTICS TREATMENT ADMINISTRATION

Senator Inouye. Does your office receive any supplemental or reimbursable funding from the Narcotics Treatment Administration?

Dr. Whelton. We have received a great deal of assistance in the toxicology field from Dr. DuPont's agency, in the form of four pieces of equipment and four additional positions working in drug screening.

A relatively healthy-appearing young person dead, with no obvious trauma, represents a rather sizable challenge as to what he died of. My office, the former Coroner's Office, now Medical Examiner's Office, works very closely with a 38-man Homicide Squad of the Metropolitan Police Department, and we are in hourly contact with these men. I know them by their first names. And they know my phone number, as I think most everybody else in Washington does, usually at 2 o'clock in the morning.

We get excellent histories as to how and when and where these individuals were found and when last seen, and so on.

The presence of needle tracks are always an indicator that the person was a drug user. The history of no previous illness, as we are able to obtain from health records throughout the city, eliminates another cause of death.

And then, of course, the complete autopsy is done. And if the cause of death is not found, we then start analyzing the stomach contents, urine, blood, liver, kidney, brain, to see if we can arrive at a toxicological cause of death.

We are misled from the signs occasionally. We had a young 19-year-old male, who was found dead with the needle in the vein in the arm. We did not think we had any big problem because we thought this was surely heroin. My toxicologist came back and said, "I am not picking up heroin in that urine." We completed our autopsy and found that the individual had had a very classical stroke, a rupture of an internal vessel of the brain. And we analyzed the syringe that the individual was found with, and it contained metamphetamine, which may well have precipitated a sudden rise in blood pressure and caused this individual to have a stroke.

This I use as an exemplary case, where good toxicology is of the utmost importance. I am very grateful for the advances made in the Medical Examiner's Office by Dr. DuPont, for the work he has done, in giving me equipment and technical assistance.

SHORTAGE OF AIR CONDITIONERS

Senator INOUYE. A few weeks ago there appeared an article and a picture indicating that it was necessary for you to perform your autopsies outside the building because of the shortage of air conditioners. Is that situation as bad as the article suggested?

(The newspaper article appears on p. 1717 in appendix.)

Dr. WHELTON. The situation I hope can be rectified. We now have air conditioners in the windows. We do not have any 220 lines to run them with at the present time, but we are in hopes of getting those.

The Morgue is a building built in 1938, Mr. Chairman, and it is getting old, like all of us. We have leaking water pipes, we do not have electrical intake or input to run a number of electrical devices.

A reporter from one of the local papers approached me and said, quoting from Dr. Werner Spitz, who is the Assistant Medical Examiner in Baltimore, and said:

"Dr. Spitz says you have no place to do decomposed body autopsies." He said:

"That is right." I said, "I have an air-conditioned autopsy room, but when I bring a decomposed body in there in the summertime, the rest of the building is cooled or a large segment of it by suction window

fans, which pull air. So the odor of that autopsy room is then circulated through the entire building."

I said, "In those situations I usually go out back and do them. We block off the driveways and do them."

And the reporter said, "Is that bad?"

And I said, "Well, bees chase me sometimes."

And this became the lead paragraph in that article, which I feel was my fault, but I was answering the questions as they were being presented to me, sir.

Senator INOUYE. I am glad to hear your explanation, sir. I had horrible pictures of cadavers all over the back yard.

Dr. WHELTON. I do this as a courtesy to the rest of the staff of the building.

Senator INOUYE. Thank you, sir.

RELATIONSHIP BETWEEN NARCOTICS AND CRIME

Senator PERCY. I have just one question that may well be more appropriately asked in the Law Enforcement Section, but you certainly have a knowledge in this field, also, Doctor. Are you able to determine the relationship between narcotics and crime in the District, and do you have any feel as to the cost of crime caused by narcotics? What do you think could be done, if your budget could be increased, to do a better job in the treatment end to cut down crime?

Dr. WHELTON. That is a wide range, Senator Percy. I would love to have a new facility in which to work. I would like to have a large area and staff to do teaching of law enforcement personnel. We do this occasionally, but we have to do it and do our regular work at the same time.

When we get stability in our Homicide Squad, it takes us about a year or so to train a good homicide detective. These men do nothing but death investigations. They used to do abortions but they have sort of given up on that now and are doing nothing but death investigations which include murder.

We are able to instruct these men at the autopsy table and so on, to raise their index of suspicion greatly when they do go out on the street in crime detection, and so on. Their learning increases my security in their reports.

We feel, as everyone else in the country does, that there is a crying need for forensic trained pathologists, who will aid in the detection of the unrecognized murder. More agencies are needed to train such pathologists, such doctors.

With the addition of excellent certified, well trained pathologists to the staff, it is entirely possible that medical school affiliation could be developed and medical students could be brought in, given early exposure to this work and develop an interest in it, and they may in turn go into the fields of forensic pathology or forensic sciences in general.

I think this would help detect crime and in that way reduce it. Costwise, I could not put this down in dollars and cents.

Mr. RUTLEDGE. Mr. Chairman, I think when Dr. DuPont joins us, he might be able to give additional information to the committee about the cost relationships between narcotics and crime.

We do have some information regarding that.

Senator PERCY. Thank you.

TRAVEL ACCOUNT

Mr. JORDAN. Mr. Rutledge, the information available to the committee indicates that in fiscal 1970, the Department of Human Resources' travel account disbursed $76,123. For the first 6 months of fiscal year 1971, the Department of Human Resources disbursed $29,587.93 from their travel account. It might be that the committee will have questions of others of your departmental heads with reference to individual travel; but speaking to the whole account for the Department of Human Resources, I wonder if you would indicate to the committee which of its travel was other than second class if, in fact, any of it was.

Mr. RUTLEDGE. Some of it was. Just a minute.

Senator INOUYE. While you are looking for that, I would like to thank our chief medical examiner for his assistance this morning. Thank you very much.

Mr. RUTLEDGE. I find that it is not indicated completely, Mr. Chairman. But certain ones are indicated, and I would have to check the record on certain others. My information, and I am sure the committee has this, my three trips were first class. The information does not show which of the others were, and I will have to check that and supply the information.

Mr. JORDAN. Would you be good enough to do that for the record? And in your case, was it necessary for you to submit justification for first-class travel, or is it automatic for your office?

Mr. RUTLEDGE. Each time I submit a justification for it. The kinds of trips I take are usually trips in which I have a lot of work to do in connection with this trip. Since I also spend every moment that I can reviewing materials and documents, I use the traveltime as additional office time. I could not do this in the normal tourist or economy class. I submit the justifications for it, and, thus far, they have been approved.

JUSTIFICATION

Mr. JORDAN. Would you be good enough to also include the justification for the record here, the same justification you submitted at the time of those trips?

Mr. RUTLEDGE, I will submit it for the record.

(The justification follows:)

DEPARTMENT OF HUMAN RESOURCES FIRST CLASS TRAVEL FISCAL YEAR 1971

Name	Date of Travel	Destination
Philip J. Rutledge	Oct. 26, 1970 to Oct. 29, 1970	Houston, Tex.
Do	Dec. 3, 1970 to Dec. 11, 1970	Atlanta, Ga.
Do	Feb. 3, 1971 to Feb. 7, 1971	Sacramento, Calif.

Note: The listing above was first class travel performed by the Department of Human Resources during fiscal year 1971.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
September 8, 1970.

To: Oreste F. Maltagliati, Associate Director for District Accounting.
From: Graham W. Watt.
Subject: First Class Travel—Philip J. Rutledge.

Mr. Rutledge has been authorized to attend the Annual Meeting of the American Public Health Association, Inc., in Houston, Texas, October 26, 1970, and the National Rehabilitation Association's Annual Conference on September 27 in San Diego, California.

Because of the considerable work required by Mr. Rutledge to prepare for these conferences prior to the start of the meetings and the necessity to confer with officials enroute to the meetings, I authorize him to travel first class to and from the conferences.

If you have any further questions on this matter, please let me know.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
November 13, 1970.

To: Oreste F. Maltagliati, Associate Director for District Accounting.
From: Graham W. Watt, Deputy Mayor.
Subject: First Class Travel—Philip J. Rutledge.

Mr. Rutledge has been authorized to attend the Forty-Seventh Annual Congress of Cities Conference in Atlanta, Georgia, December 4–11. (National League of Cities)

Because of the considerable work required by Mr. Rutledge to prepare for this conference prior to the start of the meeting, and the necessity to confer with officials enroute to the meeting, I authorize him to travel first class to and from the conference.

If you have any further questions on this matter, please let me know.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
January 14, 1971.

To: Oreste F. Maltagliati, Associate Director for District Accounting.
From: Graham W. Watt.
Subject: First Class Travel—Philip J. Rutledge.

Mr. Rutledge has been authorized to attend the Executive and Council Meeting of the American Society for Public Administration in Sacramento California, February 3–7, 1971.

Because of the considerable work required by Mr. Rutledge to prepare for this meeting prior to the start of the conference and the necessity to confer with officials enroute to the meeting, I authorize him to tarvel first class to and from the conference.

If you have any further questions on this matter, please let me know.

VETERANS AFFAIRS ADMINISTRATION

STATEMENT OF JOHN G. MILLER, DIRECTOR, CONTACT AND ADMINISTRATION SERVICE, DEPARTMENT OF VETERANS' BENEFITS

ACCOMPANIED BY:

P. O'DELL, CHIEF CONTACT OFFICER, V.B.O.

BOWIE JOHNSON, ASSISTANT TO THE GENERAL COUNSEL

SERVICES AVAILABLE TO VETERANS

Senator INOUYE. In my study of the justifications for the District of Columbia Veterans' Affairs Office, I thought it would be helpful to first understand exactly what Veterans' Services are available to Veterans in the District of Columbia through the Office of the United States Veterans' Administration.

I, therefore, asked the VA to send a representative here this morning. We are pleased to have with us Mr. Bowie Johnson, the assistant to the general counsel, for the VA, and Mr. John Miller, veterans benefits director in the District of Columbia.

Welcome to the committee, sir. Would you advise the subcommittee as to your capability to assist them in the District of Columbia.

Mr. JOHNSON. Yes, sir. I would like to introduce Mr. Miller, who is the head of our Contact and Administration Services.

Senator INOUYE. Mr. Miller.

PREPARED STATEMENT

Mr. MILLER. Mr. Chairman, Gentlemen of the Committee: I have a statement that I would be glad to submit.

Senator INOUYE. Without objection, it will be received, sir.

(The statement follows:)

Mr. Chairman and Gentlemen of the Committee: The mission of the Contact Program of the Veterans Administration is to furnish information, advice and assistance to veterans, servicemen, dependents and survivors concerning benefits provided under laws administered by the VA or other agencies. Under the Contact Program, outreach services as defined in subchapter 4, Title 38, U.S. Code, provide that all veterans receive timely and appropriate assistance to aid them in applying for and obtaining such benefits necessary to the achievement of a rapid social and economic readjustment to civilian life and the attainment of a high standard of living for themselves and their dependents.

The Contact outreach effort begins in Vietnam under the program title of "Operation Early Word." Nine volunteer employees of the VA in Southeast Asia are providing counseling on VA benefits to our combat troops there. This effort continues at over 300 military separation points in the U.S. where orientation programs, featuring the showing of the film, "You Owe It To Yourself," are conducted. At 180 military hospitals the wounded and disabled servicemen receive benefit and rehabilitative counseling at their bedside. Upon release from military service, the returning Vietnam veteran is the recipient of particualr attention directed toward complete one-stop service through a national network of 70 United States Veterans Assistance Centers.

With a million servicemen returning to civilian life annually, the need for VA outreach services continues to grow. By the close of this fiscal year, we will have interviewed personally over 3 million beneficiaries and held conversations by telephone with almost 10 million of them. Briefly, this is the national picture.

To achieve the mission of the Contact Program in the District of Columbia, service is provided at the Veterans Benefits Office located at 2033 M Street, N.W., an auxiliary unit at 810 Vermont Avenue, the United States Veterans Assistance Center at 25 K Street, N.E., and the VA Hospital on Irving Street, N.W. Additionally, full-time itinerant service is provided to the servicemen patients at the Walter Reed Army Medical Center, and part-time service is provided to veterans at St. Elizabeth's Hospital and the U.S. Soldiers' Home. Further, itinerant service is provided to other military installations in the Washington metropolitan area and other facilities under the jurisdiction of the Government of the District of Columbia.

The total staffing of the Veterans Benefits Office Contact Division is 54. Of this number, 30 employees are assigned at the M Street location, seven are assigned at the auxiliary unit on Vermont Avenue, eight are assigned at the USVAC on K Street, two are at the VA Hospital on Irving Street and three are assigned at Walter Reed. The remaining four employees are engaged in providing itinerant service to the aforementioned military and non-military installations.

In addition to providing essential information and assistance, the Contact Representative serves as a catalyst . . . a motivator . . . an advocate . . . and a counselor to the veteran and his dependents. He assumes these roles to insure that the veteran receives all the benefits for which he has eligibility. These benefits include, but are not limited to, education and training assistance, medical and dental care, home loan guaranty and mobile home entitlement, compensation, pension and rehabilitation service, together with insurance, special housing and automobile allowance for those who meet the criteria set out by law.

According to VA research statistics, there are 121,000 veterans residing in the District of Columbia. Of this number 20,000 are Vietnam era veterans. In order to reach the veteran population, the Contact Program employs the following methods of communication: personal interviews, telephone interviews and correspondence.

In the first eight months of the current fiscal year, a total of more than 34,000 veterans or their dependents visited our three major locations; almost 207,000 telephone interviews were completed and over 14,000 replies were made to letters received from the veteran population.

