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Senate Hearings

Before the Committee on Appropriations

LEGISLATIVE BRANCH APPROPRIATIONS

H.R. 13955

92d CONGRESS, SECOND SESSION

Fiscal Year 1973

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1973

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-SECOND CONGRESS

SECOND SESSION

ON

H.R. 13955

AN ACT MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH FOR THE FISCAL YEAR ENDING JUNE 30, 1973, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations



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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1973

MONDAY, FEBRUARY 28, 1972

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

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Ernest F. Hollings (chairman) presiding.

Present: Senators Hollings and Cotton.

GENERAL ACCOUNTING OFFICE

STATEMENT OF ELMER B. STAATS, COMPTROLLER GENERAL OF THE UNITED STATES

ACCOMPANIED BY:

ROBERT F. KELLER, DEPUTY COMPTROLLER GENERAL
ADOLPH T. SAMUELSON, DIRECTOR, CIVIL DIVISION
OYE V. STOVALL, DIRECTOR, INTERNATIONAL DIVISION
RICHARD W. GUTMANN, ACTING DIRECTOR, DEFENSE DIVISION
CLERIO P. PIN, DIRECTOR, OFFICE OF ADMINISTRATIVE PLANNING AND SERVICES
SANFORD H. CORNETT, CHIEF, BUDGET AND FINANCE BRANCH, OFFICE OF ADMINISTRATIVE PLANNING AND SERVICES

SUBCOMMITTEE PROCEDURES

Senator HOLLINGS. The subcommittee will please come to order.

This morning the subcommittee commences hearings on the budget estimates to be considered in connection with the Legislative Branch Appropriation bill 1973.

During the course of these hearings we will take testimony with respect to requests for the Senate, joint items, activities under the jurisdiction of the Architect of the Capitol, the Library of Congress, Government Printing Office, General Accounting Office and the Cost Accounting Standards Board.

Today we will consider the budget request of the General Accounting Office and the Cost Accounting Standards Board.

As our first witness we welcome the Comptroller General of the United States, Hon. Elmer B. Staats and his associates.

Mr. Staats, will you introduce the other associates you have here for the record, please?

INTRODUCTION OF ASSOCIATES

Mr. STAATS. Thank you, Mr. Chairman.

With me is Mr. Robert F. Keller, Deputy Comptroller General; Mr. Samuelson, Director, Civil Division; Mr. Stovall, Director, International Division; Richard W. Gutmann, Acting Director, Defense Division; Clerio P. Pin, Director, Office of Administrative Planning and Services; and Mr. Cornett, in charge of the Budget Branch of the Division.

Senator HOLLINGS. You are requesting, in essence, about $97 million and 239 additional positions; is that right?

Mr. STAATS. That is the total budget. The 239 is the additional budget request for 1973. It does not include the staff, which I will discuss in my statement, Mr. Chairman, in connection with the new responsibilities just enacted on the Federal Election Campaign Act.

Senator HOLLINGS. Before you proceed, I will insert here the supplementary justifications you earlier furnished the committee as well as pages C–1 through C–5, and page D–1.

(The justifications follow:)

GENERAL ACCOUNTING OFFICE

1972 Supplemental Request & 1973 Budget Amendment

SUMMARY OF F.Y. 1972 CHANGES

Language

An additional amount for "Salaries and expenses"	$ 2,100,000

Comparison and Revised Items

1972 Appropriation	$ 87,108,000
1972 Revised estimate	89,208,000
1972 Proposed supplemental - Pay increase	$ 2,100,000

SUMMARY OF F.Y. 1973 CHANGES

Language

An additional amount for "Salaries and expenses"	$ 5,900,000

Comparison

1973 Estimate	$ 91,100,000
1973 Amended estimate	97,000,000
Amendment to 1973 estimate	$ 5,900,000

Revised Items

Pay increase effective 1/9/72	$ 4,300,000
Federal Election Campaign Act (P.L. 92-225)	1,600,000
Total	$ 5,900,000

JUSTIFICATION

Increased pay costs (P.L. 92-210)	F.Y. 1972	$ 2,100,000
	F.Y. 1973	4,300,000

Subsequent to the submission of our 1973 budget estimates, the Economic Stabilization Act Amendments of 1971 (P.L. 92-210) approved December 22, 1971, initiated a 5.5 percent increase in the salary of general schedule positions. These increases were effective January 9, 1972, or for about one-half of fiscal 1972. This results in 1972 added cost for personnel compensation and benefits totaling $2,100,000. We are, at this time, unable to absorb any of the 1972 pay increase cost because of added program functions assigned to GAO by the Congress, as outlined in the item below.

Fiscal Year 1973 cost for this pay increase will total $4,300,000 and we are amending our 1973 estimate to include this amount.

Federal Election Campaign Act (P.L. 92-225) F.Y. 1973 $ 1,600,000

The Federal Election Campaign Act was approved February 7, 1972, to become effective April 7. This law gives additional responsibility to the Comptroller General. It requires us to prescribe overall regulations for implementation of Title I covering charges for communications media, limitations on the use of communications media by candidates for Federal elective office, and related matters. Title III of the Act covers disclosure of Federal campaign funds and requires us with regard to presidential candidates, to:

1. Prescribe regulations, reporting forms, and an accounting manual for guidance of candidates and political committees in filing organization statements and in recording, accumulating, and reporting their contributions and expenditures applicable to general, special, primary, and runoff elections.
2. Receive, file, code, cross index, make available to the public, and maintain for 10 years reports required to be filed under the Act.
3. Compile and furnish to the Public Printer an annual

report on each political committee filing a report.

4. Publish annually a report, including specified compilations of contribution and expenditure data based on the reports received and special reports from time to time, and assure wide dissemination of them. This will require the use of computers to process the large volume of data.
5. Make audits and investigations from time to time of reports and statements filed and on alleged failures to file.
6. Investigate complaints and other indications of problems and refer to Attorney General cases, as appropriate, for his action.
7. Encourage and cooperate with State election officials to develop uniform reporting procedures.
8. Serve as a national clearinghouse for information on the administration of elections, including the award of contracts for special studies.

To carry out these functions, we are establishing an Office of Federal Elections which will ultimately be staffed with about 35 people. We are reprogramming our 1972 savings of about $1,040,000 to meet the costs of establishing and operating the Office this year. We estimate that we will need $1,600,000 for the operation of this Office for fiscal year 1973.

The Presidential Campaign Fund Act requires GAO to certify payments to candidates from the fund established by the Act. After each presidential election, we are required to audit candidates' reports of campaign expenses, to submit a report to the Congress, and to seek recovery of repayments required because of determinations that candidates received payments to which they were not entitled.

We believe we will be able to expand the Office of Federal Elections to assume our responsibilities under the Presidential Campaign Fund Act which was enacted last year but will not become effective until 1973.

U.S. GENERAL ACCOUNTING OFFICE
PROGRAM AND PERFORMANCE

In addition to presenting our budget estimates in terms of organizational program responsibilities (Tabs F to O), in this Program and Performance Section we describe our planned application of resources (money and manpower) in terms of GAO's Office-wide program categories.

The schedules of manpower requirements in the organizational sections include the number of staff positions assigned to the Washington organizations and the number assigned to the Field Operations Division and International Division Branch Offices who are supporting the work of the Washington organizations.

Since the Field Operations Division and overseas Branch offices support the program needs of the Washington programming organizations, this method of presentation most appropriately discloses the organizational areas in which the staff is utilized.

In the overall management of the application of our manpower and other resources, we are also concerned with the balancing of our work in terms of Office-wide programs which are not coextensive with individual GAO organizations. This perspective, we believe, is of particular interest to the Appropriation Committees.

The following schedules summarize the revised estimate of our appropriation and related manpower requirements for FY 1972 and our estimate of these requirements for 1973 in terms of our seven program categories. Following these schedules are:

A. An overall statement on the "Need for Increased Staff."

B. A brief description of "Actions to Improve Effectiveness of GAO Operations."

C. A summary of the "Impact of Recent Legislation and other Congressional Actions on GAO Programs."

D. A schedule showing Federal budget receipts by source and outlays by function, for the period 1963 to 1973.

E. A description of the work involved and related justification statements for each of the seven GAO-wide program categories shown in the following schedules.

ESTIMATED COST OF GAO OPERATIONS BY PROGRAM

	Revised FY 1972 estimate	FY 1973 estimate	Change
		(000 omitted)	
Assistance to the Congress	$15,634	$17,393	+$1,759
Reviews of Management Efficiency and Program Results	41,195	43,492	+2,297
Examination of Agencies' Financial Statements, Accounting Systems, and Accountable Officers' Accounts	15,120	15,216	+96
Legal Services and Decisions	3,896	3,995	+99
Financial Management Improvement	2,845	2,853	+8
Claims Settlement and Debt Collection	1,740	1,742	+2
Executive Direction and Management Services	5,638	6,409	+771
Total	$86,068	$91,100	$5,032

APPLICATION OF GAO STAFF RESOURCES BY PROGRAM CATEGORY

	Average Number of Positions		
By Program:	Revised 1972 est.	1973 estimate	Net Change
Assistance to the Congress	790	885	+95
Reviews of Management Efficiency and Program Results	2,114	2,237	+123
Examination of Agencies' Financial Statements, Accounting Systems and Accountable Officers' Accounts	962	965	+3
Legal Services and Decisions	228	235	+7
Financial Management Improvement	133	133	-
Claims Settlement and Debt Collection	146	141	-5
Executive Direction and Management Services	395	411	+16
Total	4,768	5,007	239

By type of position:	Revised FY 1972 Estimate	FY 1973 Estimate	Change
Professional staff	3,027	3,224	+ 197
Technical staff	524	527	+ 3
Other staff	1,209	1,247	+ 38
Intermittent staff	8	9	+ 1
	4,768	5,007	239

NEED FOR INCREASED STAFF

Our budget request for 1973 identifies our need for a total of 5,007 man-years (average positions)--3,224 professional positions, 1,774 technical and support staff positions, and 9 intermittent (consultant) positions. This represents an increase of 239 man-years over our reduced estimate of 4,768 for 1972. The 5,007 man-years requested for 1973, however, represent (1) only 128 man-years, or a 2.6 percent increase, over our authorized man-years of 4,879 for 1972 and (2) only 86 man-years, or a 1.7 percent increase, over our requested man-years of 4,921 for 1972.

Our Justification of Estimates provides considerable detail on our plans for applying staff resources by seven Office-wide program categories and by the programs of divisions and offices, such as civil, defense, international, and transportation programs. These plans, including the determination of staff and other resources needed, were developed on the basis of in-depth reviews and analyses of the proposed program and manpower budgets submitted by our operating divisions. In comparison to the 5,007 positions which we are requesting in our budget justification for 1973, our divisions and offices requested 5,301, or 294 more than we are asking for; or, in other terms, 533 more than our reduced 1972 budget estimate.

We believe that our request for 5,007 average positions, or 239 more than our reduced 1972 budget estimate of 4,768, is a reasonable one. The increase will be applied primarily to surveys and reviews involving direct assistance to the Congress, to surveys and reviews on our own initiative, and to certain financial and general management studies and related activities.

ACTIONS TO IMPROVE EFFECTIVENESS OF GAO OPERATIONS

Based on the results of a number of internal management studies initiated by the Comptroller General in February 1971, we have taken the

following actions to improve the effectiveness of GAO operations:

1. Organizational changes have been made to realign responsibilities for improved management and operations.

2. Improvements have been made in long-range and short-range planning systems for our accounting and auditing functions which we feel will improve the effectiveness of our staffs in planning, executing, and reporting on the multitude of surveys and reviews conducted each year. In addition, we are using our computer center to an increasing extent in providing us with management information for use in our day-to-day operations.

3. Improvements are being made in our personnel management functions, including recruiting, training, and rotation of our staff, to insure the most effective utilization of our staff resources in carrying out our basic responsibilities.

Public Law 92-190, dated December 15, 1971, which amended Section 203 of the Federal Legislative Salary Act of 1964, authorized the GAO to have five level IV positions when the Comptroller General considers such action necessary because of changes in the organization, management responsibilities, or workload of the Office.

As part of the new Office of Policy and Program Planning, we have established an internal review staff to examine into, on a continuing basis, the operations and performance of all divisions and offices to insure effective and consistent application of our policies and procedures and to identify ways of achieving more efficient and economical performance.

We are continuing our efforts of the past several years in concentrating on improving the capability of our professional staff to more effectively review and evaluate Government programs and operations. We are doing this in three basic ways. First, in our recruiting at the college level, as well as in our limited recruiting at higher levels, we have acquired professional staff educated and experienced in disciplines other than accounting--management, engineering, operations research, traffic management, mathematics, economics, statistics, actuarial science, and computer sciences. At December 31, 1971, of our total professional staff of about 2,900 involved in management reviews of programs and operations, approximately 500, or about one-sixth, had their major field of education concentration or experience in areas other than accounting and auditing. During 1973, we plan to continue to strengthen our staff capability in this way and will concentrate on acquiring more who have completed graduate programs.

Secondly, we have taken steps to improve our in-house training programs for the professional staff and the use of training programs offered by other Federal agencies and private institutions.

Thirdly, we are using, where appropriate, the services of consultants and other outside sources of specialized talents not available in GAO to assist in our reviews of areas requiring the application of certain expertise.

U.S. GENERAL ACCOUNTING OFFICE

SALARIES AND EXPENSES

SUMMARY OF AMOUNTS REQUESTED

	Revised estimate--FY 1972					Changes--1972 to 1973					Estimate--FY 1973				
		Personnel		Travel and other expenses			Personnel		Travel and other expenses			Personnel		Travel and other expenses	
	Average positions	Compensation	Benefits		Total	Average positions	Compensation	Benefits		Total	Average positions	Compensation	Benefits		Total
OFFICE OF THE COMPTROLLER GENERAL	23	$ 447,700	$ 35,200	$ 52,350	$ 535,250	-	$ +8,800	$ +800	$ +9,510	$ +19,110	23	$ 456,500	$ 36,000	$ 61,860	$ 554,360
OFFICE OF THE GENERAL COUNSEL	212	3,292,400	280,400	212,160	3,784,960	+8	+132,300	+11,800	-21,080	+123,020	220	3,424,700	292,200	191,080	3,907,980
OFFICE OF POLICY AND PROGRAM PLANNING	24	470,200	40,800	14,560	525,560	+1	+10,600	+1,000	+780	+12,380	25	480,800	41,800	15,340	537,940
CIVIL DIVISION	701	11,022,800	953,400	713,370	12,689,570	+42	+767,500	+72,200	-85,190	+754,510	743	11,790,300	1,025,600	628,180	13,444,080
DEFENSE DIVISION	342	6,006,000	522,600	413,210	6,941,810	+21	+272,500	+29,300	-37,420	+264,380	363	6,278,500	551,900	375,790	7,206,190
INTERNATIONAL DIVISION	309	5,091,000	596,100	1,631,860	7,318,960	+14	+218,600	+25,500	+175,350	+419,450	323	5,309,600	621,600	1,807,210	7,738,410
TRANSPORTATION DIVISION	685	7,913,000	645,800	392,780	8,951,580	-	-21,300	+9,400	+12,540	+640	685	7,891,700	655,200	405,320	8,952,220
DIVISION OF FINANCIAL AND GENERAL MANAGEMENT STUDIES	122	2,390,900	206,900	283,870	2,881,670	+21	+232,300	+20,200	+216,160	+468,660	143	2,623,200	227,100	500,030	3,350,330
CLAIMS DIVISION	159	1,655,700	138,000	78,920	1,872,620	+8	+92,600	+8,100	+4,470	+105,170	167	1,748,300	146,100	83,390	1,977,790
FIELD OPERATIONS DIVISION	1834	28,597,600	2,469,100	4,708,226	35,774,926	+109	+1,481,900	+138,900	+501,074	+2,121,874	1943	30,079,500	2,608,000	5,209,300	37,896,800
OFFICE OF ADMINISTRATIVE PLANNING AND SERVICES	278	2,625,900	298,100	599,450	3,523,450	+12	+142,700	+21,700	+265,930	+430,330	290	2,768,600	319,800	865,380	3,953,780
OFFICE OF PERSONNEL MANAGEMENT	79	1,015,200	73,300	174,270	1,262,770	+3	+51,800	+2,900	+122,650	+177,350	82	1,067,000	76,200	296,920	1,440,120
Total--GAO	4,768	$70,528,400	$6,259,700	$9,275,026	$86,063,126	+239	$+3,390,300	$+341,800	$+1,164,774	$+4,896,874	5007	$73,918,700	$6,601,500	$10,439,800	$90,960,000
TRANSFER TO GSA					4,874					+135,126					140,000
ORIGINAL ESTIMATE OF OBLIGATION 1972 AND BUDGET 1973					86,068,000					+5,032,000					91,100,000
PAY INCREASE EFFECTIVE JANUARY 9, 1972					2,100,000					+2,200,000					4,300,000
FEDERAL ELECTIONS CAMPAIGN ACT (PL 92-225)					1,040,000					+560,000					1,600,000
Total - Obligation 1972 and amended estimate 1973					89,208,000					$+7,792,000					$97,000,000
APPROPRIATION 1972					87,108,000										
Proposed 1972 supplemental (pay increase)					$2,100,000										

BUDGET REQUEST

Mr. STAATS. We appreciate the opportunity to be here today.

Our appropriation for fiscal year 1972, the current year, is $87,108,000. The pay increase which became effective January 9, 1972, adds $2,100,000—raising the total budget estimate for this fiscal year to $89,208,000.

We expect to fully utilize these funds. But in doing so we are reprograming $1,040,000 by reducing the man-years to be financed, 111 below the number provided in our fiscal year 1972 appropriation. We had decided to accept this reduction in line with the President's Government-wide economy moves instituted last August. We did this even though we needed the people and we could have easily hired competent people in today's market.

RESPONSIBILITIES PURSUANT TO FEDERAL ELECTION CAMPAIGN ACT AND PRESIDENTIAL ELECTION CAMPAIGN FUND ACT

However, Congress has recently passed two bills—the Federal Election Campaign Act and The Presidential Election Campaign Fund Act—which impose a major new workload on the GAO beginning immediately, and which necessitate the use of our voluntary savings to finance this unforeseen requirement.

As a result, we will require the full amount of the pay supplemental to cover the 5.5-percent pay increase, as far as we can now foresee. We will attempt to make any savings we can throughout this year, Mr. Chairman, and we will apply any of those savings when we have before you the action on the pay increase.

I would like to say, incidentally, that if we hadn't had these savings we would have been in serious trouble because the Federal Election Campaign Act becomes effective 60 days after the President signs the bill, which is April 7.

We must issue the rules and regulations on this well in advance of April 7. We expect to issue those regulations in about 2 weeks.

Senator HOLLINGS. About 2 weeks?

Mr. STAATS. Yes.

Senator HOLLINGS. I am very anxious to brief a group of Senators on our side, and we will get the staff counsel and everyone else. This will be a good time, when you issue your regulations in 2 weeks.

Mr. STAATS. My immediate purpose in raising this point was to say had we not had these savings we would have been in serious difficulty.

Senator COTTON. In other words, you have to take these savings and stretch them to take care of the work until fiscal 1973 starts.

Mr. STAATS. Exactly.

Senator HOLLINGS. Will you divert for a second and tell us exactly how you are making out those rules and regulations, how you are going about it?

Mr. STAATS. If I may hold that, Mr. Chairman, we do have a statement covering this point later on.

Senator HOLLINGS. All right.

INCREASE OVER 1972

Mr. STAATS. Our fiscal year 1973 budget estimate of $97 million represents a net increase of $7,792,000 over our 1972 appropriation and supplemental, or an increase of 8.7 percent. This increase is made up of the following items:

We feel this table is helpful, Mr. Chairman, in showing how this increase comes about. To put on a full annual basis the 1972 changes we had pay adjustments totalling $2,743,600. Then the Office of Federal Elections, which I have referred to, is an increase of $560,000, making a total of $3,303,600. Then we have the 1973 increases for the present staff, the staff we will hire in this current year. This is made up of changes in the grade levels of our employees, the automatic step increases they are entitled to, and related benefits, retirement, health and so forth, which go along with that, making a total of $1,299,600.

TRAVEL COSTS

Then there is the increase in travel costs of $235,000. This is about an average of $1.75 a day for each person who travels, including a per diem increase of about $1 a day. This is in line with government-wide policy.

PERSONNEL

Third, an increase of 239 man-years in staff, which you referred to earlier, Mr. Chairman, and which does not include 35 which will be asked for in 1973 to finance this new Office of Federal Elections. This 239 man-years increase provides cost for salaries and benefits of $1,888,900 and travel for the additional staff and other expenses of $455,900. So the $2,344,800 is what we are asking for to provide for the 239 man-years additional staff in 1973.

DEFINITION OF MAN-YEAR

Senator HOLLINGS. What is the man-year definition?

Mr. STAATS. An average employee for a full year or 2,080 paid hours.

Senator HOLLINGS. So it is 239 additional employees?

Mr. STAATS. We use man-years because that is directly related to what we pay in salary. We translate that to a full-time person paid for 1 year. That is what man-years really means.

Senator HOLLINGS. Is there a breakdown of the increase of the 239 additional employees?

Mr. STAATS. Yes. The table inserted in the record earlier gives this breakdown.

Senator HOLLINGS. How many go where?

Mr. STAATS. That comes as we go through the statement.

Senator COTTON. Does your budget presuppose that you obtain all of your additional staff immediately at the start of the year?

Mr. STAATS. No. This is based on a schedule of new hiring and then we average that out and translate that into what would be a full-time man.

Senator COTTON. Thank you.

Mr. STAATS. Our 1973 request identifies a requirement of 5,007 man-years. This number does not include 35 man-years needed for the Of-

fice of Federal Elections which I shall discuss later in the statement. The 5,007 man-years is:

One and seven-tenths percent more than the 4,921 man-years requested for fiscal year 1972.

Incidentally, 5,007 is only 86 more than we requested of the Congress for the current year;

Two and six-tenths percent more than the 4,879 man-years allowed in fiscal year 1972 appropriation;

Five percent more than the 4,768 man-years now planned for fiscal year 1972, after voluntary reduction of 111.

Our divisions and offices submitted 1973 work plans which called for 5,301 man-years, compared to the 5,007 we have in the request.

As outlined in the remainder of my statement, our requested increase in staff is needed to enhance our ability to support congressional requirements and to improve our capability to conduct program reviews and cost-benefit analyses.

IMPACT OF RECENT LEGISLATIVE AND OTHER CONGRESSIONAL ACTIONS ON GAO PROGRAMS

First, I would like to highlight for you the impact of recent legislative and other congressional actions on our work programs and our need for additional staff resources.

As I indicated in my statement last year, numerous legislative and other congressional actions—including general legislation, legislation requiring GAO to make specific studies and reviews, and legislation creating new Federal programs or increasing Federal program levels—have a marked continuing effect on GAO work.

Legislative Reorganization Act of 1970

The impact of the Legislative Reorganization Act of 1970, for example, will continue and, we believe, increase considerably in the foreseeable future. Such prior legislative actions must continue to receive attention in our program and resource planning along with the more recent legislation and also with that which seems to be on the horizon. My emphasis today, however, will be on recently passed and pending legislation.

There have been a number of significant legislative actions occurring since January 1, 1971, that have materially added to our workload. For example:

Emergency Loan Guarantee Act: Lockheed C–5A Audit

The Emergency Loan Guarantee Act requires GAO to make a detailed audit of the books and records of borrowers applying for loan guarantees under this act. We have been auditing Lockheed Aircraft Corp. since last fall in this regard and also in compliance with laws requiring audit of payments for the C–5A aircraft procurements.

Senator Hollings. How many people would you put on the Lockheed job, the C–5A? Don't give me the man-years. Does it take 5 or 6 months or 5 or 6 years?

Mr. Gutmann. Mr. Chairman, at the C–5A plant in Georgia in have had approximately 10 men for the past year and a half. These

men are performing under the requirement for quarterly audit reports. They are also doing work on the reasonableness of costs incurred. For example, recently we did a study measuring the productivity of labor on the assembly lines, using industrial engineering techniques.

In addition to that, we have, in connection with the guaranteed loan, about three men working at corporate headquarters in California.

Senator HOLLINGS. How long has this been going on?

Mr. GUTMANN. The three men in California, of course, recently started with the passage of the Guaranteed Loan Act. The work at the assembly plant has been going on for about 18 months. Not all 10 men have been there throughout that time. It has fluctuated.

QUARTERLY REPORTS TO CONGRESS: WORK FORCE INEFFICIENCY

Senator HOLLINGS. Have you found anything worth reporting to the Congress?

Mr. GUTMANN. Yes, sir; we think we have. For example, in the Annual Report on Major Acquisitions, we make a staff study for each of about 74 weapons systems and the C–5A is one of those included in that report. We have issued three reports to the Congress in compliance with the requirement that we report quarterly.

We reported at the end of June, again at the end of September and again at the end of December. In the December report we describe our work on their productivity. Incidentally, it is interesting there, I believe, that Lockheed was in complete agreement with what we found with respect to the potential present on the assembly line for increasing the efficiency of their work force.

LOSS OF TIME

Senator HOLLINGS. And to what extent? How would you describe the increase in efficiency?

Mr. GUTMANN. What we did was we made 15,000 different observations of the men at work. There were about 400 men in this particular section of the assembly area. We then characterized our observations as between (1) actually working with tools on metal; that is, the actual productive time, (2) work that was related to their task but may have been studying blueprints or consulting with engineers, things of this nature, (3) personal time lost for lunch, coffee breaks, and so forth, (4) idle time that was unaccounted for, and, in some cases, men were simply absent from their work station without any excuse.

The cost attributed to this lost time for the period that we examined was about $64,000. We have felt and we believe that the sample that we took is statistically supportable, and Lockheed has agreed that it is.

MANAGEMENT IMPROVEMENT

They have undertaken more intensive management action of their own to increase the time that a man is actually working with tools and decrease the time that it is taking him to go, for example, to the parts bin to get parts, or to get tools.

They may have to relocate the tools, the parts storage area, so that the men are not walking back and forth quite as much.

Testimony of Mr. Durham

Senator Hollings. Be specific. There was some witness, and it came out in debate on the Senate floor, relative to putting in unsafe parts, missing parts, or parts scattered around, a lot of waste. Did you find any substance to that?

Mr. Gutmann. Yes, sir. As you recall, this was Mr. Durham's testimony. We have been working with him, with all the data he has available. We have been making examinations of those areas which he has identified for us. While we are not quite ready to make a final report on our findings, we are generally in agreement with his statements as to the potential improvements that Lockheed can make.

Prior Recommendation That DOD Should Supervise Work

Senator Cotton. How many extra people will Lockheed have to put on in a supervisory capacity in order to inaugurate these procedures, to plug up these holes?

Mr. Gutmann. Well, sir; we did not calculate that. Some actions will not require any more supervisory people, where there is a possibility of physically rearranging the layout of the plant. No more supervision would be necessary there.

Mr. Staats. Mr. Chairman, I might explain why we went into that. We had recommended to the Department of Defense in a report we did for Congress a year or so ago on Lockheed's operation that the Department should work more closely with Lockheed to reduce their costs and to speed up their deliveries.

We haven't been satisfied that enough has been done in that respect, so what we have attempted to do here is to demonstrate that you could make savings and you could speed up deliveries if you had the right kind of a management team from the Defense Department working with Lockheed on this program. That is what we were really trying to get at, to demonstrate the validity of our recommendation. We think we have.

Senator Hollings. Thank you.

Federal Election Campaign Act

Mr. Staats. The next item refers to the Federal Election Campaign Act, which we referred to.

The Federal election campaign requires GAO with regard to presidential candidates to prescribe rules, regulations, reports, and accounting systems; arrange for publication of reports received; make compilations of data based on reports received; contract for independent studies of administration of elections; and make audits and investigations.

Presidential Election Campaign Fund Act

The Presidential Election Campaign Fund Act requires GAO to certify payments to which candidates for President and Vice President are entitled from the special fund established and, after each presidential election, to audit and report to the Congress on the campaign expenses incurred and any repayments required.

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COMPREHENSIVE HEALTH MANPOWER TRAINING ACT

The Comprehensive Health Manpower Training Act requires that GAO conduct a major study of health facilities construction costs with the prime objective of identifying new approaches and construction techniques which will substantially reduce health facility construction costs.

PUBLIC LAW 92-12: RURAL TELEPHONE BANK

Public Law 92-12 which established the Rural Telephone Bank provides for GAO audit and reporting to the Congress in accordance with the provisions of the Government Corporation Control Act.

EMERGENCY EMPLOYMENT ACT OF 1971

The Emergency Employment Act of 1971 created a new major Federal program subject to GAO audit and review; the act provides $2.25 billion for public employment programs during 1972 and 1973.

Senator HOLLINGS. How much has been spent of the $2¼ billion?

Mr. STAATS. I couldn't answer that offhand. I will have to get you that information.

Mr. SAMUELSON. For fiscal year 1972 $1 billion was appropriated and the balance of the authorization for appropriation in fiscal year 1973 is $1.25 billion.

Senator HOLLINGS. Do you know how much has been expended up to now?

Mr. STAATS. We will supply that for the record.

(The information follows:)

As of February 18, 1972, the records of the Department of Labor show obligations of $882.1 million. The nationwide nature of this operation does not permit an up-to-date compilation of the expenditures.

OCCUPATIONAL SAFETY AND HEALTH ACT

The Occupational Safety and Health Act, effective April 1971, greatly expanded the Department of Labor's activities subject to GAO audit and review; about 57 million workers and 4.1 million business establishments are covered under the act.

1972 MILITARY CONSTRUCTION APPROPRIATION CONFERENCE REPORT

House Conference Report 92-664 on military construction appropriations for fiscal year 1972 recommended that GAO conduct a review of the efficiency of construction management and the equitableness of charges by construction agencies for supervision, inspection, and overhead, including comparisons with industry experience.

1972 HOUSE COMMITTEE ON APPROPRIATIONS REPORT

House Committee on Appropriations Report 92-666 provides for GAO to make a review of the specifications and the engineering study for the Army's Tactical Operations System—an automatic data processing system for providing military commanders strategic operations information which is estimated to cost about $192 million.

ANTICIPATED WORK INCREASE RESULTING FROM PENDING LEGISLATION

I will now turn to pending legislation which, if enacted, will increase our workload in 1973.

REVENUE SHARING BILL

The first is the Revenue Sharing bill, which assigns to the GAO extensive guidance, review, and audit functions relating to local government expenditure plans and accounting for payments received to insure that expenditures comply fully with the requirements of title I.

That is known as the Mills bill on Revenue Sharing.

Title I provides for payments to local governments from a trust fund created out of receipts from Federal individual income tax collections (Intergovernmental Fiscal Coordination Act of 1971).

H.R. 30: DEVELOPMENT OF STANDARDS OF AUDITING

H.R. 30 (January 22, 1971) provides for the GAO, in cooperation with the executive branch, to develop and issue standards of auditing for the guidance of Federal agencies, State and local governments, and independent public accountants engaged in the audit of Federal assistance programs and to review the implementation of the standards and the Federal agency use made of the audits performed (Intergovernmental Cooperation Act of 1971).

H.R. 7248: REVIEW, AUDIT, AND EVALUATION OF FEDERAL EDUCATIONAL PROGRAMS

H.R. 7248 (April 6, 1971) requires GAO to review, audit, and evaluate any Federal education program upon request of responsible congressional committees or committee members, especially with regard to agencies' practices for contracting for studies and services, and also creates new education programs subject to GAO audit. (The House Committee on Education and Labor report stated that the additional workload would require a $1-million increase in the GAO annual appropriation.

Senator COTTON. What do you mean by responsible congressional committees?

Mr. STAATS. Well, that is a word from the draft bill, but it means the cognizant committees, the House Education and Labor and the Senate Labor and Welfare Committee.

H.R. 1369: REPORTS TO CONGRESS ON CONTRACTS

H.R. 1369 (January 22, 1971) provides for GAO to make annual reports to the Congress on contracts for $10,000 or more in which the price increased 10 percent or more over the estimate or which were completed more than 6 months after the estimated completion date.

H.R. 10429: ANNUAL COMPILATIONS OF REPROGRAMINGS OF APPROPRIATED FUNDS

H.R. 10429 (August 5, 1971) requires GAO to gather and compile annually for the Members of Congress information with respect to the reprograming of appropriated funds for purposes other than those originally intended.

H.R. 9998: Report on Part-Time Employment and Feasibility of Additional Subprofessional Positions for Older Individuals

H.R. 9998 (July 21, 1971) requires GAO to study and report on part-time employment in the executive branch and the feasibility of redesigning positions with a view to increasing the number of positions for older individuals at the subprofessional level and to make recommendations to the Congress.

S. 2782: Review of Operations of Nonappropriated Funds and Related Activities

S. 2782 (November 2, 1971) requires GAO to review the operations of nonappropriated funds and related activities of the executive branch, and systems of accounting and internal controls, and internal or independent audits made of the funds.

S. 2770 and H.R. 11896: Review of Water Pollution Research, Pilot, and Demonstration Programs

S. 2770 (October 28, 1971) and H.R. 11896 (November 19, 1971) require GAO to study and review research, pilot, and demonstration programs related to prevention and control of water pollution, including waste treatment and disposal techniques, of all Federal agencies. These bills would also require GAO to audit annually in accordance with the Government Corporation Control Act, an Environmental Financing Authority, created to finance the non-Federal share of the cost of projects eligible for non-Federal Water Pollution Control Act.

S. 1113: Study of Environmental Quality Programs

S. 1113 (December 9, 1971) requires GAO to make Government-wide studies and reviews of programs related to the whole area of environmental quality—air pollution, water pollution, solid waste disposal, general pollution, and degradation of the environment.

S. 2986: Replacement of Federal Regulation of Lobbying Act

S. 2986 (December 10, 1971) would replace the Federal Regulation of Lobbying Act. It would enlarge the GAO to administer the provisions of the act, including prescribing regulations and reporting requirements, and compiling and summarizing information for the Congress on the sources and amounts of funds and other resources used in influencing the legislative process through direct communication (Open Government Act).

S. 2652: Annual Audits of District of Columbia Financial Transactions and Activities

S. 2652 (October 5, 1971) requires GAO to audit annually the financial transactions and activities of the District of Columbia and to render audit reports to the Congress, the mayor, and the council.

Assessment of Overall Impact of Legislation Actions

These are some of the items of pending legislation which we have not recognized specifically in our estimate but we feel it is important

to give you some of the possibilities that may develop with respect to the additional workload on our offices next year.

In preparing our manpower and appropriations requirements, we have considered the impact that legislative actions will have on GAO resources. We do not add staff for each requirement, but assess the impact of all on an overall basis.

We have not attempted to break down by individual items of legislation the exact number attributed to it. We tried to assess this on an overall basis.

OVERALL OFFICE PLANNING AND MANAGEMENT

For overall office planning and management of our staff resources we classify our work into seven broad program categories. These are described in detail in our justification of estimates. I would like now to comment briefly on our work from the standpoint of two of these seven categories and I will summarize the remainder.

DIRECT ASSISTANCE TO THE CONGRESS

The first is the work we do of direct assistance to the Congress, its committees, and Members, consistent with our responsibilities as an independent, nonpolitical agency.

We view all of our work as being of assistance to the Congress in carrying out its legislative and oversight functions. We, therefore, direct our audit staff resources into work that will produce information on the results of Federal programs and agency operations that will be useful to the Congress and in areas which will fulfill the greatest apparent need and benefit to the Government.

We do, however, for planning purposes, classify certain work as of direct assistance to the Congress. This work includes:

Specific surveys, reviews, and studies directed by legislation.

Special surveys, audits, and reviews requested by congressional committees, and individual Congressmen, including recommendations for GAO studies contained in committee reports.

Testimony, including special preparation required, at hearings on GAO reports and other matters. Work performed by GAO staff members assigned to congressional committees.

Tasks involved in advising and assisting committees and individual Congressmen on legal, legislative, accounting, and auditing matters—especially with regard to legislation under consideration.

Accounting, auditing, and advisory services with regard to House and Senate financial and administrative operations, including audits of concessionaires and other activities.

Liaison activities with congressional committees and individual members provided by our Office of Legislative Liaison and members of our operating divisions.

Program Increases

The GAO staff resources applied to these activities have continually increased in the last 6 years. This upward trend reflects our efforts to

improve GAO's services as an independent, nonpolitical, and reliable source of assistance to the Congress in carrying out its legislative and oversight responsibilities. This objective receives the constant attention of our top management.

During 1971 we applied a total of 668 man-years to activities involving direct assistance to the Congress, its committees, and Members.

This will increase to about 790 man-years in 1972, and we anticipate a further increase to about 855 man-years in 1973.

Senator COTTON. Is that predicated on the probable enactment of a majority of these pending measures?

Mr. STAATS. We have not included in that any of these new legislative items I have referred to.

Senator COTTON. So if they are passed, they will be in addition to what you are talking about?

Mr. STAATS. They will be.

This increase is anticipated in view of the growing interest of the committees and Members in assuring that funds provided are used wisely and economically to carry out authorized Federal programs, especially in defense, foreign aid, education, manpower, pollution, health, income security, transportation, and housing programs.

As an illustration, to make my points concrete, Mr. Chairman, in the last 6 months of 1971, compared to the same period in 1970, the number of requests increased from 252 to 371. In other words, the last 6 months of calendar 1971 compared to 1970. That is about a 50 percent increase in that 1 year to the next.

Senator HOLLINGS. From 252 to what?

Mr. STAATS. From 252 to 371 in a comparable 6-month period, 1970 to 1971.

POSSIBLE DUPLICATION OF EFFORT RESULTING FROM COMMITTEE REQUESTS

Senator COTTON. May I interpolate a question here, Mr. Chairman? If it should wait, just say so.

Many congressional committees, according to my observation, which is mainly from the Commerce Committee, keep creating special subcommittees to do a lot of checking, or oversight. Do you find, if you care to answer, that there is a good deal of duplication by these ambitious subcommittee chairmen of the various subcommittees which causes duplication with what you are doing?

Mr. STAATS. We have not given any special study to that. I cannot think of any case where it has presented any difficulty for us. We tend to get sometimes very similar or duplicate requests and from the House and the Senate and on the same subject, in which case we try to work these out in such a way that we can do it as one study. But I can't recall any case where this created any problem for us.

Senator COTTON. That was not exactly what I had in mind, about creating a problem for you. What I had in mind was some of these projects and endeavors on the part of the committees in exercising their oversight capacity, are they running parallel in matters that you would be doing anyway?

Senator HOLLINGS. This thing keeps growing and growing and it is good because people have confidence in your department of the Gov-

ernment. You are doing an outstanding job. The question of concern, really, is that you don't kill the goose that lays the golden egg, that you become completely ineffective. I think along the seed of concern that disturbs Senator Cotton would disturbe me, that somehow you make certain you are not doing the same thing as a congressional subcommittee on the one hand, or otherwise your annual report contains therein those things which you think some other agency of the Government could do better or not even be done.

I know you resisted this elections change because you did not want to get into the politics, the partisanship, and I thought your position was good and supported it. Anyway, the Congress spoke otherwise and you have to do the job. Seemingly, you are just catching the ball and you have to catch whatever is thrown to you.

But irregardless, as my friend, Congressman Rivers, used to say, you are supposed to list those things that you think you could go out of business on, because it is going to come crashing around, if you keep doing this every year. You will be bigger than anything else around here.

Efficient Personnel Requisite

Mr. Staats. We are not going to grow fast. We are much more interested in the quality of our people than we are in numbers. Large numbers, as such, wouldn't do the job for us. we have to have experienced people. That means that we have decided that irrespective of workload we are going to grow slowly and be sure that we have the right people and well-trained people. That is one point.

Suggestions That Congress Make Requests of Appropriate Agencies

The second point is we urge in each case where we are aware of the request that is about to be made, that has been made to us if they can get it from the agency we would urge them to do that. Sometimes we have been successful. Some of these evaluations that they are asking us to do we think Congress could ask the agencies to do and get us to criticize or evaluate and assess whether we think the agencies have done a good job.

Senator Hollings. You do make these suggestions?

Mr. Staats. Yes, indeed.

Annual Audits of Government Corporations: Requested Authority for Discretionary 3-Year Audits

The third point I would like to make is that we have asked the Congress for authority to vary the audit that we are required by law to make annually of all the Government corporations. We think an annual audit of all these funds is not really necessary. If we had the discretion to audit them within a 3-year period, we think this would save us some manpower and would be equally good. If we knew there was a problem situation, we might want to go every year to correct it. But for most of the corporations we think an audit within a 3-year period would be adequate. The law presently requires us to make them annually.

Senator Hollings. You can see the politics in this whole thing. I am lost, and I want to get identification—visibility is the word—so

I gather any piece of weaponry in the Pentagon and I say, you, Mr. Staats, audit it, and I will be the hero, because I have seven chances out of 10 to find something wrong with it.

And then I could say, "look what I have discovered." What you are really doing is running the campaigns of all of us. You might be finding some good at the same time, but we can't afford it.

RESPONSE TO CONGRESSIONAL REQUESTS: REQUEST OF SENATOR BROOKE FOLLOWING NEW BEDFORD RIOTS

Mr. STAATS. To the other side of that is that if the committee or a Member is not satisfied with the results of what he is getting from the agency, we don't really feel we, in good conscience, should turn him down if he needs help.

Let me cite an illustration not in the weaponry field. After the riots in New Bedford, Senator Brooke asked us if we would send a team in there to find out why the Federal agency's program did not work, and had not dealt with some of these problems that people were complaining about.

We followed our practice of saying "you have a group of agencies in Boston, you have a regional council, and we would urge you to ask them to do it." He accepted that and they did make a study, but he was completely dissatisfied with it, and I think he labeled it a whitewash. Then he again came to us and asked us if we would send a group in to look at the situation, which I agreed to do.

That report has been made to him.

But in each of these cases we have to look at them as a separate proposition, Mr. Chairman. We find that it is very difficult to generalize. Our main role is providing Congress with help an an independent oversight agency.

POSSIBLE EVALUATION OF RICHMOND BUSING PROGRAM

Senator HOLLINGS. In the accounting field and not as to the effectiveness of some program like the Brooke program. Suppose I asked you to go to Richmond and look at the busing order and tell me how effective that was or ineffective?

Where would you start and where would you end up. I would ruin the GAO if I sent you over there.

OFFICE AUTHORITY AND RESPONSIBILITIES

Mr. STAATS. I doubt if you would really ask us to do that so I really can't answer your question. Our authority and responsibility now is very broad, even aside from the specific cases. The Legislative Reorganization Act of 1970 said the GAO should look at the costs and benefits of Government programs—how much are they costing in relationship to the benefits we are achieving.

More and more of our work is of that character, where we are trying to find out whether the program is really achieving what Congress intended for it to achieve. It does not really deal with our total responsibility if we are going to look only at the administrative expenses or whether the accounts are in order, if the money, itself, is being wasted.

NEGOTIATION OF SOME CONGRESSIONAL REQUESTS

Senator COTTON. Behind some of the chairman's questions, I think, is this question: Do you accede to every request of a Senator or Congressman who pops up and says, "Will you go and investigate such and such?" Many times I am sure the requests cover only an isolated instance of a program—not the whole program but just how it was administered in New Hampshire or South Carolina or New York or California.

You can't do that. You don't accede to all of those requests, do you?

Mr. STAATS. We don't accede to all of them, no. As I say, we have to look at each case as a separate case. We negotiate with the committee, negotiate with the Member and see if we can either get somebody else to do it, the agency, for example, or whether we can minimize it, or whether we can just send a group in and check out what the agency has done and do it with less manpower.

REIMBURSEMENT BY COMMITTEES FOR LOAN OF PERSONNEL

Senator COTTON. I think you indicated that you have loaned a man to a subcommittee of the Banking Committee, and yet a subcommittee of the Commerce Committee is apparently doing the same thing on Penn Central.

Mr. STAATS. Sometimes we can save our manpower if the committee already has a man working on a problem to assign a man, rather than our taking on the project, ourselves. It saves us people in a great many cases, just to loan them staff. Of course, they have to reimburse us.

Senator HOLLINGS. They do reimburse you?

Mr. STAATS. Beginning March 1 they have to reimburse us.

Senator HOLLINGS. That is a change in policy?

Mr. STAATS. That is a change in the law. The law went through last year which requires that.

Senator HOLLINGS. Good. You may proceed.

UTILIZATION BY COMMITTEES OF REPORTS

Mr. STAATS. While the 885 man-years for 1973 is our estimate of manpower needed for work we classify as direct assistance to the Congress, as I pointed out earlier, all of our self-initiated reviews of management efficiency and program results (2,237 man-years in 1973) have as their objective assistance to the Congress and its committees in performing their legislative and oversight responsibilities. The results of ths work, as well as specific committee request work, are frequently used by appropriation and other committees.

SENATE ARMED SERVICES COMMITTEE REPORT

To illustrate, I might quote here from the Senate Armed Services Committee Report 92–359, dated September 7, 1971, on H.R. 8687 authorizing appropriations for fiscal year 1972 for procurement of military aircraft, missiles, et cetera. Under a heading "Assistance from the General Accounting Office," the committee stated:

The committee has received valued assistance from the GAO in performing many of the evaluations of segments of weapons programs, procurement and management as well as other areas of special interest to the committee in preparing

for the analysis of the budget presentation. This assistance is extended throughout the year and provides the committee with supplemental expertise in the matters of procurement and management especially related to contracting and cost.

GROWTH OF PROGRAM: REQUESTS BY INDIVIDUAL COMMITTEE MEMBERS

Senator HOLLINGS. You are using good judgment and commonsense. You used the word "negotiations." You negotiate immediately to bring it into some semblance of realism and the attainable.

Have you been constrained at times to ask the Congress that you only respond to requests that are approved by the committees officially so as to screen out some of the requests, a volume, for example?

Suppose Mr. X comes in tomorrow and takes over your department and starts responding to every and any request, doesn't negotiate, does not have the touch, does not have the years and experience of background that you have. We would be in the soup.

Mr. STAATS. Mr. Chairman, we discussed this point last year and this idea has been discussed extensively within our own organization.

Senator HOLLINGS. What do you think of the idea?

Mr. STAATS. We proceed with the view first, that GAO has to serve both parties in the Congress. That means that if we accepted only requests from the chairmen of committees——

Senator HOLLINGS. I didn't intend that. I mean either the minority or the majority. I would go along with that. Certainly the loyal opposition, would have first call on the GAO because they would be the ones trying to keep things in line. I would go along with that. But I mean either minority or majority.

Mr. STAATS. If it built up to the point where we thought it was not feasible or manageable from our point of view, we would go to the chairman of the committee, the ranking minority member, the staff director, and hold it down.

But I really can't honestly say that this portion of our budget, as of now, is out of line with what we understand the Congress needs and expects the GAO to provide.

As I indicated here last year, if it reaches a point where we, as an office, feel that we cannot continue to provide the growth of the direct assistance to Congress that is reported here, then we would have to get the leadership to do something.

I doubt if it would ever reach the point where we would have to ask for legislation. The growth has come mostly in individual pieces of legislation. We may or may not have much to say about that, as in the case of the Federal Elections Campaign Act.

We exerted every possible effort on that. This is true also with many others that we have been successful on. But this is where the real growth in manpower requirements has come about.

STUDY OF NONAPPROPRIATED FUNDS: AUDITING OF POST EXCHANGES AND COMMISSARIES

The study that Congress wants us to make on nonappropriated funds is a case in point. This again came about as a result of the investigations in the Senate Permanent Investigations Committee on Post Exchanges and Commissaries.

There was a strong interest in getting the GAO to take on the whole job of auditing those post exchanges and commissaries. My predecessors had recommended that this be done. But I decided that we can't do that. There are about 11,000 of them.

Senator HOLLINGS. Exactly.

Mr. STAATS. So in this case, what we agreed to do with the Senate Government Operations Committee is that we would have legal access to records so that if there were a specific problem situation, a specific case, we could go in.

Otherwise, we think the responsibility for auditing those post exchanges and commissaries is in the agencies.

We can look at how well the agencies are doing that job, for example, whether they have a good accounting system, but for us to take on the whole job we thought was completely out of the question. They have accepted our position.

Senator HOLLINGS. We are in harmony. I was just trying to employ some foreseeability. I can see it coming.

Senator COTTON. We are not out in any sense encouraging this kind of request.

Senator HOLLINGS. Yes, sir. Please proceed.

REPORTS ISSUED TO CONGRESS

Mr. STAATZ. During fiscal year 1971, we issued 277 reports to commitees and members on specific requests for a wide variety of reviews and inquiries. For the first half of fiscal year 1972, we issued 138 such reports, and, at December 31, 1971, we had on hand an additional 205 requests on which our staffs were performing required work.

REVIEW OF DEPARTMENT OF LABOR IMPLEMENTATION AND ADMINISTRATION OF PUBLIC EMPLOYMENT PROGRAMS

The requests cover a wide range of activities; some require a great deal of staff time. For example, in response to a request dated July 28, 1971, from the chairman, Subcommittee on Employment, Manpower, and Poverty. Senate Committee on Labor and Public Welfare, we are conducting a review of the Department of Labor's implementation and administration of public employment programs under the Emergency Employment Act of 1971 (Public Law 92–54, July 12, 1971).

The review, which we estimate will require about 45 man-years, covers the activities of eight States, nine counties, and 12 cities designated as program agents to carry out the emergency programs for employment.

We plan to provide the chairman with a summary report early in 1973 for the subcommittee's use in evaluating the effectiveness of the act which is scheduled to expire on June 30, 1973.

Other examples of the matters we have reviewed or are reviewing at the request of committees and individual members are:

FEDERAL-SUPPORTED PROBLEM-ORIENTED RESEARCH ACTIVITIES

The effectiveness of Federal-supported problem-oriented research activities, such as the National Science Foundation's RANN programs, in Federal agencies, academic and nonprofit institutions, industrial firms and State and local governments.

NIH Division of Biologics Standards: Adequacy of Regulatory Functions

The adequacy of the regulatory functions of the Division of Biologics Standards of the National Institutes of Health in relation to selected vaccines.

Implementation of Section 102, National Environmental Policy Act

The manner in which section 102 of the National Environmental Policy Act is being implemented especially with regard to the preparation and use of environmental impact statements.

Military Tactical, Logistics and Administrative Computer Systems

The effectiveness of the development, installation and operation of military tactical, logistics and administrative computer systems. (This has been a continuing request since September 1969.)

Civilian and Military Personnel Alcoholics

The extent of alcoholism among civilian and military personnel and the need for rehabilitation programs.

Private Shipyard Cost Control and Procurement

The problems related to cost control and procurement at major private shipyards and such related matters as Government surveillance, of shipbuilders, the shipbuilding market, et cetera.

F–14 Aircraft Cost Increase

The increasing costs of the Navy F–14 fighter aircraft program.

C–5A Aircraft

The causes and impact of the defects in the C–5A aircraft and the alleged unsatisfactory management practices at the Lockheed-Georgia Co.

Proposed Reorganization of Foreign Assistance and Military Sales

The issues and areas in which the administration's proposed reorganization of the foreign aid and foreign military sales programs need further consideration by the Congress in formulating legislation.

Southeast Asia Refugees, Etc.

The problems relating to refugees and other war-related issues applicable to Vietnam, Laos, and Cambodia.

Productivity Measurement in Federal Economic Sector

The feasibility of measuring productivity in the Federal sector of the economy.

Accounting and Reporting of Dealers in Government Securities

The adequacy of the accounting and reporting practices of dealers in Government securities who report to the Federal Reserve Bank of New York.

Mr. STAATS. More details on these and other examples are included in attachment A to my statement.

Our second program category is:

REVIEWS OF MANAGEMENT EFFICIENCY AND PROGRAM RESULTS

In planning this work, we give special emphasis to Federal and agency operations in which there is strong present or potential congressional interest and opportunities for improvement.

To do this we maintain continuous contact with committees and their staffs through briefing sessions and discussions of matters of mutual concern. Consequently, we coordinate and plan GAO-initiated work, as well as our direct assistance work, to assure that we cover significant and timely issues and our reports are as responsive as possible to the needs of the Congress.

Many of our reports to the Congress, resulting from GAO initiated work, are used in committee hearings or other actions relating to Congress' legislative and oversight responsibilities.

Committee interest in this work tends to strengthen our efforts to achieve improvements and economies because departments and agencies are aware of the possibility that committee action may result from information disclosed in GAO reports.

The 2,237 man-years which we plan to apply to our GAO-initiated reviews during fiscal year 1973 represent an increase of 123 man-years over the fiscal year 1972 program level of 2,114 man-years.

At December 31, 1971, we had underway, in various stages, about 1,100 GAO-initiated reviews primarily of matters known to, or believed to be of interest and use to the Congress and its committees.

DOMESTIC CIVILIAN PROGRAMS

We assume there will be continued growth in the number and size of domestic civilian programs and in the portion of the total Federal resources applied to them. Accordingly, we plan to increase our staff resources applied to their review in 1973.

As you know, Mr. Chairman, the HEW budget for this year, 1973 proposed, is larger than the Defense Budget, to give you some idea of the growth.

Senator HOLLINGS. What are the relative round figures?

Mr. STAATS. About $79 billion for HEW.

Senator HOLLINGS. And how much for Defense?

Mr. STAATS. That is in fiscal 1973. Defense is about $78 billion.

Senator HOLLINGS. $78 billion in Defense and $79 billion in HEW?

Mr. STAATS. Yes.

Senator COTTON. Does that HEW figure include social security?

Mr. STAATS. Yes. But what the President defines as human resources in his total budget—these are all the welfare programs—is about 45 percent of the total budget in 1973.

All I am suggesting here is the area, the domestic civilian area, where we have had so much growth and the reason we are putting in additional resources.

FAMILY ASSISTANCE PROGRAM

Senator HOLLINGS. Are you doing anything on the trauma of the Family Assistance program?

That is, along this foreseeability thing of getting into the civilian change over. It is what I call a guaranteed annual income, the 80,000 employees that the administration will require.

Mr. STAATS. I don't know how many it will take.

Senator HOLLINGS. That is their testimony before Finance.

Mr. STAATS. We have done a good deal of work for both the House Ways and Means Committee and the Senate Finance Committee, particularly in the area of the State government's own monitoring of their eligibility requirements for Aid to Dependent Children's Families.

Senator HOLLINGS. How much of an effort do you have? We had to approve, for example, a half million dollar study to find out about welfare. Are you assisting in that study?

Mr. STAATS. No.

Senator HOLLINGS. You are not part of that one?

Mr. STAATS. Not part of that at all. With respect to the manpower we are putting into the studies on eligibility for AFDC, I can't tell you offhand how many people we have on that.

Mr. SAMUELSON. I don't have the number of staff on eligibility. We have 16 people in Washington in the Social and Rehabilitation Service area which includes all the work we do on welfare and including medicaid.

We have 16 of our Washington staff on the work at the Social Security Administration, which includes medicare. Field staff number about four to one, for Washington so we would have about 64 from the regional office assigned to the work on the Welfare and social security programs, which includes eligibility.

Mr. KELLER. We have given a lot of information that we had compiled to Mr. Griffin's subcommittee.

Senator HOLLINGS. That is the one I was referring to.

Mr. STAATS. But we are not covering areas of their study. In performing our reviews of domestic civilian programs, we are directing more of our efforts to providing the Congress and agencies with information on the progress made in achieving program objectives, on program deficiencies which impede operational success or increase program costs, and on possible alternative approaches to accomplishing the objectives intended by Congress.

WIN PROGRAM

An example of this is our report on "Problems in Accomplishing Objectives of the Work Incentive Program (WIN)" in the Departments of Labor and Health, Education and Welfare, dated September 24, 1971. In that report, we recommended improvements which were within the purview of the responsible Federal agencies and also recommended to the Congress specific changes now in legislation which, we believe, would improve the design of the program.

More details on this and other programs are included in attachment A.

MIGRANT AND SEASONAL FARMWORKERS

In performing our reviews of domestic civil programs, we are also broadening our scope, where appropriate, to include all related programs which cross agency lines. An example of this is our review of the impact of Federal programs to improve the living conditions of migrant and seasonal farmworkers. In this one, we reviewed programs directed to alleviating hardships confronting farmworkers administered by the Department of Agriculture, HEW, and Labor, and the Office of Economic Opportunity.

We are making recommendations to the agencies involved which will improve the management of Federal programs for migrant and seasonal farmworkers. Too, we believe the report will be useful to the Congress in its consideration of several legislative proposals for improving the living conditions of these workers.

What we are trying to get at is how well coordinated are these agencies? We have several agencies involved in carrying out a single program.

Senator HOLLINGS. There is a final report on these farmworkers, a GAO report on it?

Mr. SAMUELSON. That report has not yet been issued?

Senator HOLLINGS. When will it be issued?

Mr. SAMUELSON. We have the report with the agency for comments. I would say within the next 60 days, we should have agency comments.

Mr. KELLER. We will make sure you get a copy.

DISTRIBUTION OF REPORTS TO CONGRESS

Senator COTTON. Your report on the work incentive program of HEW is completed?

Mr. STAATS. Yes.

Senator COTTON. Was a copy of that report sent to the chairman and ranking minority member of the Appropriations Subcommittee handling that?

Mr. STAATS. Yes.

Senator COTTON. So I have that report in my office?

Mr. STAATS. So far as I know you should have. They go out automatically to the subcommittee.

Senator COTTON. Probably they go to the clerk or counsel.

Mr. KELLER. They would be addressed to the chairman of the subcommittee. I don't know whether we automatically include the minority member unless he has a specific request.

Mr. STAATS. If he has a specific interest, we would see that he would get it.

Senator COTTON. I am sure the chairman of the subcommittee will make full use of that report, as well as his able counsel. But I will try to see to it that I get it myself. These reports will not be fully effective unless members of the subcommittee have them in mind when those agencies come before them.

After all, in a big agency, and you referred to the size of HEW appropriations, the best chairman in the world, and we have one of the best chairmen in the world, can't handle all of the material in

your reports and have it all in mind when they cross-examine witnesses.

Mr. STAATS. We have done several things in an effort to try to get this information into the hands of the Members, of every Member and every staff on the Hill. One thing we have done is to prepare a little monthly newsletter of four pages in which we highlight and summarize all of the reports in that previous month.

That goes to every Member of Congress and, I think, 800 or 900 copies are sent to the Hill. Also, by law, we are required now to prepare a monthly report to the Congress with respect to all reports in which we make recommendations. We send that to the Speaker of the House and the President of the Senate.

But we have also been successful now in getting a Member of the House to put that in the Congressional Record, where it can be more readily available. Third, you will find in the front of each of our reports a little digest so that the Member does not have to read the whole report.

He can go through a four-page digest and get the main points in that report, why we made the study, what we found, whether the agency agreed or disagreed with our findings, and what we recommend be done.

If it includes action by Congress, we specifically indicate the type of action we think Congress might consider. That is a little digest in the front of each report. We have done these things to try to get this information into the hands of the Members of Congress in a more readable and readily accessible manner.

Senator COTTON. The best thing that could be done is to have a member on every Congressman's staff assembled in one room and someone from your agency come up and tell what is important. There is a raft of stuff that comes into each office. Our staffs, even though they intend to do the right thing, don't realize the things we ought to know in working on a committee.

Senator HOLLINGS. I am learning now. I am going to flag the report that he puts out every month, the monthly newsletter and look at this myself from here on.

Senator COTTON. I just did the same thing.

Mr. STAATS. We appreciate the problem Members of Congress have, which is that they are all busy people. Unless we can deal with this in some way where we can get it into their hands, they may or may not be aware of it when they need it.

HEALTH PROGRAMS

Health programs continue to grow with outlays reaching over $22 billion in 1972. Much of our work in the health area is directed to the medicare and medicaid programs. In one report, for example, we made recommendations to significantly reduce delays in the cost settlement process between intermediaries and hospitals under the medicare program and made additional recommendations to reduce costs between $100 million and $200 million annually through the elimination of a questionable cost apportionment method.

HEW has taken action on these recommendations.

Here is an excellent example of what Senator Cotton is referring to. We did this study on our own. We found what we thought were gues-

tionable charges to the medicare program of between $100 and $200 million. We did not get the Agency's agreement on them at that point of time. But by working with the staff of the Agency and the Senate Finance Committee the committee put out a strong report on it and as partially a result of that HEW changed their position and allocation methods so that the program has saved somewhere between $100 and $200 million.

Senator HOLLINGS. So you paid your way on that one. You made up your whole $97 million budget; is that what you are telling us?

Mr. STAATS. As I point out later we have not taken credit on this one. We know the saving is at least $100 million, but unless we can specifically quantify the saving and document it we don't put it in our list of savings.

GOVERNMENTWIDE REVIEWS

In our work we frequently review areas in which Government-wide management economies are possible. For example, we are nearing completion of a Government-wide survey of insurance procured directly or indirectly by the Federal agencies.

The purpose of the survey is to identify those types of risks now covered by insurance which might appropriately be self-insured by the Government. Although the Federal Government has traditionally followed a policy of self-insuring most of its risks, it nevertheless continues to spend many millions of dollars each year for the purchase of insurance, largely indirectly through contracts, leases, and grants. We plan to review in greater depth those types of risks which our survey identifies as appropriate for self-insurance and which appear to have potential for substantial savings to the Government through self-insurance.

As you know, strong congressional and public interest continues in the consumer protection, safety, and law enforcement programs. Accordingly, we plan to increase our reviews of applicable programs administered by HEW, EPA, Labor, Interior, Transportation, Agriculture, and Justice.

Programs involving the conservation of national resources and the supply of the Nation's energy needs will also receive increased attention in view of the concern expressed in the Congress.

DEFENSE PROGRAMS

Based on anticipated continued high level of expenditures for defense and special interest of the Congress in major weapon acquisitions as well as in defense costs generally, we plan a small increase in our level of effort for GAO-initiated work in the defense area in 1973.

As you know, shortly after the first of each year, we furnish the Congress with an overview report that includes information on progress being made by DOD to improve the overall acquisition process as well as our evaluation of the performance of critical management functions within that process.

MAJOR WEAPONS SYSTEMS PROCUREMENT

Together with this overview report, again this year we will issue about 70 individual weapons systems staff reports on the results of our

specific studies of these systems. These will include detailed information on production and delivery cost, and performance.

We are continuing such reports because, in our discussions with members and staffs of the several committees interested in major weapon system acquisitions, we learned that both our overall report and individual system reports have been very useful to them in considering DOD proposals and overseeing DOD's operations.

In our studies of the major weapons acquisition process, we are giving special attention to cost-estimating practices, use of cost-effectiveness studies, and effectiveness of testing practices. We will also report on the corrective actions taken on major problems identified in the most critical weapon system programs.

As now in previous years, a substantial portion of our audit and review effort will be devoted to defense procurement and supply management operations in view of the continued need for improvement in these areas.

Defense procurement in 1971 amounted to about $33 billion. We shall continue to seek opportunities for substantial economies in defense procurement in line with the congressional interest in achieving this objective. We also plan to continue our review of DOD's procurement policies and mehods, contract pricing, contract administration, and extent of duplication of procurement among the services for the same or similar items.

Procurement Commission

We have furnished the Procurement Commission a number of our staff members to assist it in its Government-wide study of procurement policies and priorities and are supporting the study within GAO. We expect then that additional followthrough will be required after the studies are completed.

I am a statutory member of that Commission, and we will be reporting later this year.

Other Defense Programs

The need to maintain a substantial effort in the supply management area is evidenced by the fact that:

The inventory of about 4 million different items in the defense inventory is worth about $47 billion.

The management of the 4 million inventory items is conducted by 22 major inventory control points and 62 wholesale depots.

Substantial amounts are spent to maintain and modernize equipment in use by the services, valued at billions of dollars.

In the defense research and development area, for which the level of appropriations is over $7 billion, we are assessing the management effectiveness of basic research and exploratory development programs conducted by Government laboratories, universities, and contractors and also the engineering development of weapon systems and other major items prior to production.

We plan to continue our work in all these areas in view of the disclosure of major deficiencies in the past. We plan to concentrate

more on the development stage in research programs and on DOD's research information dissemination methods.

In the defense manpower area, we will give priority to the acquisition and retention of military personnel; the assignment and utilization of military personnel; the administration and control over military and civilian pay and allowances; education and training programs; readiness of selected military forces; military retirement systems; and drug treatment programs for military personnel.

In the defense facilities and support services area, we will be reviewing contracting and acquisition methods, management and utilization of existing facilities, personnel housing operations, and Government-owned industrial facilities.

The principal support services we plan to review are communications, automatic data processing systems, medical care, fuel distribution, and subsistence.

Our annual report to the Congress describes the results of specific GAO reviews of defense activities during fiscal year 1971. Since July 1, 1971, we have issued reports to the Congress on such matters as:

Phasedown of U.S. military activities in Vietnam.

And out there utilizing the equipment we have instead of buying new equipment, the possibility of one service using the equipment of another and so on.

Pricing of noncompetitive contracts subject to the Truth-in-Negotiations Act.

Assignment of crew members to ships under construction.

Activities and status of civil defense in the United States.

Fees allowed nonsponsored not-for-profit organizations by Government agencies.

Savings available in inventory accounting activities.

INTERNATIONAL PROGRAMS

In planning our reviews of international programs and operations, we are making special efforts to identify matters of concern to the Congress and its committees in such areas as:

International programs relating to U.S. defense activities overseas, including military grant and sales assistance programs.

International trade, including the unfavorable balance-of-payments situation.

Effectiveness of objectives and programs related to the total economic, military, and humanitarian assistance provided selected countries.

U.S. participation in international organizations and institutions.

International activities of the Treasury Department.

Activities of the State Department and other agencies involved in international operations, including Agriculture, Commerce, HEW, Interior, USIA, and the Export-Import Bank.

During the past several years, we have placed added emphasis on reviews of programs and activities related to expansion of our international trade. We recently completed a review, for example, of the trade opportunities program of the Department of Com-

merce. In our report, we pointed out several ways in which we believe greater benefits could be derived from this program in terms of increasing U.S. exports.

Transportation and Traffic Management Programs

As we have gained experience and have assembled professional staffs trained in transportation and traffic management, we have improved the effectiveness of our work in this area and have increased our assistance to interested committees. Currently, we are completing reviews of:

Worldwide transportation of ammunition;

Transportation of petroleum fuels via pipeline to Air Force bases;

Ways to improve the use of cargo space of ammunition ships; and

Consideration given to transportation costs in selecting GSA depot service areas.

In our survey of the U.S. Postal Service transportation system, we identified many areas in which substantial savings could be achieved. These are identified in attachment A.

Government-wide Automatic Data Processing Studies

We plan to continue to direct substantial effort to Government-wide reviews of automatic data processing activities. We have found it to be an area in which significant improvements and economies can be affected.

We recently issued a report to the Congress on ways ADP software acquisition and management can be strengthened in the executive agencies. We also issued a report to the Congress which, we believe, will promote a better foundation from which the auditing community in the Government agencies can build toward more effective and efficient audits of computer-based systems.

Senator Cotton. What do you mean by software?

Mr. Staats. This is the programing that goes into the computer, the tapes, all of the things which go along with the use of the computer.

Special Studies

We have found important benefits from the use of the skills of systems analysis, statistical sampling, and actuarial experts on our staff. In addition to the preparation of reports to the Congress on special studies, these staff members also serve as consultants and conduct training for our professional staff and conduct research to keep abreast of the state of the art. This training spreads the use of advanced methods throughout the office as soon as they are found to be useful in our work.

In summarizing my comments on GAO-initiated work, I would again emphasize that the reports issued to the Congress on this work constitute one of the most important means of assisting the Congress in its legislative and oversight functions.

The information contained in the reports is intended to give the Congress, as well as the agency heads, an appraisal of Federal programs and operations. They, of course, also include recommended improvements, including recommendations for needed legislation.

As a byproduct of these reviews, many significant financial benefits are achieved. For example, of the total of about $268 million of GAO collections and other measurable savings in fiscal year 1971, about $250 million was attributable to GAO-initiated reviews. In addition, many significant financial benefits to the Government resulting from our work are not fully or readily measurable in financial terms.

This $268 million does not include the $100 million to $200 million figure on medicare because we couldn't give a precise figure. But these studies, even though they are not reflected in the $268 million, many of them have direct dollars and cents payoff to the Government.

Senator HOLLINGS. If we had a GAO effectiveness study of GAO, you would conclude you are saving three times your budget?

Mr. STAATS. We think a lot more than that, Mr. Chairman.

Senator COTTON. Parenthetically, in fiscal 1971, for instance, did you find any agencies that overobligated their funds?

Mr. STAATS. No, not if by overobligating you mean obligated in excess of the appropriation for that agency.

Senator COTTON. Yes.

Mr. STAATS. We have not made an across-the-board review of that, but I can't think of any case where we have been into an agency where we have found that.

Senator COTTON. Thank you.

AGENCY FINANCIAL STATEMENTS, ACCOUNTING SYSTEMS, AND ACCOUNTABLE OFFICER ACCOUNTS

Mr. STAATS. Mr. Chairman, the third program category is Examination of Agencies' Financial Statements, Accounting Systems, and Accountable Officers' Accounts.

This work is required by various statutes and includes:

Centralized audit of transportation payments.

Annual audits required of Government corporations and other governmental activities.

Reviews of accounting systems in operation.

Centralized voucher audits at military finance centers, including account settlement.

Audit and settlement of accounts of accountable officers in civil departments and agencies, and

Audits of civilian pay and allowances.

To effectively carry out these activities in fiscal year 1973, we estimate we will need 965 average positions compared to 962 in 1972.

We are continuing to shift our emphasis within this program area. For example, we plan to reduce the staff resources applied to the centralized audit of transportation payments in light of expected decreases in the volume of transportation bills applicable to shipments to Vietnam and Southeast Asia.

On the other hand, we plan a small increase in our reviews of agency accounting systems in operations to insure that these systems meet the standards set by our office.

The Transportation Act of 1940 requires the GAO to postaudit all billings for transportation under standard Government transportation forms. This activity, performed centrally in Washington by our Transportation Division, will require 581 man-years in 1973 compared to 590 man-years in 1972, a reduction of 9 man-years.

We are currently considering alternative approaches to transferring the responsibility for detailed audit of billings for transportation to the departments and agencies. This is an area in which a centralized audit of financial documents has been retained in GAO. Legislation may eventually be required to make this transfer of responsibility.

However, we have considerable latitude under existing legislation to determine the extent of postaudit by GAO, providing agency systems contain adequate controls over the accuracy of the transportation payments.

Our approach to achieving the transfer objective is to pursue further the automation of our audit and to build on and make our audit systems compatible with agency management and fiscal systems. This will facilitate the transfer of the basic audit responsibility to the agencies.

The transfer of the audit responsibility will not diminish our management and program reviews of transportation and traffic management operations. As part of these reviews, we would periodically evaluate the adequacy of the agencies' audit systems for checking the accuracy of the payments for transportation billings. If, and when, our objectives are accomplished, it will reduce considerably our staffing needed for this function.

Audits of Government Corporations

The Government Corporation Control Act and other specific statutes require annual audits of financial statements in accordance with generally accepted auditing standards and procedures. Several new Government corporations and funds subject to GAO audit have been created in the last few years.

Additional staff resources have been assigned to the annual examination of these activities as their operations are started as well as to existing ones that have expanded.

We are still trying to obtain legislation which would provide for this type of audit once every 3 years in lieu of an annual examination.

We believe this approach would meet basic objectives for the Congress and provide us more flexibility in the use of our professional staff for performing higher priority work.

The fourth program category is:

Legal Services and Decisions

The legal work of the office extends to virtually the full range of the Government's receipt and expenditure activity.

Many legal questions arise as a result of our audits and reviews of agency operations. Heads of departments and agencies as well as disbursing and certifying officers have a statutory right to submit for

advance decision any question on the legality or propriety of proposed expenditures of Federal funds.

Contracting and procurement officers may also obtain decisions on questions arising in connection with proposed awards of Government contracts.

Also, individuals and firms whose claims have been disallowed by actions of our Claims and Transportation Division and bidders for Government contracts who feel that procurement statutes and regulations have not been properly applied may apply for decision.

Under the law, decisions of the Comptroller General in these matters are final and conclusive upon the executive branch of the Government and payments made contrary to our decisions are subject to disallowance. Private concerns and individuals who may be adversely affected have further recourse to the courts in most cases.

The legal work includes the preparation of decisions concerning the legality and propriety of the receipt and expenditure of public funds; the preparation of advisory opinions and reports on proposed and pending legislation to Members of Congress and congressional committees, and to the Office of Management and Budget; and the formulation and presentation of legislative recommendations to the Congress.

As you know, the Comptroller General has responsibility for determining the legality of expenditure of appropriated funds. This decision function, involving the interpretation and application of Federal statutes and regulations, has produced a large body of decisions over the years which serve as guidelines applicable to receipt and appropriated fund expenditure transactions of the Government.

Of the 235 man-years we estimate will be needed to carry out the legal activities of the Office in 1973, 195 will be in our General Counsel's office and 40 in our Transportation Division.

Our attorneys and Transportation Division personnel provide legal and technical assistance to the Department of Justice in the prosecution and defense of transportation suits by and against the United States as well as in cases before the Court of Claims.

Consideration of the factors affecting our work leads us to conclude that we will experience a continuing heavy workload. With respect to general Government matters, we have found that legislation and congressional considerations in the current climate of concern with the complex problems facing our Nation continue to generate an increasing number of matters being placed before the Office for legal resolution.

The same is true with respect to Government procurement where we have found it necessary to initiate procedures under which our handling and disposition of bid protest cases may proceed more expeditiously in order to maximize the benefits deriving from the availability of the GAO as a forum in such instances. The speedier resolution of such cases called for under the new procedures will place additional demands on our legal staff.

The contract area continues to constitute the largest individual category of our legal decision work. Under the new legal concept established by the *Scanwell* case, Court of Appeals, District of Columbia, February 13, 1970, giving aggrieved bidders for Federal contracts a right

to seek judicial redress, a number of court actions have been brought in which we have participated.

In two subsequent decisions the District of Columbia Court of Appeals, on October 14, 1971, in the cases of *Wheelabrator* and *Steinthal* placed increased emphasis on our role in such matters.

These decisions and the work of the Commission on Government Procurement—created by Public Law 91–129 with the Comptroller General as a statutory member—will significantly affect the Government procurement process and have already had an impact on the work of our Office.

One of our lawyers is assigned full time and two are working part time for the Procurement Commission. In addition, the Office expects to devote considerable staff effort in the analysis of Procurement Commission studies.

As the range of our activities expands with respect to broader scaled reviews of Government programs, the internal demands upon the legal staff for assistance in connection with those reviews continue to grow.

We are asking for seven additional staff positions over our 1972 level primarily to meet the increased workload of our legal staff due to the growing complexity of our audit work and to handle an increased volume of bid protests.

The fifth program category is:

FINANCIAL MANAGEMENT IMPROVEMENT

In recent years, we have devoted considerable effort in assisting the Federal agencies in their efforts to improve their accounting systems to the point where they can be approved by our Office, as required by the Accounting and Auditing Act of 1950.

In 1966, about a third of the 150 systems of civil departments and agencies and only the Corps of Engineers—civil functions—in the Defense Department had been approved.

By December 31, 1971, the number of system approvals in civil departments and agencies had increased to approximately 50 percent even though the number of those subject to approval had increased to 160.

In addition, for the Department of Defense, we have approved 27 statements of accounting principles and standards, as well as three systems designs and three segments.

We are continuing to assist agencies in developing effective systems for producing reliable financial and program information and to achieve the goal of having all systems approved as required by the 1950 act. We estimate that we will require 133 man-years to carry out these activities in 1973, the same as for 1972.

The sixth program category is:

CLAIMS SETTLEMENT AND DEBT COLLECTION

The Budget and Accounting Act of 1921 places final responsibility for settling most claims for and against the Government in the General Accounting Office.

The passage of the Federal Claims Collection Act of 1966 increased the authority of the departments and agencies to compromise and ter-

minate debts of the United States when the debtor's financial condition indicates that collection of the full amount of the debt would be improbable.

Yet, despite this broad grant of authority to administrative agencies, more and more debt claims are being referred to our Claims Division for further collection action.

We expect that this trend will continue with receipts remaining at a high level for an indefinite period. In order to alleviate this problem, we plan to pursue two avenues of action. First, to intensify our reviews of agency claims settlement and debt collection activities with the objective of improving agency operations; and, second, to streamline our organizational structure and our debt collection and claims settlement procedures to enable the processing of greater numbers of claims with fewer personnel. We plan to utilize 141 man-years in 1973 in our claims activities.

The seventh program category is:

EXECUTIVE DIRECTION AND MANAGEMENT SERVICES

This program category includes—

Direction and control of the operations of the General Accounting Office by the Office of the Comptroller General,

The functions of the Office of Policy and Program Planning involving policy formulation, long-range planning, budget formulation, internal reveiew, and preparation of Office publications,

General administrative services, accounting, and records management,

Personnel management, recruiting, and training,

Computer services and system development, and

Organization and management analysis studies and services.

These activities, which require 411 man-years in 1973 compared with 395 in 1972, are necessary for effective management and administration of the Office in support of the operating divisions.

OFFICE OF FEDERAL ELECTIONS

I would like now to discuss our resource needs to carry out the activities assigned to GAO by the two Election Campaign Acts.

The Federal Election Campaign Act becomes effective on April 7. It requires us to prescribe overall regulations for implementation of title I covering charges for communications media, limitations on the use of communications media by candidates for Federal elective office, and related matters.

PRESIDENTIAL CANDIDATES

In addition, title III of the act, covering disclosure of Federal campaign funds, requires GAO, with regard to presidential candidates, to—

1. Prescribe regulations, reporting forms, and an accounting manual for guidance of candidates and political committees in filing organization statements and in recording, accumulating, and reporting their contributions and expenditures applicable to general and primary elections,

2. Receive, file, code, cross index, make available to the public, and maintain for 10 years reports required to be filed under the act,

3. Compile and furnish to the Public Printer an annual report on each political committee filing a report(s) each year,

4. Publish annually a report, including specified compilations of contribution and expenditure data based on the reports received, certain special reports from time to time, and assure wide dissemination of them. This will require the use of computers to process the large volume of data,

5. Make audits and investigations from time to time of reports and statements filed and on alleged failures to file,

6. Investigate complaints and other indications of problems and refer to Attorney General cases, as appropriate, for his action,

7. Encourage and cooperate with State election officials to develop uniform reporting procedures, and

8. Serve as a national clearinghouse for information on the administration of elections, including the award of contracts for special studies.

The Secretary of the Senate and Clerk of the House have similar responsibilities for Senators and Representatives, respectively.

Senator COTTON. Up to this point it has to do with candidates for President and Vice President only?

RULES FOR CANDIDATES FOR FEDERAL OFFICE

Mr. STAATS. That is the reporting.

In addition, title I gives us the responsibility for issuing the rules and regulations covering all candidates for election to Federal office on the use of the media—radio, television, billboards, newspapers, magazines, and something called telephone banks, whatever that is. We are having difficulty defining it.

We issue the rules and regulations with respect to reporting on these expenditures. We have to define what is meant when the Congress in the committee report says that we should issue rules and regulations covering situations where there is derogation of a candidate.

In other words, expenditure not in behalf of the Federal candidate but an expenditure made by a committee who is against a candidate, or maybe he is against gun control and the other candidate is for gun control but doesn't mention any names.

This is the type of thing we have to cover in these rules and regulations, who gets charged for that kind of situation, if anybody.

Mr. KELLER. The rules will apply to presidential candidates as well as cadidates for the Senate and the House.

Senator HOLLINGS. It would apply to Senators in close elections as well as Presidents.

Mr. STAATS. We have to get from the Secretary of Commerce an estimate of the number of individuals by congressional district 18 years old or older. We will publish that. The limit for these media, then, will be determined by taking 10 cents per person 18 years old and older by congressional district adjusted to include a cost-of-living adjustment for 1971, which will be about 4.5 percent, and then 60

percent of that total is available for radio and TV and the remaining 40 percent is available for newspapers, magazines, billboards, and telephones.

Senator COTTON. How about direct mailing?

Mr. STAATS. Direct mailing is not included.

REPORTING BY CANDIDATES: JURISDICTION OF SECRETARY OF THE SENATE, CLERK OF HOUSE, AND COMPTROLLER GENERAL

Senator COTTON. Just where does the authority and responsibility of the Secretary of the Senate and the Clerk of the House stop and yours start?

Mr. STAATS. On the reporting of receipts and expenditures by candidates. They have that responsibility for the Members of the House and the Members of the Senate and we have it for presidential candidates, including the presidential primaries. This becomes operative as of April 7, reports have to be filed quarterly.

The first of these will be, then, in June and quarterly thereafter. Two special reports are required prior to the election. One is 15 days prior to the election and the other is 5 days prior to the election. Each of these so-called supervisory officers, the Clerk, the Secretary, and the Comptroller General have responsibility for handling those kinds of statements.

FORMULATION OF COMMON REPORTING FORM

Senator COTTON. But who lays down the rules or methods or regulations for implementing the law and the supposed intent of Congress on this matter of reporting by Senators and Representatives? The Secretary of the Senate and Clerk of the House or the GAO?

Mr. STAATS. I regret to say, Senator, that the law leaves that up to each of the three of us. What we are attempting to do now is to come into agreement so there will be a common reporting form. We can see all sorts of confusion if we don't.

Senator COTTON. The law doesn't define respectively the duties of the officials of the Congress and you?

Mr. STAATS. It doesn't define in such detail. As of today we have three different reporting forms. The Secretary of the Senate has slight differences from the House and we have slight differences from both.

You could say, "Well, that is not impossible because the House is concerned with House Members, the Senate with Senate Members, and the Comptroller General with presidential candidates."

But the confusion will come because the same committee may be supporting candidates for the House, the Senate, and the Presidency. We think it is very important for us to try to come into agreement on a common reporting form so it will be filed in triplicate, one copy going to the Clerk, one to the Senate and one to us, if, indeed, it is a committee that is supporting candidates for all three offices.

Further meetings are being held this afternoon and we hope to get together later in the week. I am optimistic that we can reach agreement.

Senator COTTON. You are talking about the report of committees supporting candidates or groups of candidates or a party. But to whom does the individual candidates for the Senate or House report? He is responsible for all of his expenditures.

Mr. STAATS. If it is a committee, say, that is supporting you, a candidate for the Presidency, and a candidate for the House, that com-

mittee would file his report with all three. It would have to file three reports.

Mr. KELLER. A candidate for the Senate would report to the Secretary of the Senate.

Senator COTTON. That is on his own individual contributors?

Mr. KELLER. Yes.

Senator COTTON. He has to report everything, his own expenditures, expenditures of committees in his behalf, and names of contributors and their contributions to the Secretary of the Senate, but not to you.

ALLOCATING EXPENDITURES BETWEEN CANDIDATES

If the Democratic State committee or the Republican State committee of a certain State engaged in using funds to elect the President of the United States, the Vice President of the United States, a Senator and a Congressman, would not the Senator and Congressman have to report some artificial portion of the total that he figures is spent for him? Or does he report the whole, and if so, does the whole thing come under his allowance?

Mr. KELLER. That is one of the items we are trying to work out at the present time, Senator. If he has an appearance on a TV program, there may be candidates for two or three different offices on the same programs and then the question is how do you split the expense.

Mr. STAATS. In other words, who is the principal beneficiary of a particular appearance? It may be a State candidate involved, also.

Senator HOLLINGS. What about the campaign committees of the Republican and Democratic campaign committees? We put on a dinner, garnered funds and distribute them to x number of Senators. Do we report that to you or just to the Secretary of the Senate?

Mr. STAATS. If it is limited to senatorial and congressional candidates we wouldn't be involved in that.

Senator HOLLINGS. But they, in turn, would be involved on how they expended it, or the Senator, himself?

Senator COTTON. Do I understand that the Senate campaign committee reports to the Senate how much was given to Senator X but Senator X has to report to you how much he used for television and for these other purposes, as well as the Secretary of the Senate?

Mr. STAATS. It would have to be included in his report but the report would be made only to the Secretary of the Senate. We hope to have the same form suffice for all candidates; that is, a candidate for the House, a candidate for the Senate, or a candidate for President.

REPORTING AND REGISTRATION REQUIREMENTS

Senator COTTON. I don't quite get what you mean by the same form. I am running for the Senate and I get x number of dollars sent to me by the Republican senatorial campaign committee. In addition to that, I get private contributions from various people, many people. I take that whole amount after reporting where I got the money and report how much of it I spent for television and how much for these other purposes. I report that to the Secretary of the Senate. I do not report it to you? It wouldn't be the same form on which the chairman of the Democratic campaign committee reported.

Senator HOLLINGS. As chairman of the campaign committee, I wouldn't have any idea how the individual Senators expended it.

Senator COTTON. You would only report what you have received, is that right?

Mr. STAATS. Somebody has to give a report on how much you are spending for these media which is limited as to the dollars you can spend. Beyond that there has to be a report under the law of any contribution in excess of $100, and there has to be a registration by any committee, association or organization that intends to raise as much as $1,000 or spend as much as $1,000 during the campaign. They have to register.

If it is a committee concerned only, say, with the election of a Senator, then that registration will be with the Secretary of the Senate. If it is solely for a House Member, with the Clerk of the House. If it is for a Presidential primary, it will be with us. They will have a registration number and the reports can be related back in each case to succeeding reports by registration number. This is a requirement in the law.

BUDGET ESTIMATE

We have included, Mr. Chairman, an estimate for 1973 of $1,600,000 to carry out our responsibilities under this act. We are estimating a total of 35 people. We have to be completely honest with you, that we cannot, as of now, give you anything that we regard as completely firm on this.

We can see fairly heavy expenditures for the dissemination of information. The clearinghouse, provided for in the law, is with our office. We can foresee large numbers of complaints that will be brought by citizens.

CLEARINGHOUSE OF ELECTION INFORMATION: STATUTORY PROVISION

Senator COTTON. What do you mean clearinghouse?

Mr. STAATS. This is the term they use in the law. They refer to it in the statute as a clearinghouse of information on elections, not limited to Federal.

As we understand it from the sponsorship of the amendment, it contemplates that there would be a staff which would analyze election problems, who votes, who doesn't vote, the operation of primaries, et cetera, and also provides that by contract we would let contracts for studies of the elections process in the United States.

We would have to decide what areas need to be studied and who is best equipped to make those reviews.