To insure that all separatees from the military are informed on all benefits legislated for them by the Congress, arrangements were made for the Department of Defense to furnish the VA with a copy of the separation document on every individual leaving service. Using the name and address furnished on this form, the VA sends a letter to the veteran inviting his inquiry to the local VA office for information and discussion about his benefits. All Vietnam era veterans with an address in the District of Columbia are being sent this letter. Procedures provide that veterans who respond to the letter will be provided the requested information. For those who are considered educationally disadvantaged and who do not reply to the letter, additional efforts are made to reach and encourage them to avail themselves of their entitlements.

Experience has shown that a major concern of the recently separated veteran is employment. Strictly speaking, job finding assistance is a function of the Department of Labor. However, the VA, recognizing this basic need and being very desirous of providing as much help as possible to the veteran, has established a Job Bank at the USVAC on K Street.

In the first eight months of the current fiscal year, 1,930 job referrals and 1,132 confirmed job placements were made; 665 jobs were obtained in the private sector through use of the VA Job Bank and 467 veterans were placed in Government employment by the full-time Civil Service Commission representative stationed at USVAC.

This is a brief resume of Contact service in the District of Columbia and the Washington metropolitan area. We shall be pleased to provide any additional information you may desire.

MISSION OF CONTACT PROGRAM

Mr. MILLER. I would be glad to summarize it for you, if I may.

I would like to introduce Mr. Edward O'Dell, who is the contact officer for the Veterans' Benefits Office here in the District.

The mission of the Contact Program of Veterans' Administration is to furnish information, provide advice and assistance to the veterans, their beneficiaries and others, who are interested in individual veterans' benefits. This requirement for service is now incorporated in title 38, where it is a mandate on the Veterans' Administration.

In carrying out this mandate today, our program starts actually in Vietnam. Since 1967, we have had VA volunteers, VA representatives, who have volunteered to serve a tour of duty in Vietnam, to take service directly to the servicemen. I might add, two of our representatives lost their lives about 2 years ago in Vietnam.

This effort that starts there continues in the United States. We provide service to about 300 separation points for servicemen returning or released to civilian life. We provide bedside to the seriously disabled serviceman in about 200 military hospitals. In this group, we try to reach them as early as possible, as early as it is medically feasible, to get them thinking about the benefits to which they will be entitled at separation. In many cases, we can begin vocational counseling and actually induct into training the seriously disabled serviceman, while he is still in the Service.

After release from the Service, we have a network, a national network of Veterans' Assistance Centers in some 70 cities. On a national basis this year we will provide personal interviews to nearly 3 million beneficiaries and by telephone it is almost 10 million beneficiaries.

To carry out this mission here in the District of Columbia services provided at the Veterans' Benefits Office, which is located at 2033 M Street, an auxiliary unit at 810 Vermont Avenue, and the U.S. Veterans' Assistance Center, which is located at 25 K Street, Northeast. In addition, we provide service at the VA hospital on Irving Street, Northwest, and we provide full-time itinerant service at the Walter Reed General Hospital and to several other points within the District or within the vicinity.

STAFFING

Now, our total staffing of the Veterans Benefits Office, Contact Division at the moment, is 54 employees. Thirty of the employees are assigned at the M Street location, seven are assigned at the auxiliary unit on Vermont Avenue, and eight are assigned at the Veterans Assistance Center on K Street. Two at the VA hospital on Irving Street and three assigned at Walter Reed. The remaining employees provide itinerant service to a variety of installations, military and otherwise, in the area of the District.

INFORMING VETERANS OF BENEFITS

In carrying out the mandate of title 38 in informing new veterans of all of their benefits to which they are entitled, we, through arrangements with the Department of Defense, receive a copy of the separation document at our computer site in Austin. From there, we generate a computer letter, which has a timetable for the application—we receive applications for benefits where limitations are imposed—what we call, a turnaround post card, which permits the serviceman to mail to us asking for additional information, and to receive a personal telephone call if this is desired.

58-979 O - 71 - pt. 1 - 47

The information that we have from our statistical data on veteran population indicates that there are about 121,000 veterans residing in the District of Columbia, of which approximately 20,000 are Vietnam era veterans. It is indicated that there are about 1,000 Vietnam era veterans returning to the District of Columbia on a monthly basis.

I might add, our Veterans Assistance Center on K Street, although job-finding assistance is not a legal responsibility for the Veterans' Administration, that because of our interest in veterans generally, we have established a Veterans Benefit Office in the District which has established a small job-finding assistance unit there. And although the numbers are low, I think they are significant.

During the first 8 months of the current fiscal year, almost 2,000 job referrals were made and 1,132 confirmed job placements were made. Of these jobs, 665 were obtained from the private sector and about 467 jobs were obtained through the Civil Service Commission representative who is stationed at our center.

This is a brief summary of the services that are available in the District. Mr. O'Dell and myself would be happy to try to respond to any further questions.

RELATIONSHIP TO DISTRICT OF COLUMBIA VETERANS AFFAIRS ADMINISTRATION

Senator INOUYE. I thank you very much, sir. I am certain you are acquainted with the District of Columbia Veterans Affairs Administration?

Mr. MILLER. Yes, sir; I am familiar that there is one. I do not have knowledge about the details of their operation.

Senator INOUYE. I asked the VA representative to appear this morning to advise this subcommittee if you felt that there was some duplication in effort or services with reference to veterans.

Mr. MILLER. Mr. Chairman, I think I would like to express it more as the services provided by this organization and others around the Nation supplement the facilities of the Veterans' Administration. Most States have a state department of veterans affairs, although not all have that title. The title varies from State to State. They administer a wide range of benefits which are not Federal benefits. And these run from free fishing licenses to tax rebates, to educational programs for children of seriously disabled or deceased veterans, loan-guarantee provisions, free recording of separation documents, and a wide variety.

So I think in a sense, this organization provides typically this type supplemental service provided by the VA.

Senator INOUYE. Are you aware of any activities in the city of Washington, veterans benefits, that would not be carried out by your organization, such as the fishing license you mentioned?

Mr. MILLER. I am not that familiar with the programs, I can think of several areas that are possibilities. For example, generally, these organizations assist veterans in attempting to correct military records. For example, types of discharge. These are functions and responsibilities of the Department of Defense, but, typically, organizations such as the one in the District provide that assistance to veterans. I am sure that is being done by this group, and I am sure there are others that I do not have personal knowledge of.

STATEMENT OF A. LEO ANDERSON, DIRECTOR

BENEFITS NOT PROVIDED BY U.S. VETERANS' ADMINISTRATION

Senator INOUYE. We have with us Mr. Leo Anderson, the director of the Veterans Affairs Administration.

Mr. Anderson, you just heard the representative from the U.S. Veterans' Administration. Can you advise this subcommittee of activities or benefits which are provided veterans of the city of Washington, which are not provided by the U.S. Veterans' Administration?

Mr. ANDERSON. Mr. Chairman, I would be delighted to present a few of the areas which I made some notes. If I am permitted, I would like to read these.

Senator INOUYE. Please proceed.

Mr. ANDERSON. When requested, we prepare and present initial claims applications for or on behalf of veterans, their widows, orphans, or dependents, to obtain pension, compensation, insurance, and other benefits to which they may be entitled, which normally entails documentary evidence necessary in the development and presentation of claims such as birth, death, marriage, and divorce certificates. These we are fortunate in obtaining through a reciprocal agreement with the respective State directors of veterans affairs and the vital statistics Divisions of their respective States.

We act for the veterans, or claimants as their accredited representative before VA adjudication boards. As you know, the Veterans' Administration does not process cases against itself. Therefore, their is a heed for the accredited representative type of power-of-attorney activity.

Senator INOUYE. Is this the same service provided by the American Legion, VFW?

Mr. ANDERSON. Yes; the same type of service. In fact, in the District of Columbia we handle American Legion power-of-attorney cases Veterans of World War I, and AMVETS.

When circumstances appear to be favorable for the veteran, when the case is brought to our attention, we obtain and examine the claimant's folder and determine if it is in the best interest of the veteran to reopen his claim whether it is an ongoing claim or a claim that has been abandoned.

We do prepare formal appeals on claims scheduled for the Veterans' Administration appellate divisions. Again, because the Veterans' Administration does not process claims against itself.

We do provide photocopy service to the veterans coming into our office, usually four copies of his DD-214, because he needs these four, we feel, in his various readjustment processes. We provide notary public service for the veteran in areas where we have to submit certified documents for Veterans' Administration use, and for use in his case presentation before military review boards, in the instances of a bad paper discharge.

SERVICES PROVIDED

We process and diary all requests by social workers of the Social Services Administration in cases that involve a veteran, a veteran's widow (by ceremonial or common law marriage), or the child or

children of a deceased veteran, for purposes of obtaining Federal benefits from the VA, thus reducing in many instances payments from the D.C. government. These cases are diaried and when we complete our action the social worker is provided a copy of our findings.

I have mentioned common-law marriage, because Washington, D.C., is one of the States that is recognized by the Veterans' Administration to accept common-law marriages for purposes of favorably adjudicating certain claims before the VA.

In instances involving possible benefits for veterans who qualify for aid and attendance or household rates, we personally visit the household and prepare applications or necessary affidavits during the visit and attempt to increase the monetary remuneration for the particular veteran if he is, or does qualify for the benefit.

We service the veterans who are members of the RCA facility at Occoquan with respect to their needs with VA claims.

Considerable correspondence is generated, particularly from D.C. residents who are serving in the military and addressed to the office of the Mayor-Commissioner which is subsequently assigned to our office for reply and/or action. The subject matter varies in nature but is generally associated with problems with the Defense Department where we utilize our liaison contacts to assist in resolving the problems where applicable.

We handle problem cases of varying natures that are referred to us from various city government agencies, members of the District of Columbia City Council, city hall complaint center, veterans organizations, State directors of veterans affairs and county service officers throughout the country, and Members of Congress.

We provide typewriters for those individuals who need to brush up on their speed and accuracy prior to taking civil service examinations to qualify as clerk-typists.

Assistance is provided on an individual and personal basis to veterans in the preparation and tailoring of applications for Federal employment (SE–171) and/or their resumes for private employment.

In-depth counseling is provided in cases involving undesirable, bad conduct, dishonorable and other similar types of discharge prior to establishing an interview with an appropriate official to represent the case before the military discharge review or other boards.

We assist the transient veteran with transportation to his home city or temporary housing when the case is referred to us for assistance. There is a very high incident of transient veterans in and out of the city of Washington, D.C.

In an effort to be of assistance to the N.T.A., our technicians have included a new interviewing technique whereby the veteran is asked about any affiliation with drugs or narcotics, prior to, during, or since separation from the military. If the veteran is agreeable a 9-page set of questions are asked, his voluntary answers are noted, and the completed form is forwarded to the Director of N.T.A. for his processing and use.

Various Services Administered

All veterans who report to the D.C. Selective Service office following separation from the military, receive a letter from our office welcoming them on their return to the city and offering them our services

and assistance. In addition, a large "Commendation Certificate" is prepared and signed by Mayor Washington and mailed to the veteran.

During this Vietnam conflict in Southeast Asia, a total of 166 District of Columbia young men have given their lives in South Vietnam. When these casualties occur we prepare a letter for the signature of Mayor Washington, along with the certifying documentary, and this letter of condolence is sent to the next of kin of the deceased serviceman.

We act as liaison between the D.C. Government agencies and the local congressionally chartered veterans organizations and their auxiliaries in matters relating to their functions, programs and problems in addition to serving as advisor to the Mayor's Advisory Committee on Veterans' Affairs.

Assist with civic and veterans functions in planning activities for Memorial Day, Veterans Day, Independence Day, Citizenship Day, May Day and other commemorative events in the city.

As a member of the National Association of State Directors of VA, we meet twice yearly, discuss and act on problems of common interest and make known our recommendations to the appropriate Federal Government agency officials for their consideration and/or action.

We are continuously interceding with the various operating branches of the U.S. Civil Service Commission in matters affecting veterans preference, grievances, retirement, testing procedures, and so forth, when a veteran or his widow request our intervention with regards to a specific case.

In addition to this, Mr. Chairman, we are preparing to provide in-depth itinerant service to the planned nine DHR service areas of the city, where Mr. Rutledge is very interested in providing the total delivery of service to the people of the city. We will be, I am sure, asked to provide itinerant service to St. Elizabeths Hospital, which we do on a request basis at this time, as well as D.C. General, of St. Elizabeths Hospital is absorbed within DHR. In the next month or so should a merger take place at Occuquan, where the D.C. Veterans Home may merge, then we will be required to assist out there on a more frequent basis.

These briefly, Mr. Chairman, are some of the items and areas of work units that we associate ourselves with, which are normally not the mission of the U.S. Veterans' Administration as Mr. Miller pointed out, with respect to the requirement of title 38 of the United States Code.

BENEFIT OF TRIPS TO VETERANS CONVENTIONS

Senator INOUYE. I am most grateful to you for your assistance. I believe the record will now indicate that your Department provides services not presently provided by the U.S. Veterans' Administration.

During the fiscal year 1970, and in the first 6 months of this present fiscal year, the records indicate that you attended various veterans conventions in Miami Beach; in Portland, Oreg.; Detroit, Mich.; Philadelphia, Pa.; Atlanta, Ga.; St. Croix, Virgin Islands; and Warrenton, Va.

Mr. Anderson, do you believe that these trips or your attendance at these veterans conventions benefit the veterans of the city of Washington?

Mr. ANDERSON. That, sir, is a compilation of 2 years.

Senator INOUYE. Yes, sir, fiscal year 1970 and the first 6 months of this fiscal year.

Mr. ANDERSON. Yes, sir. In each of these instances, sir, I have been invited to participate in the various committee functions associated with these respective conventions; wherein the contributions, I hope that were made by myself and others of my category of standing in the respective States, did assist in preparing items for congressional consideration in Federal legislation that has benefited the entire veteran population of the Nation.

In addition to that, sir, we are most anxious here in the city of Washington, D.C., to promote as many meetings and/or conventions as we can, because of the necessity of obtaining revenue for the city. And in each of these instances, again, we make sure that the respective organizations are aware of the fact that we want them back, at least once a year and sometimes twice a year. We lost one veterans organization meeting last year which is usually held here in September. They went to Rome to make a presentation to the Pope. We acquiesced to that, of course.

But basically, sir, the information that is available to us at the time of these conventions, and the caliber and type of speakers that are assigned to these conventions, give us a tremendous insight into the future planning of the veterans benefits spectrum of benefits around the Nation.

Senator INOUYE. Thank you very much, sir.

Senator Percy?

NUMBER OF VETERANS FROM VIETNAM IN THE DISTRICT OF COLUMBIA

Senator PERCY. My questions are just general in order to get a better picture of the depth of the problem you are trying to deal with. It could be answered by the left or right.

Do you have any idea as to how many veterans from Vietnam we have in the District?

Mr. ANDERSON. May I address myself to that question? A figure was just given and I am not questioning the figure, except that on a monthly basis, through the cooperation of the Selective Service Director, I receive approximately 125 names and addresses of District of Columbia residents who have reported to the Selective Service Office, which is a mandatory type of operation. So the 125 figure that I have accumulated monthly over the past 3 years has amounted to less than 1,500 per year.

I have the names and addresses and statistics on file on that item. In the meantime, the Veterans' Administration did publish a June 1970 compilation indicating the veteran population in D.C. from the Vietnam era conflict amounted to 7,000 people. On the other side of the coin, the Veterans Benefits Office which processes all of the educational benefits in the city of Washington, D.C., has a figure whereby they indicate that a little better than 21,000 Vietnam era

veterans are receiving educational benefits who reside in the city of Washington, D.C.

This points up two items very vividly. One is that the migration of veterans in and out of D.C. is a very fluctuating figure; and second, D.C. is recognized as an educational center.

In the meantime, the 7,000 veterans that we have are residents of the District whom we know about. About 2,700 are in training in the Washington Technical Institute, D.C. Teachers, and the Federal City College. And a tremendous amount of these veterans are obtaining their high school equivalency in Armstrong High School, and other high schools who are equipped to take care of this facet of their education.

The figure used as 21,000 Vietnam era veterans is a misleading figure with respect to the documented Vietnam era veteran population of the city.

INCIDENCE OF ALCOHOLISM AND NARCOTICS

Senator PERCY. You mentioned alcoholism and narcotics. Have you made any kind of study or are any figures available as to the incidence of alcoholism and narcotics on the part of men who had no such problem when they went to Vietnam, but had it when they returned?

Is this a minor problem or a serious problem?

Mr. ANDERSON. I would suggest, Senator Percy, that perhaps Dr. DuPont could give you some in-depth data on that with respect to both areas. With the exception of only one figure that I have regarding the incidence of alcoholism at the RCA Center at Occuquan, where at this point they do have as members out there, 10 Vietnam era veterans who are confirmed alcoholics.

Senator PERCY. From your general experience, though, is this a serious problem or a minor problem that we face in helping veterans adapt when they return to this country and society, if they are on hard drugs?

Mr. JOHNSON. Senator Percy, to be honest, I do not believe I have enough information to respond to your question, I can say that I believe that the Veterans' Administration has recognized and our Chief Medical Director has recognized that it is a problem of some proportion, through the somewhat recently announced establishment of, I believe, five treatment centers, alcoholic and drug treatment centers.

Senator PERCY. But Dr. DuPont would be the best person to advise the subcommittee, in your judgment.

In other words, you are not handling this as a highly specialized problem limited just to veterans; it is a general problem, requiring that veterans be handled the same way as anyone else with this problem who resides in the District?

Mr. JOHNSON. Senator Percy, I am representing the Veterans' Administration here today, and I cannot answer that question.

EMPLOYMENT OF VETERANS

Senator PERCY. Right. You have figures on the number of veterans who have been placed in jobs, but no figures on the number of veterans who have had difficulty getting jobs. Is there a large group of returning

veterans who are unable to be employed now, or are having difficulty getting employment; or is that not a serious problem?

Mr. JOHNSON. I can respond to that one from our own experience somewhat. It has been a problem. I believe that some of the places, statistics would indicate that in the age group of 20–24 of the Vietnam era veteran, the unemployment rate is something like 13.5 percent. For members of minority groups it rises, I believe, to in the neighborhood of 20 percent. It is a problem.

I might mention that it has been recognized of the need for efforts to assist in finding jobs. There is a Jobs for Veterans Committee which got underway late last year, which is devoting its efforts to try to bring to the attention of both the governmental and the private sector the qualifications of this particular group from our society, and their need for assistance in both the job finding and job training.

Mr. ANDERSON. Senator Percy, you may be interested in knowing, if I may——

Senator PERCY. Surely.

Mr. ANDERSON. We keep a statistical count on a monthly basis with Unemployment Compensation here in the District. This is the type of yardstick we like to refer to because this gives us a better picture of the District of Columbia veterans who are unemployed.

We have found that as of the end of January this year, there were 1,631 Vietnam era veterans drawing unemployment compensation in the District of Columbia alone. This is just District of Columbia veterans. With an additional 161 new claims filed that month for unemployment benefits.

In February, those veterans drawing unemployment compensation numbered 1,687, and that is the last figure I have. These benefits, as you know, run from 22 to 39 weeks, with a maximum of $76 a week and a minimum of $30. So, the unemployment problem with the newer veterans, that segment of Vietnam era veterans, is a serious one.

LACK OF ACTIVITIES ON WEEKENDS

Senator PERCY. One last question. I am not sure whose responsibility this would be on the national level, but I have been visiting recently the veterans hospitals in Illinois. I have been there on the weekends particularly and I have found that the main complaint voiced by those patients is that the weekends are very dull for them. They just sit and look at each other, look at the walls; there is very little to do. The staffing is more limited. Do we have any such problem at the veterans hospitals here in the District?

Mr. JOHNSON. Senator Percy, I cannot respond; I have no information about that subject. I will be glad to take the comment back out and see it gets to the people who are responsible.

Senator PERCY. I would be very appreciative.

This was the uniform complaint. There were no movies, nothing to do. Many of the patients cannot leave the hospital premises. Quite a few leave on weekends who are not subject to this restriction, but this is a widespread complaint.

It seems, since the country is filled with so many people who want to help and want to do something, and feel unneeded and unwanted because no one asks them to do anything you could put the two

groups together. Volunteers could help patients write letters and come out and show films. Or people that have shows in town here, who do not run Sunday matinees, might be able to come out and do something to show these men they are not forgotten, neglected, and uncared for. Many of the patients have no relatives who will call on them.

I would very much appreciate it.

Mr. JOHNSON. I will be happy to.

Senator PERCY. Thank you very much.

Senator INOUYE. Gentlemen, I thank you very much.

NARCOTICS TREATMENT ADMINISTRATION

STATEMENT OF DR. ROBERT DU PONT, DIRECTOR
ACCOMPANIED BY LEE DOGOLOFF, DEPUTY DIRECTOR

DRUG ADDICTION IN D.C.

Senator INOUYE. The last of the Administrations to be considered this morning is the Narcotics Treatment Administration. The Director of Narcotics Treatment Administration is Dr. Robert DuPont.

Dr. DuPont, in the past two and a half weeks, we have received testimony and letters from individuals suggesting that one of the major problems confronting the city is the problem of drug addiction. It has been suggested that there are anywhere from 15,000 to about 20,000 active addicts using the hard stuff in the city of Washington. It has been suggested by law enforcement officers that over 90 percent of the crimes involving property are drug related, that these crimes are carried out to pay for the habit.

It has been estimated that these drug-related crimes are presently costing the citizens of the city of Washington anywhere from a half million dollars a day to $2 million a day.

Whatever these statistics, it is dreadfully obvious to this committee that narcotics is a very serious problem in the city of Washington.

Your little agency is now involved in a rather dramatic program. None of us in this subcommittee have the answers, but from what we have read, and from what we have tried in the past, your program may be the most promising. If it is the most promising, then I think it behooves this subcommittee to make every effort to recommend to the Congress that adequate funds be appropriated to rid this city, and hopefully this Nation, of this dreaded addiction.

You have heard Mr. Rutledge make his opening statement. Do you wish to add anything to that?

Dr. DUPONT. No, Mr. Chairman, I do not.

Senator INOUYE. Then if I may, I would like to proceed with my questions, sir.

CURES EFFECTED BY PROGRAM

A few days ago an official in the law enforcement agency, who has been involved with heroin addiction in this city for about 20 years, suggested to me that he knew of only one heroin addict during the period of 20 years who had been successful in abstaining from heroin for more than 5 years. This is one man's opinion. But this is from his experience.

Now, if this indicates the difficulty of obtaining freedom from this drug addiction how many cures do you have—do you think many have been effected by your program since its inception?

Dr. DuPont. The concept of cure is a very difficult one to use in dealing with heroin addiction. One of the problems we have had nationally is an inappropriate focus on abstinence as the ultimate criteria by which any program effort is judged.

This has created a very serious problem. The fact of the matter is, at least in my experience, that there are a fairly sizable number of people who are heroin addicts who can achieve abstinence. They are, however, a relatively small percentage of the total number of people who have used heroin over any period of time.

There have been some who have achieved abstinence through participating in our programs. But I think this is not the most relevant criteria for judging the program's effectiveness. I would suggest the goal of rehabilitation makes more sense in judging a program.

For example, employment, productive participation in social life and family life, decreased arrest rates and decreased use of illegal drugs.

These are the criteria which make sense, and by those criteria I think our program has been a substantial success.

Substantial Success

Senator Inouye. Would you like to give further details of what you mean by substantial success?

Dr. DuPont. The climate of the city has changed with respect to heroin addiction in a fairly dramatic way in the last year. Whereas a year ago a heroin addict in the street had really very little option. He had to go to the pusher. He had to commit crime to obtain the money to buy heroin. Now large numbers of heroin addicts are able to come into programs and get methadone. This is the key to the NTA's success.

This has changed the climate considerably. As one former drug dealer told me, "There aren't very many hundred dollar a day habits left in the city."

When a habit gets up to a large amount like this, it involves a tremendous amount of hustling; it is exhausting, and very dangerous for the person pursuing it, and the people do come into programs.

The community experience has changed because of him. We do not have so much of the desperate kind of criminal behavior that we had before.

We have been able to show that the people who are in our program have lower rates of arrest than people who drop out, or than these people had before they came into the program. They are also more likely to be employed.

We have some individuals here who can talk about that later in this session.

Senator Inouye. Applying your criteria, how many cures have you had since the inception, in numbers?

Dr. DuPont. There is the problem of relapse. It is an issue of how many there are at a particular point in time. As in alcoholism, a person who has a serious problem will not say he is cured. He will say he risks going back into that at some future time.

It is very similar with heroin addiction. At this time I would say there are probably 2,000 people in the city, maybe 1,500, who are making a very good adjustment right now because of the NTA program.

JUSTIFICATION OF $35 MILLION

Senator INOUYE. Dr. DuPont, I have noted your comments in the press in which you have suggested that you would need approximately 10 times the present budget, or $35 million to do the job, to treat the 16,000 individuals whom you estimate to be the city's population of heroin addicts. What hard facts can you give us indicating the success of your program, to justify $35 million?

(See article on p. 1721 in appendix.)

Dr. DUPONT. First of all, we obviously could not use $35 million right now. It is not clear to me that that ultimately will be the amount. But we need a gradual increase in funding to find out what the limits of the program are in terms of attracting addicts and showing success, and in terms of working out administrative problems.

It is not possible to open up 10 clinics in the city overnight, even if funds were available. You have to recruit the people and train them. I am certainly not here asking for $35 million for tomorrow, but $35 million is the best estimate I can come up with, for it would take that to do the whole job to end heroin addiction in the city.

SUCCESS OF PROGRAM

In terms of the success the program has had, we have done a 6 months' evaluative study of patients who have been in the program. We released that information to the public, and I have a copy of it that I would be happy to share with you. What it shows essentially is that 55 percent of the total patients in the program on May 15 were still in the program 6 months later.

It shows that about the same percentage, 55 percent, were employed or in full-time training at the end of that period of time.

It shows a reduction in arrests.

(The information follows:)

Narcotics Treatment Administration
Office of the Director
122 C Street, N. W., Suite 200
Washington, D. C. 20001

January 12, 1971

Summary of Six Month Follow-Up Study

There were 1,060 heroin addict patients in treatment with the Narcotics Treatment Administration on May 15, 1970. Six hundred twenty five (625) of these were randomly selected and followed for six months by the Research and Development Division of the NTA.

The Youth Division of NTA differed significantly from the adult programs and is therefore considered separately.

There were 475 patients in the adult program sample on May 15, 1970. Six months later, on November 15, 1970, 217 (46%) of these people were still active and reportable* with their original NTA program. In addition, 43 (9%) were active and reportable in other NTA programs into which they had transferred. Thus, a total of 55% of the clients reportable to NTA as of May 15 remained reportable to NTA six months later (Table 1). Eighty nine (19%) of these 475 had been arrested for a new charge during the six months follow-up period.

The highlights of this follow-up study are reported in Tables one through four.

It is noteworthy that there is a much higher retention-in-program rate in high dose methadone treatment than in other treatment classifications (Table 1).

The high dose methadone group not only achieves this high retention rate (86%), but also has the lowest arrest rate (12%) (Table 2).

The arrest data was also examined comparing the arrest rate of individuals in the NTA programs with the arrest rate of those who left the program. The former had an arrest rate of 2.8% per patient-month of treatment while the latter (the dropouts) had an arrest rate of 5.7% per month after leaving the program.