It says:

> It shall be the duty of the Comptroller General to serve as a national clearinghouse for information in respect to the administration of elections. In carrying out his duties under this subsection the Comptroller General shall enter into contracts for the purpose of conducting independent studies of the administration of elections. Such studies shall include but not be limited to studies of the method of selection of and type of duties assigned to officials and personnel working on boards of election, practices related to the registration of voters and voting and counting methods.
>
> Studies made under this subsection shall be published by the Comptroller General and copies thereof shall be made available to the general public on the familiarity of the cost thereof. Nothing in this subsection shall be construed to authorize the Comptroller General to require the inclusion of any comment or recommendation of the Comptroller General in any such studies.

That is to avoid getting us into the political implications of it.

Senator COTTON. I knew it was a crazy bill but I didn't know it was as crazy as that.

Mr. STAATS. Now you understand why we worked so hard to stay out of it.

Senator COTTON. They specify certain things but they say that isn't all. You have to make some compilation of the percentage of voters in the State of South Carolina between the ages of 18 and 21 who voted in the election?

Senator HOLLINGS. I will ask for that.

Senator COTTON. That is the sort of thing a candidate ought to hire a polling service to find out about.

Senator HOLLINGS. I am going to use him.

Mr. STAATS. And we will negotiate.

Mr. Chairman, this completes my statement.

Senator HOLLINGS. Senator Cotton, have you any questions? This has been a very fine statement.

ADMINISTRATION OF LAW: CONSTITUTIONAL ISSUES

Senator COTTON. This has been an intensely interesting presentation. I take my hat off to you and you have my profound sympathy. You have a terrible problem and you are apparently attacking it in a masterful way. You deserve every commendation.

Mr. STAATS. Thank you.

On the Federal Election Campaign Act, I know the chairman is aware of this because we discussed it at the time, the original version of the bill had the GAO responsibile for the entire bill. As a result of the chairman's effort and the efforts on the part of many others, the Senate provided for a Federal Elections Commission which we thought would be a better mechanism to administer the law.

We were not as persuasive on the House side. The conferees accepted the House version. We will do our best with it. The law has many imperfections in it. Many parts of it are far from clear. There may be constitutional issues raised with respect to this legislation. Suit has already been brought against us by members of the Conservative Party in New York City.

Senator HOLLINGS. What are they suing you for?

Mr. STAATS. On the grounds of the law being unconstitutional, violating the first and fifth amendments.

Mr. KELLER. I think there will be more suits filed because a lot of very good authorities seem to have a number of constitutional problems with this particular piece of legislation.

FORMULATION OF REGULATIONS

Senator HOLLINGS. Will the new regulations be out before April 7?

Mr. STAATS. We hope to get them out by March 15. We have been getting the best advice we can. We have worked with the publishers, with the broadcast people, business organizations. We will file copies of our draft regulations before we finalize them with those Members of the Congress who had a most active part in it. We will get the best judgment we can of some constitutional authority as to whether or not our regulations should be modified in any way to make them less vulnerable to challenge.

We feel we have to provide as much leadtime as we possibly can to all the organizations that will have to be making reports and complying with the limitations on expenditures.

Senator HOLLINGS. You give us a good feeling, Mr. Staats, and your staff, that at least somebody around this town is minding the store. Sometimes we get a little disillusioned that nobody is watching anything. When it comes specifically to your requests, you might be watching too much. I say that only in the sense that you don't get too many assignments and too many burdens that proliferate and stretch you so far that you can't really do your work efficiently. That is the only thing that disturbs me, not what you are requesting.

PERSONNEL AND BUILDING SPACE

How many employees do you have altogether now?

Mr. STAATS. The best measure of our staff, Mr. Chairman, is our professional staff. We have about 3,000.

Senator HOLLINGS. And about how many consultants and others attached thereto?

You have a regular professional staff of 3,000, but how many others?

Mr. PIN. Converting the consultants to managers we use their services for an equivalent of about 8 man-years. They are 82 in number. Their services aggregate about 8 man-years.

Mr. STAATS. The total professional staff as of the end of January was 3,022.

Senator HOLLINGS. You are not looking for any more new buildings or anything?

Mr. STAATS. We would like to get more space in our present building.

Senator HOLLINGS. Who has space there other than you?

Mr. STAATS. The Federal Power Commission, the Treasury, and the Bureau of Labor Statistics. We have only a little over three floors of our building.

Senator COTTON. Does this 3,000 include stenographers and clerks? What is your total, including professionals and all the others?

Mr. STAATS. We have an authorized average staff of 4,879. Our staff is pretty highly decentralized.

REGIONAL OFFICES

We have 15 regional offices. In your area, the nearest regional office is Boston, and we have one in Atlanta, the nearest one to the chairman's area.

We have one in Norfolk, Kansas City, Philadelphia—we have 15 offices. We have five offices overseas. We had to set up two offices in Southeast Asia because of all the work we were doing on Vietnam. We have an office, a small office, in India, which is concerned principally with the AID program, and the food assistance program. We have one in Frankfurt, Germany, because of the heavy military work we do there. So our staff is fairly well dispersed around the country.

NEW POSITIONS AND RENTAL OF SPACE FOR FEDERAL ELECTIONS OFFICE

Senator HOLLINGS. The 85 more that you put on, they would go right into the GAO building you have now?

Mr. STAATS. The 35. We hope a year from now we can do it because the Federal Power Commission has plans to move. But as of now we are going to have to rent space for this Federal Elections Office. That is going to cost us some money.

SAVINGS AND BENEFITS

Senator HOLLINGS. On page B–1 you indicate total savings attributable to the work of the GAO in fiscal year 1971 of $267.9 million, which would be an increase of some $17 million over the previous fiscal year, as I recall.

Of this total savings reported, $24.9 million results from actual refunds and collections, and $243 million is designated "Other Savings." Explain for the benefit of the record how "Other Savings" are determined.

Mr. STAATS. Some financial benefits to the Government that are attributable to the work of the General Accounting Office are not really measurable in financial terms, although some are. The amounts you refer to are those savings that were, we feel, readily measurable. The amounts which do not result in a refund or collection include reductions or elimination of payments, costs, or expenses that would have been made or incurred as well as revenues which would have been lost except for the adoption of recommendations or suggestions made by the General Accounting Office. The amounts reported are the amounts realized or to be realized in the 1st year the recommendation or suggestion was fully implemented. There may be recurring savings but only the 1st year savings is included in our figure. The amounts are based on actions by the agencies resulting from our recommendations or suggestions.

JUSTIFICATIONS

Senator HOLLINGS. Pages B–1 through B–3 of the justifications will be placed in the record.

(The justifications follow:)

COLLECTIONS AND OTHER BENEFITS

The effects of recommendations made by GAO in connection with its audits or reviews were actions taken by Federal agencies during fiscal year 1971 to improve their activities along the lines suggested.

For many of these it was impractical to determine the dollar savings that might be realized. (See page B-4). But refunds, collections, and financial savings or revenues that could be determined to have resulted from GAO audits and reviews amounted to $267.9 million during fiscal year 1971 as follows:

	(In millions)	
Refunds and collections:		
Audits of departments and agencies	$ 7.1	
Transportation audits	14.9	
General claims work	2.9	$ 24.9
Other savings:		
Supply management and procurement	141.3	
Construction costs	60.2	
Payments to Government employees and other individuals	7.0	
Transportation costs	2.3	
Interest	1.6	
Contracting	1.5	
Loans, contributions, and grants	1.3	
Automatic data processing systems	1.0	
Utilization of U.S.-owned foreign currencies	0.6	
Miscellaneous	26.2	243.0
Total savings attributable to the work of GAO		$267.9

Of the $24.9 million in collections $13.9 million was deposited in the Treasury in current appropriation accounts and $3.9 million was deposited in general fund and lapsed accounts in the Treasury. The remaining $7.1 million in collections represents offsets that have been taken against amounts currently due as well as direct collections by various departments and agencies resulting from GAO audit work.

The $243.0 million in other measurable savings includes reductions or elimination of payments, costs, or expenses that would have been made or incurred as well as revenues which would have been lost except for the adoption of recommendations or suggestions made by the General Accounting Office.

Savings of approximately $64 million are recurring in nature and will continue in future years.

The following schedules show, by department and agency, the collections and other measurable savings attributable to work of the General Accounting Office during fiscal year 1971 and collections for the period 1962 through 1971.

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Collections and Other Measurable Savings

(000 omitted)

	Collections	Other measurable savings	Total
DEPARTMENTS			
Army	$1,394	$143,395	$144,789
Navy	555	1,766	2,321
Air Force	146	4,055	4,201
Defense	72	3,114	[1]3,186
Agriculture		23,559	23,559
Commerce	1	78	79
Health, Education, and Welfare	2,596	987	3,583
Housing and Urban Development		333	333
Interior	4	1,366	1,370
Labor	3	60,000	60,003
Post Office	2,200	262	2,462
State (including AID, Peace Corps, and USIA)	147	653	800
Transportation		393	393
AGENCIES			
Civil Service Commission		851	851
National Aeronautics and Space Administration		1,248	1,248
Office of Economic Opportunity	17		17
Selective Service System		110	110
Veterans Administration		857	857
Total for departments and agencies	7,135	243,027	250,162
Transportation audit	14,848		14,848
General claims work	2,900		2,900
Total	24,883	243,027	267,910

[1] Includes $1,000,000 resulting from reviews of Defense international activities.

COLLECTIONS BY OR THROUGH THE EFFORTS OF THE GENERAL ACCOUNTING OFFICE, 1962-71

(000 omitted)

Fiscal year	General audit	Transportation audit	General claims	Total collections
1962	$13,826	$ 28,160	$ 6,233	$ 48,219
1963	8,679	15,960	4,528	29,167
1964	10,257	10,499	6,410	27,166
1965	11,222	9,657	4,070	24,949
1966	4,568	8,495	4,129	17,192
1967	6,828	12,963	3,627	23,418
1968	2,037	14,681	2,939	19,657
1969	3,374	14,167	2,819	20,360
1970	3,409	16,315	2,627	22,351
1971	7,135	14,848	2,900	24,883
Total	$71,335	$145,745	$40,282	$257,362

PERSONNEL: PROGRAMED REDUCTION PURSUANT TO PRESIDENTIAL ECONOMY AND SUBSEQUENT LEGISLATION IMPOSING NEW RESONSIBILITIES

Senator HOLLINGS. This request for an additional 239 average positions is rather large for 1 year. What is your present authorized roll and how many are actually employed at the present time?

Mr. STAATS. We are authorized 4,879 average positions in fiscal year 1972. We have 4,663 employed.

Senator HOLLINGS. Referring to the first paragraph on page C–3—if you are already authorized 4,879 man-years for 1972, as stated there, why do you relate your new-position request to a reduced estimate 1972 figure of 4,768 man-years.

Mr. STAATS. Although we are authorized 4,879 average man-years for 1972, we planned to reduce the man-years to be financed to 4,768 or 111 below the number provided in our fiscal year 1972 appropriation. We had decided to initiate the reduction in line with the President's Governmentwide economy moves instituted last August. However, since Congress has recently passed two bills—the Federal Election Campaign Act and the Presidential Election Campaign Fund Act—which impose a major new workload on the GAO beginning this fiscal year, it will be necessary to use our voluntary savings from the reduction in staff to finance this unforeseen requirement.

Although the number of staff presently employed is 4,663 or 105 below the 4,768 average man-years estimated for 1972, we will end up using 4,768 average. We have deliberately allowed our staff to draw down in the past 3 or 4 months so we can put people on from college starting April through June. We will be bringing on 220 people in this recruiting season to replace the people we have been losing.

NEW POSITIONS

Senator HOLLINGS. Comment on the deployment of the new positions requested for fiscal year 1973, as indicated in your table on page C–2. For example, you are proposing to assign 123 to "reviews of management efficiency and program results." Why the need for such a large increase in that category?

Mr. STAATS. As shown in the table on page C–2, we are requesting a net increase of 239 positions which will be used in the following GAO program areas:

Assistance to the Congress	+95
Reviews of management efficiency and program results	+123
Examination of agencies' financial statements, accounting systems, and accountable officers' accounts	+3
Legal services and decisions	+7
Claims settlement and debt collection	−5
Executive direction and management services	−16
Total	+239

ASSISTANCE TO THE CONGRESS

In my statement I described the type of work we classify in this category. Most of it emanates from specific surveys, reviews, and studies provided by legislation and requested by committees and individual members of the Congress.

From 1966 to 1972 the man-years we have applied overall to our work involving direct assistance to the Congress has increased significantly, as follows:

DIRECT ASSISTANCE TO THE CONGRESS

	Man-years applied
1966	238
1967	288
1968	524
1969	595
1970	653
1971	668
1972 (estimated)	790

We estimate we will need to apply 885 man-years to this work in fiscal year 1973, or an increase of 95 man-years over 1972. Our estimate is based on the continued increase this year of the number, scope, and complexity of reviews and studies required by legislation and requested by committees and individual congressmen. This work involves both our Washington staffs and staffs in our regional offices and overseas branches.

We plan, based on our experience to date, to apply the projected increase of 95 man-years to work in the following areas:

	Man-years
Defense programs	59
Domestic civil programs	25
Transportation and traffic management programs	6
Legal assistance related to legislation, et cetera	3
International programs	2
Total	95

REVIEWS OF MANAGEMENT EFFICIENCY AND PROGRAM RESULTS

These reviews of Federal programs and operations are those initiated within our several audit divisions pursuant to our basic audit authority and responsibility. This work is programed and supervised by our Washington staffs, and involves considerable work by our field staffs in the regional offices and overseas branch offices. Staff members work on several specific reviews during the course of a year.

We plan to apply the projected increase of 123 man-years to reviews of:

	Man-years
Acquisition and use of electronic data processing equipment and software, and to cost-benefit studies and other special studies	45
Domestic civil programs	39
Department and agency programs for claims settlement and deft collection	22
Defense programs	7
International programs	5
Transportation and traffic management programs	5
Total	123

The projected man-year increase in each area is based on such factors as the increase in number, size, and complexity of Government programs, need to intensify our reviews based on identified need for improvement of Government programs and operations, and increased desire of the Congress for information on the effectiveness with which Government agencies are achieving program objectives. In other

words, we will use the increased resources to provide additional support to the legislative and oversight functions of the Congress.

The other increases identified in the table on page C–2 are to:

Intensify reviews of Federal agency accounting systems and internal audit activities	3
Meet the increased workload of our legal staff due to the increased volume of bid protests and legal problems encountered in our work	7
Strengthen the following activities which support our operating divisions: (1) illustrating, audiovisual aid, printing and publication activities, and internal directive system; (2) personnel management operations; (3) organization and management analysis studies and services; (4) internal review activities; and (5) data processing services	16

RECRUITING

Senator HOLLINGS. Do you have difficulty these days in recruiting or retaining personnel?

Mr. STAATS. We have not experienced any difficulty to date in recruiting qualified entry level employees for our professional staff due to the market situation and to our well-established college recruitment program. However, we have had some difficulty in recruiting well-qualified secretaries and skilled typists, but we are attempting to ease this problem through a program of direct recruitment of secretarial science graduates from 2-year junior colleges and secretarial schools.

PERSONNEL TURNOVER

Senator HOLLINGS. What kind of turnover do you have, on the average, within a fiscal year.

Mr. STAATS. Our turnover rate has been running about 6 or 7 percent in the professional staff, 20 percent in the nonprofessional, a combined average of about 11 percent. This is a lower turnover rate than normal.

ASSISTANCE TO CONGRESS: JUSTIFICATION

Senator HOLLINGS. Under the program category, assistance to the Congress, you are requesting an additional 95 positions, for a total of 885 man-years in this category. I will place pages C–13 through C–15 in the record at this point.

(The justification follows:)

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For overall Office planning and management of the application of our staff resources, we classify our work into seven broad program categories. Comments on our work, from the standpoint of these Office-wide program perspectives, follow.

DIRECT ASSISTANCE TO THE CONGRESS

A principal objective of GAO is to render maximum assistance to the Congress, its committees, and Members, consistent with our responsibilities as an independent, non-political agency. We view all of our work as being of assistance to the Congress in carrying out its legislative and oversight functions. We, therefore, endeavor to direct our audit staff resources in work that will produce information on the results of Federal programs and agency operations that will be useful to the Congress and in areas which fulfill the greatest apparent need and benefit to the Government. Page C-14 summarizes for F.Y. 1971 and the first six months of F.Y. 1972 the number of reports that we have issued to congressional committees and to individual members of Congress.

We do, however, for planning purposes classify certain work as being of direct assistance to the Congress. This work includes:

- Specific surveys, reviews, and studies directed by legislation
- Special surveys, audits, and reviews requested by congressional committees and individual congressmen, including recommendations for GAO studies contained in committee reports (see pp. 16 and 17)
- Testimony, including special preparation required, at hearings on GAO reports and other matters
- Work performed by GAO staff members assigned to congressional committees
- Tasks involved in advising and assisting committees and individual congressmen on legal, legislative, accounting, and auditing matters--especially with regard to legislation under consideration
- Accounting, auditing, and advisory services with regard to House and Senate financial and administrative operations including audits of concessionaires and other activities
- Liaison activities with congressional committees and individual members provided by our Office of Legislative Liaison and members of our operating divisions.

REPORTS TO COMMITTEES AND MEMBERS OF CONGRESS FISCAL YEAR 1971 AND FIRST 6 MONTHS OF 1972 AND REQUESTS ON HAND AT DEC. 31, 1971

	Number of reports		Requests on hand 12-31-71
	FY 1971	6 months of FY 1972	
House Committee:			
Appropriations	30	4	7
Armed Services	5	-	-
Government Operations	19	3	9
Post Office and Civil Service	3	4	3
Banking and Currency	-	1	1
District of Columbia	1	-	-
Education and Labor	2	1	3
Interstate and Foreign Commerce	-	1	-
Public Works	-	1	1
Foreign Affairs	2	-	-
Interior and Insular Affairs	-	-	2
Judiciary	1	-	4
Merchant Marine and Fisheries	2	-	1
Science and Astronautics	1	-	2
Small Business	2	-	2
Veterans Affairs	2	1	-
Ways and Means	6	-	3
Senate Committee:			
Appropriations	4	3	2
Aging, Special	1	1	-
Banking and Currency	1	-	-
District of Columbia	-	-	-
Armed Services	13	1	4
Aeronautical and Space Sciences	1	1	-
Finance	2	2	1
Foreign Relations	7	2	4
Post Office and Civil Service	1	1	-
Interior and Insular Affairs	-	2	4
Government Operations	1	4	3
Judiciary	8	1	5
Labor and Public Welfare	5	4	2
Public Works	1	-	2
Small Business	-	1	-
Select Committee on Educational Opportunity	1	1	-
Commerce	-	-	2
Agriculture and Forestry	-	-	2

	Number of reports		Requests on hand 12-31-71
	FY 1971	6 months of FY 1972	
Joint Committee:			
Atomic Energy	7	2	1
Economic	4	7	10
Total all Committees	133	49	80
Individual Requests by Members of Congress	144	89	125
TOTAL	277	138	205

WORK REQUESTED BY INDIVIDUAL MEMBERS

Senator HOLLINGS. Describe the type work performed at the request of individual members.

Can you project for us here today how many of the congressional requests—committees and members—result in ongoing projects and how many are one-shot operations?

Mr. STAATS. Work performed at the request of individual members covers a wide range of subject matters and varies greatly in size and significance.

Examples of matters covered by reports issued since January 1971, and work in process which were requested by individual members are as follows:

Impact of Federal programs on economic development, employment, and housing in New Bedford, Mass.

Federally assisted air pollution control programs in the Chicago metropolitan region.

Army purchases of domestic peaches for consumption in Europe.

Procedures and practices for leasing Federal office buildings.

Information on agreement between the United States and Iceland pertaining to disposal of foreign excess U.S. personal property.

Programs and activities of numerous Federal departments which directly or indirectly deal with criminal offenders.

Fees charged by the Forest Service for recreation-residence-site permits on national forest lands.

Termination by the Department of Labor of an Operation Mainstream program in Binghamton, N.Y.

Dissemination of information on separation of an engine from a C–5A aircraft of the Air Force.

Alleged waste of ammunition in training exercises conducted at Fort Hood, Tex.

Without extensive analysis, we cannot quantify the number of congressional requests—of committees or of individual members—which involve single reviews and are not of a continuing nature. The majority of congressional requests involve single rather than continuing reviews.

Continuing requests do, however, occur. For example, the chairman, House Committee on Appropriations, in September 1969, made a continuing request for reviews of the development, installation, and operation of automatic data processing systems in the Department of Defense. Based on that continuing request, we have provided 11 reports to the committee chairman. Additionally, we are presently reviewing six ADP systems—four tactical and two logistics systems.

Many individual requests deal with similar subject areas. In connection with defense, for example, a number of requests for review work involve practices in acquiring goods and services and in the administration of contracts. There is also a continuing interest, evidenced by increasing congressional requests, in various social program areas.

Requests involving a single review can disclose matters which appear to warrant an indepth coverage. In such cases, we perform the additional review work on our own initiative to assist Congress in fulfillment of its oversight responsibilities.

ASSIGNMENTS TO CONGRESSIONAL COMMITTEES

Senator HOLLINGS. There has been testmony in past years concerning staff assignments to various congressional committees. Provide for the record an updated table, such as appeared on page 62 of last year's hearings, showing the number of persons assigned to the committees, costs involved, and any reimbursements.

(The table follows:)

SUMMARY BY FISCAL YEARS OF ASSIGNMENTS OF PERSONNEL TO CONGRESSIONAL COMMITTEES
FISCAL YEARS 1962 THRU 1971

Fiscal Year	Staff Assigned: Professional Staff	Staff Assigned: Other	Staff Assigned: Total	Salaries	Travel Expenses	Total Cost	Reimbursed by Committee	Net Expenditures by GAO
1962	145	13	158	$ 358,871	$ 46,886	$ 405,757	$ 57,253	$ 348,504
1963	171	10	181	471,374	64,648	536,022	51,931	484,091
1964	84	14	98	406,645	28,847	435,492	58,306	377,186
1965	61	11	72	392,891	31,519	424,410	50,042	374,368
1966	111	7	118	651,761	67,819	719,580	75,652	643,928
1967	96	10	106	464,712	30,623	495,335	55,180	440,155
1968	113	7	120	514,432	77,044	591,476	21,519	569,957
1969	68	5	73	384,288	32,087	416,375	31,394	384,981
1970	108	7	115	597,634	22,983	620,617	92,230	528,387
1971	89	3	92	764,544	36,400	800,944	115,225	685,719
TOTALS	1046	87	1133	$5,007,152	$438,856	$5,446,008	$608,732	$4,837,276

Senator HOLLINGS. Has the Legislative Reorganization Act of 1970 had any measurable impact thus far on the number of staff people assigned to the committees?

Mr. STAATS. Section 235 of that act limits our assignment of staff members to congressional committees to periods of not over 1 year. This policy is being applied beginning with the effective date of this provision of the act, January 3, 1971.

This section also requires the Comptroller General to include in his annual report certain details as to the assignment of employees to congressional committees. Beginning with the annual report for the fiscal year 1971, this information is being reported. This information includes names of employees assigned, names of committees involved, periods of assignments, and related costs.

The impact of this section will be the increased rollover of staff on assignment to the committees. In the past, for example, we have had as many as 11 to 15 men on extended assignments of more than a year to various committees at a given time.

Section 204 directs us to review and analyze the results of Government programs and activities when ordered by either House of Congress, on our own initiative, or when requested by any appropriate congressional committee. This section also directs us to have available employees who are expert in analyzing and conducting cost-benefit studies of Government programs and to assist congressional committees on request in analyzing or conducting such studies.

Insofar as examining into the results of Government programs is concerned, over the past several years, the GAO has been increasing its emphasis on audits of this nature. The provisions of section 204 on this subject did not provide any increased authority to us to make such examinations, but it did supply statutory emphasis as to the desires of the Congress for increasing the extent of this kind of audit work.

In assessing the impact of this requirement, it must be recalled that the full scope of GAO audit responsibilities includes examination into many other aspects of the management and administration of Government programs and activities in addition to results of operations. The full scope of our audit work may be summarized as follows:

Financial auditing which is concerned primarily with financial transactions, accounts, and reports and compliance with applicable laws and regulations.

Management (or operational or performance) auditing which is concerned primarily with the efficiency and economy with which resources are managed and consumed.

Program auditing which is concerned mainly with inquiring into the results or benefits being achieved by an organization and evaluating whether programs are meeting the objectives set by the legislature or other authorizing bodies.

A few recent examples of our reports to the Congress which examine into results of Federal programs or activities include:

A series of reports on the Teacher Corps, administered by the Department of Health, Education, and Welfare.

Progress in eliminating substandard Indian housing.

The civil defense program.

Recreational projects financed by the Farmers Home Administration.

Development of minority businesses and employment in the Hough area of Cleveland under the Special Impact program.

Phasedown of U.S. military activities in Vietnam.

The second requirement of section 204 requires us to develop capability to analyze or make cost benefit studies of Government programs. GAO has been systematically building a systems analysis staff over the last 5 years beginning with the placement of three carefully selected individuals into the Civil Service Commission-sponsored Educational Program in Systems Analysis in September 1966. In addition to continued training of experienced auditors for placement on this staff, we have employed carefully selected individuals from outside of the GAO to build a central staff, which is a part of our Division of Financial and General Management Studies. We plan to continue to gradually increase the size of this staff as needed and consistent with our ability to absorb and train new people in this field.

The size of this central staff is as follows:

Fiscal year:	*Number*
1971	17
1972	23
1973 (estimated)	27

The staff of the Division of Financial and General Management Studies also includes two expert statisticians, two professional actuaries, and two staff members who are training to become experts in actuarial science. The skills of these individuals are also available for certain types of cost-benefit studies.

The main function of our central systems analysis staff is to assist audit groups in Washington and in our regional offices to make the most effective applications of systems analysis concepts and techniques to our ongoing work. This staff also conducts selected special studies, particularly to demonstrate advanced methods of reviewing program effectiveness. To improve and maintain this capability, we are conducting research into the latest program evaluation methods and the results of this work will be communicated to all GAO staff members to increase their knowledge of the usefulness of the latest state of the art. This staff also participates in conducing training courses in this field for members of our director and audit manager groups.

In addition to this central staff, we are also adding to our operating divisions' staff members who are experts in the field of cost-benefit analyses. At the present time, we have about six staff members in divisions other than the Division of Financial and General Management Studies who are skilled in this field.

Further, in recent years we have diversified the backgrounds and capabilities of our professional staff by employing, in addition to graduates with accounting training, persons with backgrounds in other fields such as engineering, mathematics, public administration, and economics. This practice will also contribute to our increasing ability to "review and analyze the results of Government programs and activities"—as directed by the Legislative Reorganization Act.

3-YEAR AUDIT OF GOVERNMENT CORPORATIONS

Senator HOLLINGS. With respect to the category, Examination of Agencies' Financial Statements, Accounting Systems, et cetera, you state on page C–33 that you are continuing efforts to obtain legislation which would provide for an audit of financial statements every 3 years in lieu of the present annual audit. What is the status of that proposed legislation?

Mr. STAATS. Title III of S. 1022, 92d Congress, which was introduced in the last session, provides for a GAO audit of Government corporations once every 3 years rather than every year as is now required. This bill has been referred to the Senate Committee on Government Operations but has not been reported. On the House side, preliminary discussions with the staff of the Committee on Government Operations have been completed and draft language patterned after title III of S. 1022 has been prepared.

EFFECT OF STATUTE ON MANPOWER REQUIREMENTS

Senator HOLLINGS. To what extent will its enactment reduce your manpower requirements?

Mr. STAATS. Our objective in seeking legislation which would provide for an audit by GAO of the financial statements of Government corporations every 3 years in lieu of each year was primarily to obtain flexibility in the use of our professional staffs. We would with this authority be better able to assign staff on the basis of priorities. Some corporations, such as Commodity Credit Corporation and Federal Housing Administration, have operations of the size, scope, sensitivity, and significance that we may well want to do these audits every year. However, with this authority, it is our best judgment that we would likely be able to divert about the equivalent of 8 to 10 man-years to other higher priority work. But, Mr. Chairman, I would like to emphasize that the primary benefit from the proposal would be greater flexibility in staff utilization rather than manpower savings.

OFFICE OF POLICY AND PROGRAM PLANNING

Senator HOLLINGS. Please inform the committee of the rationale for establishing the new Office of Policy and Program Planning and, in particular, the internal review functions (p. H–4), for which you are requesting one additional professional position.

Mr. STAATS. The Office of Policy and Program Planning was established on July 1, 1971, to concentrate in one responsibility area the functions of long-range planning; policy formulation, guidance, and review; and formulating our annual budgets. These important functions are carried out on an advisory basis to the Comptroller General and the Deputy Comptroller General.

Previously the functions of accounting and audit policy were vested in the former Office of Policy and Special Studies along with several other specialized operating functions such as cooperative accounting systems development, Government-wide ADP management reviews, actuarial studies, systems analysis, and intergovernmental relations activities. We concluded that it was desirable to separate policy and

operating functions and accordingly, we established a new operating division, the Financial and General Management Studies Division to carry out the operating responsibilites of the former Office of Policy and Special Studies. The policy functions of that office and the planning of the former program planning staff were assigned to a new Office of Policy and Program Planning.

At the same time, based on internal organizational studies, we concluded that it would be desirable to establish an internal audit office in GAO to assist the Comptroller General in monitoring the far-flung operations of the Office. The purpose of this function, which we recommend be established in all Government agencies, is to help provide assurance that operations are being carried out efficiently, effectively, and in accordance with the policies prescribed by the Comptroller General. The General Accounting Office has not previously had an internal review office and this function was assigned to the Office of Policy and Program Planning, at least initially, in order to establish this function and build up a small organization. At the present time, there are three positions assigned to this office and the estimated need for 1973 is for one additional position. It is not contemplated that the internal review office will be a very large organization.

CIVIL PROGRAMS

Senator HOLLINGS. Turning now to the Civil Division—I am inserting into the record the table appearing on page I–2 of the justification, listing the departments and agencies audited and investigated.

(The justification follows:)

Civil Activities	Average number of positions FY 1972	FY 1973	Change 1972 to 1973
Agriculture	108	115	+ 7
Commerce	31	31	-
Health, Education, and Welfare	239	255	+16
Housing and Urban Development	117	125	+ 8
Interior	49	49	-
Justice and Judicial Branch	40	45	+ 5
Labor	78	83	+ 5
Postal Service	49	55	+ 6
Transportation	101	110	+ 9
Treasury	51	48	- 3
Water and power agencies	61	69	+ 8
Atomic Energy Commission	40	41	+ 1
Environmental Protection Agency	57	62	+ 5
General Services Administration	51	56	+ 5
National Aeronautics and Space Administration	36	36	-
Office of Economic Opportunity	64	60	- 4
Veterans Administration	51	51	-
Other Civil agencies	108	106	- 2
Audit program direction	13	13	-
Professional staff	1344	1410	+66
Technical staff	10	11	+ 1
Other supporting staff	172	181	+ 9
Total-Permanent	1526	1602	+76
Consultants	1	1	-
Total Man-years	1527	1603	+76
Washington staff	700	742	+42
Field staff	826	860	+34
Consultants	1	1	-
Total-Permanent	1527	1603	+76

DIVISION PERSONNEL INCREASE: ALLOCATION TO DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Senator HOLLINGS. You are requesting 42 positions for this Division. It appears that the largest increase relates to the Department of Health, Education, and Welfare. Would you comment on that.

Mr. STAATS. Schedule I–2 shows that 16 of the requested positions for civil activities have been allocated to the work at the Department of Health, Education, and Welfare. This Department is the largest of the departments in terms of appropriations with a proposed budget of about $79 billion in fiscal year 1973. It has over 250 programs in the health, welfare, education, and social security fields and we need to increase our resources to be applied in this work. Even with the increased resources that we propose to use in this work, we will have to be selective in the choice of the activities and locations for the reviews, but it is our objective to provide a fairly representative coverage of the more important program activities of DHEW. Pages I–6 through I–10 of our justifications describe generally our work plans at DHEW.

LEGISLATIVE BRANCH AUDITS

Senator HOLLINGS. You referred to the legislative branch on page I–1 but I don't see that listed on the table on page I–2. What activities in the legislative branch do you audit and/or investigate?

On page I–3, you state:

> Reviews are also planned at many of the smaller independent agencies and commissions in the Executive Branch and at various agencies and activities in the Legislative and Judicial Branches of the Government.

What reviews do you contemplate in the legislative branch for fiscal year 1973?

Mr. STAATS. In the table on page I–2 we have included in the category "other civil agencies" 19 man-years for the work on the legislative branch activities in fiscal year 1973.

Our work on legislative branch activities in fiscal year 1973 will include:

Government Printing Office;
House and Senate restaurants;
House Finance Office;
House and Senate recording studios;
House beauty shop;
House Sergeant at Arms;
House stationery revolving fund;
House Office Equipment Service;
Printing clerks, majority and minority;
Credit Unions, House and Senate;
Capitol Historical Society; and
Selected activities of the Architect of the Capitol.

Some of these audits have been made for a number of years earlier on the basis of requests from the Clerk of the House or the Senate Sergeant at Arms or by provisions of statute; others have been added as a result of the provisions of the Legislative Reorganization Act of 1970.

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REVENUE SHARING

Senator HOLLINGS. On page I–15, you refer to the revenue-sharing proposals and welfare reform. Do you have any projections at this time concerning the impact on the GAO if these proposals are enacted?

Mr. STAATS. Presently there are several revenue-sharing proposals being considered by the Congress. The impact of the work upon the GAO because of enactment of revenue-sharing legislation would be entirely dependent upon the final form of such legislation as may be enacted.

We believe that enactment of the proposals for welfare reform, specifically H.R. 1, would result in a significant increase in the work of our Office beyond that now devoted to the area of welfare. Our reviews of welfare programs would be increased in such areas as the comprehensive work training programs, its supportive services, extended day care facilities and public service employment, the additional emphasis on consultative social services to recipients, family planning, uniform eligibility requirements, Federal administration of the payment procedures, and the improvements in the adult public assistance programs. Also, if pilot projects are mandated by the legislation, we would envision involvement of our Office in monitoring such projects.

DEFENSE PROGRAMS

Senator HOLLINGS. With respect to the Defense Division——

According to the table on page J–2, which I will insert into the record, you are requesting 21 additional positions for the Washington staff and 48 for the field staff.

(The table follows:)

	Average number of positions FY 1972	FY 1973	Change 1972 to 1973
Major Acquisitions	156	166	+10
Procurement	248	258	+10
Research and Development	66	70	+ 4
Supply Management	170	179	+ 9
Manpower	136	145	+ 9
Facilities and Support Services	168	185	+17
Accounting Systems Review	43	45	+ 2
Audit Program Direction	12	13	+ 1
Professional Staff	999	1061	+62
Technical staff	81	80	- 1
Other Supporting staff=	147	155	+ 8
Total-Permanent	1227	1296	+69
Consultants	1	1	-
Total Man Years	1228	1297	+69
Washington Staff	341	362	+21
Field staff	886	934	+48
Consultants	1	1	-
Total	1228	1297	+69

PERSONNEL INCREASE OVER 1972

Senator HOLLINGS. Last year, as I recall (Senate hearings, p. 64), your justifications indicated a reduction in your field staff of some 98 positions. You gave as an explanation that:

> The work in such areas as acquisitions of weapon systems and "should cost" studies requires greater supervision on the part of the Washington staff, the use, in the field, of Washington staff members who possess special technical skills not available in the staffs of field offices, and more work to be performed at the headquarters levels of the Department of Defense rather than at the installation level.

Your request this year appears to reverse that work-flow. What are your comments on that?

Mr. STAATS. The justification of estimates for fiscal year 1972 indicated that we expected to use a field staff of 896 for 1972 on defense work. This represented an estimated reduction of 98 field positions from the prior year. Our explanation of the reduction was not intended to imply a trend of shifting workloads from the field to Washington.

Our projections of requirements for field and Washington positions for both fiscal year 1972 and fiscal year 1973 were based on analyses of staffing requirements for the work planned to be performed in those years. The nature of the work to be performed governs our staffing requirements and affects the division of effort as between the field and Washington.

INTERNATIONAL PROGRAMS: ALLOCATION OF NEW POSITIONS

Senator HOLLINGS. For the international division, you are requesting 14 additional positions, according to the large summary table on page D–1. Yet the table on page K–7 reflects only an increase of eight positions. How do you account for that? Also, how will you apply these positions to your activities under this division?

Mr. STAATS. The 14 additional positions shown in the summary (p. D–1) are requested for the international division. Seven of these are intended for the Washington staff, and seven for the overseas offices. As shown on page K–6, the overseas offices, although organizationally a part of the international division, actually perform services for all other divisions of GAO requiring work to be performed overseas.

The table on page K–7 does not reflect a separate request, but rather is a comparison of that part of our manpower which is applied to international activities. The tabular reconciliation on page K–6 shows that we are proposing an increase of 14 in the international division staffs, but after adjusting for the overseas services provided by the international division to other GAO divisions, and the borrowing of staff time from the field operations division, the GAO application of manpower to international programs is only increased by the equivalent of 8 man-years.

To recapitulate:

1. The figure of eight men on page K–7 is a part of the 14 positions requested on page D–1.

2. The increase of 14 will be applied to:

(*a*) Washington staff—seven—primarily for additional work in Lation America, which is performed by temporary duty travel from Washington.

(*b*) Overseas staff—seven, of which three are for the European branch, and four are for the Far East branch.

LOCATION OF OVERSEA OFFICES

Senator HOLLINGS. Please list for the record the location of your overseas offices.

Mr. STAATS. We have a European branch with headquarters in Frankfurt, Germany and an office in New Delhi, India and a Far East branch with headquarters in Honolulu, Hawaii, and offices in Saigon, Vietnam, and Manila, Republic of the Philippines.

FINANCIAL AND GENERAL MANAGEMENT STUDIES

Senator HOLLINGS. You request an additional 21 positions for the division of financial and general management studies, for a total Washington staff of 143.

I refer to your statement on page M–6 of the justifications:

> During the 91st Congress and so far in the 92d Congress, singificant advances have been made to improve the information and analysis support services of the Congress. GAO has been requested to provide direct support for the planning, design and management of system development.

Please elaborate on these comments.

Mr. STAATS. During the 91st Congress GAO provided staff for the automatic data processing working group of the Committee on House Administration for the development of plans and systems concepts for information and analysis support services for the House.

During the first 6 months of the 92d Congress, this staff worked with the newly-formed House Computer Services Staff to acquaint them with the work we had done in the 91st Congress. It also provided some advisory assistance to the new Subcommittee on Computer Services of the Senate Rules and Administration Committee.

This staff is now performing GAO's function under sections 201, 202, and 203 of the Legislative Reorganization Act of 1970 regarding the budgetary and fiscal information needs of congressional users in connection with the development of a standard budgetary and fiscal data system by the Office of Management and Budget and Department of the Treasury. The needs of the Congress were determined through the staff's recently-completed interview survey of 249 Members of the Congress and congressional staff members representing 42 committees and 68 members. The results of these interviews are described in our report "Budgetary and Fiscal Information Needs of the Congress" dated February 17, 1972, which was sent to all Members of Congress and to its committees. The status of implementation of recommendations in this report is the subject of a series of hearings by the Joint Committee on Congressional Operations which started on March 1, 1972.

We view this effort as a high-priority, major long-term project.

BROAD-BASED REVIEWS

Senator HOLLINGS. For the record, inform the committee what is involved when you speak of the necessity of "broader based reviews in terms of program results * * *."

Mr. STAATS. We refer here to our increased emphasis in GAO on the assessment of ongoing Federal programs; that is (1) on evaluating the progress made by Federal agencies in achieving program objectives outlined in authorizing legislation and agency policy statements, (2) on identifying deficiencies in programs needing correction, and (3) on determining whether alternative approaches might achieve legislative objectives for ongoing programs more effectively or at lesser cost.

During the past several years the Congress and its committees have expressed strong interest in GAO doing more of this type of work in addition to the narrower reviews of specific management deficiences and financial management audits. This interest was expressed, for example, in the Economic Opportunity Amendments of 1967 which directed GAO to make a comprehensive and impartial review of the antipoverty programs, including determining "The extent to which such programs and activities achieve the objectives set forth in * * * the Economic Opportunities Act of 1964 authorizing such programs or activities."

There have been many other specific expressions of congressional interest in GAO performing these broader based reviews of program results. The Congress emphasized its interest by directing GAO in section 204 of the Legislative Reorganization Act to review and analyze the results of Government programs and activities when ordered by either house of Congress, on our own initiative, or when requested by any appropriate congressional committee.

To provide capacity to deal with the varied and complex problems involved in making broad-based reviews of program results, we have assembled in the Division of Financial and General Management Studies a highly skilled staff with special expertise in systems analysis, cost effectiveness and benefit/cost studies, statistical science, automatic data processing, and actuarial science. The staff on its own initiative conducts special program studies and devotes substantial efforts to assisting our other operating divisions that have the primary program review responsibilities.

Over the years we have made a number of broad-based reviews of, for example, water pollution programs, education programs, health programs, military and economic aid programs for selected countries, programs for acquisition of major weapons systems, et cetera. Frequently, in these reviews we look at related programs which cross agency lines. This increases the breadth and depth of these reviews. We believe in doing this work we have been of significant assistance to the Congress, its committees, and Members in carrying out their legislative and oversight responsibilities.

REORGANIZATION: MEMORANDUM OF COMPTROLLER GENERAL

Mr. Chairman, in line with our increased emphasis on broad-based program results and functional-type reviews, we have recently reorganized our audit organizations. I believe it would be helpful at this point to insert in the record my memorandum of January 25, 1972, to all employees of the General Accounting Office. This memorandum describes the objectives of the reorganization and contains an attachment which shows the overall organization of GAO which will be effective on April 3, 1972.

(The memorandum follows:)

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

January 25, 1972

MEMORANDUM TO ALL EMPLOYEES OF THE GENERAL ACCOUNTING OFFICE

Subject: Strengthening GAO's Organization to Meet the Demands of the 1970's

BACKGROUND

Last February I established study groups to reevaluate (1) our program planning procedures; (2) our staff development programs; and (3) our organization structure. As you know, the first two of these groups (chaired respectively by Messrs. Ahart and Gutmann) reported to the Joint Directorate/Regional Manager Conference in June, and implementation of their findings has proceeded.

The Organization Planning Committee under Mr. Keller--assisted by Messrs. Bailey, Campbell, Eder, Samuelson, Stovall, Sullivan, and Thornton--continued its work through last August and submitted a series of recommendations to me. Two of their proposals were implemented as of July 1, 1971; namely, the establishment of (1) the Office of Policy and Program Planning, and (2) the Division of Financial and General Management Studies. A third recommendation of the Committee was to form a Division of Procurement. I accepted this recommendation on November 9, 1971, and announced that plans for its formation would be forthcoming early in calendar year 1972. The Keller Committee made two other recommendations:

1. The Committee "concluded that the accounting and auditing divisions of GAO should ultimately be organized on a Government function and program basis." The Committee outlined an "illustrative structure" which called for establishing five such divisions to replace the present Civil and Defense Divisions.

2. The Committee recommended that the Comptroller General "establish the position of Assistant for Audit Operations" to assure balanced planning and execution of audits and reviews; effective use of manpower; and administrative economies. The general concept of this position was discussed at the June Conference.