*A Patient is "reportable" if he has been seen at least four times in the 14 consecutive calendar days preceeding the weekly NTA census.

Table 3 reports arrest rates after 6 months in the community for heroin addicts releasted from the Department of Corrections before the start of NTA in 1970. This table is included for comparison purposes.

Tables 4 and 5 contain data on employment rates and dirty urine rates. Both are encouraging but suggest the need for increased counseling and job placement.

The 150 patients in the Youth Program fared less well (see Client's Functioning in the Youth Division Programs - May 15, 1970 - November 15, 1970). Only 1% of these youths received methadone maintenance treatment while an additional 10% received either methadone detoxification or emergency short-term methadone treatment (methadone hold). Thus 89% of the sample never received methadone. Forty-two percent (42%) of the youth clients were arrested during the course of the six month follow-up. Sixty of the 150 youths remained in the program after six months (40% retention rate) but only 18 of these were still giving regular urine samples (12% of 150).

The results of the Youth Division program were generally similar to the results of the abstinence programs for adults. The results of the abstinence programs are not as encouraging as the results from high dose methadone maintenance treatment. However, it must be emphasized that while there were many failures in the abstinence programs there were at least a few apparent successes -- for example while 42% of the youths were arrested during the six months follow-up, 58% were <u>not</u> arrested.

This summary relates to NTA's performance with patients who were in the program from May 15 through November 15, 1970. Since May 15, there have been some improvements in our programs and a great enlargement. On January 8, 1971, NTA had 2,670 reportable patients. Of this total 1,402 receiving methadone maintenance treatment, 526 were on methadone detoxification, and 35 were on emergency doses of methadone (methadone hold). Thus 1,963 (74%) were receiving methadone and 707 (26%) were abstinent.

Table 1

Retention in Adult Programs by Treatment Received 5/15 - 11/15

	Abstinence		Methadone Detoxification		Maintenance 59 mgms. or less		Maintenance 60 mgms. or more		Total Methadone Maintenance		Total	
Still in Original Program	(11)	12%	(24)	39%	(34)	29%	(148)	72%	(182)	56%	(217)	46%
In Other NTA Programs	(3)	3	(1)	2	(10)	9	(29)	14	(39)	12	(43)	9
Left NTA	(77)	85	(36)	59	(72)	62	(30)	14	(102)	32	(215)	45
Total	(91)	100%	(61)	100%	(116)	100%	(207)	100%	(323)	100%	(475)	100%

58-979 O - 71 - pt. 1 - 48

Table 2

Arrests in Adult Programs by Treatment Received - 5/15 - 11/15

	Abstinence		Methadone Detoxification		Maintenance 59 mgms. or less		Maintenance 60 mgms. or more		Total Methadone Maintenance		Total	
Returned to Jail for Non-Compliance	(5)	5%	(0)	0%	(1)	1%	(0)	0%	(1)	-%*	(6)	1%
Arrested, New Charge	(28)	31	(13)	21	(24)	21	(24)	12	(48)	15	(89)	19
Not Arrested	(58)	64	(48)	79	(91)	78	(183)	88	(274)	85	(380)	80
Total	(91)	100%	(61)	100%	(116)	100%	(207)	100%	(323)	100%	(475)	100%

*Less than 1%.

Table 3. COMPARATIVE ARREST RATES FOR CLIENTS ASSOCIATED WITH NTA AND WITH THE D.C. DEPARTMENT OF CORRECTIONS FOR A SIX MONTHS PERIOD

	NTA Clients in Adult Programs		D.C.D.C. Clients		DATRC Clients	
Arrested	(89)	18.7%	(38)	35.8%	(10)	27.8%
Not arrested	(386)	81.3	(68)	64.2	(26)	72.2
Total	(475)	100.0%	(106)	100.0%	(36)	100.0%

Table 4

Employment Status in Adult Programs by Treatment Received as of 11/15*

	Abstinence		Methadone Detoxification		Maintenance 59 mgms. or less		Maintenance 60 mgms. or more		Total Methadone Maintenance		Total	
Employed Full Time	(8)	80%	(10)	42%	(16)	47%	(65)	44%	(81)	45%	(99)	46%
Student or Job Training Full Time	(1)	10	(0)	0	(0)	0	(11)	8	(11)	6	(12)	6
Employed, Student or Job Training Full Time	(9)	90	(10)	42	(16)	47	(76)	52	(92)	51	(111)	52
Employed Part Time	(0)	0	(0)	0	(0)	0	(6)	4	(6)	3	(6)	3
Employed or Student full or Part Time	(9)	90	(10)	42	(16)	47	(82)	56	(98)	54	(117)	55
Unemployed	(1)	10	(14)	58	(18)	53	(65)	44	(83)	46	(98)	45
Total	(10)	100%	(24)	100%	(34)	100%	(147)	100%	(181)	100%	(215)**	100%

*For clients still enrolled in original program only.
**Does not include one hospitalized client and one client whose employment status was unknown.

Table 5

Illicit Drug Usage in Adult Programs by Treatment Received
During the One Month Period - 10/15 - 11/15*

	Abstinence	Methadone Detoxification		Maintenance 59 mgms. or less		Maintenance 60 mgms. or more		Total Methadone Maintenance		Total	
All tests positive.	(0)	(1)	4%	(3)	8%	(11)	7%	(14)	7%	(15)	7%
Some tests positive; some negative	(3)	(10)	40	(15)	43	(55)	38	(70)	39	(83)	38
All tests negative	(8)	(14)	56	(17)	49	(80)	55	(97)	54	(119)	55
Total	(11)	(25)	100%	(35)	100%	(146)	100%	(181)	100%	(217)	100%

*Includes only those clients remaining in original program after 6 months.

SUCCESS OF PROGRAM

Most of the program's success was concentrated on the methadone maintenance group which made up about half of the cohort which was studied. The abstinence population did much less well.

When you look at the high dose methadone maintenance, retention was 86 percent over that period of time, and the arrest rate was correspondingly considerably less.

CHARACTERISTICS OF METHADONE AND HEROIN

Senator INOUYE. For the record, would you enlighten the committee by briefly describing methadone and heroin characteristics, their effects on people and the cost involved?

Dr. DUPONT. Heroin is a refined product of morphine which comes from the poppy plant. It is only available on the black market and is very expensive, largely because of the black market aspect. That is, it is not expensive to make or distribute heroin. If it were legitimate, it would be quite cheap.

GOING RATE FOR HEROIN

Senator INOUYE. What is the going rate?

Dr. DUPONT. The going rate on the street is $1 or $1.50 a capsule. How many milligrams of heroin are in a capsule is anybody's guess. The person on the street does not know, and I am not sure what the average is. It is very hard to get a figure from the Bureau of Narcotics and Dangerous Drugs or anybody else about what the per milligram cost is. The product that is available on the street has no quality controls built into it.

That we do know about how much the average addict pays for his heroin on the basis of various surveys, both in this city and elsewhere. The average figure is around $50 a day. A number of people pay substantially more than that and, of course, no one in our city, or at least very few, can afford $50 a day after they have paid any other expenses they might have, without turning to criminal activity.

HISTORY OF HEROIN ADDICT

Heroin is injected intravenously in almost all cases. It must be taken several times a day to prevent withdrawal symptoms.

Now, the typical history of an addict is that he is on heroin for a time and then off for a period of time, usually when he is in jail or in the hospital or very ill. Addicts have periods of abstinence interspersed with their periods of addiction. The essential problem is that they experience the return of the craving for the drug even after they have stopped taking it and go through the withdrawal symptoms. This is the fundamental problem with treatment.

METHADONE

Methadone has a number of characteristics that differentiate it from heroin. It is orally effective, it does not have to be injected. It can be taken once a day. The dose can be stabilized so that the person who is taking methadone can be stabilized at a dosage any-

where above about 40 milligrams. We use about 100 milligrams as our typical daily dose. The addict does not require more of this.

What happens to the heroin addict who is on methadone? He feels normal; he is not ill, he is not sleepy, he does not have other problems. The methadone patients have two side effects in a fair percentage of cases. These are constipation and excessive sweating. Those are really the only two chronic effects of long-term use. On the other hand, methadone is a narcotic drug and it is dangerous to other people.

We had a death in the District of Columbia of a 2-year-old child, the daughter of two patients on our program. So I do not want present methadone as a panacea, or say that everybody ought to be on methadone. I think, however, that most chronic heroin addicts are best treated with methadone maintenance. However, there are some chronic heroin addicts who can make it on abstinence and, of course, we have abstinence capability in our program and we encourage abstinence for those who choose that route.

Senator INOUYE. Is methadone addictive?

Dr. DUPONT. Absolutely. It shares many qualities with heroin, one of which is, it is addictive, just as addictive as heroin.

Senator INOUYE. I have been told they are now black marketing methadone.

Dr. DUPONT. Yes; methadone keeps on the black market fairly well with heroin. When available in an injectable form, it is used as a substitute for heroin, and produces a high, very much like heroin. This is why we dispense methadone only in a noninjectable form and why we take considerable precautions to have the patient take the methadone on the premises.

COST OF METHADONE TREATMENT

Senator INOUYE. What is the cost of each treatment, each pill?

Dr. DUPONT. Well, the basic minimum cost when bought in bulk quantities, can get down to 4 cents for a daily dose. It actually costs considerably more than that for a number of reasons. One is that the preparation we are now using in all of our take-home doses is a "disket," as it is called, a noninjectable tablet form, and the costs are considerably higher, up in the range of 25 to 40 cents for a daily dose. However, the major cost of the program does not have anything to do with the drug itself, but relates to the program surrounding the drug, specifically the counseling and control. If you merely gave out prescriptions, for example, for methadone, it would be very cheap. You would have no effect, however, or very little effect.

The heroin addict coming into a program must make a transition from being a street addict to being medical patient. This involves a shift in the person's sense of himself. That does not happen overnight. That involves having him come back to the program regularly and joining the program.

For example, 38 percent of all NTA's staff are former heroin addicts. This is very important, because these are the people who come in contact with the patients. They are people down the pike who can relate back to the experience of shifting from being a criminal addict to becoming productive members of society.

The cost per patient in our program is about $1,400 a year. It depends on how you calculate it. Your staff may have a better estimate of how much my program costs than I do, because they have been over my books very carefully. But that is my estimate.

CONTROL OF MINIMIZING BLACK MARKETING

Senator INOUYE. Do you feel you have sufficient control to minimize the black marketing of methadone pills prescribed or issued by your office?

Dr. DUPONT. I am deeply concerned about this. I have asked Chief Wilson and the Narcotics Squad to let me know of any evidence they have of any NTA methadone getting into the black market. It is quite easily recognizable because the bottles that it comes in are labeled with our name on it, and we are the only ones using the disket pill now.

In the last year, we have had no samples of our methadone being sold that they know of. That does not mean none have been sold. I am not completely convinced that some have not been sold. I am concerned about the black market issue, and we have taken precautions to reduce that chance.

I am more concerned however with the possibility of accidental overdoses of children and others from the use of methadone. The overdose problem is very difficult because the patient's experience, when he drinks the methadone, is to have no effect at all from the drug. He easily can conclude that he is carrying around vitamin pills or something. Then he might leave the methadone pill in a place where a child or someone else who's not a patient could take it, and this can be fatal. I am very concerned about that problem.

(The following to be supplied for the record:)

RELATIONSHIP WITH COLONEL HASSAN JERU-AHMED AND BLACKMAN'S DEVELOPMENT CENTER

Q. What is the Narcotics Treatment Administration's relationship with Colonel Hassan Jeru-Ahmed and the Blackman's Development Center?

What is your opinion of the Center's drug treatment program?

(See articles on p. 1822 in Appendix.)

METHADONE MAINTENANCE PROGRAM BY PRIVATE PHYSICIANS

Q. What is the feasibility and practicality of a methadone maintenance program carried on by private physicians in office practice?

What problems have you encountered in connection with third party deaths or addiction from methadone dispensed to addicts?

(See articles on p. 1725 in Appendix.)

NARCOTICS TREATMENT ADMINISTRATION,
Washington, D.C., March 23, 1971.

Mr. LES WHITTEN,
c/o Jack Anderson,
1612 K Street, NW.,
Washington, D.C.

DEAR Mr. WHITTEN: This is in response to your telephone call of March 22 in which you asked for my comments on the treatment program of the Blackmans Development Center (BDC).

The basic Narcotics Treatment Administration policy leading to grants being made to the Blackmans Development Center was our desire to contract with diversified programs already operating in the City in the hopes of finding the most effective approaches to end the epidemic of heroin addiction. The treatment grant from NTA to BDC is part of this experimental program. Grants have now been made to six different community-based groups. One of these groups is BDC. These are one year purchase of services contracts which are being carefully monitored through our computer system. All patients served through these grants come to NTA to have their pictures taken, to complete an intake form, and to get an identification card. They then give urine samples regularly which are analyzed in NTA laboratories. We also get information on employment and arrest rates on these patients.

Six months of the one year contract has now passed. When the year ends, we will have evaluated the performance of each of the contractors and we will then decide which programs should be dropped, which should be continued, and which should be expanded.

Colonel Hassan and his staff have played an important and constructive role in dramatizing to the Washington community the serious epidemic of heroin addiction. BDC opened its first facility to treat drug dependents on May 15, 1969. This was four months before the Department of Corrections began its NARC program—the first of the City Government's new programs. The Narcotics Treatment Administration began on February 18, 1970, as a major District of Columbia Government treatment program for heroin addicts. Thus, BDC was a pioneer.

On September 1, 1970, NTA signed a contract with BDC to provide treatment for 300 heroin addicts who are released to their custody from the Courts. This purchase of service contract called for us to pay BDC $10,000 a month for one year. BDC has not been able to maintain a caseload of 300. Therefore, we are now re-negotiating the contract with them to bring the specifications into line with their performance. We may reduce the contract caseload. As originally drafted, the cost per patient-year was $400. This is considerably less than NTA's current cost in our own program of about $1,300 per patient-year. On March 19, 1971, BDC reported 133 patients. This is equivalent to a cost of $902 per patient-year. Other changes may also emerge as we re-negotiate the contract.

In addition to the treatment contract, we granted BDC $24,000 on September 1, 1970, for their education and prevention programs over the next twelve months. NTA also granted BDC $25,000 of Model Cities funds for education efforts in the Model Cities area. This grant went through the usual review of the Model Cities procedures. This six-month grant was made December 21, 1970.

These three grants totalling $169,000 from NTA to BDC are being evaluated carefully with a thorough audit of all expenditures. The results of the audit are not yet available. Similarly, we have not yet evaluated the patient care services of BDC.

Realistically, I think it will take six more months until we have hard data on the contract programs. In terms of the overall efforts of the city the contract programs play a significant role even though only about 20% of our funds are devoted to them. We have high hopes that one or more of these programs will perform well and lead to the development of better treatment techniques for dealing with heroin addiction.

Already they have had one important effect: It is possible now for addicts seeking treatment to select from quite divergent programs which are attempting to meet their needs. For example, some people in the community think (wrongly, I'd say) that NTA is over-emphasizing methadone maintenance and even "forcing people to take methadone". We can now say that any NTA patient can go to BDC for detoxification if he wants this. If NTA ran all the programs in the city, this would not be true.

Narcotics treatment is an uncertain business. We need diversity. Our contract programs help us get this. The Washington community and NTA's funding sources can count on a careful accounting of performance of each program. But we don't want to release figures prematurely—especially when they may reflect unfairly on some programs.

If you have any specific questions, I'd be glad to try to answer them.

Sincerely,

ROBERT L. DUPONT, M.D.,
Director.

A. In cooperation with the District of Columbia Medical Society I am exploring the role of the private practitioner of medicine in methadone treatment of heroin addiction. My current thinking is that this work is best done by a comprehensive clinic and that the very substantial dangers involved in the private practitioners use of methadone outweigh the personal and social benefit.

There have been three deaths of adults from the use of NTA methadone. None of these individuals was an NTA patient. They all took methadone with either alcohol and in two of the cases with heroin. They died of multiple drug intoxication. We are making strenuous efforts to reduce the likelihood of this sort of tragic event.

Even more tragic was the death last month of a two year old daughter of two of our patients. This child accidentally swallowed her mother's methadone.

STATEMENTS OF SIX ADDICTS

VALUE OF METHADONE PROGRAM

Senator INOUYE. As I explained earlier in these hearings, I believe that the citizens of this city, the average city employee, and the participants in the city's many programs can contribute greatly to the work of the city. To this end, I have sought the views of some of these people by going to them—just as I first went to the mayor. In a number of cases when I thought it would serve a constructive purpose, I have brought them here to participate in one of our formal sessions. Such is the case this morning.

Before proceeding, I would like to read from the record of last year's committee report which restored $1 million to the Narcotics Treatment Administration's budget:

> As a matter of the highest priority the committee has provided the full amount of $1,758,900 as requested in the budget for this new agency. No program or agency in the District of Columbia is confronted with such a daring opportunity or a more far-reaching problem than that presented the Narcotics Treatment Agency. The Agency's innovative search for a solution to the grave and growing problem of drug abuse is not without very real hazards. However, in its action the committee affirms its hope for the program and its confidence in those who are directing it.
>
> The increase of $987,900 over the amount provided by the House is included as a lump sum for the most productive program possible in this fast paced and rapidly changing activity. The committee will, however, carefully monitor the expenditure of the funds and has specifically not provided for the increase in positions requested. It is hoped that the bureaucratic structure surrounding the program will be held to a bare minimum.

When I called upon Dr. DuPont to demonstrate the effectiveness of this program and account for his stewardship of these funds, he mentioned that he thought his program had already been of significant value and assistance to at least a thousand victims of drug abuse. My early questions have perhaps indicated the horror of addiction and widespread belief that treatment is most often futile and cures virtually nonexistent. This view has perhaps stigmatized efforts of our fledgling program to deal with this dreaded problem.

In any event, in following up the doctor's remark, he was asked to submit a listing of the numbers of the thousand patients for whom he felt the program had been of demonstrable assistance. Ten of these numbers were selected at random and I invited them to appear here this morning. Several of them were unable to appear, but those who are here are performing a most valuable public service. In addition to their willingness to assist the committee in its understanding of the nature of their problem, they hope also that through us they may help others.

So I would like for those who came this morning with Dr. DuPont to step forward at this time and take a seat at the table in front of me.

May I once again tell all of you how grateful I am for your participation in these hearings. We hope through your participation you will help others to rid themselves of this dreaded addiction.

In order to maintain some privacy, we will not identify our participants by name, but by the numbers that have been given them by the Agency.

I would first like to ask all of you a general question, to tell us something about yourselves, how long you have had this habit, if you have been involved in crime, to what extent, how it has affected your home life, whether you feel that the program is effective, and do you feel that this program should be expanded.

May we start with Number 6067.

QUESTIONING OF NUMBER 6067

NUMBER 6067. Yes, sir, I think this program should be continued. It is a very good program. I have been an addict for 20 years.

Senator INOUYE. You have been an addict for 20 years?

NUMBER 6067. Twenty years. This is really the best thing that has ever happened for me, and I hope for others, too. Because we create pain in more ways than one. I have been incarcerated a number of times. At this time, now, I think I am a pretty good living example of what methadone has done for me, and I hope for others, too.

For the very first time, I have never had the relief as I have now. By all means, I hope this program continues. It is a very good program.

We have talked about employment. I say after methadone, it comes after methadone. For the younger ones, I think, they should initiate some type of program for everyone. When I was much younger, they had a program, the CCC Camp in the late 1930's and early 1940's, and since the majority of us are not skilled, I think it would help a great deal.

Senator INOUYE. Are you employed at the present time?

NUMBER 6067. No, sir, I have a heart condition due to narcotics. I have a ruptured valve.

Senator INOUYE. During the 20 years of your addiction, were you employed?

NUMBER 6067. At times, yes, sir.

Senator INOUYE. How did you support your habit?

NUMBER 6067. Sold narcotics.

Senator INOUYE. You sold narcotics?

NUMBER 6067. Yes.

Senator INOUYE. Are you married, sir?

NUMBER 6067. Was; divorced.

Senator INOUYE. And it is your feeling that this program has great potential?

NUMBER 6067. Yes, sir.

Senator INOUYE. And it should be continued?

NUMBER 6067. Yes, sir.

Senator INOUYE. Are you suggesting to others, whom you know with the habit to step forward and participate in the program?

NUMBER 6067. Yes, I have. And with them it has also been very successful.

Senator INOUYE. Thank you very much, sir.

EXPERIENCES OF NUMBER 6382

May I call on Number 6382. Sir, would you tell us something about yourself?

NUMBER 6382. I used narcotics for 5 years. I have been in the methadone program going on a year. To me, it has really done a whole lot for me, because I was married; I had four kids, and while I was using narcotics I wouldn't work, I wouldn't support my family. When I got on methadone, I straightened up, you know. And I don't have no skills, but I am going to school now for offset printing. And when I was using narcotics, I had quite a few jobs, quite a few good jobs, but when you have got a habit, you just don't feel like working. But with methadone it is different.

Senator INOUYE. How expensive was your habit, sir?

NUMBER 6382. Well, my habit ran from $65 to $70 a day.

Senator INOUYE. How did you pay for this habit?

NUMBER 6382. I stole, broke in houses. A little bit of everything to get the money.

Senator INOUYE. Do you believe this program is working?

NUMBER 6382. Yes; it is working. I figure it should go on, because if they were to discontinue the program, I think the District of Columbia would really be in trouble.

Senator INOUYE. Have you discussed this program with friends of yours who are presently addicts?

NUMBER 6382. Yes, I have. Quite a few of them have joined the methadone program. And then you have the others that just want to continue using drugs.

Senator INOUYE. How old are you, sir?

NUMBER 6382. 25 years old.

Senator INOUYE. 25, and you have been an addict for 5 years?

NUMBER 6382. Right.

Senator INOUYE. Thank you very much.

HABITS OF NUMBER 6616

May I now call on Number 6616.

NUMBER 6616. I have used narcotics for 18 or 20 years.

Senator INOUYE. 20 years?

NUMBER 6616. Yes, sir.

Senator INOUYE. How old are you, sir?

NUMBER 6616. Forty-nine.

Senator INOUYE. Forty-nine?

NUMBER 6616. Yes, sir. Before I got on the program, I was not able to work, hold a job. I supported my habit by stealing or so-called grousing; would enter through drugstores and steal narcotics. I imagine all of us had to sell a little narcotics, too. Any way that we could get it.

But since I have been in the program, I have been able to obtain a job, to hold it, and I am employed at this time. I think it is a very good thing.

Senator INOUYE. From what you say, I would gather that you believe in this program?

NUMBER 6616. Very much, sir.

Senator INOUYE. And you think it will help others?

NUMBER 6616. Yes, sir. I do.

Senator INOUYE. Have you discussed this with acquaintances of yours who may be on the habit?

NUMBER 6616. Quite a few, yes, sir.

Senator INOUYE. Do you believe that you will be able to continue this program without going back to heroin?

NUMBER 6616. As long as I can get methadone, yes, sir; I am satisfied. If I couldn't get methadone, I am satisfied I would go back to narcotics. I have tried a number of times to quit; in fact, the last time I was arrested, I quit cold turkey and I made a promise to myself, if I ever got out that time, I would never go back to narcotics. Yet, when I made bond, I didn't even wait until I got home. I called my connection from the bondman's office to meet me. I couldn't even wait until I got home to get a fix. And most people I know, were in the same kind of position as myself.

Senator INOUYE. Can you tell us how you first got to become an addict?

NUMBER 6616. How I first became an addict?

Well, I was turned on by another addict. It gave me a feeling that I liked; it was a high, something I never obtained from the use of alcohol. I used to drink, and I don't know, it just gave me a feeling that I never had any other way.

Senator INOUYE. How expensive was your habit?

NUMBER 6616. Up to around $100 a day.

Senator INOUYE. $100 a day?

NUMBER 6616. Yes, sir.

Senator INOUYE. Are you married, sir?

NUMBER 6616. I am separated at this time.

SENATOR INOUYE. You feel that you will be able to lead a normal life from now on?

NUMBER 6616. Yes, I do.

Senator INOUYE. And you would recommend this program to others who are afflicted with this problem?

NUMBER 6616. Anyone who is using narcotics, I would highly recommend it.

Senator INOUYE. Thank you very much, sir.

EXPERIENCES OF NUMBER 9022

May I call on Number 9022. Could you tell us something about yourself, sir?

NUMBER 9022. I have been using drugs for about 1½ years, you know. Like since I have been using, when I first used them, like things just weren't going right. But since I have been in this program, I am working and getting back into society and I believe I am going to be a very useful person as long as I am on this program.

Senator INOUYE. How old are you, sir?

NUMBER 9022. Nineteen.

Senator INOUYE. Nineteen. You started when you were 16½?

NUMBER 9022. Yes, sir.

Senator INOUYE. You were in high school, then?

NUMBER 9022. I had just dropped out.

Senator INOUYE. How did you get your first shot?

NUMBER 9022. From another addict.

Senator INOUYE. How expensive was your habit?

NUMBER 9022. About $35 to $40 a day.

Senator INOUYE. How did you support this habit?
NUMBER 9022. Hustling, stealing, any way I could get some money.
Senator INOUYE. Do you think that you can continue on this program?
NUMBER 9022. Yes, sir.
Senator INOUYE. Have you discussed it with your friends?
NUMBER 9022. A lot of them. A lot of them have joined the program.
SENATOR INOUYE. And I suppose you want to continue this program?
NUMBER 9022. Yes, sir.
Senator INOUYE. You think it helps you?
NUMBER. 9022. Me and a lot of other people.
Senator INOUYE. Thank you very much.

BACKGROUND OF 8441

I now call on Number 8441. Would you like to tell us something about yourself?
NUMBER 8441. Well, I have been using narcotics about 8 or 9 years now.
Senator INOUYE. How old are you?
NUMBER 8441. Twenty-five.
Senator INOUYE. You started when you were in high school?
NUMBER 8441. Yes. And I have been on methadone ever since last April. I feel like myself now.
Senator INOUYE. Are you working now?
NUMBER 8441. No, but I have been looking for a job.
Senator INOUYE. How expensive was your habit?
NUMBER 8441. About $70 a day. It varies, but about $70 when I stopped.
Senator INOUYE. $70 a day?
NUMBER 8441. Yes.
Senator INOUYE. How did you support this habit?
NUMBER 8441. Anyway I could. Mostly stealing.
Senator INOUYE. It is your sincere feeling that this has helped you?
NUMBER 8441. I know it has helped me.
Senator INOUYE. And you would recommend this to others who are addicts?
NUMBER 8441. Yes. I even wanted, maybe if I could get a job or something, to work where I could talk to the younger kids at school, or like that.
Senator INOUYE. It was reported that methadone was now being sold in the black market. Have you heard of anything like that?
NUMBER 8441. No; I have heard of people trying to buy it off the corners.
Senator INOUYE. Thank you very much.

EXPERIENCES OF NUMBER 6267

May I now call on Number 6267.
NUMBER 6267. I have been using drugs for 13 years.
Senator INOUYE. For 13 years?

NUMBER 6267. Yes, sir. I am married and had a family. When I first started using drugs, my family and I couldn't get together. I just wouldn't do right, because I stole, begged, borrowed, took anything I could, to get the money. It didn't matter how I got it. Since I have been on methadone, I have a job now, buying a car, trying to buy a house, if I can get the money. I believe the program is a success.