Since September, I have given these proposals continuing study, and I have discussed them--as well as other alternatives--with the Division and Office Heads and with several Regional Managers.

IMPORTANCE OF ORGANIZATIONAL
REALIGNMENT AT THIS TIME

The last major realignments in GAO's divisional structure occurred in 1956, when the Civil and Defense Divisions were established replacing the Division of Audits; and in 1963 when the International Division was established. The organization resulting from these changes has served GAO well. Today we are the largest professional group of its kind and we have a staff of the highest calibre and of international reputation.

It is timely that we have reviewed the suitability of this structure for the future. In recent years there have been significant changes in the nature of our work and in the opportunities to make a broader contribution to more effective government. These changes are reflected particularly in the growing proportion of our effort which is devoted to program results reviews, Government-wide reviews, and cost-benefit analyses. In order to meet these new demands and opportunities, we have found it necessary to move toward greater program and functional specialization. Examples are health services, environmental control, major weapons acquisition, traffic management, international trade, etc.

The studies of the Procurement Commission--in which we are a prime participant--are demonstrating the importance of a Government-wide approach by GAO to the entire field of procurement and systems acquisition. This is a pattern which deserves serious consideration in respect to other Government-wide management functions.

Since 1966 our professional staff has grown from 2,378 to 3,026--and we will request authority from Congress to attain a total professional staff of 3,224 in FY 1973. This represents a growth rate of 6% per year. We will need to grow still larger in the future. During the same period, the percent of our audit staff with their principal training in accounting has dropped from virtually 100% in 1966 to about 80% today. In time upwards of half of the staff may have their principal degrees in fields other than accounting, and a growing number will hold advanced degrees.

Hence we are experiencing--and will continue to experience--significant changes in the complexity and variety of our work, and in the size and diversification of our staff.

BENEFITS SOUGHT BY
ORGANIZATIONAL REALIGNMENT

In view of the above trends, I have concluded that we should introduce organizational revisions which will assist us in achieving

four benefits:

- First, accelerate the growth of program and functional expertise among our senior staff. If we are to respond to the demands for broad-based and program-type reviews, our senior staff must achieve a high degree of specialization in the subject matter of the areas assigned to them. We began moving in this direction in the Defense Division in 1966 when Operating Groups were established in functional areas such as Manpower, Procurement, Research and Development, etc. The Civil Division is now adopting this approach in selected fields.

  I agree with the Keller Committee that our future divisional structure should be based primarily upon either program or functional orientation. I also believe that the Director, Deputy, Associate, and Assistant Directors of these divisions should increasingly be subject matter experts, as well as highly skilled in planning, conducting, and reporting broad-based reviews.

- Second, provide more opportunities for staff growth and advancement. To do the quality of work, and make the creative contribution which is being demanded of GAO, we need to attract and retain professional personnel with outstanding capabilities and motivation--and to expand the opportunities for their advancement. I believe that our present divisional structure unnecessarily limits such opportunities. Congress has recently granted me authority to appoint up to five Executive-level Assistants in addition to our regular supergrade allocation. This new authority, plus the establishment of more divisions, will enable us to create additional positions at the Associate Director level and above.

- Third, facilitate the timely completion of our work. The increased demands on Washington Operating Divisions tend to delay the timely completion of audit reports. Recent studies show that as much as one year elapses after completion of work in the field before the issuance of reports to the Congress. By creating more divisions to oversee the planning and execution of surveys and reviews, in collaboration with the regions, I believe that we can accelerate the completion of our reports.

- Fourth, assist the Comptroller General to deal with his expanded responsibilities. At the same time that the variety and complexity of our accounting and auditing responsibilities have been increasing, the Comptroller General and his immediate office have become involved in new and important but very time-consuming responsibilities--the Cost Accounting Standards Board, the Procurement Commission, the Presidential Campaign Fund Act and the Federal Election Campaign Act. These assignments are either not delegable, or they require the Comptroller General's personal attention. Hence, the Comptroller General needs

additional top-management support in order to discharge his responsibilities effectively.

BLUEPRINT FOR
ORGANIZATIONAL REALIGNMENT

I want all members of the General Accounting Office to be fully informed of the broad blueprint of the new organizational structure which I am planning, during the interval when its final details are being discussed and determined. The attached chart (Attachment 1) presents this blueprint, and my present views as to the assignment of responsibilities. These are subject to further adjustment and refinement before the plan is placed into effect on April 3, 1972.

The principal revisions planned are as follows:

1. The Civil and Defense Divisions are discontinued and replaced by six new audit divisions, each having a Government-wide responsibility for assigned programs or functions.

   These six new divisions are:

   a. Logistics and Communications
   b. Procurement and Systems Acquisition
   c. Federal Personnel and Compensation
   d. Manpower and Welfare
   e. Resources and Economic Development
   f. General Government

2. The Financial and General Management Studies Division is assigned responsibility for GAO reviews of accounting systems in operation.

3. The present Transportation and Claims Divisions are consolidated into a single division, and the transportation and traffic management review function (TRATMAR) is reassigned to the new Logistics and Communications Division. This change has two objectives. One is to concentrate all aspects of Government logistics--including the related functions of transportation, warehousing, distribution, and inventory control--in one audit division. The other is to provide better long-term opportunities for the utilization and development of the personnel assigned to the important claims and transportation payment audit functions.

4. The Field Operations Division remains unchanged, but it will be assigned responsibility for scheduling and executing financial settlement work (including civilian and military pay), and certain recurring financial audits. The full details of these arrangements must be worked out and there may be either additions to or deletions from the listing shown.

5. The International Division remains unchanged, except that responsibility for review of accounting systems in operation is assigned to the Financial and General Management Studies Division.

6. Three new positions of "Assistant Comptroller General" are established.

   a. One of these supersedes the present position of Director, Office of Policy and Program Planning. Three new offices are established under this Assistant: the Office of Policy, the Office of Program Planning, and the Office of Internal Review.

   b. One Assistant Comptroller General will be responsible for the four divisions appearing on the left of the chart. These divisions are concerned with reviews of Federal management functions--financial, logistics and communications, procurement and systems acquisition, personnel and compensation.

   c. The other Assistant Comptroller General will have similar responsibilities for the three domestic program divisions shown on the right of the chart.

The Assistant Comptroller Generals described in paragraphs "b" and "c" will be full line representatives of the Comptroller General, responsible for overseeing and assisting the divisions assigned. However, it is desired that the Division Directors have maximum latitude in identifying the most fruitful audit areas; preparing and executing audit plans; preparing final reports; defending their reports before review groups; and representing GAO to the Congress and to top agency officials.

7. A new "Office of Federal Elections" is established to discharge the Comptroller General's responsibilities under the Presidential Campaign Fund Act and the Federal Election Campaign Act. (A special task force was established on January 6, 1972, under the direction of Mr. L. Fred Thompson to prepare the operating plan for these new responsibilities.)

NEXT STEPS

1. Attachment 2 to this memorandum shows the names of individuals who have been chosen for the new positions. These appointments become effective April 3, 1972. However, each of these designees will begin work now (in collaboration with the Implementation Planning Committee named below) to prepare his plan of internal organization and staffing.

2. The Implementation Planning Committee will consist of Mr. Robert Keller, Chairman, and Messrs. Morse, Samuelson, Thornton, and Morris. Each Division Director-designee will be a member of the Committee in respect to his own division's plans. The Committee's responsibilities will cover the steps needed to assure an orderly transition to the revised structure and will include the following:

   a. The functions and agencies assigned to each of the new divisions, and a draft of the C.G. Order to place such assignments into effect.

   b. Plans for the internal structuring and staffing of each division, including the rotation of staff among divisions.

   c. The functions of the Assistant Comptroller Generals, and plans for performing the following support functions in an effective and economical manner: operational planning, manpower management, administrative services, report review and editing, and the coordination of Congressional and public requests. In developing these plans, the Committee will consult with the Director, Office of Personnel Management and the Director, Office of Administrative Planning and Services. Consideration will be given to the feasibility of having these Offices provide any of these support services on a centralized basis.

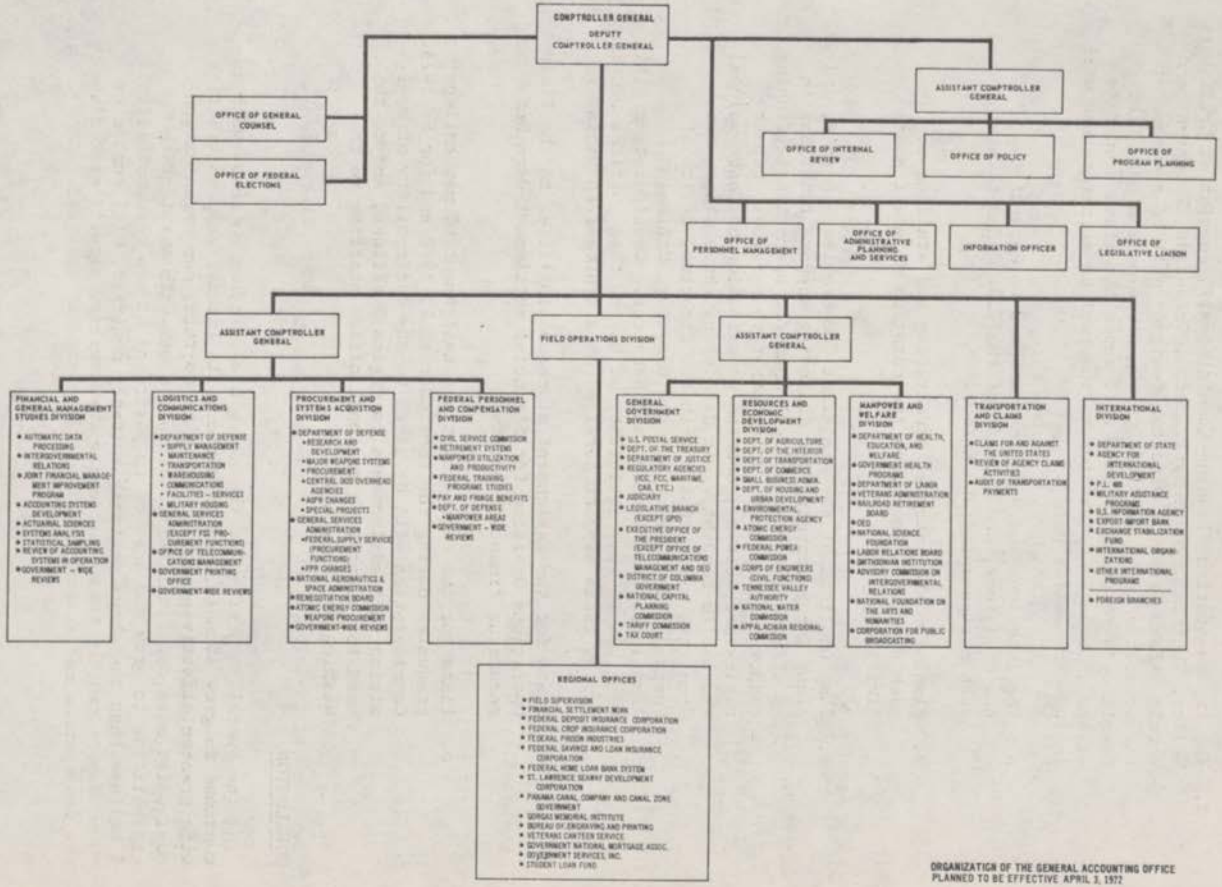
   d. Plans for the assignment of responsibilities to the Field Operations Division for financial settlement work and recurring financial audits.

   e. Plans for the recruitment and assignment of new college graduates during the remainder of FY 1972 and for FY 1973. Consideration will be given to the desirability of maximizing such assignments to regional offices, and to the need for augmenting regional office staffing in the Washington, D.C. area.

CONCLUSION

The overall objective of the above blueprint is to enable GAO to continue to grow soundly, and to perform its broader responsibilities with greater effectiveness. In order to do this, our organization must offer more opportunities to men and women with outstanding capabilities to grow and advance to positions of top responsibility. I believe that the above actions, suitably modified, will enable us to move more rapidly toward achieving these goals. I will appreciate the cooperation and assistance of all concerned to this end.

Comptroller General
of the United States



ORGANIZATION OF THE GENERAL ACCOUNTING OFFICE
PLANNED TO BE EFFECTIVE APRIL 3, 1972

DESIGNEES TO NEW EXECUTIVE POSITIONS

To become effective April 3, 1972

Position	Designee
Assistant Comptroller General Policy and Program Planning	Ellsworth H. Morse, Jr.
Director, Office of Internal Review	Lloyd G. Smith
Director, Office of Policy	Allen R. Voss
Director, Office of Program Planning	William N. Conrardy
Director, Office of Federal Elections	(Vacancy)
Assistant Comptroller General General Management Reviews Group	Thomas D. Morris
Director, Logistics and Communications Division	J. Kenneth Fasick
Director, Procurement and Systems Acquisition Division	Richard W. Gutmann
Director, Federal Personnel and Compensation Division	Thomas D. Morris, Acting
Assistant Comptroller General Domestic Programs Group	A. T. Samuelson
Director, General Government Division	Victor L. Lowe
Director, Resources and Economic Development Division	Henry Eschwege
Director, Manpower and Welfare Division	Gregory J. Ahart
Director, Transportation and Claims Division	Thomas E. Sullivan

CLAIMS DIVISION: NEW POSITIONS

Senator HOLLINGS. For the Claims Division, you are requesting an additional eight employees in the Washington office, for a total of 167. On page N–5, it is stated that the work volume in this Division has increased significantly over the last 2 fiscal years. To what do you attribute this?

Mr. STAATS. The increased workload has resulted from several factors, including (1) an increased awareness on the part of Government agencies of their responsibilities for claims, and (2) the new responsibility delegated to us under Public Law 90–616, approved October 21, 1968, which requires us to consider all claims aggregating more than $500 in amount, claims of any amount which were the subject of exceptions in the accounts of accountable officers, and claims which the head of an executive agency has doubt as to whether waiver is proper.

Although our workload in the Claims Division has increased significantly over the last 2 years, the eight additional employees requested are not primarily for our internal workload but are needed to shore up our agency review and assistance work. We plan to increase our review of claim activities in other agencies because we believe that as the operations in other agencies are improved, this will reduce the volume of work coming into our Office and will accomplish greater results from the standpoint of overall economy and efficiency.

5-YEAR WORKLOAD COMPARISON

Senator HOLLINGS. Do you have a graph or table already prepared which you can supply for the record showing workload, say, for the past 5 fiscal years?

(The information follows:)

	PAYMENT CLAIMS			DEBT CLAIMS		
Fiscal Year	Receipts	Disposals	On Hand	Receipts	Disposals	On Hand
1971	9,681*	8,686*	2,395	25,768	20,394	33,293
1970	6,954**	6,951**	1,400	21,979	13,201	27,919
1969	19,250	18,690	1,737	14,511	9,750	19,597
1968	13,941	13,812	1,177	4,760	16,282	14,836
1967	9,872	9,705	1,048	21,774	32,208	26,358

* This figure does not include 5,234 barred Philippine claims which were disposed of in a manner that does not involve detailed adjudication.

** This figure does not include 7,652 barred Philippine claims.

(Since September 1970 this type of claim has been handled under an improved procedure that keeps them out of the adjudication workload)

FIELD OPERATIONS DIVISION

Senator HOLLINGS. Turning to the Field Operations Division, I will insert page 0-2, reflecting staff utilization, into the hearing record.

(The page follows:)

STAFF UTILIZATION

The work planned by the Washington divisions and offices as set out in this justification document in sections I-N will require personnel for the Field Operations Division, as follows:

	Average Number of Positions		Change
	FY 1972	FY 1973	1972 to 1973
Director's Office Washington, D.C.	6	6	----
Regional Offices	1,828	1,937	+109
Total	1,834	1,943	+109
Professional staff	1,584	1,682	+ 98
Technical staff	89	89	----
Other supporting staff	161	172	+ 11
Total	1,834	1,943	109

Our plans provide for the application of the Field Operations Division staff to the work of each of the Washington divisions and offices, as follows:

	Average Number of Positions		Change
	FY 1972	FY 1973	1972 to 1973
Civil Division	824	858	+ 34
Defense Division	830	876	+ 46
International Division	14	11	- 3
Transportation Division	38	40	+ 2
Division of Financial and General Management Studies	125	146	+ 21
Claims Division	3	12	+ 9
Total	1,834	1,943	+109

DIFFERENTIATION OF FIELD AND OVERSEAS OFFICES

Senator HOLLINGS. 109 new positions are requested, for a total of 1,943 for the Division, which, as I understand, works in cooperation with and as an extension of the headquarters offices already discussed.

To clarify the record, do I understand correctly that the overseas offices under the International Division are distinct from the so-called field offices category in your budget requests?

Mr. STAATS. Yes, you are correct. Our overseas offices are under the International Division and are distinct from our field offices under the Field Operations Division.

LOCATION AND STAFFING OF MAJOR OFFICES

Senator HOLLINGS. I will insert into the record at this point the table on page T–1, listing the locations and staffing of major offices of the General Accounting Office.

(The table follows:)

U.S. GENERAL ACCOUNTING OFFICE
Locations and Staffing of Major Offices

	Average Number		Dec. 31
	1972	1973	1971
Regional Offices:			
Atlanta	129	142	127
Boston	102	107	106
Chicago	90	94	87
St. Paul	21	24	19
Cincinnati	99	106	96
Indianapolis Army Audit Staff	33	35	31
Dallas	107	110	117
New Orleans	44	44	43
Denver	101	108	98
Air Force Audit Staff	25	26	24
Detroit	64	73	73
Cleveland	34	32	35
Navy Audit Staff	23	23	23
Kansas City	92	101	92
St. Louis	38	38	38
Los Angeles	121	128	121
New York	106	119	101
Norfolk	78	84	77
Philadelphia	131	133	129
San Francisco	120	126	117
Seattle	63	65	66
Portland	35	35	37
Washington (Falls Church, Va.)	172	184	169
Total	1828	1937	1826
Foreign Operations:			
European Branch			
Frankfurt	51	58	49
New Delhi	14	10	14
Sub-Total	65	68	63
Far East Branch			
Honolulu	44	47	44
Manila	16	17	16
Saigon	19	19	18
Sub-Total	79	83	78
Total	144	151	141
Total Field	1972	2088	1967
Washington, D.C.	2796	2919	2733
Grand Total	4768	5007	4700

ADMINISTRATIVE PLANNING AND SERVICES: NEW POSITIONS

Senator HOLLINGS. Let's discuss the request for 12 new positions in the Office of Administrative Planning and Services—for a total of 290.

You indicate on page P–1 that with the establishment of this Office last December, three former organizational units were combined, apparently as an organizational efficiency measure. This is more of a commentary than a question: Why is it that reorganizations usually require more, rather than less, employees?

Please identify for the record where these new positions will be applied.

Mr. STAATS. I would like to insert for the record a listing of the functions of this Office showing the staff requirements for each and the additional staffing needed.

	Average number of positions		
	Fiscal year 1972	Fiscal year 1973	Change, 1972 to 1973
Organization and management studies	7	9	+2
Budget and finance	50	50	0
Records management and services	89	94	+5
Publications	90	94	+4
Data processing	42	43	+1
Total	278	290	+12

TRANSPORTATION AND AUDIO-VISUAL SUPPORT

Senator HOLLINGS. On page P–3, there is the comment that "Increased demands for transportation and audio-visual support" will require 3 additional employees. Elaborate on these "Increased demands."

Mr. STAATS. We are requesting one additional man-year for transportation support services because our audit sites in the Washington area are spread in 44 locations excluding those located in the General Accounting Office Building. We are experiencing increased demands for these services from the various audit sites. In addition, we expect our Office of Federal Elections to increase our workload in the transportation support area as activities in this office increase.

For audio-visual support we are requesting two additional man-years. We are finding that increased use of view-graphs, slides, and other audio or visual aids allows a much more efficient and effective presentation of ideas in meetings of our top level staff. Also, it is our plan to use more visual aids to enhance our audit reports.

Senator HOLLINGS. What job classifications are these three positions?

Mr. STAATS. One would be a motor vehicle operator, WG–5703 and two would be visual information specialists, GS–1084.

OFFICE OF PERSONNEL MANAGEMENT: NEW POSITIONS FOR PERSONNEL DEVELOPMENT

Senator HOLLINGS. For the Office of Personnel Management, you are requesting 3 additional positions—all in the personnel development field, I believe. Elaborate on this aspect of your program.

Mr. STAATS. We have requested two additional positions in the personnel development field of personnel management. These positions

are for one support staff member and one professional staff member. The remaining additional 1 man-year of effort which we have requested will be for periodic use of consultant-experts in our professional development program.

The two additional positions which we requested are for use in our training program to ensure that the secretarial, clerical, and technical staff will be of the maximum assistance to their supervisors. We are in the process of an extensive recruiting campaign to hire only high quality, capable individuals in the secretarial field. We have concentrated our efforts predominantly at the junior collegel level, where graduates have 2 years of formal training in secretarial and business skills. However, the unique work of the General Accounting Office requires that the individuals must be knowledgeable of our policies and procedures before they can fully function as qualified secretaries. Currently this adaptation process is an on-the-job training device requiring the time and efforts of many line supervisors who could be more effectively used if not charged with this responsibility.

We therefore intend to implement a training program wherein the new secretarial recruits will be given training in GAO policies, procedures, and styles based upon our newly designed GAO correspondence and style manual. The new staff members will also receive a concentrated orientation on the GAO, our duties, responsibilities, and how they will contribute to and be a part of the organization. The programs, which will last for 2 to 3 months, will include on-the-job rotating assignments, counseling, and training assignments, before the individuals are permanently assigned to the operational staff of GAO.

This program will also be available to existing staff on a more limited basis to help familiarize them with our new policies and practices which will now be uniform.

The management and implementation of this new program will require the services of one additional professional staff member and one supporting (secretarial) staff member. They will also be available to assist in other professional development activities as their time permits.

The additional 1 year of man effort requested for consultants and experts are for persons who are eminent, highly professional educators at the university level. They are particularly well qualified on specific subject matters necessary to the success of any particular professional development program. As such, they are used to help develop and present particular portions of individual training programs where their expertise is not available in the General Accounting Office. Also, they advise, counsel, and assist the Office of Personnel Management in developing and maintaining a high quality professional development program. By using consultants and experts, the Office of Personnel Management becomes aware of recent trends in academic, the private, and public sectors in personnel management activities and the applicability of these new developments to the work of the General Accounting Office.

PERSONNEL MANAGEMENT EVALUATION PROGRAM

Senator HOLLINGS. Explain the personnel management evaluation program required by the Civil Service Commission, mentioned on page Q–3.

How is this distinguished from your proposed staff resources inventory system, mentioned in the second paragraph on that same page? Is there any duplication here?

Mr. STAATS. The personnel management evaluation program is required by the Civil Service Commission in implementing the President's memorandum of October 9, 1969, to the heads of the executive departments and agencies. The memorandum directs establishment of a system to review periodically the effectiveness of personnel management in their respective organizations. The President expressed the view that if we are to achieve our national goals in the face of critical challenges that tax the capacities of all Federal managers, we must have the kind of personnel management that fully taps the creative and productive capacity of our work force.

In addition to encouraging the development of the highest order of expertise and competence among those to whom professional personnel management responsibilities are assigned, it was determined essential to establish a system to review periodically the effectiveness of personnel management in each organization so that the top management of that organization can be assured that the organization is striving continuously to achieve the best possible use of personnel resources.

The underlying concept of this new self-evaluation system is to provide significant feedback to top-level management about the effectiveness of personnel management programs and at the same time permit the Civil Service Commission to redirect its inspection function to selective consultative reviews. Some of the areas to be evaluated would include such functions as manpower planning, career development, recruitment, and the maintenance of a productive environment. Because we have extensive experience in the review and evaluation of programs throughout the Government, we believe that we have a special competence to develop an evaluation model that can be used throughout the Government.

STAFF RESOURCES INVENTORY DIFFERENTIATED

On the other hand, our proposed staff resources inventory system is a specific tool to provide information to our managers to assist them in the more effective management, development, and utilization of their employees.

The staff resources inventory system will provide increased visibility concerning the special abilities, experience, qualifications, and career development of individual staff members. It will provide Office-wide data on staff characteristics to support manpower development and manpower planning including skills acquisition planning. Information of this nature will also permit the Office to capitalize on the strengths of staff members through more discriminating utilization of their abilities and interests to meet the trend toward more complex and diverse assignments.

OTHER EXPENSES

Senator HOLLINGS. On page R–1 are listed the items of expense for GAO operations other than salaries, and I will insert that page into the record.

(The justification follows:)

UNITED STATES GENERAL ACCOUNTING OFFICE

Estimated obligations--other expenses:

Fiscal year	Estimated obligations	Increase or decrease
1972	$15,534,726	
1973	$17,041,300	+$1,506,574

The fiscal year 1973 estimate of $17,041,300 for all our expenses other than salaries is $1,506,574 more than our revised 1972 requirements. The major increases are $341,800 for Personnel Benefits, $610,000 for Travel, $408,000 for Other Services, and a net increase of $146,774 in the remaining objects. The details of our requirements for additional travel funds for 1973 are set out in a separate detailed justification on page S-1. Our revised 1972 requirements and the estimates for 1973 are compared below by object class of expense and explained in more detail in the narrative section following this summary.

Object class	Actual 1971	Revised 1972	Estimate 1973	Changes 1972 to 1973
12 Personnel benefits	$ 5,625,574	$ 6,212,200	$6,554,000	+$ 341,800
13 Benefits for former personnel	47,500	47,500	47,500	---
Total personnel benefits	5,673,174	6,259,700	6,601,500	+ 341,800
20 Contractual services and supplies:				
21 Travel and transportation of persons (See justification at page S-1 .)	4,971,612	5,615,000	6,225,000	+ 610,000
22 Transportation of things	212,491	250,000	260,000	+ 10,000
23 Rent, communications & utilities	910,057	892,726	1,009,500	+ 116,774
24 Printing & reproduction	244,021	285,000	285,000	---
25 Other services	1,224,139	1,602,300	2,010,300	408,000
26 Supplies & materials	332,882	330,000	350,000	20,000
30 Acquisition of capital assets:				
31 Equipment	343,582	300,000	300,000	---
42 Claims and indemnities	4,656	---	---	---
Total 20,30, and 42	8,243,439	9,275,026	10,439,800	+ 1,164,774
Total--other expenses	$13,916,613	$15,534,726	$17,041,300	+$1,506,574
Transfer to GSA for rental of space	$ 3,636	$ 4,874	$ 140,000	+$ 135,126

PROGRAM TRAVEL REQUIREMENTS

Senator HOLLINGS. To complete the record, I will insert the breakdown of travel fund requirements by program for fiscal years 1972 and 1973, which appears on page S-6 of the justifications.

(The table follows:)

COMPARISON OF TRAVEL FUND REQUIREMENTS BY PROGRAMS

FISCAL YEARS 1972 AND 1973

	FY 1972					FY 1973				
	Travel inside Continental U.S.		Travel outside Continental U.S.			Travel inside Continental U.S.		Travel outside Continental U.S.		
	By regional offices	By Washington staffs	By Wash. and R.O. staffs	By foreign branch staffs	Total	By regional offices	By Washington staffs	By Wash. and R.O. staffs	By foreign branch staffs	Total
DEFENSE PROGRAMS:										
Major Acquisitions	310,000	29,000	2,000	1,000	342,000	292,000	32,000	6,000	1,000	331,000
Procurement	438,000	46,000	5,000	20,000	509,000	463,000	50,000	8,000	21,000	542,000
Research and Development	100,000	13,000	-	-	113,000	110,000	15,000	2,500	1,000	128,500
Supply Management	272,000	38,000	11,000	80,000	401,000	305,000	42,000	15,000	81,000	443,000
Manpower	280,000	17,000	4,000	15,000	316,000	330,000	20,000	7,000	15,000	372,000
Facilities and Support Services	265,000	19,000	4,000	23,000	311,000	355,000	22,000	7,000	24,000	408,000
Accounting Systems Review	45,000	6,000	-	14,000	65,000	60,000	7,000	1,000	14,000	82,000
Other	-	28,000	9,000	-	37,000	-	30,000	11,000	-	41,000
Total Defense Programs	$1,710,000	$196,000	$ 35,000	$153,000	$2,094,000	$1,915,000	$218,000	$ 57,500	$157,000	$2,347,500
CIVIL PROGRAMS:										
Agriculture	195,000	23,500	-	-	218,500	214,500	26,500	-	-	241,000
Commerce	23,000	10,000	-	-	33,000	25,000	10,500	-	-	35,500
Health, Education, Welfare	314,000	55,500	-	-	369,500	369,000	65,500	-	-	434,500
Housing and Urban Development	125,000	18,000	-	-	143,000	138,000	20,000	-	-	158,000
Interior	150,000	9,000	-	-	159,000	154,500	10,000	-	-	164,500
Justice and Judicial Branch	39,000	7,000	-	-	46,000	41,000	8,000	-	-	49,000
Labor	90,000	14,000	-	-	104,000	93,000	15,000	-	-	108,000
U.S. Postal Service	20,000	8,000	-	-	28,000	22,000	10,000	-	-	32,000
Transportation	95,000	22,500	-	-	117,500	105,000	26,500	-	-	131,500
Treasury	15,000	3,000	-	-	18,000	16,000	3,500	-	-	19,500
Water and Power Agencies	155,000	15,500	-	-	170,500	171,500	17,500	-	-	189,000
Atomic Energy Commission	75,000	30,000	-	-	105,000	80,000	31,500	-	-	111,500
Environmental Protection Agency	109,000	9,000	-	-	118,000	115,000	10,500	-	-	125,500
General Services Administration	20,000	3,500	-	-	23,500	22,000	5,000	-	-	27,000
National Aeronautics and Space Administration	40,000	5,000	-	-	45,000	43,000	5,500	-	-	48,500
Office of Economic Opportunity	140,000	19,500	-	-	159,500	145,000	19,500	-	-	164,500
Veterans Administration	70,000	8,500	-	-	78,500	72,000	9,000	-	-	81,000
Other Civil Agencies	85,000	60,500	43,000	15,000	203,500	95,000	64,000	43,000	16,000	218,000
Total Civil Programs	1,760,000	322,000	43,000	15,000	2,140,000	1,921,500	358,000	43,000	16,000	2,338,500
INTERNATIONAL PROGRAMS:										
State, Defense, International, and Related Activities	-	-	38,000	179,000	217,000	-	-	40,000	190,250	230,250
Foreign Assistance Programs	-	-	86,000	41,000	127,000	-	-	91,000	44,000	135,000
Trade and Interagency	-	-	50,000	36,000	86,000	-	-	53,000	38,000	91,000
Treasury and International Organizations	-	-	34,000	17,000	51,000	-	-	36,000	18,000	54,000
Financial Management and Systems	-	-	2,000	3,000	5,000	-	-	2,000	3,000	5,000
Total for Work Performance	-	-	210,000	276,000	486,000	-	-	222,000	293,250	515,250
Change of Station Travel	-	-	-	140,000	140,000	-	-	-	169,250	169,250
Total International Programs	-	-	210,000	416,000	626,000	-	-	222,000	462,500	684,500
TRANSPORTATION PROGRAMS	85,000	30,000	5,000	21,000	141,000	100,000	33,000	20,000	22,000	175,000
TRAINING RECRUITING AND ADMINISTRATION	445,000	53,000	-	-	498,000	487,500	57,000	-	-	544,500
OTHER	-	116,000	-	-	116,000	-	135,000	-	-	135,000
Total	$4,000,000	$717,000	$293,000	$605,000	$5,615,000	$4,424,000	$801,000	$342,500	$657,500	$6,225,000

1972 AND 1973 PAY INCREASE COSTS AND COST OF IMPLEMENTATION OF FEDERAL ELECTION CAMPAIGN ACT

Senator HOLLINGS. Mr. Staats, will you please comment, specifically, on the supplemental request for fiscal year 1972 in the amount of $2,100,000 for increased pay costs, as well as on the amendments to the fiscal year 1973 budget estimates in the amount of $4,300,000 for increased pay costs and $1,600,000 to implement the Federal Election Campaign Act.

Mr. STAATS. Subsequent to the submission of our 1973 budget estimates, the Economic Stabilization Act Amendments of 1971 (Public Law 92–210) approved December 22, 1971, initiated a 5.5-percent increase in the salary of general schedule positions. These increases were effective January 9, 1972, or for about one-half of fiscal 1972. This results in 1972 added cost for personnel compensation and benefits totaling $2,100,000. We are, at this time, unable to absorb any of the 1972 pay increase cost because of added program functions assigned to GAO by The Federal Election Campaign Act and The Presidential Election Campaign Act which impose a major new workload on the GAO beginning this fiscal year. Our fiscal year 1973 cost for this pay increase will total $4,300,000.

We are requesting $1,600,000 for fiscal year 1973 to implement the Federal Election Campaign Act that was approved February 7, 1972, to become effective April 7. To carry out the additional responsibilities given to me under this act, we are establishing an Office of Federal Elections which will ultimately be staffed with about 35 people. We are reprograming our 1972 savings of about $1,040,000 to meet the costs of establishing and operating the Office this year and we estimate that we will need $1,600,000 for the operation of this Office for fiscal year 1973.

We plan, also, to expand the Office of Federal Elections to assume our responsibilities under the Presidential Campaign Fund Act which was enacted last year but will not become effective until 1973.

Cost-Accounting Standards Board

STATEMENT OF ELMER B. STAATS, COMPTROLLER GENERAL OF THE UNITED STATES, CHAIRMAN

ACCOMPANIED BY ARTHUR SCHOENHAUT, EXECUTIVE SECRETARY

BUDGET ESTIMATE

Senator Hollings. We will turn now to the budget estimate submitted by the Cost Accounting Standards Board, in the amount of $1,650,000. This is $150,000 above the amount appropriated for fiscal year 1972 but is the same as that requested last year. The justification will be placed in the record at this point.

(The justification follows:)

COST ACCOUNTING STANDARDS BOARD

SALARIES AND EXPENSES

For expenses of the Cost Accounting Standards Board necessary to carry out the provisions of Section 719 of the Defense Production Act of 1950, as amended (Public Law 91-379, approved August 15, 1970), [$1,500,000], $1,650,000. (Legislative Branch Appropriation Act, 1972.)

Justification of Estimates

Fiscal Year 1973

The budget estimates presented and the increase in the estimates are for the first fiscal year of full-scale operations of the Board.

Section 103, title I, of the 1970 amendment (Public Law 91-379) to the Defense Production Act of 1950, established as an agent of the Congress a Cost Accounting Standards Board. This legislation provides that the Board shall consist of the Comptroller General of the United States who shall serve as Chairman and four other members appointed by the Comptroller General. The Act empowers the Board to appoint an Executive Secretary at a rate of compensation not to exceed the rate prescribed for level IV of the Federal Executive Salary Schedule.

In January 1971, the Comptroller General appointed four members to serve on the Cost Accounting Standards Board and in March 1971 he appointed an Executive Secretary.

The enabling legislation provides that three Board members appointed from private life will receive compensation at a rate of one two-hundred-sixtieth of the rate prescribed for level IV ($38,000 per annum) of the Federal Executive Salary Schedule for each day in which he is engaged in the actual performance of duties vested in the Board. The enabling legislation also provides that

the Comptroller General (who serves as Chairman) and one member to be named from Government would continue to receive the compensation of his regular position from the agency employing him. In addition, the Executive Secretary receives compensation at the annual rate prescribed for level IV of the Federal Executive Salary Schedule.

The principal function of the Board is to develop and promulgate Cost Accounting Standards designed to achieve greater uniformity and consistency in the cost accounting practices followed by defense contractors and subcontractors under negotiated defense procurements in excess of $100,000. The Standards, rules, and regulations promulgated are to be followed in estimating, accumulating, and reporting costs of defense contracts.

The budget estimate for Fiscal Year 1973 is $1,650,000. This estimate is the same as the estimate for Fiscal Year 1972 and is $150,000 more than the amount ultimately appropriated.

		1971 Actual	1972 Estimate	1973 Estimate
	Object Classification (in thousands of dollars)			
	Personnel compensation:			
11.1	Permanent positions	69	726	913
11.3	Positions other than permanent		113	113
12.1	Personnel benefits: Civilian employees	5	71	87
21.0	Travel and transportation of persons	8	165	212
23.0	Rent, communications, and utilities	110	25	25
24.0	Printing and reproduction	-	30	34
25.0	Other services	52	250	250
26.0	Supplies and materials	4	8	8
31.0	Equipment	71	12	8
99.0	Total obligations	318	1,400	1,650

An explanation of our fund requirements by object classification follows:

11.1 Permanent Positions. This estimate covers the salary costs for 40 permanent positions in Fiscal Year 1973. These positions include three Board members, an Executive Secretary (at level IV), 24 other professional positions, and 12 supportive clerical positions.

12.1 Civilian Personnel Benefits. This estimate covers the Board contributions to the retirement, life insurance, and health benefit funds.

21.0 Travel and Transportation of Persons. This estimate covers the cost for travel of the Board and its staff to obtain on-site information of contractors' offices and for attendance at meetings and conferences regarding Board programs.

23.0 Rent, Communications, and Utilities. This estimate covers the costs of rental of office space, equipment, telephones, postage, etc.

24.0 Printing and Reproduction. This estimate covers the cost of day-to-day printing requirements, i.e., stationery, envelopes, etc., and the cost of publishing a Disclosure Statement form and Cost Accounting Standards promulgated by the Board.

25.0 Other Services. This estimate covers the costs for contract services, development of computer applications, and reimbursements to other Government agencies for administrative and personal services.

26.0 Supplies and Materials. This estimate covers the cost of day-to-day operating supplies and materials.

31.0 Office Furniture and Equipment. This estimate provides for the cost of typewriters, adding machines, calculators and other office machines and for office furniture, technical books and publications.

PREPARED STATEMENT

Mr. STAATS. Mr. Chairman, as you may recall from our appearance last year, the Congress in extending the Defense Production Act of 1950 established a Cost Accounting Standards Board, of which I am the Chairman.

I appointed four additional members. The Board has now been in operation for approximately 1 year. I am putting this in a form to abbreviate the first two pages of my statement. You can see on page 2 the membership of the Board.

Senator HOLLINGS. The statement in its entirety will be included.

(The statement follows:)

I am appearing before you today in the capacity of Chairman of the Cost Accounting Standards Board to discuss the budget estimates for Board oeprations during Fiscal Year 1973.

Before getting into our budget justification, I would like to outline just briefly the background of how the Board came to be established and how we have organized to carry out our job. This was outlined in some detail last year, but a brief statement at this point would perhaps be useful.

In 1968, when the Congress was considering extension of the Defense Production Act of 1950, testimony was given critical of the manner in which Government procurement was being accomplished, particularly negotiated procurements. As a result of this testimony, an amendment was made to the bill which provided that the Comptroller General, in cooperation with the Secretary of Defense and the Director of the Bureau of the Budget, shall:

"* * * undertake a study to determine the feasibility of applying uniform cost accounting standards to be used in all negotiated prime contract and subcontract defense procurements of $100,000 or more."

This amendment, which became law on July 1, 1968, as part of Public Law 90-370, also required that the results of the study be reported to Congress within 18 months.

In this study, GAO found that Cost Accounting Standards for negotiated procurements were both feasible and desirable. Based on the study, the Congress in 1970, in further extension of the Defense Production Act of 1950, included a new section creating a Cost Accounting Standards Board to promulgate the Standards. The amendment was passed by the Congress and approved by the President on August 15, 1970. Funds were first appropriated for the Board in the Supplemental Appropriation Act of 1971, approved January 8, 1971.

In January 1971, I appointed four members to serve with me on the Cost Accounting Standards Board. Appointments to the Board were as follows:

From the Accounting Profession: Mr. Herman W. Bevis, who served with Price, Waterhouse & Company, certified public accountants. Dr. Robert K. Mautz, with the public accounting firm of Ernst and Ernst.

From Industry: Mr. Charles A. Dana, with the Raytheon Company.

From the Federal Government: The Honorable Robert C. Moot with the Department of Defense.

On March 5, 1971, the Board selected Mr. Arthur Schoenhaut as Executive Secretary and on April 25, 1971, Mr. Harry R. Van Cleve became our General Counsel. As of February 1, 1972, we had selected 32 employees, excluding the Board Members—21 professional and 11 administrative and clerical.

In the year of operation since the Board's first meeting on February 8, 1971, several matters of significance have been achieved. Most notable has been the publication in the Federal Register on December 30, 1971, for public comment, of four proposals consisting of:

1. Provision for a requirement that, pursuant to the Statute, defense contractors disclose their cost accounting practices and then follow those practices consistently. The disclosure requirement will permit establishment of a data bank of contractors' practices—by class of contractor; by dollar volume of business with the Government in relation to total business; by size of contractor, etc. This kind of data does not exist anywhere in the United States. With such information, the Government will be in a better position to develop Cost Accounting Standards.

2. A Standard on the subject of "Consistency in Charging and Allocating Costs Incurred for the Same Purpose." This is designed to eliminate instances in which

the same cost is charged, in the same time period, to a contract, both as a direct cost and as a share of indirect costs. This practice commonly is termed "double counting."

3. A Standard on the subject of "Consistency in Estimating, Accumulating and Reporting Costs"—to require consistency between the manner in which contractors present cost data in pricing proposals and the manner in which they record the actual cost of contract performance.

4. A contract clause implementing rules, regulations, and Standards promulgated by the Board that will become part of the regular language, or "boilerplate," for appropriate Government contracts.

Public response to publication of these items was due by February 4, 1972. The numerous comments received were evaluated, and many suggested improvements were made in the proposed issuances. Then, on February 24, we submitted the finished product to the Congress as required by Public Law 91–379. The material promulgated by the Board will take effect at the beginning of the fiscal quarter following 60 days of continuous session of the Congress unless both Houses pass a concurrent resolution stating that the Congress does not favor the proposed Standards and regulations.

Looking now to the work that is in process and planned the Board has identified a large number of subjects for potential Standards. There is also the administrative work involved in obtaining, collating, and evaluating responses to the Disclosure Statement requirement. Additionally, there will be a continuing effort to evaluate the effectiveness of the Disclosure Statement, the Standards, and our rules and regulations in bring about the desired improvements and consistency in cost accounting practices under defense contracts.

More specifically, we anticipate that we will concentrate efforts during the forthcoming year in the development of Cost Accounting Standards covering the following subjects: allocation of overhead, contractor research and development, contract termination, personal services, materials, depreciation, segregation of unallowed costs, and others. Some of these subjects may prove susceptible to a single Standard; most will have to be subdivided into several Standards.

Our budget estimate for Fiscal Year 1973 is $1,650,000 to carry out the provisions of Section 719 of the Defense Production Act. This estimate is the same as our estimate for Fiscal Year 1972 and is $150,000 more than the amount ultimately appropriated. It will be allocated essentially as follows:

$1,113,000 for salaries and related benefits of the Board, permanent professional staff (including the Executive Secretary), part-time consulting assistance and supportive clerical staff.

$212,000 for travel of the Board and its staff.

$250,000 for contract services, computer services, and reimbursements to other Government agencies for administrative and personal services.

$75,000 for rent, communications, utilities, printing and reproduction, supplies and materials and equipment.