Senator INOUYE. You are finding life is a better one now?

Number 6267. Much better, 100 percent.

Senatoi INOUYE. How old are you, sir?

NUMBER 6267. 30.

Senator INOUYE. So I presume you started when you were in high school?

NUMBER 6267. Yes, sir.

Senator INOUYE. How did you get introduced to the program?

Number 6267. I got curious, when a lot of my friends were on; I got curious and started using it, too.

Senator INOUYE. Were many of your classmates curious, also?

NUMBER 6267. There were many of them.

Senator INOUYE. Do you believe in this program?

NUMBER 6267. I really believe it; I depend on it.

Senator INOUYE. So I presume that you want us to continue this program?

NUMBER 6267. I think it would be a disaster if you didn't. I really think so.

Senator INOUYE. Do any of you have any criticisms to make about the program?

NUMBER 6267. The program has classes for new people coming into the program, to explain to them what is happening.

Senator INOUYE. Dr. DuPont, I think you made a homerun with us, You pick out six numbers at random and come up with a perfect score. I think these people have spoken very highly of the program, and I should commend you, sir.

LARGE AMOUNT OF PUBLICITY

Mr. JORDAN. I wonder if any of you have any suggestions as to how young people, or people who are not addicts, might not acquire such a habit as you acquired.

NUMBER 6616. I think that for any person who is young today, there is more publicity than there was when I was coming up. I think most young children should be more aware of the dangers of narcotics. It ruins your homelife; you have no social life whatsoever. You are constantly on the hustle, you have got to make a dollar.

Before I got on the program, the only way I could have come to this meeting, I would have had to have had a fix before I got here, and know I had one as soon as I got through. It is just no kind of a life. It is something that I had and I can honestly say I would rather see my child dead than a drug addict.

MOTIVATION TO PARTICIPATE IN PROGRAM

Senator INOUYE. I have just one question for all of you. The question is, what made you participate in this program?

NUMBER 6067. I was recommended from D.C. General Hospital. I was a patient there for my heart. They recommended me to this program, when it started at D.C. General.

NUMBER 6382. I just got tired of using drugs, really. Because once you stop and look at it, it is not smart. It is really stupid, you know. That is the reason I joined the program.

Senator INOUYE. How did you learn about the program?

NUMBER 6382. How did I learn about the program? From a friend of mine who was in it.

Senator INOUYE. So you voluntarily——

NUMBER 6382. Right, sir.

NUMBER 6616. Well, mine was more or less the same reason. I got to the point where narcotics on the street today are diluted to such an extent that you really don't get a fix. It would keep you from being sick. I talked to some of the people in the program. They told me with methadone you had no withdrawal pain, that you could maneuver, you could get by without taking it. So I decided I would at least give it a try. Actually, I had very little hope, because I had tried so many other things as a substitute.

When I first got in the program, you know, every time we receive medication we have to give a sample of urine. And the first 2 weeks, my urine was constantly dirty and my counsellor got on me pretty heavily about it. That is another good point about the program. My counsellor is an ex-addict and she told me what she thought about it. So I decided that I had to give it a chance. So I did abstain from the use of narcotics and I found out it was true; you don't hurt, you don't need it. And with methadone you get no high but you feel comfortable; you are not hurting, aching, or anything of that kind.

Senator INOUYE. How often do you have to report to the center?

NUMBER 6616. Every other day.

Senator INOUYE. So you are given 2 days' supply?

NUMBER 6616. One that we take there and one dose to take with us, right.

Senator INOUYE. Can you tell us how you got into the center?

NUMBER 9022. I was told by a friend that was already in the center. He told me about the program and I wanted to get off of this but just couldn't find a way to go, so I went up there and they gave me the help I needed to better myself.

Senator Inouye. That is the best step you have taken?

NUMBER 9022. Yes.

Senator INOUYE. Can you tell us how you got there?

NUMBER 8441. All of the hospitals—it was more like a miracle—because for all of the hospitals here, you have to wait for a 5 or 10-day period. I used to go over there every day, you know, begging them to take me in. And they said you have to wait in line, and I was desperately sick, ill. One day a friend of mine, you know, told me about the program. And when I went in, I was so sick I had to get my medicine first. Then I had to let them know who I was and fill out the application, the form.

I don't know, I don't even know what words to use. It was just so much for me. Last April at this time, if I had kept going the way I was, I probably wouldn't even be in jail. I would be dead today.

Senator INOUYE. Can you tell us how you got into the program?

NUMBER 6267. Yes, sir. When I had been incarcerated a few times and I went to the hospital in Kentucky, they didn't help. I heard about the program from a friend of mine. I went over there and, sure enough, it helped, really helped.

PARTICIPATION IN HEARINGS

Senator INOUYE. Once, again, may I thank all of you for participating in this morning's hearing. Your participation has been most eloquent and I am certain that those who read the transcript of these hearings will be most convinced of the merit of this program.

And if this program is to succeed and continue, I think the city can thank the six of you sitting in front here.

Dr. DuPont, do you have anything to add, sir?

Dr. DUPONT. I will just say, Mr. Chairman, that I am tremendously grateful for participating myself with this group. It is not my program, it is the group of us and the most important part of that group is the patient. I think this presentation does reflect how important the program is to many of us. Sometimes we get lost in a kind of bureaucratic kind of claiming one thing and counterclaiming another. We lose sight of the human dimensions of what is really going on. And I think this has been very good testimony to the human aspects of the NTA program. I am very proud to be able to work with the program myself.

Senator INOUYE. On behalf of the committee, I wish to commend you for your leadership in this program.

SUBCOMMITTEE RECESS

The subcommittee will now stand in recess until tomorrow morning at 9:30, when we will resume with the Department of Highways and Traffic, Department of Motor Vehicles, Motor Vehicle Parking Agency, Department of Sanitary Engineering, the Washington Aqueduct, and we hope to conclude the session with repayment of loans and interests. In the afternoon, we plan to begin consideration of the public schools. Until then, we are recessed.

(Whereupon, at 12:35 a.m., Wednesday, March 31, the subcommittee was recessed, to reconvene at 9:30 a.m., Thursday, April 1.)

CHRONOLOGICAL LIST OF HEARINGS

	Page
Monday, March 15, 1971:	
Office of the Commissioner	1
City Council	35
Office of the Secretariat	43
Tuesday, March 16, 1971:	
Office of Budget and Executive Management	63
Personnel Office	87
Employees' Disability, Unemployment and Workmen's Compensation	96
Office of Community Services	97
Office of Civil Defense	118
Office of Criminal Justice Plans and Analysis	124
Planning Office	134
Wednesday, March 17, 1971:	
Office of Budget and Executive Management	137
Department of Finance and Revenue	141
Office of Corporation Counsel	185
Department of General Services	189
Department of Economic Development	195
Public Library	207
Friday, March 19, 1971:	
Other Independent Offices and Agencies	219
Assistant to the Commissioner for Youth Opportunity Services	224
Assistant to the Commissioner for Housing Programs	251
Alcoholic Beverage Control Board	261
Monday, March 22, 1971:	
Board of Parole	265
Department of Insurance	270
Minimum Wage and Industrial Safety Board	272
Recorder of Deeds	279
Public Service Commission	285
Zoning Office	291
Board of Appeals and Review	296
Human Relations Commission	303
Board of Elections	317
Office of Surveyor	325
Commission on the Arts	327
Commission on the Status of Women	337
Commission on Judicial Disabilities and Tenure	341
Tuesday, March 23, 1971:	
Metropolitan Washington Council of Governments	365
Washington Metropolitan Area Transit Commission	368
Miscellaneous Contributions:	
School Transit Subsidy	372
Redevelopment Land Agency	385
Apprenticeship Council	392
Washington Convention and Visitors Bureau	393
Wednesday, March 24, 1971:	
Public Safety: Metropolitan Police Department	409
Thursday, March 25, 1971:	
Fire Department	477
Department of Corrections	492
National Guard	520
Friday, March 26, 1971:	
D.C. Court of Appeals	525
Superior Court	528
U.S. Courts	535
Public Defender Service	552
Bail Agency	564

58-979 O - 71 - pt. 1 - 49

	Page
Monday, March 29, 1971:	
Higher Education	571
D.C. Teachers College	575
Federal City College	585
Federal City College	613
Washington Technical Institute	621
Tuesday, March 30, 1971:	
Recreation Department	631
Human Resources:	
Office of the Director	661
Social Services Administration	677
Vocational Rehabilitation Administration	695
Wednesday, March 31, 1971:	
Community Health Services Administration	701
Hospitals and Medical Care Administration	715
Mental Health Administration	723
Office of Chief Medical Examiner	727
Veterans' Affairs Administration	733
Narcotics Treatment Administration	745
Thursday, April 1, 1971:	
Department of Highways and Traffic	779
Motor Vehicles	801
Motor Vehicle Parking Agency	813
Department of Sanitary Engineering	817
Washington Aqueduct	833
Repayment of loans and interest	837
Education/public schools	840
Friday, April 2, 1971: Education/public schools	881
Monday, April 19, 1971:	
Department of Sanitary Engineering	991
General Accounting Office, U.S	1003
Capital improvements	1047
Public schools	1091
Public Library	1109
Recreation	1113
Police Department	1119
Fire Department	1125
Department of Economic Development	1127
Human Resources	1129
D.C. Teachers College	1135
Federal City College	1141
Washington Technical Institute	1149
Tuesday, April 20, 1971:	
Department of Corrections	1155
Superior Court	1174
Department of Sanitary Engineering	1181
Department of Highways and Traffic	1199
Washington Aqueduct	1225
Nondepartmental witnesses	1229
Wednesday, April 21, 1971:	
City Council	1420
Federal payment to District of Columbia	1427
Statement of Mayor Walter E. Washington	1431
Camping of veterans on Mall	1470
Statement of Mayor Walter E. Washington	1473

LIST OF WITNESSES

A

Page

Achilles, Mrs. Francoise 1369, 1380–1381
Adams, Dr. Stuart N 499–500, 502
Addams, Nicholas 1255, 1259, 1261
Airis, Thomas F 779–791, 793–796, 799–800, 1199, 1203–1204
Alexander, James P 97–105
Allen, Mrs. Anita 969–974, 977–981
Anderson, A. Leo 737–742
Anderson, Stanley J 37–38
Arata, Clarence A 405
Avery, George A 285–290, 370–378, 381, 1232–1235

B

Back, Kenneth 19–20, 141, 159–176, 178-179, 181
Balcom, Loyde N 477, 481-489, 492, 1125-1126
Baisinger, Mrs. William 1346-1348
Baldwin, James 313–316, 426–427
Banks, James G 251–255
Barnet, Dr. Ann 1308–1310
Beaudin, Bruce D 564–569
Bedford, William J 921–927
Bingham, Hon. Jonathan 1470–1472
Blacksheare, Easter 1352–1354
Boggs, Hon. J. Caleb 489, 503, 504, 505–508, 510, 524
Borth, Daniel 1036–1307, 1042–1045
Bostick, Robert L 1367–1369
Bowman, Barbara 552, 560, 562–564
Boynton, George M 794–796, 799–800
Brady, George W 1272–1275
Bryan, Irving 298–300
Burton, Joseph 541
Butler, Willie 614

C

Carter, Al 615–616, 618
Cawein, Dr. Paul E 843, 851, 906, 916–917, 931, 948–950
Chaikin, Max 204
Clark, Robert ..... 23, 41, 58, 61, 87, 95, 104–105, 133, 174, 179, 233–234, 314, 323–324, 335, 339, 356–357, 443, 489, 492, 534, 551, 563–564, 583–584, 609–610, 720–721, 725–726, 799, 935–937, 980–981, 1198, 1247, 1373.
Cole, Joseph H 631–638, 656–660, 1113–1116
Coleman, Carl W 268–269
Coleman, Robert 1162
Cook, Billy D 162
Cooke, Dr. Paul P 575, 580–584, 1135, 1140
Coppie, Comer S 9–10, 12–14, 16–17, 19–20, 53, 75, 79, 82, 89–92, 95, 137–140, 204, 219–224, 353–354, 356, 359–363, 424–425, 430–431, 486–487, 514, 535, 777–778, 830–831, 837–840, 1015, 1064–1069, 1071–1075, 1085, 1088–1089, 1204, 1226–1228, 1261–1262, 1385, 1427–1430, 1490, 1492
Corletta, Robert J 1087–1088, 1115, 1121–1122, 1127, 1130, 1133, 1148, 1150, 1152, 1156, 1163–1165, 1195–1196
Crawford, Irvine M 1003, 1012–1017, 1032–1036
Cush, Frank C. E 92–93, 959–962, 1367, 1371

D

Page
Dahl, Bernard W 996–997
Dennard, Dr. Cleveland 621, 627–629, 1149–1152
DeRyder, Gerald 1043
De Soto, Richard A 459–460, 471, 472
Doherty, Francis X 207, 213–217
Dugas, Julian R 195–201, 203–206, 1127
DuPont, Dr. Robert 745–747, 755–757, 766

E

Eastman, Samuel T 58–60
Eaton, John N 87–92, 95–97
Ehrig, Leo J 169, 171
Ellison, Newell 341–344, 353–357
Ewing, Blair G 124–126, 131–133

F

Fenton, Maurice P 392–393
Ferebee, Dr. Dorothy 337–339
Ferrell, Rev. Albion H 269
Fisher, Charles 324
Fromm, Sandra 1357, 1365–1367
Fulford, Vicki 613–614

G

Goodwin, Lawrence 610, 1146–1148
Granados, Joseph B 1243–1244, 1246–1247
Green, John 1146
Greene, Charles T 277–278
Greene, Hon. Harold H 529–534, 1174–1176, 1179–1180

H

Hahn, Gilbert, Jr 35–41
Hampton, William B 813, 815–816
Hardy, Kenneth L 492–508, 510–511, 513–515, 519–520, 1155–1163
Harris, Torane 617
Hartley, John E 787–790
Hatton, Arthur B 294–295
Hawkins, Arthur G 862, 865–866, 906, 952, 959–960
Henley, Benjamin 898, 978
Hood, Hon. Andrew M 525–526, 528
Hubbard, Mrs. Harriet 1255–1259, 1261

I

Ingram, John 63–65, 71, 75, 78, 81–82, 85–87

J

Jackson, Norman E. 817, 820–824, 837–830, 993–997, 999–1001, 1181–1182, 1193
Jacobs, Lorenzo W 201, 203–204
Johnson, Bowie 733, 741–743
Johnson, Dr. Dorothy 905–906, 908–910
Jones, Dr. James L 224–234, 242
Jones, Leslie E 957–960, 962
Jordan, William M., Jr ..... 21, 40–41, 46–47, 53, 57–58, 61, 75, 86–87, 93, 95–96, 133, 169–171, 175–176, 179, 203–205, 242, 289–290, 321–322, 361–383, 387–389, 407, 427, 442–443, 469, 488–489, 510–511, 513–514, 534, 539–541, 550, 568, 607–610, 613, 615, 730, 764, 777–778, 796, 821–823, 1086–1088, 1115, 1121–1122, 1130, 1133, 1150, 1161–1162, 1164–1165, 1195–1196.

K

Kaminski, John J 539–541
Keller, Robert S 455, 460, 462, 470
Kester, John E 833, 836–837, 1225–1226

L

Lederer, Robert 1381–1383
Lee, Joe Y 1109–1112

Page

Lefstein, Norman 560, 564
Lombard, Edward P 271

M

Maphis, Franklin B 1246–1247
Mazlow, Albert 427–429
Miller, John G 733–736
Mister, Melvin A 386–389, 391
Montilla, Robert M 495, 496, 500, 508, 519, 1161
Moore, Rev. Jerry A., Jr 1420–1427
Moore, Sam 616–619
Morris, Mrs. Edward B 1286–1287
Morris, Mrs. Mary B 1319–1320, 1332
Murphy, Francis C 185–188, 1469–1470, 1478–1479
Murphy, Joseph P 801–811

N

Nash, Mrs. Robert 327, 334–336
Newman, Mrs. H 276–278
Nickens, Norman 898–900, 904, 931, 953, 956
Noel, Dr. Essex 723–726
Number:
6067 ..... 760, 576
6267 ..... 763–764, 766
6382 ..... 760–761, 765
6616 ..... 761–762, 764–765
8441 ..... 763, 765
9022 ..... 762–763, 765

P

Paige, Dr. Joseph 608–609
Papa, Anthony E 550
Percy, Senator Charles H 81–86, 268–269, 271, 277–278, 286–289, 295, 302, 378, 381–383, 391, 393, 394, 398–400, 432–437, 439–441, 447, 450, 452, 457–459, 465, 468–470, 729, 740–743, 1000, 1031–1032, 1466–1471
Perkins, Norval 319–324
Perry, Robert R 824, 829, 997–1001, 1197–1198
Pierson, Norman 695, 698–699
Powe, Floyd 454, 460, 462, 463, 464
Prescott, Dr. James 1294–1298

R

Randolph, Dr. Harland 585, 599–604, 606–612, 614, 1141–1148
Rhodes, George R 912–916
Ridley, Peter S 280–284
Roberts, Flora 981–983
Rodericks, George R 118–124
Rodgers, Charles M 510
Rudder, John 1230–1232, 1235
Runyon, Mrs. Charles 1317–1318
Russ, Willard L 1024–1025, 1030, 1035–1036
Russo, Albert P 683
Rutherford, Mrs. Thelma V 1332–1333, 1335–1337, 1339–1340
Rutledge, Philip J 668–675, 679–680, 701, 703–704, 726, 729–730, 1129, 1132–1133

S

Samuels, Wendell A 454–455, 462, 464
Schaller, Martin K 43–47, 57–58
Scheiber, Walter A 366–367
Scott, Dr. Hugh J 841–844, 846, 848, 850–852, 855–858, 860, 862, 864–866, 868, 870, 872, 877–879, 881–893, 896–898, 904–905, 910–913, 917–919, 922, 924–925, 928–930, 949–950, 953, 956–960, 962–965, 968, 981, 1091–1095, 1108
Seideman, Richard R 276
Selden, Marguerite 949–953

Page

Shearin, William 456, 461, 465
Simons, William 983–990
Simonson, Joy R 261–262, 339
Southward, Maj. Gen. Charles L 520–524
Standard, Dr. Raymond L 701–702, 704–713
Starobin, Sam D 189–194, 1058–1063, 1071–1073, 1086–1087, 1096–1098, 1100–1105, 1107, 1119–1120, 1122–1123, 1126, 1132, 1140, 1152–1153, 1158–1160, 1171–1174, 1175–1177, 1180
Strong, Edward F 455–456, 460, 461, 462, 464–465, 473, 474
Swanson, Carroll 199–201

T

Taylor, Fred 1313–1314
Taylor, Harris 893–896, 924
Terris, Bruce J 1250–1255
Thompson, Winifred C 678–679, 681–684, 691–693, 1129–1130

W

Wainscoat, James 456–459, 462, 466–471
Washington, Walter E 2, 3–5, 18–19, 23, 1431, 1435–1439, 1441–1451, 1466, 1469–1471, 1473–1482, 1488–1493
Washington, Dr. William J., Jr 703, 715–721, 1131–1132
Watkins, Rudy 616
Watson, Capt. Robert C 443
Watt, Dan M 836
Watt, Graham W 6–9, 18, 23–31, 33–34, 60–61, 82, 84, 120–121, 131–132, 134–135, 139, 162, 300, 302, 322–323, 355–356, 383–385, 407–408, 424, 430, 571–574, 609, 768, 777, 991, 1030–1032, 1043–1045, 1047–1061, 1431–1435, 1491
Webster, Arnold 1291, 1293–1294
Weir, O. L 393–396, 398–407
Werle, Francis B 325
Whelton Dr. Richard L 727–729
Wilson, Jerry V 409, 418–426, 428–429, 431–443, 447, 474, 1119–1121
Wittenburg, Ralph 1369–1373
Wixon, Henry E 170–172
Wolfe, Dr. Enid G 917, 930–932, 935–937
Woodson, Granville W 920–921, 1096, 1098–1104–1107

Z

Zanders, Theodore R 448–453

SUBJECT INDEX

A

Page

Accounting Systems Development 1036, 1044
Appendix I, Budget estimates as submitted to the Congress, April 19, 1971 1505
Appendix II, Statistical data and charts 1513
Appendix III, Related newspaper clippings 1683

B

Bicentennial 33, 403
Budget in general:
- Budget System 775, 830
- Financing plan 1429, 1473
- Long-range projections 23
- Mandatory and uncontrollable increases, definitions 22
- Statement of Budget Officer 9, 1427
- Statement of Deputy Mayor 6
- Statement of the Mayor 3, 1435, 1473
- Statement of Representative Bingham 1470
- Statement of Senator Percy 1466

C

Capital improvements program:
- Corrections, Department of 1155
  - Correctional detention facility 1157, 1161, 1179
  - Inmate labor, use of 1160, 1162
  - Renovation of culinary units 1159
  - Revisions to budget 1155, 1163
- D.C. Teachers College 1135
- Economic Development, Department of 1127
- Federal City College 1141
- Financing capital improvements, legislation for 1003–1015, 1031, 1054, 1067, 1088
- Fire Department 1125
- General Services, Department of 1169
  - Cooling equipment replacement 1171
  - Courthouse Building 1171, 1174
  - Personnel 1060–1063
- Highways and Traffic, Department of 1199
  - Unobligated balance of highway funds 1199
- Human Resources, Department of 1129
  - Glenn Dale Hospital 1131
  - Receiving Home 1059, 1129
- Lapsed projects 1502
- Police Department 1119
- Priority listing 1226–1228, 1075, 1107, 1121
- Public library 1109
- Public schools 885, 1091
  - Increased construction costs 1095
  - New elementary school, 31st and Erie SE 1102
  - New elementary school, Pomeroy and Erie SE 1103
  - New junior high school, Oxon Run Parkway 1100
  - Statement of President, Board of Education 1091
  - Statement of Superintendent 1092
- Recreation, Department of 1113
  - Beginning Park playground 1113
  - Campsite development 1115
  - Senior Citizens Center 1057–1059, 1115

Capital improvements program—Continued — Page
- Sanitary Engineering, Department of — 1181
  - Fort Reno Pumping Station — 1194
  - Incinerator No. 5 — 1181, 1226, 1420, 1431, 1073
  - Sewer separation — 1193
  - Trash baling and transfer station — 1195, 1421, 1425, 1433
  - Upper Potomac interceptor and outfall relief sewer — 1195
- Statement of Budget Officer — 1063
- Statement of Deputy Mayor — 1047
- Washington Aqueduct — 1225
- Washington Metropolitan Area Transit Authority — 1205
- Washington Technical Institute — 1149

Citizens and organizations of the District of Columbia, testimony of:
- City improvements — 1388, 1389
- Crime — 1252
- Day care centers — 1317
- Drug addiction — 1255
- Education — 1343, 1347, 1349
- Fire protection — 1243, 1286
- Food services — 1332, 1335
- Foster homes — 1313, 1319
- General budget — 1230, 1250, 1272, 1276, 1394, 1396
- Halfway Houses, narcotic and other — 1259
- Health and Mental Health Care — 1253, 1294, 1308
- Higher education — 1253
- New funds — 1250
- Psychiatric treatment — 1291, 1293
- Recreational needs — 1399, 1400
- School transportation — 1386
- Special education — 1291, 1352, 1357, 1368, 1380, 1403
- Taxicab meters — 1230
- Washington youth garden program — 1381
- Welfare payments — 1253
- Youth orchestra program — 1391

Civil Service System, separation of District from — 1491

Commission on Organization of the Government of the District of Columbia — 1408

E

Education:
- District of Columbia Teachers College — 575
  - Accreditation of college — 583
  - Average age of students — 584
  - Growth of college — 575, 580
  - Relationship to other public colleges — 580, 581
  - Residency requirements — 583
  - Scholarship program — 581
  - Statement of President — 575
  - Tuition — 582
- Federal City College — 585, 613
  - Accreditation of college — 611
  - Enrollment — 600, 603, 604, 605, 610–611
  - Lorton educational program — 607, 767, 840
  - Preparatory courses — 606
  - President-faculty relationship — 602
  - Problems of college — 599, 602
  - Salary of president — 610
  - Statements of representatives of student body — 613–619
  - Statement of president — 585
  - Student records — 600
  - Tuition cost study — 602
- Higher education study — 571

Education—Continued Page
Public schools 840
Absenteeism 1094–1095
Academic achievement project 864, 980, 982
Administrative problems 962, 963, 964
Adult education 949–952, 940, 972
Budget proposals 858
Additional funding possibilities 863–864
Budget increases 858, 973
Comparisons of budget levels 848–849, 873–876
Redirection of resources and program changes 858–860, 909–910, 971
Capital improvement program 885–887
Career development program 870, 911, 938, 948
Driver education program 956, 965
Drop out problem 843, 898, 913
Early childhood education, prekindergarten programs 888, 905–907
Elementary education 887, 905, 971
Objectives 861, 864, 866, 887–889, 910–913, 918–920
Per pupil expenditures 846
Personnel policies 956–958
Reading program 877
Clark Plan 864, 889–892, 979, 982, 989
Project read 892, 923
Promotion policies 877, 890, 916, 980
Secondary education 910, 971
Spanish-speaking, programs for 889, 898–905, 913
Special education 868, 928, 971
Staff development 944, 953
Statement of president, District of Columbia PTA 981
Statement of president, Board of Education 969
Statement of president, Washington Teachers' Union 983
Statement of Superintendent, District of Columbia Public Schools 841, 881
Student—teacher ratios 850–858, 887
Support services 872, 918, 946
Buildings and grounds 918, 920, 922
Food services 924
Procurement of supplies 926
Washington Technical Institute 621
Accreditation of college 629
Employment environment analyzed 621, 627
Enrollment 624
Food service chain contract 628
Job placements 629
Statement of president 621

F

Federal assistance to the District of Columbia 1016–1030, 1044

G

General Accounting Office reports, audits, and studies:
Accounting systems development 1036
Federal assistance to the District 1016
Financing capital improvement programs 1003
Management of motor vehicles 1032
Travel accounts for 1970 and 1971—audit 57
General operating expenses 25
City Council 35, 1420
Commissioner's Office 1, 25, 31–34
Contributions to metropolitan area agencies 365
Metropolitan Washington Council of Governments 365
Washington Metropolitan Area Transit Commission 368
D.C. Transit, public ownership of 370
Transit subsidies, controversy over 371, 373, 375, 381, 383, 384
Corporation Counsel, Office of 185