We estimate that our staffing requirements will necessitate filling 25 professional and 12 clerical positions. We have been very selective in recruiting the professional staff of the Board because we believe that in such a small organization, it is especially important that these positions be filled by individuals who are well qualified in cost accounting and Government contracting. After considering about 600 applications and conducting more than 100 interviews, we have thus far selected 21 professional people. These people come from Government, industry, the public accounting profession and the academic community; fourteen are certified public accountants, four are lawyers, and three come from controllers' offices of major defense contractors. Our selective recruiting has been a factor in the reduction below our estimated level of expenditures for Fiscal Year 1972. We anticipate that by the end of this Fiscal Year, there will be only $100,000 unobligated from our current appropriation.

The way our work is evolving, however, we continue to believe that to man the job fully we are going to need the additional four professional employees. We have several people under consideration. We believe that our staffing requirements will be complete by the beginning of Fiscal Year 1973.

Our travel estimate reflects our judgment that there will be a need for field trips to evaluate the effectiveness of our Disclosure Statement requirements and Standards which will have been promulgated. It also reflects the continuing need for travel to obtain on-site information at contractors' offices regarding cost accounting practices in our effort to assure that future Standards give due con-

sideration to the requirements of contractors as well as the Government. In this regard, the Board has established a policy of earnestly seeking advice and assistance from Government, industry, and professional accounting organizations in the research and development of Cost Accounting Standards. This policy has produced beneficial results in the work that has been done to date and we plan to continue this cooperative approach.

Our contract service estimate includes an amount to be used to secure the services of people with special qualifications to deal with particular technical aspects of cost accounting. In most cases, this will involve engaging individuals who either are not available for permanent employment or whose services are so specialized that the need for them arises only for study of specific subjects.

The contract service estimate also reflects anticipated costs for development of computer applications that will facilitate analysis of the data received in compliance with Disclosure Statement requirements. We believe that such analyses will assist in identification of areas in which Standards are particularly desirable and will also expedite the research needed to establish a firm foundation for individual Standards.

In addition to the contractual services noted above, we are continuing to operate under a Memorandum of Understanding and Agreement with the General Accounting Office (GAO), whereby GAO will provide support services such as printing, payroll reporting, budget, personnel, security investigations, information and office services to the Board on a reimbursable basis.

This covers, in general, what we have done thus far and what we propose to accomplish during the upcoming Fiscal Year. I will be glad to answer any questions.

PERSONNEL REQUISITE

Senator HOLLINGS. I think it is a request for $1,650,000, which is an additional $150,000?

Mr. STAATS. That is correct.

Senator HOLLINGS. For how many positions?

Mr. SCHOENHAUT. A total of 40 positions.

Mr. STAATS. We do not anticipate that will grow any, or if so, a very small increase beyond that point. The Board is just issuing regulations and standards. I think Mr. Schoenhaut can give you a brief résumé. He is the Executive Secretary and the Staff Director for the Board.

Senator HOLLINGS. We will be glad to hear from you.

PROMULGATION OF REGULATIONS AND STANDARDS

Mr. SCHOENHAUT. There are four documents that appeared in the Federal Register on December 30, 1971. Comments on those four documents were due by February 4. We received the comments; on February 24, we sent to the Congress the Board's proposed promulgation of the first rules, regulations, and standards of this Board.

The first of the four documents is a contract clause which implements rules, and regulations and standards promulgated by the Board. This contract clause will be included in defense contracts that are covered by our legislation.

The second document is a regulation governing the disclosure of current cost accounting practices followed by defense contractors.

This disclosure statement is required as a prerequisite to obtaining a negotiated defense contract. For the first time anywhere in the United States we will have a data bank of the practices actually followed by defense contractors.

The third document is a standard on the subject of consistency in allocating costs incurred for the same purpose. This standard is designed to eliminate instances in which the same cost is charged to a

contract both as a direct cost and as a share of an indirect cost pool, a practice cited as a frequent problem in the GAO feasibility study back in 1968.

The last of the documents is a standard on the subject of consistency in estimating, accumulating, and reporting costs. This standard will require defense contractors to present in proposals estimates of prices prepared in the same manner in which they record actual costs on their records.

These are the four documents that have just been sent to Congress where they must await passage of 60 days of continuous session of the Congress. Barring disapproval by joint resolution of the Congress the regulations and standards will go into effect July 1 and have the force and effect of law.

Senator HOLLINGS. There have been no rumblings, have there? No one really disapproved those? Have you heard of any resolution of disapproval?

Mr. SCHOENHAUT. No, sir.

RELATIONS WITH INDUSTRY

Mr. STAATS. You will find in the morning New York Times and the Wall Street Journal articles on the first of these regulations and standards that Mr. Schoenhaut referred to. It is no secret that industry has been greatly concerned about this whole development. They opposed the legislation. We have done our best to work with them and to meet their concerns.

I believe on the whole we have been pretty successful so far. Other standards that will come along later may be even more sensitive, as we get into subjects like how you handle depreciation, how you handle overhead costs.

But we have gone out of our way to meet with industry people as well as other interested parties, for example, the university research people. We have a good staff and we have a good Board, I think. We have four able people to work with us on the Board.

The Board will absorb the pay increase cost in the current year. We are able to do this because we have proceeded slowly in recruiting.

We are requesting $1,650,000 which is the same amount actually that we requested last year. But we were just getting started last year and could not make a very good estimate.

OFFICE SPACE

Senator HOLLINGS. When you say rent there, do you have the office right there in the GAO building?

Mr. STAATS. Yes.

Senator HOLLINGS. Do you compensate the Government for rent?

Mr. SCHOENHAUT. No, sir. As part of the arrangement that is common in Government, in obtaining some of the office space formerly occupied by the Federal Power Commission, we are required to pay some of their rent for the next 18 months.

Mr. STAATS. We have to pay their moving costs and we have to pay for their rent and the space they occupied by moving out of our building for the first 18 months.

Senator HOLLINGS. How were you able to get that space? I know they did not give it up willingly? Did you negotiate?

Mr. STAATS. We would have liked to have had more space and sooner.

Senator HOLLINGS. Who makes the decision on a space requirement of that kind?

Mr. STAATS. This one had to go to the Director of the Office of Management and Budget for decision. He works through the Administrator of GSA on this. The building was built, of course, for the GAO and we felt that we had first claim there if we needed the space. The Federal Power Commission has been reluctant to move out but they will now move out of our building, hopefully within another year or 18 months.

Mr. SCHOENHAUT. They are going out piecemeal.

Mr. STAATS. Incidental to the move we will have to pay their moving costs and rental charges.

SUBCOMMITTEE RECESS

Senator HOLLINGS. We appreciate very much your presentation.

The subcommittee will now recess and reconvene at 3 o'clock this afternoon.

(Whereupon, at 12:05 p.m., Monday, February 28, the subcommittee was recessed, to reconvene at 3 p.m.)

(AFTERNOON SESSION, 3 O'CLOCK, MONDAY, FEBRUARY 28, 1972)

GOVERNMENT PRINTING OFFICE

STATEMENT OF HARRY J. HUMPHREY, ACTING PUBLIC PRINTER

ACCOMPANIED BY:

W. H. LEWIS, ACTING ASSISTANT PUBLIC PRINTER, MANAGEMENT AND ADMINISTRATION
ROBERT E. KLING, JR., SUPERINTENDENT OF DOCUMENTS
ROWLAND E. DARLING, DEPUTY SUPERINTENDENT OF DOCUMENTS
HERBERT J. THAYER, COMPTROLLER
CLAYTON W. ZIEGLER, ASSISTANT CHIEF, SUPPORT DIVISION, DOCUMENTS DEPARTMENT

INTRODUCTION OF ASSOCIATES

Senator COTTON (presiding). The subcommittee will come to order. In the temporary absence of the chairman, we have with us to present testimony in support of the budget estimate submitted by the Government Printing Office, the Acting Public Printer, Mr. Harry J. Humphrey.

Will you please introduce your associates for the benefit of the hearing record so that we may know them?

Mr. HUMPHREY. This is Mr. Thayer, our Comptroller; Mr. Lewis, our Acting Assistant Public Printer for Management and Administration; Mr. Kling, Superintendent of Documents; Mr. Darling, Deputy Superintendent of Documents, and Mr. Ziegler, Assistant Chief, Support Division, Documents Department.

Senator COTTON. Do you wish to present your statement in its entirety or do you want to insert it into the record? It is not a long document.

Mr. HUMPHREY. I will be glad to read it.

Senator COTTON. Go ahead.

THE LATE PUBLIC PRINTER, HON. A. N. SPENCE

Mr. HUMPHREY. Mr. Chairman and gentlemen of the committee, the passing of the Honorable A. N. Spence, the 15th Public Printer of the United States, leaves a void at the Government Printing Office. During his tenure in office of less than 2 years, he proved his business and management acumen in his efforts to expand the Government Printing Office's services as well as its image outward to our customers, and to the American people.

He gave unstintingly of his time and effort to improve the needs, the facilities, and the products of the Government Printing Office. Many of the things I will touch on today were initiated by him.

WORKLOAD

The volume of printing and binding handled by the Government Printing Office during fiscal year 1971 amounted to over $224 million of which 54 percent was commercially procured. This was second only to the record high of $235 million processed in fiscal year 1970.

Senator COTTON. What do you mean commercially procured?

Mr. HUMPHREY. We purchase from private contractors printing and binding jobs that are better suited for the Government to buy from commercial sources.

Although congressional printing and binding for the first 6 months of fiscal year 1971 showed a slight decrease as compared to the same period in 1970, the congressional printing and binding in the first session of the 92d Congress greatly increased over the previous session.

Congressional Record pages, for the session, rose to an alltime high of 49,799; printed pages of bills increased by 25 percent; copies of legislative bills were 141 percent over the last session of Congress; and pages of congressional hearings increased by 11 percent.

Existing facilities of the five field printing offices in Chicago, Ill.; Denver, Colo.; New York, N.Y.; San Francisco, Calif.; and Seattle, Wash.; and the Departmental Service Office in Washington, D.C., were utilized for regional printing procurement activities.

With the establishment of seven additional regional printing procurement offices, bringing the total to 13, the Federal printing program services are now available to agencies and departments in 10 printing regions covering the continental United States.

As a result, commercially procured printing services were immediately made available to our customer agencies in those areas. The dollar volume of printing procured through regional procurement offices was increased from $8.9 million in fiscal year 1969 to over $19.1 million in 1971.

USE OF MICROFORM

To keep up with new technology, to aid our depository libraries and others in their use and storage of Government publications, and to reduce the increasing costs of the depository program, we have during fiscal year 1972 been studying the technical feasibility and economic advantage of providing publications to them in microform.

The Public Printer met with representatives of Government departments and staff members of professional associations representing the microform industry, and particularly asked for their views pertaining to setting standards for microforms.

With the assistance of an advisory committee composed of recognized microform and library specialists from Government, industry, and the library community, we have come to the conclusion that the technical and economic aspects of the micropublishing program are both feasible and practical.

A significant part of the study process consisted of a questionnaire sent to all Federal depository libraries. Of the approximately 800 answers received to date, 76 percent expressed interest in receiving some of the documents in microform. Through use of microform we believe considerable savings could be realized.

ELECTRICAL AND AIR-CONDITIONING PROJECT

With the approval of the Joint Committee on Printing and through funding action by this committee the Government Printing Office was authorized to increase electrical capacity to meet expanding needs and to improve and extend air conditioning to additional areas.

Funds for these improvements were made available by your authorization to use $1 million from our revolving fund in fiscal year 1970, a $2 million appropriation in fiscal year 1971, and an appropriation of $3.5 million in fiscal year 1972, for a total funding of $6.5 million.

Our progress in improving our electrical capacity includes the purchase of transformers and the awarding of a contract for installation with some phases scheduled for completion in the near future and total completion within approximately one and a half years.

With regard to the expansion and improvement of air conditioning, an architectural-engineering firm has been selected to provide the architectural and engineering services necessary to enter into a contract for this project. Necessary steps have been taken that will be needed for contracting for these improvements.

It is contemplated that a firm fixed-price contract will be completed for the architectural and engineering services in the near future.

When the architectural-engineering contract has been completed, we will advertise for bids for the work itself and hope that within a year the contract will be awarded and work will be underway.

JOINT GOVERNMENT-INDUSTRY STUDY GROUP

The Joint Government-Industry Study Group established by the Public Printer in October 1970 has been very active and a final report on their recommendations is nearing completion.

They have made a comprehensive survey of our space, equipment, and functions, and many of their suggestions to improve our facilities and services have already been implemented.

Certain recommendations pertaining to the acquisition of machinery and equipment have resulted in the Office undertaking procurement action while other recommendations are under extensive study. Purchases of machinery and equipment are normally financed through the revolving fund.

The members of the study group have assisted us in making plans to improve our operating efficiency and to alleviate crowded plant conditions in order to be of maximum service to Congress and our customer agencies.

ADDITIONAL CONGRESSIONAL RECORD PRESS

The increase in the number of pages in the Congressional Record over the past years has severely taxed the production capability of the Record presses at the Government Printing Office.

The age of our present equipment has also been of major concern to the Office and after extensive study the Modernization Committee has recommended the purchase of an additional Record press to meet the needs of the Congress. The Joint Committee on Printing has ap-

proved the initiation of procurement action and a competitive bid is in the process of being evaluated.

The acquisition of this additional Record press will enable the Government Printing Office to continue to meet the required delivery schedule of the Congressional Record.

PROPOSED NEW BILLING AND COLLECTION SYSTEM

We have done much of the groundwork with the Department of the Treasury on a simplified intragovernmental billing and collection system but are not yet to the point of implementation.

Treasury Transmittal Letter No. 80, issued December 30, 1971, states that initial implementation of the system will involve Department of Defense purchases from General Services Administration followed by all Government agency purchases from General Services Administration with additional billing agencies such as the Government Printing Office to follow.

CASH POSITION OF REVOLVING FUND

Our cash position is adequate at this time, and no addition to our revolving fund is being requested.

JUSTIFICATION

At this time, I would like to submit for the record our justifications for the various classifications of congressional printing and binding for fiscal year 1973. With your approval the appropriation requirements for the Public Documents Department will be considered later.

(The justification follows:)

SUMMARY OF APPROPRIATION ESTIMATES FOR CONGRESSIONAL PRINTING AND BINDING, FISCAL YEAR 1973

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

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

The total amount estimated for congressional printing and binding for the fiscal year 1973 is $46,500,000; $39,500,000 is estimated to provide for printing and binding work for Congress for the fiscal year 1973 and $7 million is required to reimburse the 1972 appropriation for charges incurred for fiscal year 1971 work which were paid out of the 1972 appropriation, as authorized by law (Public Law 92–51) which states the appropriation "shall be available for the payment of obligations incurred under the appropriations for similar purposes for preceding fiscal years." This provision of law recognizes that there can be no effective means to determine in advance the volume of congressional printing which the Government Printing Office is called upon to produce.

The appropriation for fiscal year 1971 is $32 million. There is still a deficit of $7 million for fiscal year 1971 which is included in the total estimated requirements for fiscal year 1973 bringing the total requirements for fiscal year 1971 to $39 million.

The appropriation for congressional printing and binding for fiscal year 1972 is $34 million plus $4 million to cover a deficit incurred in fiscal year 1970 for a total of $38 million.

The following statement has been prepared showing:

1. Fiscal year 1971 expenditures billed through December 31, 1971.
2. Estimated outstanding obligations for fiscal year 1971, as of December 31, 1971.
3. Estimated expenditures for fiscal year 1971.
4. Estimated expenditures for fiscal year 1972.
5. Estimated expenditures for fiscal year 1973.
6. Estimated deficiency for fiscal year 1971.
7. Total estimated requirements for fiscal year 1973.

CONGRESSIONAL PRINTING AND BINDING STATEMENT OF EXPENDITURES FOR FISCAL YEAR 1971 BILLED THROUGH DEC. 31, 1971; ESTIMATED OUTSTANDING FISCAL YEAR 1971 OBLIGATIONS AS OF DEC. 31, 1971; ESTIMATED EXPENDITURES FOR FISCAL YEARS 1971, 1972, AND 1973; ESTIMATED DEFICIENCY FOR FISCAL YEAR 1971; TOTAL ESTIMATED REQUIREMENTS FOR FISCAL YEAR 1973

	Total estimated requirements, fiscal year 1971				Total estimated requirements, fiscal year 1973		
	Expenditures billed through Dec. 31, 1971	Outstanding obligations as of Dec. 31, 1971	Estimated expenditures 1971	Estimated expenditures 1972	Estimated expenditures 1973	Estimated deficiency 1971	Total estimated requirements 1973
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Congressional Record	$6,284,221	$1,500,000	$7,784,221	$7,000,000	$7,990,000	$2,150,000	$10,140,000
2. Miscellaneous publications	3,695,833	2,084,100	5,779,933	4,440,000	4,070,000	1,020,000	5,090,000
3. Miscellaneous printing and binding	4,293,515	109,400	4,402,915	3,450,000	4,350,000	1,020,000	5,370,000
4. Publications for International Exchange	244,337	51,019	295,356	280,000	280,000		280,000
5. Franked envelopes and document franks	653,162	7,800	660,962	790,000	825,000		825,000
6. House and Senate committee and business calendars	1,227,570		1,227,570	1,500,000	1,500,000		1,500,000
7. Bills, resolutions, and amendments	4,483,704	31,550	4,515,254	3,600,000	4,650,000	1,050,000	5,700,000
8. Committee reports	1,292,703	29,000	1,321,703	1,380,000	1,510,000	270,000	1,780,000
9. Documents	815,933	401,950	1,217,883	1,200,000	1,260,000	70,000	1,330,000
10. Hearings	7,141,990	980,500	8,122,490	6,760,000	8,145,000	840,000	8,985,000
11. Federal Register, U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents	2,361,051	75,000	2,436,051	2,500,000	3,480,000	280,000	3,760,000
12. Supplements to Code of Federal Regulations	1,235,662		1,235,662	1,100,000	1,440,000	300,000	1,740,000
Total	33,729,681	5,270,319	[1] 39,000,000	[2] 34,000,000	39,500,000	7,000,000	46,500,000

[1] $32,000,000 appropriated (Public Law 91-382) to cover estimated expenditures for fiscal year 1971. In addition there is a $7,000,000 deficit which is included in the fiscal year 1973 estimated requirements.

[2] $38,000,000 appropriated (Public Law 92-51) to cover $4,000,000 estimated deficiency for fiscal year 1970 and $34,000,000 estimated expenditures for fiscal year 1972.

The requirements under each item for the fiscal year 1973 are set forth briefly in the order named. All fiscal year 1971 figures in the following items are based on work billed through December 31, 1971.

1. *Congressional Record.*—The proceedings of the Senate and House of Representatives are printed daily in the Congressional Record. Approximately 41,200 copies are printed daily and distributed as provided by law (44 U.S.C. 906), and are charged to the appropriation for printing and binding for Congress. There also are printed daily about 8,200 additional copies which are delivered and charged to Government departments on requisitions and to the Superintendent of Documents for sale to subscribers. After the close of each session, the daily proceedings are consolidated, indexed, and about 2,300 copies printed as the bound edition of the Record. About 400 of these sets are distributed to departments, depository libraries, and public sales. The total cost to Congress for printing the daily edition and index of the Congressional Record in fiscal year 1971 was $6,284,221 for 47,600 pages of the daily edition and 2,383 pages of the index. The bound edition which was ordered in the fiscal year 1971 and is still in production is estimated at $1,500,000. This will bring the total estimated requirements for this item to $7,784,221 for the fiscal year 1971. The estimate submitted for the fiscal year 1972 was $7 million for approximately 50,000 pages. It is estimated there will be 47,000 pages in the fiscal year 1973 and the cost will be $7,990,000.

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

The expenditures for miscellaneous publications for the fiscal year 1971 were $3,695,833 for 3,549,350 copies, making 94,499 pages and included all work billed through December 31, 1971. It has been estimated that the incompleted orders will amount to $2,084,100. This will bring the requirements for this item to $5,779,933 for the fiscal year 1971. The amount estimated for the fiscal year 1972 was $4,440,000 for approximately 120,000 pages. It is estimated that $4,070,000 will be required in the fiscal year 1973 for approximately 110,000 pages.

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

The expenditures through December 31, 1971, for miscellaneous printing and binding amounted to $4,293,515 for the fiscal year 1971 for 69,116,875 separate units. Incompleted orders estimated at $109,400 will increase this item to $4,402,915 for the fiscal year 1971. The estimate for the fiscal year 1972 was $3,450,000 for approximately 75 million separate units. The estimate for the fiscal year 1973 is $4,350,000 for about 75 million units.

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

The charges through December 31, 1971, for these publications for the fiscal year 1971 orders amounted to $244,337 for 1,650,078 copies. It has been estimated that $51,019 will be required for the remaining outstanding orders resulting in an estimated requirement of $295,356 for the fiscal year 1971. The estimate for the fiscal year 1972 was $280,000 for 1,700,000 copies. It is estimated that $280,000 will be needed for about 1,700,000 copies in the fiscal year 1973.

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

The expenditures for franked envelopes and document franks in the fiscal year 1971 amounted to $653,162 for 111,237,595 envelopes and 5,085,800 franks. It has been estimated that $7,800 will be necessary for incompleted orders. This will bring the requirements for this item to $660,962 for the fiscal year 1971. It was estimated that $790,000 would be required in the fiscal year 1972 to print approximately 130 million envelopes and 5,500,000 franks. It is estimated that $825,000 will be needed in the fiscal year 1973 for approximately 120 million envelopes and 5,500,000 franks.

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

The expenditures for all House and Senate committee and business calendars for the fiscal year 1971 were $1,227,570 for 54,623 pages. The estimate for the cost of these calendars in the fiscal year 1972 was $1,500,000 for approximately 75,000 pages. It is estimated that $1,500,000 will be required in the fiscal year 1973 for approximately 60,000 pages.

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

The expenditures through December 31, 1971, for bills, resolutions, and amendments in the fiscal year 1971 amounted to $4,483,704, for 172,102 pages. Incompleted orders estimated at $31,550 will bring this item to $4,515,254 for the fiscal year 1971. The estimate submitted for the fiscal year 1972 was $3,600,000 for about 150,000 pages. The estimate for the fiscal year 1973 is $4,650,000 for approximately 160,000 pages.

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

The expenditures through December 31, 1971, for printing committee reports ordered in the fiscal year 1971 were $1,292,703 for 29,910 pages. It has been estimated that incompleted orders will amount to $29,000. This will bring the requirements for this item to $1,321,703 for the fiscal year 1971. It was estimated that $1,380,000 would be needed for approximately 30,000 pages in the fiscal year 1972. It is estimated that $1,510,000 will be needed for about 29,000 pages in the fiscal year 1973.

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

The expenditures through December 31, 1971, for House and Senate documents ordered in the fiscal year 1971 amounted to $815,933 for 19,972 pages. It has been estimated that $401,950 will be required for the remaining outstanding

orders resulting in an estimated requirement of $1,217,883 for the fiscal year 1971. The estimate for the fiscal year 1972 was $1,200,000 for about 30,000 pages. The estimate for the fiscal year 1973 is $1,260,000 for about 28,000 pages.

10. *Hearings.*—This item covers all hearings before congressional committees. The expenditures for hearings in the fiscal year 1971 through December 31, 1971, were $7,141,990 for 296,280 pages. Outstanding orders have been estimated at $980,500, resulting in a total requirement of $8,122,490 for this class of work for the fiscal year 1971. The estimate for the fiscal year 1972 was $6,760,000 for approximately 260,000 pages. The estimate for the fiscal year 1973 is $8,145,000 for about 280,000 pages.

11. *Federal Register, including the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents.*—The Archivist of the United States and the Public Printer are charged with the printing and distribution, in a serial publication titled "Federal Register," of documents authorized to be published under the act of July 26, 1935, and the act of June 11, 1946. Funds to cover the cost of printing this publication are provided for in the appropriation for congressional printing and binding. The National Archives and Records Service has been authorized (13 F.R. 5935; 1 CFR, pt. 31) to handle the U.S. Government Organization Manual as a special edition of the Federal Register. On November 6, 1957, the National Archives and Records Service was authorized (22 F.R. 8895; 1 CFR, pt. 32) to begin printing as a special edition of the Federal Register the Public Papers of the Presidents of the United States starting with the calendar year 1957 and specified calendar years prior to 1957 as authorized by the Administrative Committee of the Federal Register. The Weekly Compilation of Presidential Documents, which began publication on August 2, 1965, is published pursuant to the authority contained in the Federal Register Act (49 Stat. 500, as amended; 44 U.S.C., ch. 15), under regulations prescribed by the Administrative Committee of the Federal Register, approved by the President (1 CFR, pt. 32). The cost of printing the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents is charged to the cost of printing the Federal Register (sec. 6, 49 Stat. 501; 44 U.S.C. 1506).

The expenditures for the Federal Register for all work ordered in the fiscal year 1971 amounted to $2,361,051 for 24,542 pages. This included $157,561 for 1,985 pages of the Weekly Compilation of Presidential Documents and $41,979 for 824 pages of the U.S. Government Organization Manual. It has been estimated that $75,000 will be required to complete one volume of the Presidential Papers (Nixon, 1970) bringing the total requirement to $2,436,051. It was estimated that $2,500,000 would be sufficient to cover the cost of approximately 23,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States in the fiscal year 1972. It is estimated that $3,480,000 will be required in the fiscal year 1973 for printing an estimated 28,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States as supplemental editions of the Federal Register.

12. *Supplements to Code of Federal Regulations.*—The cost of printing the supplements to the Code of Federal Regulations amounted to $1,235,662 for 57,835 pages ordered in the fiscal year 1971. It was estimated that $1,100,000 would be sufficient for printing 55,000 pages of the supplements during the fiscal year 1972. It is estimated that $1,440,000 will be required to print 60,000 pages of the supplements during the fiscal year 1973.

AVERAGE COST PER UNIT OF PRINTING AND BINDING CHARGEABLE TO THE CONGRESSIONAL APPROPRIATION, AS OF DECEMBER 31, 1971

	Unit	1966	1967	1968	1969	1970	1971	[1]1972	[1]1973
1. Congressional Record	Per page	$110.10	$119.29	$112.67	$148.37	[1]$119.00	[1]$128.00	$140.00	$170.00
2. Miscellaneous publications	do	31.52	26.76	31.89	31.74	36.25	39.11	37.00	37.00
3. Miscellaneous printing and binding	Per 1,000	30.41	37.88	38.45	43.43	42.63	62.12	46.00	58.00
4. Publications for International Exchange	Per copy	.143	.148	.147	.161	.16	.148	.16	.16
5. Franked envelopes	Per 1,000	3.89	4.16	4.31	4.83	5.05	5.54	5.75	6.50
5. Documents franks	do	4.97	5.34	5.40	5.28	6.43	7.29	7.00	8.00
6. Committee and business calendars	Per page	12.72	14.99	13.90	17.53	17.03	22.47	20.00	25.00
7. Bills, resolutions, and amendments	do	13.17	12.89	15.05	15.18	21.25	26.05	24.00	29.00
8. Committee reports	do	24.25	24.98	31.61	30.33	41.11	43.22	46.00	52.00
9. Documents	do	25.99	29.94	24.63	28.58	44.24	40.85	40.00	45.00
10. Hearings	do	21.48	21.28	20.80	22.26	22.88	24.11	26.00	29.00
11. Federal Register (not including U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents).	do	64.29	66.68	69.64	75.16	86.04	99.44	94.00	110.00
12. Supplements to Code of Federal Regulations	do	9.97	11.13	10.20	12.79	18.28	21.37	20.00	24.00

[1] Estimated.

Congressional printing and binding billings for work ordered in fiscal year as of Dec. 31, 1971

Fiscal year:	Amount
1954	$9, 846, 169. 26
1955	9, 082, 158. 22
1956	10, 321, 442. 51
1957	10, 076, 164. 34
1958	11, 396, 586. 19
1959	11, 590, 307. 57
1960	13, 210, 937. 72
1961	11, 691, 476. 95
1962	14, 346, 243. 19
1963	16, 295, 059. 46
1964	17, 450, 036. 44
1965	18, 575, 137. 26
1966	20, 498, 078. 70
1967	23, 283, 316. 00
1968	23, 452, 373. 39
1969	23, 826, 558. 72
1970	30, 828, 271. 93
1971	33, 729, 681. 51
1972 (6 months)	10, 935, 929. 32

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

EMPLOYEES ON ROLL

	As of [1]—	Number
Fiscal year:		
1954	Jan. 1, 1954	7, 148
1955	June 1, 1955	6, 803
1956	Apr. 1, 1956	6, 687
1957	Mar. 15, 1957	6, 490
1958	Mar. 31, 1958	6, 432
1959	Feb. 28, 1959	6, 513
1960	Feb. 29, 1960	6, 547
1961	Feb. 28, 1961	6, 614
1962	Feb. 28, 1962	6, 887
1963	Feb. 28, 1963	7, 161
1964	Jan. 31, 1964	7, 272
1965	Jan. 31, 1965	7, 392
1966	Jan. 31, 1966	7, 257
1967	Jan. 31, 1967	7, 542
1968	Jan. 31, 1968	7, 825
1969	Jan. 31, 1969	7, 971
1970	Dec. 31, 1969	8, 125
1971	Dec. 31, 1970	8, 371
1972	Dec. 31, 1971	8, 259

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

Requisitions and print orders received

Fiscal year:	*Number*
1954	83, 639
1955	94, 018
1956	92, 904
1957	95, 279
1958	92, 671
1959	99, 293
1960	100, 162
1961	99, 340
1962	109, 112
1963 [1]	230, 261
1964	228, 819
1965	245, 732
1966	272, 044
1967	303, 108
1968	335, 793
1969	364, 222
1970	365, 840
1971	390, 065
1972 (6 months)	176, 275

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

Total income, including all fieldwork

Fiscal year:	*Amount*
1954	$74, 482, 987. 40
1955	78, 493, 955. 51
1956	86, 852, 359. 15
1957	88, 745, 435. 16
1958	89, 684, 998. 00
1959	93, 047, 066. 07
1960	99, 547, 839. 95
1961	97, 749, 609. 00
1962	121, 316, 943. 48
1963	129, 650, 829. 38
1964	136, 058, 238. 16
1965	137, 473, 221. 11
1966	175, 878, 648. 87
1967	199, 975, 833. 55
1968	194, 813, 866. 97
1969	203, 651, 603. 70
1970	235, 641, 138. 97
1971	224, 203, 855. 47
1972 (6 months)	128, 500, 092. 02

VALUE OF COMMERCIAL PRINTING

	Value of commercial printing	Value of paper furnished contractors	Total
Fiscal year:			
1954	$18,143,382.55	$2,541,696.24	$20,685,078.79
1955	21,147,522.61	2,481,072.63	23,628,595.24
1956	23,160,772.98	3,467,137.32	26,627,910.30
1957	24,314,072.18	4,859,552.73	29,173,624.91
1958	28,484,791.73	3,744,304.89	32,229,096.62
1959	28,588,242.06	3,879,593.34	32,467,835.40
1960	31,062,888.61	4,546,789.00	35,609,677.61
1961	31,580,444.61	4,473,401.55	36,053,846.16
1962	43,376,398.16	5,793,104.09	49,169,502.25
1963	47,533,961.89	5,835,773.00	53,369,734.89
1964	50,493,980.38	3,861,028.27	54,355,008.65
1965	51,129,601.39	3,277,964.88	54,407,566.27
1966	74,885,832.45	4,307,184.53	79,193,016.98
1967	92,945,591.66	4,464,339.89	97,409,931.55
1968	93,994,354.33	3,405,255.45	97,399,609.78
1969	99,877,843.49	3,121,656.09	102,999,499.58
1970	122,508,631.00	3,145,499.78	125,654,130.78
1971	105,455,937.87	2,892,399.35	108,348,337.22
1972 (6 months)	67,683,059.28	1,132,752.74	68,815,812.02

FEDERAL REGISTER

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

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

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

Public Papers of the Presidents

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

Section 32.1 Publication required

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

Section 32.2 Coverage of prior years

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

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Section 32.15 Members of Congress

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

Section 32.16 The Supreme Court

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

Section 32.17 Executive agencies

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

The printing of the Public Papers of the Presidents is initiated by requisition from the National Archives and Records Service, General Services Administration. The program consists of the printing of the Public Papers of the Presidents of prior administrations beginning with the Hoover administration and continuing currently through future administrations. The Truman papers for 1945 through 1952, the Eisenhower papers for 1953 through 1960, the Kennedy papers for 1961 through 1963, the Johnson papers for 1963 through 1969, and the Nixon papers for 1969, have been completed (30 volumes in all).

U.S. Government Organization Manual

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

Weekly Compilation of Presidential Documents

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

Federal Register and Supplements to the Code of Federal Regulations

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

1971 AND 1972 WALL CALENDARS ORDERED FROM GOVERNMENT PRINTING OFFICE

Ordered by	Requisition No.	Requisition Date	Government Printing Office Jacket No.	Number of calendars: Large	Small	Total	Cost
Clerk's Office, House of Representatives	2608	Dec. 21, 1970	53-643	52,322	------	52,322	$38,995.88
Do	1616	July 22, 1971	64-996	134,500	------	134,500	61,710.00
Do	2090	Nov. 3, 1971	69-278	15,750	------	15,750	10,156.00
Total ordered by House of Representatives				202,572	------	202,572	110,861.88
Secretary of the Senate	4439	Aug. 3, 1971	65-724	10,052	1502	11,554	8,812.00
Total ordered by House and Senate				212,624	1502	214,126	119,673.88

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

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

Small Senate calendars, size 9¼ x 10, consist of the calendar portion only, stitched to board.

GOVERNMENT PRINTING OFFICE

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

[In thousands of dollars]

	1971 actual	1972 estimate	1973 estimate
Revenue: Printing and binding operations	224, 142	268, 826	279, 585
Other income:			
Baling and salvaging	77	100	100
Other	−2	5	5
Total other income	74	105	105
Total revenue	224, 216	268, 931	279, 690
Less:			
Cost of sales publications purchased for resale	6, 194	7, 800	9, 593
Allowance for unsalable publications	2, 282	2, 692	3, 177
Total	8, 476	10, 492	12, 770
Total adjusted revenue	215, 740	258, 439	266, 920
Expense:			
Personnel compensation	79, 340	87, 225	93, 991
Personnel benefits	6, 018	6, 536	7, 154
Severence pay	5		
Travel and transportation of persons	96	148	146
Transportation of things	2, 117	2, 260	2, 269
Rent, communications, and utilities	1, 987	1, 579	1, 658
Printing and reproduction	101, 993	136, 436	139, 221
Other services	285	594	591
Supplies and materials	28, 342	32, 250	32, 658
Insurance claims and indemnities	2	2	2
Depreciation	1, 803	1, 900	2, 000
Total expense	221, 989	268, 931	279, 690
Less:			
Cost of sales publications purchased for resale	6, 194	7, 800	9, 593
Allowance for unsalable publications	2, 282	2, 692	3, 177
Total	8, 476	10, 492	12, 770
Total adjusted expense	213, 512	258, 439	266, 920
Net operating income	2, 228		
Nonoperating income and retained earnings:			
Acquisition value of equipment sold	240		
Less: Accumulated depreciation	218		
Book value of equipment sold	22		
Proceeds from sale of equipment	10		
Nonoperating income	−12		
Net income for year	2, 215		
Analysis of retained earnings:			
Retained earnings, start of year	28, 767	30, 983	30, 983
Retained earnings, end of year	30, 983	30, 983	30, 983

GOVERNMENT PRINTING OFFICE

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

[In thousands of dollars]

	1971 actual	1972 estimate	1973 estimate
Revenue: Sales	21,689	26,257	32,559
Other income:			
Gratuitous revenues (sale of other Government publications by sales agents of Superintendent of Documents)	387	406	426
Deposit accounts inactive for 10 years and unidentified remittances	41	30	35
Unredeemed public document coupons	63	60	60
Total other income	491	496	521
Total revenue	22,180	26,753	33,080
Expense:			
Sales publications purchases for resale	6,194	7,800	9,593
Postage for sales copies mailed	2,065	2,709	3,386
Publications destroyed	2,282	2,692	3,177
Administrative expenses	1,841	3,099	5,193
Total expense	12,382	16,300	21,349
Net operating income [1]	9,798	10,453	11,731
Analysis of retained earnings:			
Retained earnings, start of year	7,098	5,798	3,798
Payment of earnings	−11,098	−12,453	−12,731
Retained earnings, end of year	5,798	3,798	2,798
Expenditures from salaries and expenses appropriation required to operate the sales program:			
Personnel compensation	5,943	5,717	6,171
Personnel benefits	337	354	452
Travel and transportation of persons	13	79	79
Transportation of things: Delivery services	20	58	58
Rent, communications, and utilities:			
Rentals	16	33	33
Communications	107	110	111
Heat, light, and power	16	17	17
Printing and reproduction: Price lists and circulars	387	633	633
Other services:			
Computer services	345	754	754
Repairs and alterations	41	81	81
Sanitation	84	80	80
Systems study for automation	37	170	170
Contractual services	156	316	316
Supplies and materials:			
Mailing supplies	195	190	186
Office supplies	69	90	90
Equipment	109	685	685
Total expenditures	7,875	9,367	9,916
Net earnings	1,923	1,086	1,815

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

REVENUE AND EXPENSE

[In thousands of dollars]

	1971 actual	1972 estimate	1973 estimate
Printing and binding:			
Revenue	224,216	268,931	279,690
Expense	−221,989	−268,931	−279,690
Net operating income, printing and binding	2,228		
Sales of publications:			
Revenue	22,180	26,753	33,080
Expense	−12,382	−16,300	−21,349
Net operating income, sales of publications	9,798	10,453	11,731
Nonoperating income or loss:			
Proceeds from sale of equipment	10		
Net book value of assets sold	−22		
Net nonoperating income	−12		
Net income for the year	12,013	10,453	11,731

Profits and losses from printing and binding operations, Government Printing Office revolving fund, fiscal year 1954 through Dec. 31, of fiscal year 1972

Fiscal year:	*Net profit or loss (−)*
1954	$3,483,727
1955	3,156,673
1956	3,203,201
1957	2,971,901
1958	975,037
1959	1,218,169
1960	1,264,135
1961	−809,188
1962	2,236,531
1963	1,343,814
1964	1,733,046
1965	1,573,889
1966	5,887,210
1967	4,406,239
1968	757,325
1969	2,256,522
1970	1,019,225
1971	2,215,293
1972 (6 months)	2,737,165

STATUS OF REVOLVING FUND

Senator COTTON. Briefly, describe for the record how you operate under the revolving fund arrangement. What is the status of the revolving fund at the present time?

Mr. HUMPHREY. Mr. Chairman, the Congress voted for us to go on the revolving fund in 1954, and since that time we have operated very much like a commercial concern. We produce the printing for various departments and Congress and bill them for the cost of the services rendered.

We have to try to keep a close balance with our income and outgo so that we don't make a profit. We come very close to breaking even on the operation.

Senator COTTON. It was not quite clear to me the answer to my previous question, and it probably should be, about what you refer to as your commercial printing.

Mr. HUMPHREY. The policy of the Government Printing Office, Mr. Chairman, has been to not expand the operation in the Government Printing Office but render the necessary printing services for the Congress and the other agencies.

In doing this we have maintained a rather steady work force, and when the workload increases then we can go to the commercial market and buy the printing for the departments. This is done for the executive departments——

Senator COTTON. Do you mean you contract?

Mr. HUMPHREY. Yes, sir; we contract for over half of the printing and binding orders from the departments.

Senator COTTON. Is there any limit on the number of publications and the volume of printing that departments can command at the expense of the Government?

Mr. HUMPHREY. Mr. Chairman, the appropriation is the limitation. We receive from the departments, Standard Form 1 which certifies that they have the legal right to order the publication and also the funds.

Senator COTTON. In other words, the only restriction is the appropriation to that particular department?

Mr. HUMPHREY. Yes, sir.

INCREASE IN SIZE OF CONGRESSIONAL RECORD

Senator COTTON. How do you account for the radical increase in Congressional Record printing? Because the sessions of Congress are now so much longer than formerly?

Mr. HUMPHREY. Yes, sir; the sessions are running close to full time, year around, and the Record has also increased in size on a daily basis. In the last year it ran an average of 238 pages per Record which is the largest size Record we have had on an average basis.

Senator COTTON. I have hardly found it possible to keep up with some of the changes of the rules in the Senate about the Congressional Record. Formerly, we had the Record, itself, and the Appendix. Anything that went into the Record had to be actually spoken on the floor, at least technically. You might read a speech and skip a few paragraphs, but you did not have the privilege such as they had in the

House of simply going to the desk and passing in a speech and having it printed as if delivered.

Furthermore, any insertions in the Appendix that exceeded a certain length or cost had to receive unanimous consent to insert it, despite the fact that they exceeded the allowance. I have the impression that some of these rules have been relaxed in our body.

The House always at least exercised privileges that we did not use to exercise.

Mr. HUMPHREY. The Appendix, Mr. Chairman, is a smaller section of the Record than it was a few years back, which indicates that there is more in the proceedings section of the Record. I believe the proceedings will run somewhere in the neighborhood of 75 percent of the size of the Record.

In the last 2 or 3 years it seems that the proceedings have grown, Senate-wise, more than the Extension of Remarks.

INCREASE IN CONGRESSIONAL PRINTING AND BINDING BILLINGS

Senator COTTON. On page 12 of the Congressional printing and binding billings you show an increase of $10 million in fiscal year 1971 billings over fiscal year 1969. What factors caused such an unprecedented increase in just a 2-year period?

Mr. HUMPHREY. There has been a gradual increase in volume for Congressional printing, and, of course, the wage increases have also played a part in the figure increasing as it has. We have had a combination of increased volume and increased prices, sir.

Senator COTTON. By increased prices, you mean labor costs?

Mr. HUMPHREY. Yes, sir; the labor costs have risen in the last few years, more so than they did a number of years ago.

NUMBER OF EMPLOYEES

Senator COTTON. We note your total employees on the payroll as of December 31, 1971, has decreased by 112 from the previous year. To what is that attributed?

Mr. HUMPHREY. There is a continuing change going on with the number of employees. We have at times many approved vacancies that we cannot fill. We have difficulty in filling some of our positions. I think the work force has stayed very steady the last 2 or 3 years.

Senator COTTON. What is your authorized roll?

Mr. HUMPHREY. Being under the revolving fund, we have no authorized number. The only ones in this number that are under control are the Superintendent of Documents employees.

Senator COTTON. Are you having difficulty in retaining your personnel or difficulty in obtaining your personnel?

Mr. HUMPHREY. We don't have too high a turnover in our personnel compared with the other Government departments. We do have some difficulty in recruiting certain types of workers, especially in data processing, that type.

Senator COTTON. Do you mean when your skilled workers either retire or die or are severed from your rolls, you find increasing difficulty in replacing them?

Mr. HUMPHREY. We have had difficulty in replacing the workers in certain areas of work. For instance, card punch operators would be one class of workers where it is always difficult to recruit.

Senator COTTON. Does your total, which appears to be 8,159, include those employed under the Superintendent of Documents?

Mr. HUMPHREY. Yes, sir.

Senator COTTON. How many are employed under the Superintendent of Documents, and where then are they located?

Mr. HUMPHREY. As of December 31, 1971, the Public Documents Department had 783 full-time employees on the rolls. They also had 550 employees in the "when actually employed" category as of December 31, 1971.

PRINTING AND BINDING REVENUES

Senator COTTON. It is interesting to note how you arrive at some of your computations. For instance, on page 15 you list as total income for fiscal year 1971 the sum of $224,203,855, yet on page 22, you list revenue from printing and binding of $224,216,000, and $22,180,000 from sales of publications; total revenue: $246,396,000, a difference of some $22 million.

What factors are taken into account to arrive at the total income figure given on page 15?

Mr. HUMPHREY. The total income figure is the printing and binding operation of the Government Printing Office which includes all of our income from the plant operation, the commercial operation, the sale of paper and miscellaneous income from the sale of waste paper.

It also includes our field operations. We have five field offices, and we also have regional printing procurement offices. All of the volume of work done by them, the value therein, is included in that one figure. But it does not include the Superintendent of Documents operation. This is just the printing and binding operation.

SALE OF GOVERNMENT PUBLICATIONS

Senator COTTON. On the Government documents that are sold—and I judge that most of them are sold—with a certain number furnished to committees and the Congress and the rest are put on sale to the public at a certain price, who fixes the prices?

Mr. HUMPHREY. The prices on the publications sold to the public are based on a formula which is determined by the Public Printer. In effect, the Superintendent of Documents approves the actual pricing of the publications.

CONGRESSIONAL EXCHANGE ACCOUNTS

Senator COTTON. Perhaps the Superintendent of Documents could answer this better, but it seems to me I recall through the years there are many times when constituents want a document that has a price tag on it and we sometimes obtain that document by swapping some other documents that we have in quantity.

I seem to recall times that I have secured documents free for a constituent by turning over some of my Agriculture Yearbooks. Does that practice still continue?

Mr. KLING. Yes, sir. We have an exchange account established by virtue of the value of the material you turn back to me and if you wish to order other documents we charge the exchange account for the selling price of the document and advise you.

Senator COTTON. Does that system give you full reimbursement?

Mr. KLING. Yes, sir.

Senator COTTON. You don't figure you lose anything by it?

Mr. KLING. No, sir. As a matter of fact, we sell all the Agriculture Yearbooks that are turned back to us as well as our own orders.

Senator COTTON. There are other documents that Members have that they can swap for documents.

Mr. KLING. Yes, sir.

Senator COTTON. But your scale is so fixed that there is no net loss to the taxpayer on this exchanging of documents?

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

PROGRAM ACCOUNTING

Senator COTTON. And every Member of Congress has clean hands and a pure heart as far as that is concerned; is that right?

Mr. KLING. As far as we are concerned; yes, sir.

Senator COTTON. What do you mean "as far as we are concerned"?

Mr. KLING. Mr. Chairman, when you send an Agriculture Yearbook back to me we credit your account with the selling price of that yearbook and establish this as a positive balance in your account. Then when you order a publication we charge you the full selling price against this balance established in your account. So it is a clean transaction as far as we are concerned.

Senator COTTON. But it does enable Members to secure documents and furnish them free to constituents that ordinarily the constituents would have to pay for?

Mr. KLING. That is quite right, sir.

COMMERCIAL PRINTING: 1971 DECREASE

Senator COTTON. I note you show a $17 million decrease in the value of commercial printing in fiscal year 1971 from the previous year. To what is that attributable?

Mr. HUMPHREY. Mr. Chairman, there was a decrease in the total work ordered by the executive departments in the fiscal year 1971 which caused a drop in the value of commercial printing procured. The plant work is kept at a steady pace and the overflow, if there is an overflow, would be procured commercially if it is more economical or feasible to buy it commercially.

There was a drop due to the economy measures, I believe, that we noticed in our operations which reduced the commercial value of the work that we bought.

1972 INCREASE

However, in the current year that trend has changed.

Senator COTTON. The departments are increasing their orders?

Mr. HUMPHREY. Yes, sir. We are predicting probably the largest year we have had in dollar value.

PRINTING AND BINDING FOR DEPARTMENT OF AGRICULTURE

Senator COTTON. Does the Department of Agriculture still have the same tremendous volume of pamphlets that can be sent out by a Congressman or by a Senator? Has it decreased? Farmers have decreased in number in this country. I wonder if that would have any effect on the rather large volume.

Mr. LEWIS. We would have to look up to see what the printing and binding for the Department of Agriculture was.

Mr. HUMPHREY. Our billings to the Agriculture Department in fiscal year 1971 amounted to about $6,700,000. I don't have the figures for fiscal year 1970 to compare that with, to know whether it is going up or down.

Senator COTTON. I would rather have a 3- or 4-year period.

Mr. HUMPHREY. We can supply that for the record.

Senator COTTON. Would you do that, please?

Mr. HUMPHREY. Yes, sir; for the Department of Agriculture.

Senator COTTON. Just for the Department of Agriculture, because it has been our experience that those are the ones that we have access to and send out all these lists to people. I have not sent any out lately.

(The information follows:)

Number of publications billed to Department of Agriculture by fiscal year

Fiscal year:	*Number of publications*
1968	55, 169, 709
1969	53, 569, 201
1970	79, 715, 831
1971	74, 718, 613

ELECTRICAL AND AIR-CONDITIONING PROGRAMS

Senator COTTON. I think you answered this in your main statement, but we will make the record clear. What is the status of the electrical and air-conditioning renovation projects which were funded in the last several years?

Mr. HUMPHREY. Mr. Chairman, we have bought the transformers that are needed for the increase of our electrical capacity. We now are having those installed.

We will have an architectural and engineering study made. We are about ready to start on that so that we can determine just what plans and what costs will be involved in improving the electrical and air-conditioning systems. Our engineering department has made extensive studies on this and we have had other studies made by outside concerns.

We are now getting into the architectural and engineering phase of the work so that we can determine exactly what will be ordered and what will be done.

Senator COTTON. That comes out of the revolving fund? You are not seeking a special appropriation?

Mr. HUMPHREY. We were authorized by this committee to take $1 million out of the revolving fund in fiscal year 1970 and then we got a $2 million appropriation in fiscal year 1971 and then $3.5 million in fiscal year 1972. It totaled $6.5 million.

PLANT EXPANSION AT PRESENT SITE

Senator COTTON. Last year in this committee we had some discussion concerning a proposed expansion of the existing GPO plant. What is the current status of that?

Mr. HUMPHREY. Mr. Chairman, we are now in the process of preparing plans to be submitted to the Joint Committee on Printing for their approval for us to come before the Appropriations Committees. We expect to have our plans in their hands within the next couple of weeks.

Senator COTTON. Before the regular appropriation?

Mr. HUMPHREY. Yes, sir. We need their approval before we can go ahead. Our plans are to stay at the present location and expand the buildings in that square.

SUPERINTENDENT OF DOCUMENTS

FOUR MAJOR RESPONSIBILITIES

Senator COTTON. Turning now to the Superintendent of Documents, Salaries and Expenses, Mr. Kling, you have a statement?

Mr. KLING. Yes, sir.

Mr. Chairman and gentlemen of the committee, I am pleased to be here today to have an opportunity to appear before this committee and explain what progress the Documents Department has made during the past year and to discuss with you some of the plans ahead.

The help given by this committee last year assisted us in carrying out our four major responsibilities which are: the sale of Government publications produced by the Government Printing Office, the compilation of catalogs and indexes of Government publications, the distribution of Government publications to designated libraries, and the mailing for Members of Congress and other Government agencies of certain Government publications, as authorized by law.

REDUCING DELAYS IN FILLING ORDERS

The most pressing task facing the Public Documents Department in the past year was to effect a significant reduction in the time required to process orders for publications.

Last year by virtue of the establishment of a Public Documents Distribution Center in Philadelphia, Pa., I was able to report that more than half of the orders we received through our biweekly Selected List of U.S. Government Publications were processed within a 10-day cycle.

In January of this year a second Public Documents Distribution Center in Pueblo, Colo., began processing similar orders emanating from customers west of the Mississippi River. This Center, opened in 1971, functioned as a mechanical mailing and distribution activity exclusively until January when it started receiving cash and other forms of payment for ordered publications. Today, with our business still climbing, we are continuing to turn out orders of this type in 10 days or less.

The majority of the balance of orders and inquiries are received by postal card or letter. These are orders that generally require more time to process and mail. For some time we have been unable to satisfy

all of these customers. Our Department receives from 10,000 to 60,000 orders every day and backlogs in the system have not been uncommon. Today these backlogs have been reduced significantly and as we proceed with programs initiated during the past year, we will be directing all of our efforts toward processing current orders in a timely fashion.

The first, and perhaps most significant, program is a new publications warehouse to be located in nearby Virginia. This new facility will make it possible for us to maintain a large part of our inventory of nearly 100 million publications at one location and enable us to employ modern receiving, locating, and shipping techniques.

The second element which has improved our response to both direct and indirect inquiries is the use of a new publications availability file. This microfiche file replaces a file of more than 125,000 3- by 5-inch cards and provides a means whereby clerks can obtain necessary information in a fraction of the time required under the old system.

The third program is improved instructions to order fillers for both identifying and locating desired publications. This new system provides for the elimination of file search for preprinted cards and has raised overall production rates in this area by nearly 50 percent.

The fourth program involves the minimization of special handling by our order filling staff. Insofar as possible, we are now operating on a first-in, first-out basis for the bulk of orders received.

Senator COTTON. What do you mean by first-in, first-out basis?

Mr. KLING. The order which comes in today will precede in the filling process the order which comes in tomorrow. What we are really saying here, Senator, is that the priorities have been reordered in the Public Documents Department so that there are fewer people getting special treatment which impeded the regular order filling process. If you send your order in today, you will have your order out before the man who sends his order in tomorrow.

Senator COTTON. Who used to get the special treatment?

Mr. KLING. There was a whole list of people, excluding Members of Congress who still receive priority treatment. Book dealers who order large numbers of publications, and who did a lot of the preparation work on orders which we received, and were consequently easier to fill, got special treatment. Requests from executive agencies—anything which interfered with or interrupted the normal order filling processes we have tried to eliminate under our new system.

Senator COTTON. Except Congress?

Mr. KLING. We have that exception; yes.

Senator COTTON. And the White House?

Mr. KLING. And the White House.

Senator COTTON. Proceed.

Mr. KLING. Of course, we will continue to do everything possible to provide expeditious service to Members of Congress, representatives of both Federal and State government, students and educators, and the library community.

SUBSCRIPTION FULFILLMENT PROGRAM

Another function which should be mentioned is that of subscription fulfillment. The Public Documents Department offers about 500

different items by subscription. Mailing lists range from a few hundred subscribers to over 350,000 names and addresses. These subscriptions are maintained, or will be in the near future, on magnetic tape. A system has been installed and tested within the past year to utilize optical character recognition devices which aid us in substantially reducing the time required to service subscription orders. Also computer-generated expiration notices have been designed and are being utilized, reducing processing time required for renewing subscription services by about two-thirds.

NEW BOOKSTORES

The Legislative Branch Appropriations Act of 1972 provided funds for three new Government Printing Office bookstores. Two of these stores have been opened in Birmingham, Ala., and Canton, Ohio, and the third is scheduled to be opened prior to June 30, with Detroit, Mich., as a tentative site. Also, in conjunction with the distribution center activity in Pueblo, a small retail bookstore operation was opened in the warehouse proper and is staffed by Pueblo Distribution Center employees in addition to their regular duties.

FEDERAL DEPOSITORY LIBRARIES

The Federal depository library system has grown to 1,069 designated depository libraries as of January 20, 1972, with six other designations pending. In fiscal year 1971, the Public Documents Department distributed 12,663,000 publications to depository libraries, and in fiscal year 1972, we expect to distribute more than 15 million. Our projection for fiscal year 1973 is 18,235,000 publications. Legislation is pending that could greatly increase the number of Federal depository libraries during fiscal years 1972 and 1973.

POSTAL RATE INCREASES

In my supporting statement I included information concerning the new postage rates recently announced by the U.S. Postal Service. We are of the opinion these new rates could have a tremendous impact on the sales and distribution programs of the Public Documents Department.

CONTINGENCY RESERVE

Based on the best possible advance estimates that could be made, our total appropriation request is $16,454,900, an increase of $2,009,000 over the 1972 appropriation. As part of this request, we have included $200,000 under reserve for contingencies. The reserve for contingencies was recommended by this committee several years ago and has been highly effective in avoiding an amended budget due to work increases and increases in printing costs which could not be foreseen when original estimates had been prepared.

REVENUE FROM SALES PROGRAM

Our program for the sale of Government publications continues on a self-sustaining basis. From the sale of publications during fiscal

year 1971, we were able to return to the U.S. Treasury $9,798,000. We estimate $10,453,000 will be returned in fiscal year 1972.

With the help of this committee, we shall continue our efforts to keep this service self-sustaining while modernizing our operations so that we can provide the fastest and most efficient service possible to the Congress, the public, and Departments and agencies of the Federal Government.

A tabular breakdown of increases requested is included in the statement supporting the 1973 estimate for salaries and expenses, Office of the Superintendent of Documents. I shall be glad to answer any questions about specific items.

(The statement follows:)

Statement Supporting 1973 Estimate for Salaries and Expenses, Office of the Superintendent of Documents

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

The four functions are entirely of a service nature. Consequently, the Public Documents Department can exercise little control over work volume which it may be called upon to perform. All work programs show substantial increases for the first six months of the current year compared with a similar period last year, serving to resubstantiate the steady growth pattern observed over recent years. Interest in publications issued by the U.S. Government continues at an alltime high. In fiscal 1971 we sold 78 million publications. Projections indicate sales of 85 million for the current year, and 89 million in fiscal 1973.

We have made the best possible advance estimate of the amount that will be needed in fiscal year 1973 to provide the services required of the Office of the Superintendent of Documents. The total appropriation requested is $16,454,900, an increase of $2,009,000 over the 1972 appropriation.

I am pleased to report that with the help provided by this Committee last year, the majority of the programs and projects to which I committed the Department in 1972 have been successfully accomplished, or are well on the way to becoming realities.

To summarize briefly, our two distribution centers in Philadelphia, Pennsylvania, and Pueblo, Colorado, have been opened, staffed, and are operational. Two of the three bookstores authorized have been opened in Birmingham, Alabama, and Canton, Ohio. The third will be opened before the fiscal year ends. We are in the process of occupying our new, modern publications warehouse in Fairfax, Virginia, and we expect this will have an increasingly favorable impact on *all* of our distribution programs. Our plans for converting all operations of the Public Documents Department to modern, automated methods are on schedule, and results are encouraging. The biweekly "Selected List of United States Government Publications" has been redesigned and as predicted, the mailing list will embrace from 1,000,000 to 1,500,000 names and addresses by June 30. The conversion of all of our mailing lists to computer tape continues, and our publications availability file on microfiche has been delivered, and is being used.

While we are encouraged by our accomplishments to date, we are acutely aware that there is still much to be done if we are to provide proper and efficient services to the growing number of customers for Government publications.

For personnel compensation, we are requesting an increase of $667,485. This will provide for 68 additional full-time positions and 12 temporary positions. Sixteen of the positions will be for the new bookstores we are requesting, and 52 positions will be for operations in the Central Office and warehouse. However, in fiscal year 1973 we plan to simultaneously reduce our WAE force by 73 employees. These requested funds will also provide for annual "within grades" as well as the annualization of 67 positions in the Pueblo Distribution Center authorized by this Committee during fiscal year 1972.

The bookstore program continues to provide improved services to citizens in metropolitan areas where they are located and is not only sparking greater interest in Government documents, but is helping to reduce the mail orders flowing into the Central Office. By the end of the current fiscal year, we will have a total of 18 bookstores operating, five in the Washington, D.C., metropolitan area and 13 located in various cities throughout the United States. All are operating on a self-sustaining basis. We are requesting funds for four new stores in fiscal year 1973. These stores will be located in cities throughout the country which are not now served by Government Printing Office retail bookstores following guidelines established by the Joint Committee on Printing. Information

relative to potential sites is being developed by the General Services Administration, the Department of Commerce, and members of our staff.

The depository library program is flourishing. The Depository Library Act of 1962 made provision for a possible total of 1,350 depository libraries. As of January 20, 1972, there were 1,069 designated libraries with six more pending final approval. Nineteen of these have been designated in the current fiscal year, and we estimate the total of new libraries will reach 40 prior to June 30. We expect that this number will again be designated during fiscal year 1973 under existing legislation. It costs $2,580 to provide publications for each new depository. We are requesting $103,200 for this purpose, as authorized by law. We have also included an additional $908,100 for the estimated increase in the number of copies and printing costs of publications that will be needed for depositories in fiscal year 1973. A sum of $5,765 for postage to mail an estimated 150,000 additional publications, not produced by the Government Printing Office, but provided for by law, has also been requested. In fiscal year 1971, the Public Documents Department distributed 12,663,000 publications to depository libraries, and in fiscal year 1972, we expect this number to increase to more than 15 million. Our projection for fiscal year 1973 is 18,235,000 publications.

Legislation is pending that could increase greatly the number of Federal depository libraries. One bill has been introduced to increase the number of Representative designations from two to three, within each congressional district. Another bill would make provision for designating all accredited law schools as depositories, and the third pending bill would designate the libraries of the highest State appellate court as depository libraries. Should any of these bills be enacted into law during fiscal years 1972 or 1973, supplemental funds would be required to provide for the additional libraries and the publications they elect to receive. Otherwise, service would have to be deferred until fiscal year 1974.

The "Monthly Catalog of United States Government Publications" which we are required by law to publish and distribute, is recognized throughout the library community and by students, educators, and researchers as a valuable library and reference tool. Based on current estimates, it will cost $126,300 to provide the 12 issues of the "Monthly Catalog" during fiscal year 1973, an increase of $12,400 over the amount appropriated for this program last year.

As a means of announcing the availability of United States Government publications to the public, we issue periodically price lists and announcement order forms. The major vehicle for bringing new publications to the public's attention is the biweekly "Selected List of United States Government Publications." The "Selected List" has been redesigned into a booklet-type self-mailer which can be printed and distributed far more economically than in the past. The new design, in addition to being easier for the customer to use, will also provide for nearly double the number of listings and is proving faster and simpler for processing orders. As projected, we expect to have up to 1,500,000 names on the "Selected List" mailing list by June 30. All of these improvements will be accomplished without requesting additional appropriated funds.

Nominal increases for office and mailing supplies normally occur as a result of increased volume of business. For this purpose, we are including an increase of $52,900.

For computer services, we are requesting an increase of $16,300 to pay for services provided to the Public Documents Department by the Data Systems Service of the Government Printing Office.

Under transportation of things, the only added funds we shall require is $6,900 to defray costs assessed to our Department for two additional vehicles needed to transport publications to and from our new warehouse facility, local bookstores, and the Central Office.

We have included in our 1973 appropriation request $200,000 under reserve for contingencies. Since it was recommended by this Committee several years ago, this has been highly effective in avoiding an amended budget due to work increases and increases in printing costs which could not be foreseen when original estimates had been prepared. This reserve cannot be used without permission of the Public Printer, nor can it be used to employ permanent personnel. During the present fiscal year, it has already become necessary to request permission of the Public

Printer to obligate the entire $200,000 from the reserve for contingencies to pay for the printing of copies of publications to be distributed to Federal depository libraries.

I know it will be of great interest to this Committee and to all Members of Congress, as well as the public, to know that the Public Documents Department recently embarked on plans for its most ambitious effort in the last decade. Work is now underway in an all-out, quantum effort to reduce turnaround processing time on all orders for sales publications to no more than seven workdays. As this program proceeds by phased actions, all orders will be filled, processed, packaged, and mailed within seven workdays. Our target date for this plan to be fully operational is March 31, 1972. We realize this is an exceedingly ambitious objective. But we believe within the existing funding and human resources limitations such a goal *is* possible to attain. I have every confidence that the public, Members of Congress, and other departments and agencies of both Federal and local governments will see a dramatic improvement in our services—an improvement to which they are entitled and have every reason to expect.

Before closing, I feel it is essential to bring to this Committee's attention how the new postage rates announced by the U.S. Postal Service on May 17, 1971, and the possible application of these rates will affect the services the Public Documents Department is required by law to provide. Every 24 hours, the Public Documents Department generates and introduces into the postal system from 250,000 to 750,000 pieces of mail. Postage for the majority of this mail is a responsibility of the Public Documents Department, but some of it represents mailings and distributions we make for the Congress and other departments and agencies of the Government and for which they pay the postage.

For a number of years, postage rates paid to the Post Office Department were based on a negotiated arrangement consummated in 1958. Briefly, this arrangement increased postage payments to the Post Office Department on the basis of increases in the sale of publications. This arrangement was quite satisfactory to the Post Office Department and the Government Printing Office. But it is now mutally recognized that perhaps this method did not provide full and complete restitution as costs and rates grew.

We have had several meetings with representatives of the U.S. Postal Service and we are now in the process of identifying applicable rates and negotiating for what we hope will provide an equitable system which will prove mutually satisfactory to both agencies.

Current samplings and studies indicate that our postage payments to the Postal Service for fiscal year 1973 could be considerably greater than the current rate for fiscal year 1972. Also, it is our understanding that provision will have to be made to compensate for the increased rates applicable in fiscal year 1972 as well. These anticipated increases represent postage payments required for all programs of the Public Documents Department, the bulk of which is in the sale of publications to the public. Provision for increased postage requirements for the sales program has not been reflected in our budget request.

A question yet to be resolved is, Should the selling prices of publications be increased to absorb the increased postage rates, or will a direct appropriation to defray these costs be approved? As our meetings and negotiations continue with the U.S. Postal Service, we will, of course, keep this Committee and the Joint Committee on Printing advised.

We have made every effort to keep our budget as conservative as possible, but we recognize that as our volume of business continues to increase, a commensurate increase in operating funds is needed. I am confident that steps we are taking will reduce materially complaints that have been directed to Members of Congress, and to our Office as well, concerning delays in processing sales orders. With the help of this Committee, we expect to make the Public Documents Department the most economically operated sales and distribution organization in the Federal Government and a standard of efficiency.

Salaries and expenses, Office of Superintendent of Documents

Appropriation estimate for fiscal year 1973	$16,454,900
Appropriation for fiscal year 1972	14,445,900
Increase for fiscal year 1973	2,009,000

		Estimate 1972	Estimate 1973	Increase or decrease
11	Personnel compensation	$7,521,854	$8,189,339	$667,485
12	Personnel benefits	465,266	595,181	129,915
21	Travel and transportation of persons	88,300	88,300	
22	Transportation of things	57,700	64,600	6,900
23	Rent, communications, and utilities	468,980	580,980	112,000
24	Printing and reproduction	2,671,100	3,694,800	1,023,700
25	Other services	1,598,000	1,615,700	17,700
26	Supplies and materials	558,600	611,500	52,900
31	Equipment	816,100	814,500	−1,600
	Contingency fund	200,000	200,000	
	Total estimate	14,445,900	16,454,900	2,009,000

Breakdown of 1973 Budget increases requested

Personnel compensation:	
Annual within-grades	$89,551
Additional personnel for four bookstores, 16 employees (12 annual and 4 hourly)	77,355
Annualization of 67 positions for Pueblo Distribution Center	253,410
Additional personnel to replace WAE's (30 GG–3)	209,622
Additional personnel to improve service to the Congress, Government agencies, and the public (22 employees)	176,831
Temporary employees for Materials Management Division (12)	74,880
Reduction of 10 percent (73) WAE's to phase out program by request of Civil Service Commission	−156,746
Reduction of salaries for two days in fiscal year 1973	−57,418
Total, personnel compensation	667,485
Personnel benefits: Increase requested for contributions for retirement, health benefits, and life insurance	129,915
Transportation of things:	
Rewarehousing at Dalashmutt	3,750
Assignment of two motor vehicles from Central Office	3,150
Total, transportation of things	6,900

Rent, communications, and utilities:	
Postage:	
Increase of 17 percent in postage rates for official mail and GPO material mailed to depository libraries	56,813
Postage for increased number of depository copies of GPO material mailed to established libraries	29,737
Postage for non-GPO material to be received from additional Government agencies	4,412
Postage for mailing depository copies of GPO material to estimated 40 additional libraries	14,438
Rentals: Amount needed to cover increased cost of rentals of equipment	6,300
Utilities: Amount needed to cover increase in cost for heat, light, and power	300
Total rent, communications, and utilities	112,000
Printing and reproduction:	
Increased costs for printing the Monthly Catalog of U.S. Government Publications and Index	12,400
Increased costs in distribution and printing depository copies of GPO material for presently established libraries	908,100
Additional amount required for printing depository copies of GPO material for estimated 40 new libraries	103,200
Total, printing and reproduction	1,023,700
Other services:	
Increase requested for work to be performed by Data Systems Service	$16,300
Amount needed to cover increase in cost of cleaning work areas and restrooms	1,400
Total, other services	17,700
Supplies and materials: Additional amount needed to cover increased costs of office and mailing supplies	52,900
Equipment: The net decrease represents amounts for nonrecurring equipment of Central Office, bookstores, and distribution centers	−1,600
Total 1973 Budget increase requested	2,009,000

INCREASES REQUESTED DISTRIBUTED TO PROGRAMS

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

Salaries:	
Annual within-grades	$89,551
Annualization of 67 positions	253,410
Additional personnel to improve service	461,333
Reduction of personnel compensation	−214,164
Total increase for salaries	590,130
Benefits: Retirement, health, and insurance contributions	122,953
Transportation of things	6,900
Postage, administrative office mailing	9,300
Rentals	6,300
Utilities	300
Printing and reproduction: Monthly Catalog of U.S. Government Publications and Indexes	12,400
Computer services	16,300
Sanitation	1,400
Office, and mailing supplies	52,900
Equipment	−1,600
Total increase for sales, agency, and congressional distribution, cataloging, and indexing programs	817,283

Increases requested for the depository library program

For established libraries:	
Postage, GPO and non-GPO printed material	81,662
Printing depository copies for GPO printed material	908,100
Total for established libraries	989,762
For additional libraries (40):	
Postage, GPO and non-GPO printed material	14,438
Printing depository copies for GPO printed material	103,200
Total for additional libraries	117,638
Total increase for depository library program	1,107,400

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

Opening four additional bookstores:	
Personnel compensation (12 annual and 4 hourly)	77,355
Retirement, health, and insurance contributions	6,962
Total for opening four additional bookstores	84,317
Grand total for all programs	2,009,000

SALARIES AND EXPENSES, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

Object:		1972 estimate	1973 estimate	Increase or decrease
11	Personnel compensation Salaries of full-time, temporary, and part-time employees of the Superintendent of Documents.	$7,521,854	$8,189,339	$667,485
12	Personnel benefits For required contributions to retirement fund, life insurance, and employees health benefits.	465,266	595,181	129,915
21	Travel and transportation of persons Travel expenses of the Office of the Superintendent of Documents, including statutory requirements of inspection of condition of depository libraries. Also covers necessary travel for inspection of new machinery and equipment, and to open and operate bookstores outside the Washington, D.C., area and for area distribution centers.	88,300	88,300	----------
22	Transportation of things Transportation of sales publications ordered by Members of Congress for local delivery and delivery of publications to local bookstores. Transportation of things in connection with area distribution centers.	57,700	64,600	6,900
23	Rents, communications, and utilities Postage required for necessary official correspondence and mailing of publications to depository libraries; also rentals of equipment and costs of heat, light, and power.	468,980	580,980	112,000
24	Printing and reproduction Printing of copies of publications produced by GPO for distribution to depository libraries. Also covers printing of catalogs and indexes of Government publications required by law, and price lists, price circulars, and the Selected List of U.S. Government Publications.	2,671,100	3,694,800	1,023,700
25	Other services Covers repairs to office and plant fixtures and equipment; maintenance of electrical trucks; alterations to work areas; cleaning work areas and restrooms; system studies, computer services, establishing bookstores, and contractual services for area distribution centers.	1,598,000	1,615,700	17,700
26	Supplies and materials Cost of such supplies and materials as wrapping paper, cardboard, envelopes, shipping bags, mailing tubes, tape, glue, stencils, and general office supplies, including pens, typewriter ribbons, staples, clips, rubberbands, blank forms for Central Office, bookstores, and area distribution centers.	558,600	611,500	52,900
31	Equipment Mailing, addressing, inserting, and sealing machines, power lift trucks, typewriters, stencil cutters, tying machines, tape and label dispensers for Central Office, bookstores, and area distribution centers.	816,100	814,500	−1,600
	Contingency fund To be used only with permission of the Public Printer when work volume exceeds that which could have been normally anticipated. Cannot be used to employ permanent personnel.	200,000	200,000	----------

INCREASED PAY COSTS: SUPPLEMENTAL SUPPORTING STATEMENT

Since appearing before the Subcommittee on Legislative Appropriations of the House Appropriations Committee, we have been instructed by the Office of Management and Budget to include data on increased pay costs with our budget estimates for 1973. The original fiscal year 1973 estimates submitted to the Subcommittee on Legislative Appropriations of the House Appropriations Committee, do not include the $785,000 needed to fund pay raises authorized by 44 U.S.C. 305. I would like, Mr. Chairman, to submit the fiscal year 1972 pay raise supplemental statement for inclusion in the record.

Senator COTTON. They will be included at this point in the record.

(The statement follows:)

1972 PAY RAISE SUPPLEMENTAL

As a result of pay increases, the projected deficit in funds available for personnel compensation for fiscal year 1972 is $426,500. Of that amount we estimate that $42,500 can be absorbed, leaving $384,000 as the amount needed for fiscal year 1972. It is anticipated that a sum of $42,500 can be made available through deferring the purchase of selected equipment and by exercising prudent control over the ordering of office and mailing supplies.

The entire $200,000 Reserve for Contingencies has been approved by the Public Printer to pay for increased costs of publications to be distributed to Federal depository libraries.

POSTAL RATE INCREASE

Senator COTTON. Before I ask you a couple of questions on another subject, on page 4 you say that the new postal rates recently announced could have a tremendous impact on the sales and distribution program for the Public Documents Department. An impact which way?

Mr. KLING. It could increase our costs rather significantly. Consequently, our response would either have to be a cutback on some of our announcement programs; that is, advising the public of the availability of Government documents, or it could have an effect on the selling price of the documents themselves.

Senator COTTON. If people have to write you a letter to order a document, and the postage is increased, you might not get as many applications?

Mr. KLING. That is right, sir.

Senator COTTON. So it could work both ways.

Mr. KLING. I meant to imply, Mr. Chairman, that it might decrease sales rather than increase sales.

DISTRIBUTION CENTERS

Senator COTTON. With reference to the distribution centers at Philadelphia, Pa., and Pueblo, Colo., what functions do they perform?

Mr. KLING. Both centers now are involved in distribution activities and also in the filling of sales orders. The one in Pueblo has been filling sales orders since the middle of January, this year.

NEW BOOKSTORES

Senator COTTON. You are requesting funds to establish four new bookstores. How many are authorized now?

Mr. KLING. Mr. Chairman, we now have 18 authorized, including five branches in the Washington area; however, we have 17 in operation.

Senator COTTON. Under what authority do you go ahead and establish bookstores?

Mr. KLING. We request authority from the Joint Committee on Printing for the establishment of bookstores, and once we receive approval from the Joint Committee on Printing we then include this request in our annual appropriation request to both the Senate and the House.

Senator COTTON. Then 18 were, in a sense, authorized because you obtained appropriations for 18?

Mr. KLING. That is quite right, sir.

Senator COTTON. How many are operational?

Mr. KLING. Seventeen, sir.

Senator COTTON. And you want four more?

Mr. KLING. Yes, sir.

EXISTING AND PROPOSED BOOKSTORE LOCATIONS

Senator COTTON. Please provide for the record the location of the existing and proposed bookstores. Also provide a tabulation showing for each existing location the number of employees, sales activities, cost of sales, gross profit, appropriated funds and the net profit by fiscal year from the inception of each bookstore through fiscal year 1971.

Mr. KLING. We will be glad to supply that, sir.

(The information follows:)

GOVERNMENT PRINTING OFFICE BOOKSTORES LOCATED OUTSIDE THE WASHINGTON, D.C. METROPOLITAN AREA

ACTUAL SALES ACTIVITY AND OPENING AND OPERATING COSTS FROM INCEPTION THROUGH DECEMBER 31, 1971

Location	No. of Employees	Sales Activity	Cost of Sales	Gross Profit	Appropriated Funds	Net Profit
U.S. Government Printing Office Chicago Bookstore Everett McKinley Dirksen Bldg. Room 1403, 14th Floor 219 South Dearborn Street Chicago, Illinois 60604 (Opened March 21, 1967)	4	$1,013,965	$ 486,703	$ 527,262	$194,965	$ 332,297
U.S. Government Printing Office Kansas City Bookstore Federal Office Building Room 135 601 East 12th Street Kansas City, Missouri 64104 (Opened April 24, 1967)	3	397,101	190,061	207,040	132,009	75,031
U.S. Government Printing Office San Francisco Bookstore Federal Office Building Room 1023 450 Golden Gate Avenue San Francisco, California 94102 (Opened January 22, 1969)	5	1,046,553	502,345	544,208	163,412	380,796
U.S. Government Printing Office Boston Bookstore John F. Kennedy Federal Bldg. Room G25 Sudbury Street Entrance Boston, Massachusetts 02203 (Opened May 18, 1970)	4	312,864	150,175	162,689	63,928	98,761
U.S. Government Printing Office Los Angeles Bookstore Federal Office Building Room 1015 300 North Los Angeles Street Los Angeles, California 90012 (Opened June 10, 1970)	3	379,367	182,096	197,271	51,133	146,138
U.S. Government Printing Office Atlanta Bookstore Federal Building Room 100 275 Peachtree Street, NE Atlanta, Georgia 30303 (Opened January 26, 1971)	4	$ 86,136	$ 41,345	$ 44,791	$ 31,147	$ 13,644
U.S. Government Printing Office Dallas Bookstore Federal Building - U.S. Courthouse Room 1C46 1100 Commerce Street Dallas, Texas 75202 (Opened May 4, 1971)	3	52,005	24,962	27,043	24,554	2,489

Location	No. of Employees	Sales Activity	Cost of Sales	Gross Profit	Appropriated Funds	Net Profit
U.S. Government Printing Office New York Bookstore Federal Office Building Room 110 26 Federal Plaza New York, New York 10007 (Opened August 31, 1971)	4	25,816	12,392	13,424	12,334	1,090
U.S. Government Printing Office Denver Bookstore Federal Office Building U.S. Courthouse Room 1421 1961 Stout Street Denver, Colorado 81001 (Opened September 15, 1971)	4	22,366	10,736	11,630	12,219	(589)
U.S. Government Printing Office Pueblo Bookstore Pueblo Memorial Industrial Park Post Office Box 713 Pueblo, Colorado 81001 (Opened November 17, 1971)	0 1/	1,063	510	553	866	(313)
U.S. Government Printing Office Birmingham Bookstore 2121 Building Room 102A 2121 Eighth Avenue North Birmingham, Alabama 35203 (Opened December 20, 1971)	2	$ 1,207	$ 531	$ 676	$ 651	$ 25
U.S. Government Printing Office Canton Bookstore Federal Office Building Lower Level 201 Cleveland Avenue, SW Canton, Ohio 44702 (Opened January 17, 1972)	2	---	---	---	---	---
TOTALS	38	$3,338,443	$1,601,856	$1,736,587	$687,218	$1,049,369

1/ Staffed by Pueblo Distribution Center employees in addition to their regular duties.

POTENTIAL BOOKSTORE SITES IN ALPHABETICAL SEQUENCE

Albuquerque, New Mexico
Cleveland, Ohio
Detroit, Michigan
Honolulu, Hawaii
Houston, Texas
Jacksonville, Florida
Louisville, Kentucky
Miami, Florida
Minneapolis, Minnesota
New Orleans, Louisiana
Philadelphia, Pennsylvania
Phoenix, Arizona
Pittsburgh, Pennsylvania
Portland, Oregon
Salt Lake City, Utah
Seattle, Washington

BOOKSTORES IN FEDERAL BUILDINGS

Senator COTTON. Incidentally, in these bookstores, what do you do, lease space or build space? What are they in?

Mr. KLING. In all but one case, Mr. Chairman, the space is provided by the General Services Administration at no cost to us.

Senator COTTON. But some cost to the General Services Administration?

Mr. KLING. Yes, sir. These are in Federal buildings which are owned by the Federal Government, and the space, of course, is part of the activity controlled and administered by the General Services Administration.

Senator COTTON. Were any new structures necessary for any of these bookstores?

Mr. KLING. No, sir.

Senator COTTON. Do you pay any rent for them?

Mr. KLING. No, sir.

Senator COTTON. So the only expense of these new locations is the loss of rent from somebody else, possibly?

Mr. KLING. I believe the space for other agencies of the Government is charged the same way. The only cost to us would be the construction of sales shelves and gondolas to carry material and display it for public sale.

ADDITIONAL POSITIONS

Senator COTTON. You are requesting 68 additional full-time positions and 12 temporary positions.

TEMPORARY POSITIONS

Why do you need the temporary positions? And what are they?

Mr. KLING. First of all, they were placed in the request for appropriation to assist us in moving our stock from existing warehouses to the new warehouse in Virginia. This is a one time shot, so to speak, on the part of the Documents Department. Also, we use this type of position to help with any special mailings and, in fact, for any assistance needed during the year which couldn't have been foreseen when our estimates were prepared.

Senator COTTON. Did you have temporary positions last year?

Mr. KLING. Yes, sir.

Senator COTTON. How many?

Mr. KLING. I am not sure.

Senator COTTON. You can supply that.

Mr. KLING. Yes, sir.

(The information follows:)

TEMPORARY POSITIONS

FISCAL YEAR 1970	FISCAL YEAR 1971	FISCAL YEAR 1972
Sept. 30.....40	39	107
Dec. 30.....58	61	99
March 30.....27	46	*
June 30.....81	129	--

* Temporary employees as of February 20, 1972.....99

REDUCTION OF WHEN ACTUALLY EMPLOYED EMPLOYEES

Senator COTTON. While you continue the temporary positions each year?

Mr. KLING. Yes, sir; and they are hired for specific periods of time until the need for them disappears. In this way we do not have to staff with full-time employees for those periods when our requirements increase temporarily.

Senator COTTON. In your statement you mention that you are planning to reduce your WAE, the when actually employed, force by 73 employees. We note in your breakdown of the budget increase, page 11, that this will result in a reduction of $156,746. What is the rationale for phasing out 73 WAE employees when at the same time you are requesting $209,622 to replace the WAE's? What is the economy in this?

Mr. KLING. Mr. Chairman, for some time the Civil Service Commission has expressed an interest in reducing significantly the number of WAE employees which we have on our rolls. We also feel that in many ways the Government in employing people in this mode is not actually being fair to the employee.

First of all, the employee who is hired in this fashion has no retirement, either through the Federal retirement system or through social security. They have no health benefit protection. They earn no annual leave. Because of this we felt that if we could possibly change over a portion of our WAE employees to full-time employees we would be acting with much more justice toward the employee himself.

Some of these WAE people have worked in the Documents Department for 25 years and are suddenly faced with a retirement in which they receive no money for the long and faithful services they have rendered the Government.

SELECTION OF WAE EMPLOYEES

Senator COTTON. How are they selected? Do they have to take any kind of an examination or do you just pick them up?

Mr. KLING. They are selected by examination from a register established by Civil Service.

Senator COTTON. So they are, in a sense, civil service employees without civil service privileges?

Mr. KLING. That is exactly right, Mr. Chairman.

Senator COTTON. You are going to supply for the record, as I asked you a while ago, how the number of so-called temporary employees varies from year to year.

Mr. KLING. Yes, sir.

Senator COTTON. If you turn them all into permanent employees you won't have that variance, will you? You won't have the elasticity. I am not saying you shouldn't, but I am just trying to find out. You won't have the elasticity of employing just the number that you need and use. You will have a standing force.

Mr. KLING. That is quite right, sir, as far as temporary employees are concerned. As for the WAE personnel we do not expect to phase out WAE employment totally. But we felt we should begin to reduce the numbers and percentage of our employees hired in this fashion.

The WAE program, in all truth, has been a boon to the community in that many of the people we employ for short terms—I mean a year, 2 years, 5 years—are students who work at night and go to school here in Washington; they are housewives who use this type of employment to supplement family income.

So we felt that we should go ahead and try to comply insofar as possible with the desires of the Civil Service Commission. Our plans call for the reduction of our WAE force by 50 percent in 5 years.

Senator COTTON. I don't want to dwell too much on this, but these part-time employees, these students, they have to go through the process of taking an examination and being certified?

Mr. KLING. Yes, sir.

Senator COTTON. It has been my experience that, when I had an application from some student who wanted to get some Government employment for a limited period of time, for the college year, the usual reply I got was that the process and technicalities took so much time that it was not practical for the agency to use him. How do you get around that objection?

Mr. KLING. There is in existence a standing register at Civil Service for this type of employment and we draw freely from this register. Once we establish these positions, these WAE positions, we draw from a pool, I think, that is at least twice as large as our WAE employment. In other words, I think we list 550 positions for WAE, and are actually drawing from a much larger group of people available.

There may be 1,000 people involved in this program. But these people must call prior to each assignment and must receive authority to come to work before each shift. We have to stop their employment at 88 days annually. So, in effect, while we list 550 WAE positions this figure represents considerably more than the 550 persons.

Senator COTTON. But these people have to go through this process to get themselves on the waiting list.

Mr. KLING. Yes, sir.

Senator COTTON. If they are students, they may graduate before they are ever reached.

Mr. KLING. I don't know that we have this problem.

Maybe Mr. Darling would like to say something about this.

Senator COTTON. I don't want to prolong this. It interested me a little bit because I have had several instances back through the years of worthy and deserving students wanting to get some kind of Government employment, sometimes here in Washington when they come down from my State to go to school here.

Almost invariably when my staff starts fishing around to try to find them some temporary employment, the reply comes back it isn't practical because they have to take an examination and then they have to have the investigation on their character, loyalty, and so forth. It costs more than it is worth for the time they would have them.

Do you go through all that?

Mr. KLING. I believe, Senator, this is an abbreviated certification that they go through to get on this register.

Is that not so?

Mr. DARLING. That is correct. Actually, our Personnel Services within the Government Printing Office gives an examination to these

potential applicants and once they have passed the examination their name is added to the list of availables.

I think the big difference you were speaking of, Senator, is probably the students you were making reference to were seeking true part-time employment rather than on a WAE basis. When we hire a person on a WAE basis we do not guarantee that they are going to be able to work any given number of nights during any given week. It all depends on the workload at a particular time.

Senator COTTON. And they can't work but 88 days?

Mr. DARLING. That is correct, sir. In other words, they are limited to the amount of money they can earn under this type of appointment.

DEPOSITORY LIBRARY PROGRAMS: PENDING LEGISLATION

Senator COTTON. With respect to legislation you mentioned proposing additional authorization for depository libraries, please inform the committee concerning the provisions of this legislation and the status as of this date.

Mr. KLING. Mr. Chairman, there are three bills pending at the present time. One is H.R. 10316. This bill, which is pending in the House, would increase the permitted designations by Congressmen from two to three depository libraries in their own districts.

This, of course, would add one for each Representative in Congress.

The other bill is H.R. 10562, which would make accredited law schools official depositories within the meaning of the law.

The third is S. 2227, which would make each law library of the highest State appellate court a designated depository.