General operating expenses—Continued Page
Economic Development, Department of 195
Landlord problems in District of Columbia 197–202
Executive Office 26
Budget and Executive Management, Office of 26, 27, 63
Management improvement account, use of 66
Planning-programing-budgeting system 64
Statement of Director of Office 64–75
Civil Defense, Office of 118
Community Services, Office of 28, 97
Model Cities program, implementation of 100, 102, 104
Service area system 28, 101–104
Statement of Director, of Office 106–117
Criminal Justice Plans and Analysis, Office of 29, 30, 124
Employees' disability, unemployment and workmen's compensation 96
Personnel Office 28, 87
Temporary positions, funding of 90–92
Planning office 29, 134
Public Affairs, Office of 58
Secretariat, Office of 43
Police Complaint Review Board 45
Assessments of Federal property 179
Finance and Revenue, Department of 141
Justification for first class air fare travel 1589–1591
Statement of Director of Department 142–158
Tax comparison 150, 159, 162, 174
Tax enforcement and compliance 164, 168–172. 770
Tax exempt land in District of Columbia 160, 180
General Services, Department of 189, 1169
Independent offices and agencies 219
Alcoholic Beverage Control Board 261
Appeals and Review, Board of 296
Arts, Commission on the 221, 327
Elections, Board of 222, 317
Housing Programs, assistant to the Commissioner for 221, 251
Human Relations Commission 221, 303
Insurance, Department of 270
Judicial Disabilities and Tenure, Commission on 221, 341
Minimum Wage and Industrial Safety Board 272
Parole, Board of 222, 265
Public Service Commission 285
Recorder of Deeds 279
Surveyor, Office of 325
Summary of request, statement of Budget Officer 220
Youth opportunity services, assistant to the Commissioner for 220, 224
Child care programs and Junior Village, involvement with 226, 227
Courtesy patrol 229
Federal grant assistance to youth program 233–241
Statement of Director of Office 243–250
Women, Commission on the Status of 337, 221
Zoning office 291
Miscellaneous contributions 223, 372
Apprenticeship Council, D.C. 392
Redevelopment Land Agency 385
School transit subsidy 372, 1423, 1425
Washington Convention and Visitors Bureau 393
Special events sponsored 401, 402
Tourism, statistics 396, 397, 398
Public Library 207

H

Highways and traffic 779
Highways and Traffic, Department of 779
Bus lanes 784, 788
Freeway program 780–783, 786
Street lighting 789, 790

Highways and traffic—Continued
Highways and Traffic, Department of—Continued Page
Traffic problems 785, 787
Travel justification 793–795
Vehicle and chauffeur services 790–793, 795–798
Motor Vehicles, Department of 801
Statement of the Director 802
Taxicab licensing 810
Motor Vehicle Parking Agency 813
Human Resources 661
Administrations breakdown 669
Budget increases 672
Chief Medical Examiner, Office of 727
Community Health Services Administration 663, 701
Dental health programs 704
Infant death rate 702, 710
Neighborhood health centers 712, 713
Private health system 709
Sex education program 711
Tuberculosis rate 705, 711
Vacant positions 706
Venereal disease rate 709, 712
Goals 670, 674
Hospitals and Medical Care Administration 666, 715
D.C. General Hospital 715
Accreditation 716
Collection of Fees 715, 717
Interns and residents 718
Medical charities program 673, 720–721
Human Resources, Office of the Director 661
Mental Health Administration 667, 723
Services for children and students 724
St. Elizabeths Hospital 723
Narcotics Treatment Administration 666, 745
Cost of heroin 755
Methadone treatment 755
Success of NTA program 746
Statements of six methadone patients 759–766
Social Services Administration 664, 677
Administration cost comparison 681
Care of homeless and dependent children 677
Food stamp program 682–683
Junior Village 678–681, 771–773
President's welfare reform program—impact on District 684
Public assistance 10, 11, 14–17, 672, 682
Public assistance services 691–692
Residence of Director 692
Vacant positions 691
Statement of Director of Human Resources 661–668
Travel justification 730
Veterans' Affairs Administration 665, 733
Statement of Veterans' Benefits Director, U.S 733
Statement of District of Columbia Director 737
Vietnam veterans, problems of 740–742
Vocational Rehabilitation Administration 663, 695

N

Page

Newspaper clippings 1683
Abuses called "Part of the Job" 1685–1689
Acting counsel wins top District of Columbia legal post 1742–1743
Addict care termed 10 percent of District of Columbia need 1722–1723
Addict's clinic closes 1727–1729
Autopsies reveal new District of Columbia problem 1718–1722
Avoid methadone treatment private physicians warned 1726–1727
Black fireman discloses transfer attempt 1704
Blackman's center gets drug grant 1723–1724
Child dies; methadone plan revised 1731–1733
City delays moving on scofflaws 1745
City "Heroin epidemic" cited 1729–1731
City's need for houseboat doubted 1739–1741
Council votes fancy garb for police 1700
Dentist acquitted in District of Columbia tax case 1698–1700
District of Columbia halts contruction permits 1741–1742
District of Columbia police denied gold braid, stripes 1700–1701
District of Columbia tax evader given work-release sentence 1691–1692
District of Columbia tax withholding starts Saturday 1692–1697
Drab District of Columbia police eye $600,000 for dress 1701–1702
Drug treatment clinic plans urine tests of 2,000 addicts 1724–1725
Ex-prisoners seek funds for Lorton college program 1733–1734
Faculty votes to fire chief 1712–1713
15 of 32 doctors in D.C. General emergency room quit 1716–1718
Financial problems plague schools across the Nation 1737–1739
Hahn proposals to finance budget dismay D.C. officials 1684–1685
Infant death rate climbs in District 1715–1716
Lorton college plan in danger 1713–1714
Methadone centers forced to close 1725–1726
New crime bill may hurt agency 1710–1712
Parkers cost city millions 1744
Police, fire post ended, probe set 1690–1691
Report urges city to halt work on huge incinerator 1734–1737
Seven prisoners escape from court lockup 1709–1710
Shortage of men, subpremium fire protection 1702–1703
Shutdowns of fire units to continue 1705–1707
Study holds tax burden lower here 1697–1698
Three policemen take Orient field trip 1702
Two City College students cleared in assault case 1714–1715
2,315 on bond fail to show for trial 1707–1709

P

Public Safety 409
Corrections, Department of 492
Capital outlay program 1155
Comparisons with other States 503
Federal grants 508
Guard-prisoner ratio at D.C. General Hospital 510
Narcotic control 500, 506–508
Oak Hill facility 513
Personnel-inmate ratio 503
Population projections of institutions 495
City jail 496
Detention center 496
Lorton Reformatory 497
Minimum security institution 497
Youth Center 497
Program and personnel reductions 515
Recidivism rate 498–500
Statement of Director 492
Vacant positions 519
Work-release program 502, 505

Public Safety—Continued Page
Courts 525
Appeals, District of Columbia Court of 525
Bail Agency 564
Pretrial assistance 566
Cases processed daily, number of 567
Public Defender Service 552
Appellate section requested 556
Case distribution 561
Fees for attorneys 560, 563
Superior court 528
Court executive position 532
Juvenile court backlog 530
U.S. courts 535
Fixing of traffic tickets 539–549
Lockups at U.S. Courthouse 550
Fire Department 477
Ambulance service 489
Cadet program 483
Disability retirements 424, 1498
Equipment replacement program 484
False alarms 479, 481, 489, 490
Hiring practices 487
Mandatory increases 481
Public information unit 488
Retirements (disability) 488
Statement of Acting Fire Chief 478
Vacant positions 484
Voice alarm system 480, 482
Metropolitan Police 409
Cadet Corps 434
Crime scene research team 447
Comparisons with other cities 414–417, 424, 433, 443–446
Demonstrations, costs of handling 440
Federal grants 432
No-knock warrants 437
Overtime pay 441, 442
Performance measurement—quota system 422, 458, 459
Recruitment 418
Examinations, development of 426
Psychological testing 420
Physical qualifications 420
Resignation of officers 422
Disability retirements 423
Riot control technique study in Tokyo and Hong Kong 447
Salary (average) of officers 433
School crossing guards 436
Statement of Police Chief 410
Statements of officers (privates) 453–474
Uniforms 429, 441
Vacancies in department 425
Women on force 436
National Guard 520
Recruiting strength 522
Responsibility 520
Youth leaders' program 521

R

Page
Reciprocal tax 17, 39, 85, 367
Recreation 631
Recreation Department 631
Citizen involvement 632
Facilities operated by other agencies 638
Issues facing the Department 634
Objectives 632
Pilferage and theft losses 637
Planning and development 635
Relationship to Youth Services Office 637
Relationship to National Park Service 656
Supervision of employees 657
Vacant positions 635
Repayment of loans and interest 837
Reprograming action and supplemental requests 24, 40, 82, 355, 356, 359–363, 769, 796, 1480–1488

S

Sanitary Engineering:
Sanitary Engineering, Department of 817
Blue Plains Water Pollution Control Plant 773, 819, 821–822, 1193
Capital outlay program 1181
Houseboat purchase for water pollution tests 828–830, 991–1001
Incinerator No. 5 ..... 827, 1073 1181, 1226, 1420, 1431,
Sanitation services combined refuse collection 770, 822, 1196
Statement of the Director 818
Washington aqueduct 833, 1225
Statistical data and charts 997
Actual revenue 1970, revised estimates for fiscal year 1971 and 1972 1633–1635
Analysis of positions vacant for a period of 6 months or more as of Feb. 28, 1971 1526–1527
Assignment of chauffeurs and drivers for passenger carrying vehicles 1517
Authorized positions, summary of 1966–71 and 1972 increases requested 1653–1655
Average annual rate of growth in the District of Columbia tax base, by taxes fiscal year 1966–70 1592
Budget and management functions, cost of 1523–1525
Budget summary, fiscal year 1972 1637–1642
Capital improvements projects summary 1510–1511
Capital outlay appropriations and Federal loans—all funds 1950–71 1660–1663
Capital outlay authorizations and program needs for dates indicated, schedule of 1659
City government expenditures and employment, D.C. and selected major U.S. cities 1670–1675
City methodology 1970 1583–1584
Comparative annual burden of major State and local taxes for a family of four residing in the Washington metropolitan area, 1971 1585
Comparison by State of percentage of administrative costs for calendar year ended Dec. 31, 1969 1622
Comparison of police pay rates as of March 15, 1971, Washington metropolitan area 1602–1612
Comparsion of real estate assessed values for the fiscal years 1969 and 1971 on certain properties in the District of Columbia and owned by the United States 1596–1598
Detail of required items, fiscal year 1972 1643–1645
Discrepancies in grant obligations for fiscal years 1970, 1971, 1972, explanation for 1627–1628
District of Columbia appropriations 1629
Effective real property tax rates in Washington metropolitan area, 1971 1666
Eleven year replacement program of Fire Department apparatus, cost of 1617
Explanation of other "required," fiscal year 1972 1646–1647
False alarms in total responses, percentages of 1616

Statistical data and charts—Continued Page
False alarms, monthly comparison of 1615
False alarms, yearly comparison of 1614
Federal grant assistance to D.C., summary of 1625
Federal grant assistance to D.C., summary of change 1626
Federal loans, status of, projected to June 30, 1971 1632
Federal payment—its relationship to the appropriations for operating expenses and repayment of loans and interest—all funds 1631
Federal payment and its relation to the general fund 1630
Equipment and repair costs composite—Fire Department 1621
Equipment and repair costs, high number of runs (over 1,500)—Fire Department 1618
Equipment and repair costs, low number of runs (below 700)—Fire Department 1620
Equipment and repair costs, medium number of runs (700–1500)—Fire Department 1619
Estimated tax burden of major taxes for a family of four residing in the Nation's 25 largest cities 1582
Firefighting, graphs on 1613
Government officials who have a vehicle and a driver assigned to their office—based on GAO report 1518–1523
Lapse rate by appropriations, fiscal year 1971 1676
Lapse rate by appropriations, fiscal year 1972 1677
Lapsed personnel compensation funds, fiscal year 1970 (as of Mar. 19, 1971) 1572–1575
Major tax burden in the Washington metropolitan area—$10,000 1576
Major tax burdens in the Washington metropolitan area—$20,000 1577
Major tax liabilities as a percent of income in the Washington metropolitan area, 1971 1579
Major tax liability as a percent of income in Washington compared with the average in the Nation's 25 largest cities, 1970 1581
Mayor's revised financial plan—all funds, fiscal year 1972 1636
1972 operating budget—recommendations by categories and funds 1650–1652
Object classification breakdown, fiscal year 1972 (based on Mayor's budget) 1648
Object classification breakdown, fiscal year 1972 (based on President's budget) 1649
Operating budgets (all funds) for selected major U.S. cities 1665
Operating expenses, fiscal year 1972 1506–1510
Out-of-city travel and related information, cost of, fiscal year 1970 1586–1587
Out-of-city travel and related information, first 6 months, fiscal year 1971 1588
Per capita personal income, 1960–70, by States and regions 1678–1679
Personal income, percent change in selected shares, 1969–70 1680–1681
Personnel: city government for selected major U.S. cities 1664
Positions GS–15 and above, or equivalent 1568–1570
Positions vacant (up to GS–14 or equivalent) for a period of 6 months or more (as of Feb. 28, 1971) 1528
Positions vacant (GS–15 or equivalent and above) 6 months or more (as of Feb. 28, 1971) 1528–1545
Public assistance caseload 1624
Public assistance payments for fiscal years 1960–72 1623
Public information function, fiscal year 1971 1514–1516
Real estate assessments, District of Columbia, taxable, exempt, and totals, fiscal year 1971 1599–1600
Revenue yield from tax sources District of Columbia and 20 cities most comparable in 1970 population, fiscal year 1969 1667–1669
Tax burden comparisons, Washington metropolitan area, 1971 1578
Tax burden comparisons, 25 largest U. S. cities, 1970 1580
Temporary positions (as of Feb. 28, 1971) 1546–1548
Temporary positions, fiscal year 1971 1549–1567
10-year revenue statement by fund, 1973–70 actual—1971–72 estimated 1593–1595
Total personal income, 1968–70, by States and regions 1678–1679
Vacancy report (as of Feb. 28, 1971) 1656–1658
Vacant GS–15 and above positions or equivalent (as of Feb. 28, 1971) 1571

T

Page
Travel 33, 46–57, 175, 193, 196, 289, 447, 730, 739, 793–795, 966

V

Vehicle and chauffeur assignments 78–81, 123–124, 137–140, 176–178, 194, 219, 280–284, 790–793, 795–798, 1032–1035

W

Washington Metropolitan Area Transit Authority 1205

○