We estimate the increase in the number of libraries for H.R. 10316 to be a possible additional 450 libraries. Under H.R. 10562, it would be 300 additional libraries, and designating the highest State appellate court would add 46 new libraries since four appellate courts in four States are already designated depositories.

So this would mean 796 new libraries if all of these bills passed.

COST OF ADDITIONAL DEPOSITORIES

Senator COTTON. Have you any cost estimates for the implementing of these new provisions should they pass?

Mr. KLING. Yes, sir. On the first, H.R. 10316, we estimate an increase of 450 libraries with full depository privileges at an average cost annually of $2,580, for a possible total of $1,161,000.

On the law school libraries we compared costs of a law library type depository with costs for a full depository and determined that approximately 60 percent of such a figure was representative. This works out to be $1,548 annually per library for an annual cost of $464,400.

On the appellate court libraries we used a figure of $1,058 per library annually, or $48,700 annually, for a total estimated increase in the cost of depository servicing of $1,674,100.

BUDGET REQUEST AND 1972 FUNDING

Senator COTTON. How much is your current appropriation for the Depository Library program?

Mr. KLING. $2,690,000.

Senator COTTON. How much more than that figure are you requesting for fiscal year 1973?

Mr. KLING. Did you want the increase or the total appropriation?

Senator COTTON. The increase.

Mr. KLING. $1,107,400.

Senator COTTON. Which makes a total of what? Are you asking for half as much again or double it, or what?

Mr. KLING. It is a total of $3,797,000.

Senator COTTON. So you are increasing it about one-third?

Mr. KLING. Just about, sir.

Senator COTTON. Does this request take into account the fact that already in fiscal year 1972 you have had to obtain permission to obligate the entire $200,000 contingency reserve fund?

Mr. KLING. Yes, sir. Our appropriation request this year does take that into consideration.

Senator COTTON. So that you get your contingency reserve fund in addition?

Mr. KLING. Yes, sir.

Senator COTTON. Does this mean that you underestimated your requirements for the program in last year's budget?

Mr. KLING. Yes, sir. The printing costs and numbers of items selected have both risen sharply.

CURRENT LISTING OF DEPOSITORY LIBRARIES

Senator COTTON. Please update the list of designated libraries which you provided last year and submit it for the record.

Mr. KLING. I will be glad to do that, sir.

(The information follows:)

LIST OF DEPOSITORY LIBRARIES AS OF SEPTEMBER 1, 1971

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

	ALABAMA	Depository No.
Alexander City	Alexander City State Junior College, Thomas D. Russell Library (1967)	9A
Auburn	Auburn University, Ralph Brown Draughon Library (1907)	2
Birmingham	Birmingham Public Library (1895)	15
	Birmingham-Southern College, M. Paul Phillips Library (1932)	6
	Jefferson State Junior College, James B. Allen Library (1970)	15A
	Samford University, Harwell G. Davis Library (1884)	5
Enterprise	Enterprise State Junior College Library (1967)	9B
Florence	Florence State University, Collier Library (1932)	14
Gadsden	Gadsden Public Library (1963)	7A
Huntsville	University of Alabama, Huntsville Campus Library (1964)	8A
Jacksonville	Jacksonville State University, Romana Wood Library (1929)	10
Maxwell A.F. Base	Air University Library (1963)	DG13
Mobile	Mobile Public Library (1963)	6A
	Spring Hill College, Thomas Byrne Memorial Library (1937)	7
	University of South Alabama Library (1968)	7B
Montgomery	Alabama State Department of Archives and History Library (1884)	8
	Alabama Supreme Court Library (1884)	1
	Auburn University at Montgomery Library (1971)	8B
Normal	Alabama Agricultural and Mechanical College, Drake Memorial Library (1963)	9
St. Bernard	St. Bernard College Library (1962)	13
Troy	Troy State University, Lurleen B. Wallace Educational Resources Center (1963)	5A
Tuskegee Institute	Tuskegee Institute, Hollis Burke Grissell Library (1907)	3
University	University of Alabama Law Library (1967)	12A
	University of Alabama Library (1860)—REGIONAL	12

List of Depository Libraries

		Depository No.
	ALASKA	
Anchorage	Anchorage Community College Library (1961)	19
	Anchorage Methodist University Library (1963)	20
College	University of Alaska Library (1922)	17
Juneau	Alaska State Library (1964)	16
Ketchikan	Ketchikan Community College Library (1970)	18
	ARIZONA	
Flagstaff	Northern Arizona University Library (1937)	24
Phoenix	Department of Library and Archives (unknown)—REGIONAL	22
	Phoenix Public Library (1917)	26
Prescott	Prescott College Library (1968)	21A
Tempe	Arizona State University, Matthews Library (1944)	25
Thatcher	Eastern Arizona College Library (1963)	21
Tucson	Tucson Public Library (1970)	27A
	University of Arizona Library (1907)—REGIONAL	23
Yuma	Yuma City-County Library (1963)	27
	ARKANSAS	
Arkadelphia	Ouachita Baptist University, Riley Library (1963)	32A
Batesville	Arkansas College Library (1963)	37A
Clarksville	College of the Ozarks Library (1925)	31
College Heights	Arkansas Agricultural and Mechanical College Library (1956)	38
Conway	Hendrix College, O. C. Bailey Library (1903)	37
Fayetteville	University of Arkansas Library (1907)	29
Little Rock	Arkansas Supreme Court Library (1962)	28
	Little Rock Public Library (1953)	35
Magnolia	Southern State College, J. M. Peace Library (1956)	36
Russellville	Arkansas Polytechnic College, Tomlinson Library (1925)	32
Searcy	Harding College, Beaumont Memorial Library (1963)	35A
State College	Arkansas State University, Dean B. Ellis Library (1913)	33
Walnut Ridge	Southern Baptist College, Felix Goodson Library (1967)	33A
	CALIFORNIA	
Anaheim	Anaheim Public Library (1963)	65C
Arcata	Humboldt State College Library (1963)	44A
Bakersfield	Kern County Library (1943)	53
Berkeley	University of California, General Library (1907)	41
	University of California, Law Library, Earl Warren Legal Center (1963)	50A
Chico	Chico State College Library (1962)	45B
Claremont	Pomona College Documents Collection, Honnold Library (1913)	55
Culver City	Culver City Library (1966)	40A
Davis	University of California Library (1953)	45A
Downey	Downey City Library (1963)	41A
Fresno	Fresno County Free Library (1920)	52
	Fresno State College Library (1962)	52A
Fullerton	California State College at Fullerton Library (1963)	65A
Garden Grove	Adult Reference Center Library (1963)	64B
Gardena	Gardena Public Library (1966)	52B
Hayward	California State College at Hayward Library (1963)	51B
Huntington Park	Huntington Park Library, San Antonio Region (1970)	41B
Inglewood	Inglewood Public Library (1963)	59B
Irvine	University of California at Irvine Library (1963)	65D

	CALIFORNIA—Continued	Depository No.
La Jolla	University of California, San Diego, University Library (1963)	66B
Lakewood	Angelo Iacoboni Public Library (1970)	64D
Lancaster	Lancaster Regional Library (1967)	58B
Long Beach	California State College at Long Beach Library (1962)	61A
	Long Beach Public Library (1933)	61
Los Angeles	California State College at Los Angeles, John F. Kennedy Memorial Library (1956)	62
	Los Angeles County Law Library (1963)	57A
	Los Angeles Public Library (1891)	57
	Loyola University of Los Angeles Library (1933)	59
	Occidental College, Mary Norton Clapp Library (1941)	56
	Pepperdine College Library (1963)	59A
	University of California at Los Angeles Library (1932)	43
	University of California, School of Law Library (1958)	58A
	University of Southern California Library (1933)	58
Marysville	Yuba College Library (1963)	45C
Menlo Park	Department of the Interior, Geological Survey Library (1962)	DG6
Montebello	Montebello Library (1966)	53B
Monterey	Naval Postgraduate School Library (1963)	DG11
Monterey Park	Bruggemeyer Memorial Library (1964)	62A
Newhall	Newhall Library of Los Angeles County Public Library System (1967)	58C
Northridge	San Fernando Valley State College Library (1958)	63A
Oakland	Mills College Library (1966)	60A
	Oakland Public Library (1923)	50
Pasadena	California Institute of Technology, Millikan Memorial Library (1933)	63
	Pasadena Public Library (1963)	63B
Pleasant Hill	Contra Costa County Library (1964)	49A
Redding	Shasta County Library (1956)	45
Redlands	University of Redlands Library (1933)	64
Redwood City	Redwood City Public Library (1966)	47A
Reseda	West Valley Regional Branch Library (1966)	63C
Richmond	Richmond Public Library (1943)	49
Riverside	Riverside Public Library (1947)	65
	University of California at Riverside Library (1963)	65B
Sacramento	California State Library (1895)—REGIONAL	40
	Sacramento City Library (1880)	42
	Sacramento County Law Library (1963)	55B
	Sacramento State College Library (1963)	55A
San Bernardino	San Bernardino County Free Library (1964)	64C
San Diego	San Diego County Library (1966)	66C
	San Diego Public Library (1895)	66
	San Diego State College Library (1962)	66A
	University of San Diego Law Library (1967)	66D
San Francisco	Mechanics' Institute Library (1889)	47
	San Francisco Public Library (1889)	48
	San Francisco State College, Social Science and Business Library (1955)	44
	University of San Francisco, Richard A. Gleeson Library (1963)	44C
San Jose	San Jose State College Library (1962)	51A
San Leandro	San Leandro Community Library Center (1961)	60
San Luis Obispo	California State Polytechnic College Library (1969)	56D
Santa Ana	Santa Ana Public Library (1959)	64A
Santa Barbara	University of California at Santa Barbara Library (1960)	54A

List of Depository Libraries

	CALIFORNIA—Continued	Depository No.
Santa Clara	University of Santa Clara, Orradre Library (1963)	51C
Santa Cruz	University of California at Santa Cruz Library (1963)	56A
Santa Rosa	Santa Rosa-Sonoma County Public Library (1896)	44B
Stanford	Stanford University Libraries (1895)	51
Stockton	Public Library of Stockton and San Joaquin County (1884)	46
Thousand Oaks	California Lutheran College Library (1964)	54B
Torrance	Torrance Public Library (1969)	52C
Turlock	Stanislaus State College Library (1964)	46A
Van Nuys	Los Angeles Valley College Library (1970)	42A
Visalia	Tulare County Free Library (1967)	53C
Walnut	Mount San Antonio College Library (1966)	56B
West Covina	West Covina Library (1966)	56C
Whittier	Whittier College, Wardman Library (1963)	53A
	CANAL ZONE	
Balboa Heights	Canal Zone Library-Museum (1963)	DG4
	COLORADO	
Alamosa	Adams State College Library (1963)	73A
Boulder	University of Colorado Libraries (1879)—REGIONAL	69
Colorado Springs	Colorado College, Charles Leaming Tutt Library (1880)	70
Denver	Colorado State Library (unknown)	67
	Denver Public Library (1884)—REGIONAL	71
	Department of Interior, Bureau of Reclamation Library (1962)	DG2
	Regis College, Dayton Memorial Library (1915)	71B
	University of Denver, Mary Reed Library (1909)	71A
Fort Collins	Colorado State University Library (1907)	68
Golden	Colorado School of Mines, Arthur Lakes Library (1939)	72
	Jefferson County Public Library, Bonfils-Stanton Regional Library (1968)	72A
Greeley	University of Northern Colorado Library (1966)	70A
Gunnison	Western State College, Leslie J. Savage Library (1932)	74
La Junta	Otero Junior College, Wheeler Library (1963)	69A
Pueblo	Pueblo Regional Library (1893)	73
	Southern Colorado State College Library (1965)	74A
U.S. Air Force Academy	Academy Library (1956)	67A
	CONNECTICUT	
Bridgeport	Bridgeport Public Library (1884)	83
Danbury	Western Connecticut State College, Ruth A. Haas Library (1967)	84B
Enfield	Enfield Public Library (1967)	84
Hartford	Connecticut State Library (unknown)—REGIONAL	75
	Hartford Public Library (1945)	85
	Trinity College Library (1895)	80
Middletown	Wesleyan University, Olin Library (1906)	78
Mystic	Marine Historical Association, Inc., Mystic Seaport Library (1964)	81A
New Haven	Southern Connecticut State College Library (1968)	82A
	Yale University Library (1859)	82
New London	Connecticut College Library (1926)	81
	U.S. Coast Guard Academy Library (1939)	76
Pomfret	Pomfret School Library (1968)	79A

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	CONNECTICUT—Continued	Depository No.
Storrs	University of Connecticut, Wilbur Cross Library (1907)	77
Waterbury	Silas Bronson Library (1869)	79
	DELAWARE	
Dover	Delaware State College, William C. Jason Library (1962)	88
	State Law Library in Kent County (unknown)	86
Georgetown	Delaware Technical and Community College, Southern Branch Library (1968)	89A
Newark	University of Delaware, Morris Library (1907)	87
Wilmington	Wilmington Institute Free Library (1861)	89
	DISTRICT OF COLUMBIA	
Washington	Civil Service Commission Library (1963)	DG5
	Department of Commerce Library (1955)	101A
	Department of Health, Education, and Welfare Library (1954)	101
	Department of Housing and Urban Development Library (1969)	DG24
	Department of the Interior Central Library (1895)	93
	Department of the Interior, Geological Survey Library (1962)	DG8
	Department of Justice Main Library (1895)	94
	Department of State Library (1895)	97
	Department of State, Office of Legal Advisor, Law Library (1966)	DG16
	Department of Transportation, National Highway Safety Bureau Library (1968)	DG19
	District of Columbia Public Library (1943)	100
	Federal Bureau of Investigation Academy Library (1970)	DG25
	Federal City College Library (1970)	100B
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	National Agricultural Library (1895)	92
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	Office of Management and Budget Library (1965)	DG15
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	Post Office Department Library (1895)	96
	Treasury Department Library (1895)	98
	Veterans Administration, Medical and General Reference Library (1967)	DG17
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Boca Raton	Florida Atlantic University Library (1963)	107B
Coral Gables	University of Miami Library (1939)	110
Daytona Beach	Volusia County Public Libraries (1963)	104B
De Land	Stetson University, duPont-Ball Library (1887)	105
Fort Lauderdale	Fort Lauderdale Public Library (1967)	107D
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Gainesville	University of Florida Libraries (1907)—REGIONAL	103
Jacksonville	Haydon Burns Library (1914)	106
	Jacksonville University, Swisher Library (1962)	106A
Lakeland	Lakeland Public Library (1928)	107
Leesburg	Lake-Sumter Community College Library (1963)	104A
Melbourne	Florida Institute of Technology Library (1963)	111A

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	Miami-Dade Junior College, North Campus Library (1967)	106C
	Miami Public Library (1952)	108
Opa Locka	Biscayne College Library (1966)	106B
Orlando	Florida Technological University Library (1966)	105A
Palatka	St. Johns River Junior College Library (1963)	112
Pensacola	University of West Florida, John C. Pace Library (1966)	103A
St. Petersburg	St. Petersburg Public Library (1965)	102A
Sarasota	Sarasota Public Library (1970)	109A
Tallahassee	Florida Agricultural and Mechanical University, Coleman Memorial Library (1936)	104
	Florida State Library (1929)	102
	Florida State University, R. M. Strozier Library (1941)	109
Tampa	Tampa Public Library (1965)	108C
	University of South Florida Library (1962)	108B
	University of Tampa Library (1953)	108A
Winter Park	Rollins College, Mills Memorial Library (1909)	111
	GEORGIA	
Albany	Albany Public Library (1964)	119
Americus	Georgia Southwestern College, Wade Lott Memorial Library (1966)	120
Athens	University of Georgia Libraries (1907)	114
Atlanta	Atlanta Public Library (1880)	122
	Atlanta University, Trevor Arnett Library (1962)	122A
	Emory University, Robert W. Woodruff Library (1928)	116
	Emory University, School of Law Library (1968)	121A
	Georgia Institute of Technology, Price Gilbert Memorial Library (1963)	122B
	Georgia State Library (unknown)	113
	Georgia State University Library (1970)	114A
Augusta	Augusta College Library (1962)	127
Brunswick	Brunswick Public Library (1965)	125A
Carrollton	West Georgia College, Sanford Library (1962)	121
Dahlonega	North Georgia College Library (1939)	126
Gainesville	Chestatee Regional Library (1968)	126A
Macon	Mercer University Library (1964)	123A
Marietta	Kennesaw Junior College Library (1968)	124
Milledgeville	Georgia College at Milledgeville, Ina Dillard Russell Library (1950)	123
Mount Berry	Berry College, Memorial Library (1970)	124A
Savannah	Savannah Public and Chatham-Effingham Liberty Regional Library (1857)	118
Statesboro	Georgia Southern College, Rosenwald Library (1939)	117
Valdosta	Valdosta State College, Richard Holmes Powell Library (1956)	125
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Agana	Nieves M. Flores Memorial Library (1962)	132
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Hilo	University of Hawaii, Hilo Campus Library (1962)	130
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Laie	Church College of Hawaii Library (1964)	133
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Pearl City	Leeward Community College Library (1967)	130B
Wailuku	Maui Public Library (1962)	131
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Boise	Boise State College Library (1966)	136A
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Burley	Burley Public Library (1970)	139A
Caldwell	College of Idaho, Terteling Library (1930)	138
Moscow	University of Idaho Library (1907)—REGIONAL	135
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Twin Falls	College of Southern Idaho Library (1970)	137A
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Carlinville	Blackburn College Library (1954)	164
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Champaign	University of Illinois Law Library, College of Law (1965)	165A
Charleston	Eastern Illinois University, Booth Library (1962)	166
Chicago	Field Museum of Natural History Library (1963)	142A
	Chicago Public Library (1876)	144
	Chicago State College Library (1954)	146
	John Crerar Library (1909)	144A
	Loyola University, E. M. Cudahy Memorial Library (1966)	152A
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	Northeastern Illinois University Library (1961)	163A
	University of Chicago Law Library (1964)	145A
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Decatur	Decatur Public Library (1954)	165
De Kalb	Northern Illinois University, Swen Franklin Parson Library (1960)	154A
Edwardsville	Southern Illinois University, Lovejoy Memorial Library (1959)	167
Elsah	Principia College, Marshall Brooks Library (1957)	169A
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Freeport	Freeport Public Library (1905)	156
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Jacksonville	MacMurry College, Henry Pfeiffer Library (1929)	169
Kankakee	Olivet Nazarene College, Memorial Library (1946)	161
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Oak Park	Oak Park Public Library (1963)	163
Peoria	Bradley University, Cullom Davis Library (1963)	159A
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River Forest	Rosary College Library (1966)	163B
Rockford	Rockford Public Library (unknown)	155
Springfield	Illinois State Library (unknown)—REGIONAL	140
Urbana	University of Illinois Library (1907)	141
Wheaton	Wheaton College Library (1964)	154B
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Anderson	Anderson College, Charles E. Wilson Library (1959)	178
Bloomington	Indiana University Library (1881)	173
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Evansville	Evansville and Vanderburgh County Public Library (1928)	181
	Indiana State University, Evansville Campus Library (1969)	182A
Fort Wayne	Indiana-Purdue Universities, Regional Campus Library (1965)	177A
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Gary	Gary Public Library (1943)	174
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Greencastle	De Pauw University, Roy O. West Library (1879)	172
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Hanover	Hanover College Library (1892)	182
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Terre Haute	Inidana State University, Cunningham Memorial Library (1906)	179A
Valparaiso	Valparaiso University, Moellering Memorial Library (1930)	175
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Fairfield	Parsons College Library Branch of Fairfield Public Library (1862)	189
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	University of Iowa Library (1884)—REGIONAL	189A
Lamoni	Graceland College, Frederick Madison Smith Library (1927)	192A
Mount Vernon	Cornell College, Russell D. Cole Library (1896)	190
Orange City	Northwestern College, Ramaker Library (1970)	196A
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Atchison	Benedictine College Library (1965)	201
Baldwin City	Baker University Library (1908)	202
Colby	Colby Community Junior College Library (1968)	199A
Emporia	Kansas State Teachers College, William Allen White Library (1909)	204
Hays	Fort Hays Kansas State College, Forsyth Library (1926)	206A
Hutchinson	Hutchinson Public Library (1963)	200A
Lawrence	University of Kansas, Watson Library (1869)	199
	University of Kansas Law Library (1971)	202A
Manhattan	Kansas State University, Farrell Library (1907)	198
Pittsburg	Kansas State College of Pittsburg, Porter Library (1952)	203
Salina	Kansas Wesleyan University, Memorial Library (1930)	206
Topeka	Kansas State Historical Society Library (1877)	200
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	Washburn University of Topeka, Law Library (1971)	201A
Wichita	Wichita State University Library (1901)	204A

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Ashland	Asnland Public Library (1946)	219
Barbourville	Union College, Abigail E. Weeks Memorial Library (1958)	220
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Pikeville	Pikeville College Library (1947)	218
Richmond	Eastern Kentucky University, John Grant Crabbe Library (1966)	217

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Lafayette	University of Southwestern Louisiana Library (1938)	228
Lake Charles	McNeese State College, Frazar Memorial Library (1941)	232
Monroe	Northeast Louisiana State College, Sandel Library (1963)	230A
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New Orleans	Isaac Delgado College, Moss Technical Library (1968)	226A
	Law Library of Louisiana (unknown)	221
	Louisiana State University in New Orleans Library (1963)	224A
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	New Orleans Public Library (1883)	224
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	Tulane University, Howard-Tilton Memorial Library (1942)	225
Pineville	Louisiana College, Richard W. Norton Memorial Library (1969)	233A
Ruston	Louisiana Polytechnic Institute Library (1896)—REGIONAL	230
Shreveport	Louisiana State University at Shreveport Library (1967)	229A
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Orono	University of Maine, Raymond H. Fogler Library (1907)—REGIONAL	235
Portland	Portland Public Library (1884)	238
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Germantown	Atomic Energy Commission Library (1963)	DG14
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Salisbury	Salisbury State College, Blackwell Library (1965)	247A
Towson	Goucher College, Julia Rogers Library (1966)	248A
Westminster	Western Maryland College Library (1896)	248
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	Northeastern University, Dodge Library (1962)	268B
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Brookline	Public Library of Brookline (1925)	268
Cambridge	Harvard College Library (1860)	257
	Massachusetts Institute of Technology Libraries (1946)	255
Chicopee	Our Lady of the Elms College Library (1969)	261
Lowell	Lowell Technological Institute Library (1952)	263
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Marlborough	Marlborough Public Library (1971)	263A
Medford	Tufts University Library (1899)	258
New Bedford	New Bedford Free Public Library (1858)	267
North Dartmouth	Southeastern Massachusetts University Library (1965)	267A
North Easton	Stonehill College, Cushing-Martin Library (1962)	272A
Springfield	Springfield City Library (1966)	258A
Waltham	Brandeis University, Goldfarb Library (1965)	262A
Wellesley	Wellesley College Library (1943)	272
Wenham	Gordon College, Winn Library (1963)	265A
Williamstown	Williams College Library (unknown)	259
Wilmington	Wilmington Memorial Library (1971)	269A
Worcester	American Antiquarian Society Library (1814)	256
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Alma	Alma College, Monteith Library (1963)	284A
Ann Arbor	Great Lakes Basin Library (1971)	DG26
	University of Michigan, General Library (1884)	278
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Benton Harbor	Benton Harbor Public Library (1907)	280
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Dearborn	Henry Ford Centennial Library (1969)	292C
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Detroit	Detroit Public Library (1868)—REGIONAL	275
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Flint	Charles Stewart Mott Library (1959)	282
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Grand Rapids	Grand Rapids Public Library (1876)	281
	Knollcrest Calvin Library (1967)	281B
Houghton	Michigan Technological University Library (1876)	288
Jackson	Jackson Public Library (1965)	273A
Kalamazoo	Kalamazoo Library System (1907)	276
	Western Michigan University, Dwight B. Waldo Library (1963)	279A
Lansing	Michigan State Library (unknown)—REGIONAL	273
Livonia	Schoolcraft College Library (1962)	292B
Marquette	Northern Michigan University, Olsen Library (1963)	288A
Mt. Clemens	Macomb County Library (1968)	274A
Mt. Pleasant	Central Michigan University Library (1958)	286
Muskegon	Hackley Public Library (1894)	285
Petoskey	North Central Michigan College Library (1962)	287
Port Huron	Saint Clair County Library System (1876)	283
Rochester	Oakland University, Kresge Library (1964)	293A
Saginaw	Hoyt Public Library (1890)	284
Traverse City	Northwestern Michigan College, Mark Osterlin Library (1964)	285A
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Ypsilanti	Eastern Michigan University Library (1965)	278A
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Bemidji	Bemidji State College, A. C. Clark Library (1963)	306A
Collegeville	St. John's University, Alcuin Library (1954)	303
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Mankato	Mankato State College Memorial Library (1962)	299A
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	Minneapolis Public Library (1893)	302
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Moorhead	Moorhead State College Library (1956)	306
Morris	University of Minnesota at Morris Library (1963)	304A
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	Minnesota State Law Library (unknown)	294
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Saint Peter	Gustavus Adolphus College Library (1941)	299
Stillwater	Stillwater Public Library (1893)	300
Willmar	Kandiyohi County-Willmar Library (1958)	304
Winona	Winona State College, Maxwell Library (1969)	298A
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Hattiesburg	University of Southern Mississippi Library (1935)	318
Jackson	Jackson State College Library (1968)	314
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University	University of Mississippi Library (1883)	312
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Fayette	Central Methodist College Library (1962)	334A
Fulton	Westminster College, Reeves Library (1875)	333
Jefferson City	Lincoln University, Inman E. Page Library (1944)	322
	Missouri State Library (1963)	334B
	Missouri Supreme Court Library (unknown)	320
Joplin	Missouri Southern State College Library (1966)	330C
Kansas City	Kansas City Public Library (1881)	328
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Kirksville	Northeast Missouri State Teachers College, Pickler Memorial Library (1966)	323A
Liberty	William Jewell College Library (1900)	327
Rolla	University of Missouri at Rolla Library (1907)	332
St. Joseph	St. Joseph Public Library (1891)	327A
St. Louis	St. Louis County Library (1970)	336A
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	St. Louis University, Law Library (1967)	335A
	St. Louis University, Pius XII Memorial Library (1866)	323
	University of Missouri at St. Louis Library (1966)	326
	Washington University, John M. Olin Library (1906)	336
Springfield	Drury College Library (1874)	330A
	Southwest Missouri State College Library (1963)	330B
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Butte	Montana College of Mineral Science and Technology Library (1901)	340
Helena	Montana Historical Society Library (unknown)	338
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Missoula	University of Montana Library (1909)—REGIONAL	341
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Fremont	Midland Lutheran College Library (1924)	350
Kearney	Kearney State College, Calvin T. Ryan Library (1962)	351A
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Las Vegas	University of Nevada at Las Vegas, James R. Dickinson Library (1959)	355
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Bloomfield	Free Public Library of Bloomfield (1965)	376A
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Camden	Rutgers University-Camden Library (1966)	367
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Elizabeth	Free Public Library of Elizabeth (1895)	372
Glassboro	Glassboro State College, Savitz Library (1963)	367A
Hackensack	Johnson Free Public Library (1966)	374
Irvington	Free Public Library of Irvington (1966)	380
Jersey City	Jersey City Public Library (1879)	379A
	Jersey City State College, Forrest A. Irwin Library (1963)	365A
Madison	Drew University, Rose Memorial Library (1939)	371
Mahwah	Ramapo College Library (1971)	374A
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New Brunswick	Free Public Library (1908)	369
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Newark	Newark Public Library (1906)—REGIONAL	376
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Las Vegas	New Mexico Highlands University, Donnelly Library (1913)	384
Portales	Eastern New Mexico University Library (1962)	383A
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Albany	New York State Library (unknown)—REGIONAL	387
	State University of New York at Albany Library (1964)	421A
Binghamton	State University of New York at Binghamton Library (1962)	425A
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Bronx	Herbert H. Lehman College Library (1967)	390C
Bronxville	Sarah Lawrence College Library (1969)	415A
Brooklyn	Brooklyn College Library (1936)	397
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	Polytechnic Institute of Brooklyn, Spicer Library (1963)	396A
	Pratt Institute Library (1891)	396
	State University of New York, Downstate Medical Center Library (1958)	404
Buffalo	Buffalo and Erie County Public Library (1895)	432
	State University of New York at Buffalo, Lockwood Memorial Library (1963)	433
Canton	St. Lawrence University, Owen D. Young Library (1920)	391
Corning	Corning Community College, Arthur A. Houghton, Jr. Library (1963)	434A
Cortland	State University of New York, College at Cortland, Memorial Library (1964)	399
Delhi	State University Agricultural and Technical College Library (1970)	417A
Douglaston	Cathedral College Library (1971)	395A
Elmira	Elmira College, Gannett-Tripp Learning Center (1956)	425
Farmingdale	State University Agricultural and Technical Institute at Farmingdale Library (1917)	392
Flushing	Queens College, Paul Klapper Library (1939)	435
Garden City	Adelphi University, Swirbul Library (1966)	390A
	Nassau Library System (1965)	427A
Geneseo	State University College, Milne Library (1967)	430
Greenvale	C. W. Post College Library (1964)	395
Hamilton	Colgate University Library (1902)	423
Hempstead	Hofstra University Library (1964)	427
Huntington	Huntington Public Library (1966)	392A
Ithaca	Cornell University Library (1907)	388
	New York State Colleges of Agriculture and Home Economics, Albert R. Mann Library (1943)	428
Jamaica	Queens Borough Public Library (1926)	393
	St. John's University Library (1956)	401
Kings Point	U.S. Merchant Marine Academy Library (1962)	400
Mount Vernon	Mount Vernon Public Library (1962)	419
New Platz	State University College Library (1965)	436A
New York City	City University of New York, City College Library (1884)	412
	College of Insurance, Ecker Library (1965)	402A

List of Depository Libraries

NEW YORK—Continued

		Depository No.
New York City—Con.	Columbia University Libraries (1882)	410
	Cooper Union Library (1930)	405
	Fordham University Library (1937)	414
	New York Law Institute Library (1909)	402
	New York Public Library (Astor Branch) (1907)	408
	New York Public Library (Lenox Branch) (1884)	408A
	New York University Libraries (1967)	390B
	New York University, University Heights Gould Memorial Library (1902)	390
	State University of New York, Maritime College Library (1947)	416
Newburgh	Newburgh Free Library (1909)	417
Oakdale	Dowling College Library (1965)	394A
Oneota	State University College, James M. Milne Library (1966)	399A
Oswego	State University College, Penfield Library (1966)	391A
Plattsburgh	State University College, Benjamin F. Feinberg Library (1967)	420B
Potsdam	Clarkson College of Technology, Harriet Call Burnap Memorial Library (1938)	422
	State University College, Frederick W. Crumb Memorial Library (1964)	422A
Poughkeepsie	Vassar College Library (1943)	436
Purchase	State University of New York, College at Purchase Library (1969)	419A
Rochester	Rochester Public Library (1963)	429A
	Univesity of Rochester Library (1880)	429
St. Bonaventure	St. Bonaventure College, Friedsam Memorial Library (1938)	434
Saratoga Springs	Skidmore College Library (1964)	420
Schenectady	Union College, Schaffer Library (1901)	421
Staten Island (Grymes Hill)	Wagner College, Horrmann Library (1953)	409
Stony Brook	State University of New York at Stony Brook Library (1963)	394
Syracuse	Syracuse University Library (1878)	426
Troy	Troy Public Library (1869)	420A
Utica	Utica Public Library (1885)	424
West Point	U.S. Military Academy Library (unknown)	389
Yonkers	Yonkers Public Library (1910)	415

NORTH CAROLINA

Asheville	University of North Carolina at Asheville, D. Hiden Ramsey Library (1965)	453A
Boone	Appalachian State University, Dauphin Disco Dougherty Library (1963)	450A
Buies Creek	Campbell College, Carrie Rich Memorial Library (1965)	449
Chapel Hill	University of North Carolina Library (1884)—REGIONAL	447
Charlotte	Public Library of Charlotte and Mecklenburg County (1964)	451A
	Queens College, Everett Library (1927)	451
	University of North Carolina at Charlotte, Atkins Library (1964)	451B
Cullowhee	Western Carolina University, Hunter Library (1953)	453
Davidson	Davidson College, Hugh A. & Jane Grey Memorial Library (1893)	441
Durham	Duke University Library (1890)	440
Fayetteville	Fayetteville State University, Chesnutt Library (1971)	441A
Greensboro	North Carolina Agricultural and Technical State University, F. D. Bluford Library (1937)	439

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	NORTH CAROLINA—Continued	Depository No.
Greensboro—Con.	University of North Carolina at Greensboro, Walter Clinton Jackson Library (1963)	447A
Greenville	East Carolina University, J. Y. Joyner Library (1951)	442
Laurinburg	St. Andrews Presbyterian College, DeTamble Library (1969)	452
Lexington	Davidson County Public Library System (1971)	446A
Murfreesboro	Chowan College, Whitaker Library (1963)	442A
Pembroke	Pembroke State University Library (1965)	448
Raleigh	North Carolina State Library (unknown)	437
	North Carolina State University, D. H. Hill Library (1923)	438
	Wake County Public Libraries (1969)	445A
Rocky Mount	North Carolina Wesleyan College Library (1969)	443A
Salisbury	Catawba College Library (1925)	450
Wilmington	University of North Carolina at Wilmington, William M. Randall Library (1965)	448A
Wilson	Atlantic Christian College, Clarence L. Hardy Library (1930)	443
Winston-Salem	Forsyth County Public Library System (1954)	446
	Wake Forest University, Z. Smith Reynolds Library (1902)	445
	NORTH DAKOTA	
Bismarck	North Dakota State Historical Society Library (1907)	457
	North Dakota State Law Library (unknown)	454
	State Library Commission Library (1971)	457A
	Veterans Memorial Public Library (1967)	456A
Dickinson	Dickinson State College Library (1968)	459A
Fargo	Fargo Public Library (1964)	458A
	North Dakota State University Library (1907)—REGIONAL, in cooperation with University of North Dakota, Chester Fritz Library at Grand Forks	455
Grand Forks	University of North Dakota, Chester Fritz Library (1890)	456
Minot	Minot State College, Memorial Library (1925)	459
Valley City	State College Library (1913)	458
	OHIO	
Ada	Ohio Northern University, J. P. Taggart Law Library (1965)	485B
Akron	Akron Public Library (1952)	477B
	University of Akron Library (1963)	477C
Alliance	Mount Union College Library (1888)	479
Ashland	Ashland College Library (1938)	486
Athens	Ohio University Library (1886)	473
Bluffton	Bluffton College, Musselman Library (1951)	467
Bowling Green	Bowling Green State University Library (1933)	476
Canton	Malone College Library (1970)	479B
Chardon	Geauga County Public Library (1971)	465A
Cincinnati	Public Library of Cincinnati and Hamilton County (1884)	464
	University of Cincinnati Library (1929)	465
Cleveland	Case Western Reserve University, Freiberger Library (1913)	485A
	Cleveland Heights-University Heights Public Library (1970)	471A
	Cleveland Public Library (1886)	463
	Cleveland State University Library (1966)	471

List of Depository Libraries

OHIO—Continued

		Depository No.
Cleveland—Con.	John Carroll University, Grasselli Library (1963)	460A
	Municipal Reference Library (1970)	471B
Columbus	Capital University Library (1968)	474A
	Columbus Public Library (1885)	475
	Ohio State Library (unknown)—REGIONAL	460
	Ohio State University Library (1907)	461
Dayton	Dayton and Montgomery County Public Library (1909)	466
	University of Dayton, Albert Emanuel Library (1969)	467A
	Wright State University Library (1965)	462A
Delaware	Ohio Wesleyan University, L. A. Beeghly Library (1845)	480A
Elyria	Elyria Public Library (1966)	476A
Findlay	Findlay College, Shafer Library (1969)	483A
Gambier	Kenyon College Library (1873)	462
Granville	Denison University Library (1884)	480
Hiram	Hiram College, Teachout-Price Memorial Library (1874)	477A
Kent	Kent State University Library (1962)	483
Mansfield	Ohio State University, Mansfield Campus Library (1969)	461A
Marietta	Marietta College, Dawes Memorial Library (1884)	478
Middletown	Miami University at Middletown, Gardner-Harvey Library (1970)	466B
New Concord	Muskingum College Library (1966)	478A
Oberlin	Oberlin College Library (1858)	477
Oxford	Miami University, Alumni Library (1909)	466A
Portsmouth	Portsmouth Public Library (unknown)	469
Rio Grande	Rio Grande College, Jeanette Albiez Davis Library (1966)	473A
Springfield	Warder Public Library (1884)	470
Steubenville	Public Library of Steubenville and Jefferson County (1950)	481
Tiffin	Heidelberg College, Beeghly Library (1964)	485
Toledo	Toledo Public Library (1884)	472
	University of Toledo Library (1963)	472A
Van Wert	Brumback Library of Van Wert County (1900)	468
Westerville	Otterbein College, Centennial Library (1967)	474
Wooster	College of Wooster, the Andrews Library (1966)	479A
Youngstown	Public Library of Youngstown and Mahoning County (1923)	482
	Youngstown State University Library (1971)	482A

OKLAHOMA

Ada	East Central State College, Linscheid Library (1914)	490
Alva	Northwestern State College Library (1907)	499
Bartlesville	Bureau of Mines, Petroleum Research Center Library (1962)	DG3
Durant	Southeastern State College Library (1929)	494
Edmond	Central State University Library (1934)	496A
Enid	Public Library of Enid and Garfield County (1908)	499A
Langston	Langston University, G. Lamar Harrison Library (1941)	489
Muskogee	Muskogee Public Library (1971)	493
Norman	University of Oklahoma Libraries (1893)	496
Oklahoma City	Oklahoma City University Library (1963)	496B
	Oklahoma Department of Libraries (1893)—REGIONAL	487
Shawnee	Oklahoma Baptist University Library (1933)	495
Stillwater	Oklahoma State University Library (1907)	488

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	OKLAHOMA—Continued	Depository No.
Tahlequah	Northeastern State College, John Vaughan Library (1923)	491
Tulsa	Tulsa City-County Library Commission (1963)	491A
	University of Tulsa, McFarlin Library (1929)	492
Weatherford	Southwestern State College Library (1958)	497
	OREGON	
Ashland	Southern Oregon College Library (1953)	507
Corvallis	Oregon State University Library (1907)	501
Eugene	University of Oregon Library (1883)	502
Forest Grove	Pacific University Library (1897)	504
La Grande	Eastern Oregon College, Walter M. Pierce Library (1954)	505
McMinnville	Linfield College, Northup Library (1965)	502A
Monmouth	Oregon College of Education Library (1967)	503A
Portland	Department of the Interior, Bonneville Power Administration Library (1962)	DG7
	Lewis and Clark College, Aubrey R. Watzek Library (1967)	504A
	Library Association of Portland (1884)	506
	Portland State University Library (1963)	506A
	Reed College Library (1912)	503
Salem	Oregon State Library (unknown)	500
	Willamette University Library (1969)	505A
	PENNSYLVANIA	
Allentown	Muhlenberg College, Haas Library (1939)	520
Altoona	Altoona Public Library (1969)	523
Bethlehem	Lehigh University, Linderman Library (1876)	532
Carlisle	Dickinson College Library (1947)	530
Cheyney	Cheyney State College, Leslie Pinckney Hill Library (1947)	521B
Collegeville	Ursinus College Library (1963)	519A
Doylestown	Bucks County Free Library, Center County Library (1970)	518A
East Stroudsburg	East Stroudsburg State College, Kemp Library (1966)	532A
Erie	Erie Public Library (1897)	540A
Greenville	Thiel College, Langenheim Memorial Library (1963)	510A
Harrisburg	State Library of Pennsylvania (unknown)—REGIONAL	508
Haverford	Haverford College Library (1897)	519
Hazleton	Hazleton Area Public Library (1964)	522B
Indiana	Indiana University of Pennsylvania, Rhodes R. Stabley Library (1962)	533
Johnstown	Cambria Public Library (1965)	533A
Lancaster	Franklin and Marshall College, Fackenthal Library (1895)	521
Lewisburg	Bucknell University, Ellen Clarke Bertrand Library (1963)	526A
Mansfield	Mansfield State College Library (1968)	515A
Meadville	Allegheny College, Reis Library (1907)	540
Millersville	Millersville State College, Ganser Library (1966)	521A
Monessen	Monessen Public Library (1969)	535
New Castle	New Castle Free Public Library (1963)	534
Newtown	Bucks County Community College Library (1968)	518
Norristown	Montgomery County-Norristown Public Library (1969)	519B
Philadelphia	Drexel Institute of Technology Library (1963)	511A
	Free Library of Philadelphia (1897)	515
	Temple University Library, Serials Records Unit (1947)	516

List of Depository Libraries

	PENNSYLVANIA—Continued	Depository No.
Philadelphia—Con.	University of Pennsylvania Library (1886)	513B
Pittsburgh	Bureau of Mines, Pittsburgh Research Center Library (1962)	DG1
	Carnegie Library of Pittsburgh, Allegheny Regional Branch (1924)	527
	Carnegie Library of Pittsburgh (1895)	542
	University of Pittsburgh, Hillman Library (1910)	511
Pottsville	Pottsville Free Public Library (1967)	525A
Reading	Reading Public Library (1901)	525
Scranton	Scranton Public Library (1895)	522
Slippery Rock	Slippery Rock State College, Maltby Library (1965)	534A
Swarthmore	Swarthmore College Library (1923)	510
University Park	Pennsylvania State University Library (1907)	509
Villanova	Villanova University, School of Law Library (1964)	524
Warren	Warren Library Association, Warren Public Library (1885)	531A
Washington	Washington and Jefferson College, Memorial Library (1884)	536
Waynesburg	Waynesburg College Library (1964)	536A
West Chester	West Chester State College, Francis Harvey Green Library (1967)	521C
Wilkes-Barre	King's College Library (1949)	522A
Williamsport	Lycoming College Library (1970)	526
York	York Junior College Library (1963)	530A
	PUERTO RICO	
Mayaguez	University of Puerto Rico, Mayaguez Campus Library (1928)	550
Ponce	Catholic University of Puerto Rico Library (1966)	550A
Rio Piedras	University of Puerto Rico General Library (1928)	549
	RHODE ISLAND	
Kingston	University of Rhode Island Library (1907)	554
Newport	Naval War College Library (1963)	DG10
Providence	Brown University, John D. Rockefeller, Jr. Library (unknown)	555
	Providence College Library (1969)	558A
	Providence Public Library (1884)	556
	Rhode Island College Library (1965)	555A
	Rhode Island State Library (before 1895)	553
Warwick	Warwick Public Library (1966)	556A
Westerly	Westerly Public Library (1909)	558
	SOUTH CAROLINA	
Charleston	Baptist College at Charleston Library (1967)	564A
	College of Charleston Library (1869)	564
	The Citadel Memorial Library (1962)	562A
Clemson	Clemson University Library (1893)	560
Columbia	Benedict College, Starks Library (1969)	565A
	Columbia College Library (1966)	565
	South Carolina State Library (before 1895)	559
	University of South Carolina, McKissick Memorial Library (1884)	562
Due West	Erskine College, McCain Library (1968)	566A
Florence	Florence County Library (1967)	563A
	Francis Marion College Library (1970)	569
Greenville	Furman University Library (1962)	567
	Greenville County Library (1966)	567A
Greenwood	Lander College Library (1967)	566
Orangeburg	South Carolina State College Whittaker Library (1953)	561

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	SOUTH CAROLINA—Continued	Depository No.
Rock Hill	Winthrop College Library (1896)	568
Spartanburg	Spartanburg County Public Library (1967)	563

SOUTH DAKOTA

Aberdeen	Northern State College Library (1963)	574B
Brookings	South Dakota State University, Lincoln Memorial Library (1889)	571
Rapid City	Rapid City Public Library (1963)	575A
	South Dakota School of Mines and Technology Library (1963)	572A
Sioux Falls	Augustana College, Mikkelsen Library and Learning Resources Center (1969)	573A
	Carnegie Free Public Library (1903)	573
Spearfish	Black Hills State College Library (1942)	575
Vermillion	University of South Dakota, I.D. Weeks Library (1889)	574A
Yankton	Yankton College, Corliss Lay Library (1904)	572

TENNESSEE

Bristol	King College Library (1970)	576A
Chattanooga	Chattanooga Public Library (1907)	583
Clarksville	Austin Peay State University Library (1945)	587
Cookeville	Tennessee Technological University, Jere Whitson Memorial Library (1969)	582
Jackson	Lambuth College, Luther L. Gobbel Library (1967)	584
Jefferson City	Carson-Newman College, Maples Library (1964)	581A
Johnson City	East Tennessee State University, Sherrod Library (1942)	581
Knoxville	University of Tennessee Law Library (1971)	577A
	University of Tennessee Library (1907)	577
Martin	University of Tennessee at Martin Library (1957)	588
Memphis	Memphis Public Library and Information Center (1896)	590
	Memphis State University, John W. Brister Library (1966)	590A
Morristown	Morristown College, Carnegie Library (1970)	576B
Murfreesboro	Middle Tennessee State University, Andrew L. Todd Library (1912)	585
Nashville	Fisk University Library (1965)	586A
	Joint University Libraries (1884)	580
	Public Library of Nashville and Davidson County (1884)	586
	Tennessee State Library and Archives, State Library Division (unknown)	576
Sewanee	University of the South, Jesse Ball duPont Library (1873)	579

TEXAS

Abilene	Hardin-Simmons University Library (1940)	612
Arlington	Arlington Public Library (1970)	607C
	University of Texas at Arlington Library (1963)	607B
Austin	Texas State Library (unknown)—REGIONAL	591
	University of Texas Library (1884)	605
	University of Texas, Lyndon B. Johnson School of Public Affairs Library (1966)	593
	University of Texas, School of Law Library (1965)	605A
Baytown	Lee College Library (1970)	592A
Beaumont	Lamar State College of Technology Library (1957)	597
Brownwood	Howard Payne College, Walker Memorial Library (1964)	616
Canyon	West Texas State University Library (1928)	613
College Station	Texas Agricultural and Mechanical University Library (1907)	592
Commerce	East Texas State University Library (1937)	599
Corsicana	Navarro Junior College Library (1965)	601

List of Depository Libraries

	TEXAS—Continued	Depository No.
Dallas	Bishop College, Zale Library (1966)	600A
	Dallas Baptist College Library (1967)	594A
	Dallas Public Library (1900)	594
	Southern Methodist University, Fondren Library (1925)	600
Denton	North Texas State University Library (1948)	608A
Edinburg	Pan American College Library (1959)	610
El Paso	El Paso Public Library (1906)	611
	University of Texas at El Paso Library (1966)	611A
Fort Worth	Fort Worth Public Library (1905)	607
	Texas Christian University, Mary Couts Burnett Library (1916)	607A
Freeport	Brazosport Junior College Library (1969)	591A
Galveston	Rosenberg Library (1909)	604
Houston	Houston Public Library (1884)	603
	Rice University, Fondren Library (1967)	608C
	University of Houston Library (1957)	608
Huntsville	Sam Houston State University, Estill Library (1949)	602
Kingsville	Texas Arts and Industries University Library (1944)	609
Laredo	Laredo Junior College (1970)	595A
Longview	Nicholson Memorial Public Library (1961)	598
Lubbock	Texas Tech University Library (1935)—REGIONAL	614
Marshall	Wiley College, Cole Library (1962)	596
Nacogdoches	Stephen F. Austin State University, Paul L. Boynton Library (1965)	602A
Plainview	Wayland Baptist College, Van Howeling Memorial Library (1963)	614A
San Angelo	Angelo State University Library (1964)	616A
San Antonio	San Antonio Public Library, Business and Science Department (1899)	615
	St. Mary's University Library (1964)	615A
	Trinity University Library (1964)	615B
San Marcos	Southwest Texas State University Library (1955)	595
Seguin	Texas Lutheran College, Blumberg Memorial Library (1970)	595B
Sherman	Austin College, Arthur Hopkins Library (1963)	599A
Texarkana	Texarkana College Library (1963)	596A
Waco	Baylor University Library (1905)	606
Wichita Falls	Midwestern University, Moffett Library (1963)	608B
	UTAH	
Cedar City	Southern Utah State College Library (1964)	620A
Ephraim	Snow College Library (1963)	621
Logan	Utah State University, Merrill Library (1907)—REGIONAL	618
Ogden	Weber State College Library (1962)	620
Provo	Brigham Young University Library (1908)	619
Salt Lake City	University of Utah, Law Library (1966)	622A
	University of Utah, Medical Sciences Library (1970)	619A
	University of Utah Library (1893)	622
	Utah State Library Commission, Documents Library (unknown)	617
	VERMONT	
Burlington	University of Vermont, Bailey Library (1907)	624
Castleton	Castleton State College, Calvin Coolidge Library (1969)	626A
Johnson	Johnson State College, John Dewey Library (1955)	625

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	VERMONT—Continued	Depository No.
Lyndonville	Lyndon State College, Samuel Reed Hall Library (1969)	625A
Middlebury	Middlebury College, Egbert Starr Library (1884)	627
Montpelier	Vermont State Library (before 1895)	623
Northfield	Norwich University Library (1908)	627A
Putney	Windham College, Dorothy Culbertson Marvin Memorial Library (1965)	626
	VIRGIN ISLANDS	
Charlotte Amalie (St. Thomas)	St. Thomas Public Library (1968)	627B
	VIRGINIA	
Blacksburg	Virginia Polytechnic Institute, Newman Library (1907)	629
Bridgewater	Bridgewater College, Alexander Mack Memorial Library (1902)	639
Charlottesville	University of Virginia, Alderman Library (1910)—REGIONAL	640
	University of Virginia Law Library (1964)	632A
Chesapeake	Chesapeake Public Library System (1970)	636A
Danville	Danville Community College Library (1969)	637
Emory	Emory and Henry College Library (1884)	641
Fairfax	George Mason College of the University of Virginia, Fenwick Library (1960)	641A
Fredericksburg	Mary Washington College of the University of Virginia, E. Lee Trinkel Library (1940)	633
Hampden-Sydney	Hampden-Sydney College, Eggleston Library (1891)	636
Hollins College	Hollins College, Fishburn Library (1967)	628A
Lexington	Virginia Military Institute, Preston Library (1874)	639A
	Washington and Lee University, Cyrus Hall McCormick Library (1910)	632
Norfolk	Armed Forces Staff College Library (1963)	DG12
	Norfolk Public Library (1895)	634
	Old Dominion University, Hughes Memorial Library (1963)	634A
Petersburg	Virginia State College, Johnston Memorial Library (1907)	630
Quantico	Marine Corps Schools, James Carson Breckinridge Library (1967)	DG18
Richmond	University of Richmond, Boatwright Memorial Library (1900)	635
	Virginia Commonwealth University, James Branch Cabell Library (1971)	635A
	Virginia State Library (unknown)	628
Roanoke	Roanoke Public Library (1964)	638A
Salem	Roanoke College Library (1886)	638
Williamsburg	William and Mary College Library (1936)	631
Wise	Clinch Valley College, John Cook Wyllie Library (1971)	629A
	WASHINGTON	
Bellingham	Western Washington State College, Wilson Library (1963)	647A
Cheney	Eastern Washington State College Library (1966)	650A
Ellensburg	Central Washington State College Library (1962)	649A
Everett	Everett Public Library (1914)	647
Olympia	Washington State Library (unknown)—REGIONAL	642
Port Angeles	Port Angeles Public Library (1965)	647B
Pullman	Washington State University Library (1907)	643

	WASHINGTON—Continued	Depository No.
Seattle	Seattle Public Library (1908)	646
	University of Washington Library (1890)	644
	University of Washington, School of Law Library (1969)	645A
Spokane	Spokane Public Library (1910)	650
Tacoma	Tacoma Public Library (1894)	651
	University of Puget Sound, Collins Memorial Library (1938)	645
Vancouver	Fort Vancouver Regional Library (1962)	648
Walla Walla	Whitman College, Penrose Memorial Library (1890)	649
	WEST VIRGINIA	
Athens	Concord College Library (1924)	656
Charleston	Kanawha County Public Library (1952)	655
	West Virginia Department of Archives and History Library (unkown)	652
Elkins	Davis and Elkins College Library (1913)	658
Fairmont	Fairmont State College Library (1884)	657
Glenville	Glenville State College, Robert F. Kidd Library (1966)	656A
Huntington	Marshall University Library (1925)	660
Institute	West Virginia State College Library (1907)	654
Morgantown	West Virginia University Library (1907)—REGIONAL	653
Salem	Salem College Library (1921)	659
Weirton	Mary H. Weir Public Library (1963)	655A
	WISCONSIN	
Appleton	Lawrence University, Samuel Appleton Library (1869)	674
Beloit	Beloit College Libraries (1888)	666
Eau Claire	Wisconsin State University, William D. McIntyre Library (1951)	675
Fond du Lac	Fond du Lac Public Library (1966)	672A
Green Bay	University of Wisconsin at Green Bay Library (1968)	674A
La Crosse	La Crosse Public Library (1883)	669
	Wisconsin State University, Murphy Library (1965)	666A
Madison	Department of Public Instruction, Division for Library Services, Reference and Loan Library (1965)	665A
	Madison Public Library (1965)	668A
	State Historical Society Library (1870)—REGIONAL, in cooperation with University of Wisconsin, Memorial Library	668
	University of Wisconsin, Memorial Library (1939)	664
	Wisconsin State Library (unknown)	663
Milwaukee	Alverno College Library (1971)	661A
	Milwaukee County Law Library (1934)	671
	Milwaukee Public Library (1861)—REGIONAL	670
	Mount Mary College Library (1964)	671B
	Oklahoma Neighborhood Library (1965)	661
	University of Wisconsin-Milwaukee Library (1960)	671A
Oshkosh	Wisconsin State University, Forrest R. Polk Library (1956)	672
Platteville	Wisconsin State University, Elton S. Karrmann Library (1964)	669A
Racine	Racine Public Library (1898)	667
River Falls	Wisconsin State University, Chalmer Davee Library (1962)	675A
Stevens Point	Wisconsin State University Library (1951)	673

	WISCONSIN—Continued	Depository No.
Superior	Superior Public Library (1908)	676
	Wisconsin State University, Jim Dan Hill Library (1935)	665
Waukesha	Waukesha Public Library (1966)	670A
Wausau	Wausau Public Library (1971)	673A
Whitewater	Wisconsin State University, Harold Andersen Library (1963)	667A
	WYOMING	
Casper	Natrona County Public Library (1929)	680
Cheyenne	Wyoming State Library (unknown)	677
Laramie	University of Wyoming, Coe Library (1907)	678
Powell	Northwest Community College Library (1967)	681A
Riverton	Central Wyoming College Library (1969)	679
Rock Springs	Western Wyoming College Library (1969)	680A
Sheridan	Sheridan College, Mary Brown Kooi Library (1963)	681

DESIGNATED DEPOSITORIES

Senator COTTON. I have just a couple of random questions that have occurred to me.

On these designated libraries, I assume that already most of the States libraries—in my State, I know the State library is connected with the State supreme court, the highest appellate court—are already designated; aren't they?

Mr. KLING. Yes, sir; I would say a high percentage of the State libraries are designated.

Senator COTTON. The other designated libraries, what are they? Are they libraries in large centers, large cities? How are they differentiated?

Mr. KLING. A great many public libraries, municipal public libraries, a great many libraries at universities, colleges, junior colleges and private libraries are designated.

Senator COTTON. You have been talking about law schools. Aren't some of them already designated?

Mr. KLING. We actually did a little research in this, sir, to determine how many schools of law were accredited by the American Bar Association. I think the figure came out at approximately 300. These law libraries at the present time are not included in the list of designated depositories.

SELECTION OF ITEM CATEGORIES BY DEPOSITORIES

Senator COTTON. Every accredited depository, what do they receive? Is it the whole gamut of Federal documents?

Mr. KLING. No, sir. We supply each library when it is designated as a depository a list of approximately 2,300 item categories and they go through these lists and decide which categories they would like to receive.

Senator COTTON. Suppose they ask for them all?

Mr. KLING. If they ask for all of them, we will supply all of them, sir. But they are fairly inundated with material if they select all of them.

REQUIREMENTS FOR DEPOSITORY LIBRARY

Senator COTTON. If every Congressman had the opportunity to designate one more in his district, that might be almost any kind of a library.

Mr. KLING. There are a number of mandatory requirements for a library before it may be designated as a depository. It must have in excess of 10,000 volumes, exclusive of the government collection; it has to be open to the public; it has to conform to certain other criteria before it may be designated as a depository. So the smaller library could not qualify.

Senator COTTON. Unless a library is a State library or in a large educational institution, or in a very large city or center, metropolitan area, thousands and thousands of these documents would never be used; would they?

Mr. KLING. Once again, we require that the public documents collection be displayed, be available to the customer, that it be displayed and indexed properly.

There are some fairly small cities in the United States whose municipal libraries are designated depositories, and which do a very good job of maintaining the government collection of material. But in truth, if a library is designated as a depository it requires a great deal of time on the part of a librarian, and requires a great deal of shelf space.

Senator COTTON. They wouldn't ask for it if it was not going to be used?

Mr. KLING. This would be my feeling; yes, sir.

Senator COTTON. If you give a Congressman a chance to tell some city in his district, "I am going to get you a designated library," that may not necessarily follow; is that right?

Mr. KLING. Yes, sir.

IMPACT OF POSTAL RATE INCREASE

Senator COTTON. Referring to your comments on postage rates, I have a couple of additional questions. Do you have any estimate of the considerably greater costs because of the new postage rates?

Mr. KLING. Well, of course, at the moment we are deeply involved with the Postal Service in trying to arrive at a formula whereby we may or may not be able to get appropriate rates. The estimates vary from the payment of full postage for everything we mail down to what we hope will be something on the order of a privileged rate, such as fourth class material or book rate for shipping our documents.

Senator COTTON. With the tightening up on what is commonly referred to as junk mail, but I suppose actually is direct mail advertising of merchandise, there would be an unholy outcry, wouldn't there, if the Government were able to flood the country with documents at a reduced rate?

Mr. KLING. We don't like to think of our material as junk mail.

Senator COTTON. I dislike going home at the end of the session and not being able to get through my front hall because of the accumulation of circulars, pamphlets, et cetera, but actually if you get down to it, much of it is announcements of sales in local stores and other advertising for the small businessman or dealer who can't afford to run ads in newspapers.

I have always felt that the term "junk mail" is a little bit unfair and I am not suggesting that for your mailing.

Mr. KLING. All of our material, Senator——

Senator COTTON. Is official Government mail.

SELECTED LIST OF U.S. PUBLICATIONS

Mr. KLING. Yes, sir. And we do not mail to you unless you have asked to receive this material. Our principal means for announcing Government publications is a biweekly edition of the Selected List of U.S. Government Publications. You have to request that your name be placed on this list in order to receive this announcement. You can stop it any time you wish.

Senator COTTON. By "you," you mean either an individual or a corporation, a partnership or local public official, or library?

Mr. KLING. Yes, sir. Everybody has to request this.

Senator COTTON. You don't even send the list of what is available unless they write and ask for it?

Mr. KLING. That is right, sir.

Senator COTTON. That is good to have in the record.

At the present time, are postage costs included in the sales prices of publications?

Mr. KLING. Yes, sir.

PAY RAISE INCREASES

Senator COTTON. I notice in exhibit 2 which you furnished the committee that the Office of Superintendent of Documents has pending at the Office of Management and Budget a request for an additional $785,000 for increased pay costs in fiscal year 1973.

I note from exhibit 1, which you filed with the committee, that you have a supplemental pending at the OMB for increased pay costs for fiscal year 1972 in the amount of $384,000. For the record, will you please comment on the subject of these increased pay costs?

Mr. KLING. Yes, sir. As a result of pay increases, the projected deficit in funds available for personnel compensation for fiscal year 1972 is $426,500. Of that amount we estimate that $42,500 can be absorbed, leaving $384,000 as the amount needed for fiscal year 1972.

It is anticipiated that a sum of $42,500 can be made available through deferring the purchase of selected equipment and by exercising prudent control over the ordering of office and mailing supplies.

You will remember the entire $200,000 reserve for contingencies has been approved by the Public Printer to pay for increased costs of publications due to be distributed to Federal depository libraries.

Senator COTTON. Do you gentlemen have anything further to add?

SELECTED LIST MAINTENANCE

Mr. KLING. There is one thing I would like to add, sir, on the subject of the Selected List. This item of announcement now goes to about 950,000 names in the United States. These people have requested to be on that list and it is almost 1 million names.

Senator COTTON. If I requested to be on that list back in 1960, do I have to renew that request each year or do I stay right on the list until it begins to come back with a notation that I am dead or something? In other words, is your list current or is it an accumulation over the years?

Mr. KLING. We purge the list annually.

Senator COTTON. How do you purge it?

Mr. KLING. The purging is based on a question placed on the Selected List, asking, in effect, "Do you wish to continue to receive this announcement?

Senator COTTON. These go through the Post Office?

Mr. KLING. Yes, sir.

Senator COTTON. Thank you, gentlemen.

SUBCOMMITTEE RECESS

We will meet at 10 o'clock tomorrow to hear representatives of the Library of Congress.

(Whereupon, at 4:20 p.m., Monday, February 28, the subcommittee was recessed, to reconvene at 10 a.m., Tuesday, February 29.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1973

TUESDAY, FEBRUARY 29, 1972

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

The subcommittee met at 10 a.m., in room 1223, New Senate Office Building, Hon. Ernest F. Hollings (chairman) presiding.

Present: Senators Hollings and Cotton.

LIBRARY OF CONGRESS

STATEMENT OF DR. L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS

ACCOMPANIED BY:

JOHN G. LORENZ, DEPUTY LIBRARIAN OF CONGRESS
MRS. ELIZABETH E. HAMER, ASSISTANT LIBRARIAN OF CONGRESS
WILLIAM J. WELSH, DIRECTOR, PROCESSING DEPARTMENT
PAUL L. BERRY, DIRECTOR, REFERENCE DEPARTMENT
CARLETON W. KENYON, LAW LIBRARIAN
F. E. CROXTON, DIRECTOR, ADMINISTRATIVE DEPARTMENT
GEORGE D. CARY, REGISTER OF COPYRIGHTS
LESTER S. JAYSON, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE
EDMOND L. APPLEBAUM, ASSISTANT DIRECTOR FOR ACQUISITIONS AND OVERSEAS OPERATIONS, PROCESSING DEPARTMENT
FRAZER G. POOLE, ASSISTANT DIRECTOR FOR PRESERVATION, ADMINISTRATIVE DEPARTMENT
NORMAN BECKMAN, DEPUTY DIRECTOR, CONGRESSIONAL RESEARCH SERVICE
ROBERT S. BRAY, CHIEF, DIVISION FOR THE BLIND AND PHYSICALLY HANDICAPPED, REFERENCE DEPARTMENT
PAUL R. REIMERS, COORDINATOR OF INFORMATION SYSTEMS, ADMINISTRATIVE DEPARTMENT
WILLIAM W. ROSSITER, CHIEF, FINANCIAL MANAGEMENT OFFICE
DONALD C. CURRAN, BUDGET OFFICER

INTRODUCTION OF ASSOCIATES

Senator HOLLINGS. Today we examine the budget estimates of the Library of Congress.

We want to welcome the Librarian, Dr. Quincy Mumford, and his associates. Perhaps you would like to identify for the record your associates.

Mr. MUMFORD. Mr. Chairman, on my left is Mr. Lorenz, the Deputy Librarian; Mr. Rossiter, Chief of the Financial Management Office; Mrs. Hamer, the Assistant Librarian; Mr. Welsh, Director of the Processing Department; Mr. Applebaum, Assistant Director for Acquisitions; Mr. Reimers, Chief of the Information Systems Office; Mr. Croxton, Director of Administrative Department; Mr. Curran, Budget Officer; Mr. Jayson, Director of the Congressional Research Service, and Mr. Beckman, Deputy Director; Mr. Berry, Director of the Reference Department; Mr. Poole, Assistant Director for Preservation; Mr. Bray, Chief of the Division for the Blind and Physically Handicapped, and Mr. Kenyon and Mr. Cary, Register of Copyrights.

1972 APPROPRIATIONS AND 1973 BUDGET REQUEST

Senator HOLLINGS. I want to insert at this point in the record the summary tables appearing on pages 1 and 3 of the justification. These tables indicate a request for fiscal year 1973 of $77,210,900, an increase of $9,117,650 over appropriations enacted thus far for fiscal year 1972.

In addition, 199 new positions are requested, which will be discussed later as we examine into the individual line items.

FUNDS AVAILABLE FROM ALL SOURCES

I shall also insert into the record a table from page A–2 of the justification, showing the total funds available to the Library of Congress from all sources: appropriations, gifts and trust funds, reimbursements for services performed, and working fund advances.

These estimates for fiscal year 1973 total $85,125,482.

(See tables I, II, IIa, and III on pages 173 through 177.)

APPROPRIATIONS AND AUTHORIZED POSITIONS

In addition, I will ask the Librarian to update for the printed record the annual table of appropriations and authorized positions from 1939, including the estimate for fiscal year 1973.

(The table follows on page 178.)

Table I

Comparative Summary of Appropriation and Appropriation Estimates

	1972 Appropriation	Postage Supplemental	1972 Adjusted	1973 Request	Increase 1973 over 1972
Salaries and Expenses, Library of Congress	$33,476,000	$ 7,000	$33,483,000	$34,819,000	$1,336,000
Salaries and Expenses, Copyright Office ..	4,586,000	4,000	4,590,000	4,848,000	258,000
Salaries and Expenses, Congressional Research Service	7,166,000	----	7,166,000	9,342,000	2,176,000
Salaries and Expenses, Distribution of Catalog Cards	9,726,750	22,000	9,748,750	10,148,750	400,000
Books for the General Collections	971,000	2,000	973,000	1,118,650	145,650
Books for the Law Library	156,500	----	156,500	181,500	25,000
Salaries and Expenses, Books for the Blind and Physically Handicapped	8,550,000	5,000	8,555,000	8,831,000	276,000
Furniture and Furnishings	454,000	----	454,000	4,853,000	4,399,000
Salaries and Expenses, Revision of Hinds' and Cannon's Precedents	76,000	----	76,000	78,000	2,000
Total, Regular Appropriations	65,162,250	40,000	65,202,250	74,219,900	9,017,650
Collection and Distribution of Library Materials (Special Foreign Currency Program)	2,891,000	----	2,891,000	2,991,000	100,000
Total	$68,053,250	$40,000	$68,093,250	$77,210,900	$9,117,650

Table II

Summary of Permanent Budgeted Positions, 1971, 1972, 1973

Appropriation Title	1971 Total Number	1972 Total Number	1973 Total Number	Net Increase or Decrease
Salaries and Expenses, Library of Congress	1,630	2,138	2,189	+ 51
Salaries and Expenses, Copyright Office	337	362	387	+ 25
Salaries and Expenses, Congressional Research Service	363	438	558	+ 120
Salaries and Expenses, Distribution of Catalog Cards	615	615	615	---
Salaries and Expenses, Books for the Blind and Physically Handicapped	87	95	99	+ 4
Salaries and Expenses, Organizing and Microfilming the Papers of the Presidents	15	---	---	---
Collection and Distribution of Library Materials (Special Foreign Currency Program)	10	11	10	- 1
Salaries and Expenses, Revision of Annotated Constitution	4	4	4	---
Salaries and Expenses, Revision of Hinds' and Cannon's Precedents	3	4	4	---
Total	3,064	3,667	3,866	+ 199

Note: The total number in each instance includes the full-time equivalent of part-time positions. Totals above do not include: (1) positions established on a temporary or indefinite basis, or (2) native personnel hired in connection with the Special Foreign Currency Program.

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Table A-2

Total Funds Available - All Sources

Source	1971 Actual	1972 Estimate	1973 Estimate
Annual Appropriations to the Library of Congress	$53,359,209	$68,093,250	$77,210,900
Annual Appropriations for Library Buildings to Architect of the Capitol ..... (See Schedule 1)	17,175,200	72,252,000	1,573,400
Gift and Trust Funds ..... (See Schedule 2)	3,932,671	4,140,734	4,140,734
Reimbursement for Services Performed ..... (See Schedule 3)	95,967	77,730	59,830
Working Fund Advances and Allocations ..... (See Schedule 4)	9,523,941[1/]	2,403,771	2,140,618
Total	$84,086,988	$146,967,485	$85,125,482

1/ Does not include $38,503.68 for severance pay and terminal costs (Aerospace Technology Project).

Summary of Increases and Decreases

Increases	Library of Congress	Copyright Office	Congressional Research Service	Card Distribution
To maintain present level of staff and service in 1973:				
Ingrade increases and reallocations	$ 550,034	$ 96,575	$ 166,422	$192,575
Annualization of positions	----	----	----	----
Increased travel costs	----	----	3,000	----
Communication services	26,000	----	800	26,000
Equipment rental	75,000	----	1,800	----
Printing and reproduction	40,000	----	----	----
Supplies and materials	31,000	----	----	----
Increased cost of acquisitions	----	----	----	----
Printing catalogs (non-recurring)	----	10,000	----	----
Publication contracts	----	----	----	----
Increased cost of Furniture and Furnishings	----	----	----	----
Other services	----	----	2,000	----
Total cost to maintain present operating level	722,034	106,575	174,022	218,575
To meet increased workload, to strengthen service, and to reduce arrearage:				
Salaries, new positions	(47) 366,089	(25) 193,219	(120) 1,629,885	----
Personnel benefits	32,311	16,964	134,160	----
Special and temporary	----	----	21,000	----
Other services	----	----	10,000	----
Printing and reproduction	----	6,500	----	----
Contractual services	----	----	250,000	----
Pamphlets and documents	----	----	5,000	----
Supplies and materials	----	----	5,000	----
Equipment (non-recurring)	----	----	----	225,000
Talking book materials	----	----	----	----
Braille book materials	----	----	----	----
Preservation of materials	120,000	----	----	----
Space rental	100,000	----	----	----
Compact book shelves - Madison Bldg	----	----	----	----
Model furniture - Madison Bldg.	----	----	----	----
Total cost to meet increased workload, etc.	618,400	216,683	2,055,045	225,000
To meet needs of National Program for Acquisitions and Cataloging:				
Salaries, new positions	(4) 45,572	----	----	----
Personnel benefits	3,815	----	----	----
Special and temporary	2,650	----	----	----
Non-personal services	147,350	----	----	----
Total cost to meet needs of NPAC	199,387	----	----	----
Total Increases	1,539,821	323,258	2,229,067	443,575
Decreases				
Two less days	198,849	32,258	53,067	43,575
Accident compensation	972	----	----	----
Replacement of passenger car	4,000	----	----	----
Printing, Catalogs (Bulletin)	----	33,000	----	----
Salaries - Final portion of UAR	----	----	----	----
New furniture and furnishings	----	----	----	----
Total Decreases	203,821	65,258	53,067	43,575
Net increases, regular appropriations	1,336,000	258,000	2,176,000	400,000
Collection and Distribution of Library Materials (Special Foreign Currency Program):				
Foreign currencies - increases	----	----	----	----
Foreign currencies - decreases	----	----	----	----
Net increase, foreign currencies	----	----	----	----
Total Increases, Library of Congress	$1,336,000	$258,000	$2,176,000	$400,000
(New Positions)	(51)	(25)	(120)	---

Summary of Increases and Decreases III

Books General	Books Law	Blind and P. H.	P.L. 480	Furniture and Furnishings	Revision of Hinds' and Cannon's Precedents	Total
----	----	$ 50,995	$ 2,581	----	$2,000	$1,061,182
----	----	----	5,619	----	----	5,619
----	----	----	----	----	----	3,000
----	----	5,000	----	----	----	57,800
----	----	----	----	----	----	76,800
----	----	5,348	----	----	----	45,348
----	----	----	----	----	----	31,000
145,650	25,000	----	----	----	----	170,650
----	----	----	----	----	----	10,000
----	----	78,500	----	----	----	78,500
----	----	----	----	9,000	----	9,000
----	----	----	----	----	----	2,000
145,650	25,000	139,843	8,200	9,000	2,000	1,550,899
----	----	(4) 31,948	----	----	----	(196) 2,221,141
----	----	2,794	----	----	----	186,229
----	----	----	----	75,000	----	96,000
----	----	----	----	25,000	----	35,000
----	----	----	----	----	----	6,500
----	----	----	----	8,000	----	258,000
----	----	----	----	----	----	5,000
----	----	----	----	----	----	5,000
----	----	----	----	----	----	225,000
----	----	39,500	----	----	----	39,500
----	----	69,500	----	----	----	69,500
----	----	----	----	----	----	120,000
----	----	----	----	----	----	100,000
----	----	----	----	4,250,000	----	4,250,000
----	----	----	----	50,000	----	50,000
----	----	143,742	----	4,408,000	----	7,666,870
----	----	----	----	----	----	(4) 45,572
----	----	----	----	----	----	3,815
----	----	----	----	----	----	2,650
----	----	----	----	----	----	147,350
----	----	----	----	----	----	199,387
145,650	25,000	283,585	8,200	4,417,000	2,000	9,417,156
----	----	7,585	----	----	----	335,334
----	----	----	----	----	----	972
----	----	----	----	----	----	4,000
----	----	----	----	----	----	33,000
----	----	----	(-1) 10,200	----	----	(-1) 10,200
----	----	----	----	18,000	----	18,000
----	----	7,585	10,200	18,000	----	401,506
145,650	25,000	276,000	- 2,000	4,399,000	2,000	9,015,650
----	----	----	287,800	----	----	287,800
----	----	----	-185,800	----	----	-185,800
----	----	----	102,000	----	----	102,000
$145,650	$25,000	$276,000	$100,000	$4,399,000	$2,000	$9,117,650
---	---	(4)	(-1)	---	---	

LIBRARY OF CONGRESS—ANNUAL APPROPRIATIONS AND AUTHORIZED POSITIONS

Year	Library of Congress[1]		Copyright Office[3]		Legislative reference[4]		Card distribution[5]		Books for the blind and physically handicapped		Books for general collections, Amount	Books for Law Library, Amount	Books for Supreme Court, Amount
	Amount	Positions[2]	Amount	Positions[3]	Amount	Positions[2]	Amount	Positions[2]	Amount	Positions[2]			
1939	$1,666,800	698	$305,400	136	$131,500	39	$365,000	82	$275,000	4	$149,500	$70,000	$8,000
1940	1,743,987	792	337,460	146	138,700	54	409,560	92	275,000	8	118,000	85,000	----------
1941	2,040,618	842	352,840	150	154,580	60	444,260	117	325,000	8	148,000	85,000	10,000
1942	2,218,847	876	334,740	148	171,005	66	454,375	127	350,000	8	248,000	90,000	20,000
1943	2,089,262	972	337,920	155	187,440	68	434,090	129	370,000	8	173,000	90,000	20,000
1944	2,497,862	882	355,759	129	219,751	65	533,953	121	370,000	8	198,000	95,000	20,000
1945	2,542,200	912	368,000	131	213,000	62	531,605	114	500,000	8	198,000	85,000	20,000
1946	3,062,405	962	370,700	149	275,276	72	542,100	115	500,000	10	525,000	150,000	20,000
1947	3,545,060	995	626,925	192	569,100	131	791,482	129	500,000	16	370,000	125,000	20,000
1948	3,419,700	951	626,925	180	500,000	113	750,000	156	1,000,000	16	300,000	95,000	20,000
1949	3,820,271	964	781,800	211	541,500	117	897,375	149	979,400	17	300,000	95,000	24,000
1950	4,170,120	1,009	851,228	224	751,598	159	1,026,736	166	1,000,000	18	300,000	95,000	25,000
1951	4,355,180	1,014	929,500	239	790,000	151	1,102,600	173	1,000,000	20	270,000	85,500	22,500
1952	4,815,483	1,010	1,027,010	239	866,300	151	1,172,750	174	1,000,000	20	270,000	85,500	22,500
1953	4,880,812	1,011	1,052,909	239	869,300	151	1,235,107	179	1,000,000	20	270,000	85,500	22,500
1954	4,810,272	1,002	1,100,000	244	901,721	151	1,264,800	188	1,000,000	21	270,000	90,000	22,500
1955	4,815,636	971	1,123,900	238	897,300	144	1,349,100	190	1,000,000	21	260,000	90,000	25,000
1956	5,143,064	973	1,238,475	247	1,054,932	158	1,402,359	192	1,006,678	21	300,000	90,000	25,000
1957	5,310,593	1,007	1,287,547	256	1,067,387	158	1,487,100	204	1,067,481	24	300,000	90,000	27,500
1958	[6] 6,217,345	[6] 1,063	[7] 1,329,655	[7] 238	1,267,000	163	1,715,000	221	1,206,000	25	320,000	90,000	27,500
1959	6,748,300	1,091	1,397,256	236	1,390,300	171	1,878,635	223	1,367,900	25	320,000	90,000	30,000
1960	7,159,890	1,147	1,450,000	245	1,455,400	180	1,981,300	238	1,619,400	28	350,000	90,000	30,000
1961	8,122,800	1,172	1,588,800	247	1,780,200	208	2,172,700	265	1,723,200	29	400,000	90,000	35,000
1962	8,455,000	1,211	1,600,000	247	1,809,200	208	2,347,000	288	1,786,100	31	470,000	90,000	38,000
1963	10,074,380	1,253	1,673,560	247	1,960,820	215	2,754,370	319	1,893,910	31	570,000	110,000	[8]
1964	9,726,000	1,276	1,781,000	252	2,119,000	220	3,042,000	331	1,900,000	33	670,000	110,000	----------
1965	11,001,800	1,365	1,914,200	255	2,412,800	224	3,810,100	393	2,458,600	36	670,000	110,000	----------
1966	11,994,700	1,426	2,072,500	268	2,586,200	228	4,100,300	400	2,681,600	38	780,000	125,000	----------
1967	13,524,100	1,418	2,329,000	293	3,010,500	263	4,648,600	439	4,603,100	54	800,000	125,000	----------
1968	[10] 15,810,968	[10] 1,477	2,532,832	308	3,349,323	286	6,422,800	564	5,968,234	59	[11] 590,000	125,000	----------
1969	18,019,300	1,533	2,987,800	324	3,870,000	311	7,250,000	604	6,668,000	64	665,000	125,000	----------
1970	20,881,000	1,580	3,496,000	332	4,683,000	323	8,025,000	604	7,030,000	72	750,000	140,000	----------
1971	23,183,000	1,630	3,906,000	337	5,653,000	363	9,000,000	615	7,647,000	87	800,000	140,000	----------
1972	33,483,000	2,138	4,590,000	362	7,166,000	438	9,748,750	615	8,555,000	95	973,000	156,500	----------
1973 (estimate)	34,819,000	2,189	4,848,000	387	9,342,000	558	10,148,750	615	8,831,000	99	1,118,650	181,500	----------

Year	Presidential Papers		Preservation of motion pictures		Revision of Annotated Constitution		Special foreign currency program [9]		Alaskan Church records,	Furniture and furnishings, [13]	Hinds' and Cannon's precedents		Total	
	Amount	Positions [2]	Amount	Positions [2]	Amount	Positions [2]	Amount	Positions [2]	Amount	Amount	Amount	Positions [2]	Amount	Positions [2]
1939													$2,971,200	959
1940													3,107,707	1,092
1941													3,560,298	1,177
1942													3,886,967	1,225
1943													3,701,712	1,332
1944													4,290,325	1,205
1945													4,457,805	1,227
1946													5,445,481	1,308
1947													6,547,567	1,463
1948													6,711,625	1,416
1949													7,439,346	1,458
1950													8,219,682	1,576
1951													8,555,280	1,597
1952													9,259,543	1,594
1953													9,416,128	1,600
1954													9,459,293	1,606
1955													9,560,936	1,564
1956													10,260,508	1,591
1957													10,637,608	1,649
1958													12,172,500	1,710
1959	$106,800	15	$60,000	2									13,389,191	1,763
1960	106,800	18	60,000	2									14,302,790	1,858
1961	112,800	17	60,600	2									16,086,100	1,940
1962	112,800	19	60,600	2	$25,000	1	$400,000	4					17,193,700	2,011
1963	112,800	19	60,600	1		2	679,900	4	$15,000				19,905,340	2,091
1964	112,800	15	50,000	1			978,000	9					20,488,800	2,137
1965	112,800	15	50,000	1			1,541,500	10					24,081,800	2,299
1966	112,800	15	50,000	1			1,848,500	10					26,351,600	2,386
1967	112,800	15	50,000	1			2,268,000	11					31,471,100	2,494
1968	112,800	15	(12)	(12)			2,229,443	12					37,141,400	2,721
1969	118,800	15					2,009,000	10					41,712,900	2,861
1970	136,000	15					1,816,000	10					46,957,000	2,936
1971	150,500	15			110,709	4	2,389,000	10		$350,000	$30,000	3	53,359,209	3,064
1972						4	2,891,000	11		454,000	76,000	4	68,093,250	3,667
1973 (estimate)						4	2,991,000	10		4,853,000	78,000	4	77,210,900	3,866

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

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

[3] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Copyright Office; and printing the catalog of title entries of the Copyright Office.

[4] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Legislative Reference; Index to State legislation; revision of the Annotated Constitution of the United States of America. Appropriation title as of January 1971 changed to: Salaries and Expenses, Congressional Research Service.

[5] From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, distribution of catalog cards; and printing, catalog cards.

[6] Includes $117,345 comparative transfer of 20 positions from Copyright Office.

[7] Excludes $117,345 comparative transfer of 20 positions to Library of Congress.

[8] Transferred to Judiciary Branch.

[9] Includes U.S. Dollar Support personnel only.

[10] Includes comparative transfer of $210,000 from Books for the General Collections; $50,000 and 1 position from Preservation of Motion Pictures.

[11] Excludes comparative transfer of $210,000 to Salaries and Expenses, Library of Congress.

[12] Excludes comparative transfer of $50,000 and 1 position to Salaries and Expenses, Library of Congress.

[13] Appropriation transferred to Librarian of Congress from Architect of Capitol.

1972 APPROPRIATION AND 1973 BUDGET REQUEST

Senator HOLLINGS. Now, Dr. Mumford, will you please proceed with your statement?

Mr. MUMFORD. I have a brief summary statement, Mr. Chairman.

We appreciate this opportunity to appear before you to outline our program and request for 1973. My preliminary statement will be brief. I want primarily to call your attention at this time to the two major increases in the request, which together total about $6,500,000.

First, there is a request of $4,400,000 to begin to contract for the James Madison Memorial Library furniture and equipment and; second, about $2 million for the Congressional Research Service to continue expansion of services authorized by the Legislative Reorganization Act of 1970.

The budget before you totals $77,210,900 in all funds, an increase of $9,117,650 over last year. About $1,500,000 of this increase is needed to maintain present levels of staff and services—to cover price and within-grade increases—in short, the funds necessary to keep the Library programs going at the present level.

FURNISHING LIBRARY OF CONGRESS JAMES MADISON MEMORIAL BUILDING

The first major increase I mentioned is essentially a non-recurring item of $4,400,000 to begin to contract and plan for the furnishing of the Library of Congress James Madison Memorial Building. A large portion of this request, specifically $4,250,000, is for the compact book shelving for the building. The lead time between the ordering and receipt of this equipment is conservatively estimated to be 20 months. Therefore, orders must be placed during fiscal 1973 if the building is to be ready for occupancy when completed in 1975.

I am sure that you would agree that it would be wasteful for the building to stand partially idle while we wait for delivery of these bookstacks. Included also are funds for planning the acquisition of the remainder of the furniture and equipment needed for the building.

CONGRESSIONAL RESEARCH SERVICE

The other major increase is approximately $2 million for the Congressional Research Service, part of which will be used to continue expansion of services to meet the responsibilities outlined in the Legislative Reorganization Act of 1970.

The principal intent of the act with respect to CRS, according to the report accompanying the bill, was "to provide massive aid in policy analysis" to congressional committees.

Additional positions were allowed in fiscal 1972 to make a beginning in implementing the Service's new responsibilities. This year the Service is requesting 120 new positions for the dual purpose of continuing an orderly expansion of activities as required by Congress and to maintain traditional services for which demands also continue to grow.

COPYRIGHT POSITIONS

Another request that follows congressional action is the request for 18 positions in the Copyright Office to operate the new registration

system for sound recordings required by the enactmentment of Public Law 92–140 on October 15, 1971.

OTHER INCREASES

The remaining increases not included in the special requests I have mentioned total less than $1,300,000. This amount includes a modest increase in the important program to preserve the Library's materials; some expansion of the reading program for the blind and physically handicapped; additional equipment to complete the mechanization of the Card Division; and 51 processing, reference, and administrative positions to keep up with the constant demands of a growing Research library.

In recognition of general conditions in the Nation and the Government, the part of the request that represents the basic needs of the present operations has been scaled down to a minimum.

REDUCTION OF REQUEST

In addition, as I reported to the House Subcommittee on Legislative Appropriations, I have made a final review of the estimates, taking into consideration new information since these requests were submitted, and I find that I am able to reduce the increases requested under several appropriations by a total of $413,575. We shall be pleased to detail these when we discuss the particular items.

As a result of a strict program of economies I instituted last fall, including a temporary freeze on filling vacancies, the Library is able to absorb about 70 percent of the January 1, 1972, pay raise for the current year.

However, I have asked that the 1973 budget request be amended to include annualization of these pay costs in the additional amount of $2,745,000.

This summary, as I have stated, does not speak to a number of other important areas, but my colleagues and I are here to answer your questions and furnish more detail and justification as we proceed.

Thank you, Mr. Chairman.

COMPACT SHELVING

Senator HOLLINGS. Dr. Mumford, why does it take so long to get bookshelves, 20 months?

Mr. MUMFORD. I can undertake to explain that in a general way, but I think our building planning coordinator can do better since it is somewhat technical.

Mr. POOLE. The bookshelves we are asking for are a relatively new development called compact stacks. In ordinary bookstack installations one must leave an aisle, illustrated here in the left-hand photograph, in order for people to get through and find the books. Compact stacks roll on tracks in order that you can fill up all the spaces. By this design we locate bookstacks in what would normally be aisles. There are only about three manufacturers in the United States who are equipped to do this job, largely because the design is new and because there has been limited demand and thus a limited number of installations in this country.

We believe that it is important to utilize every available inch of space in the building. These stacks make possible 80 to 100 percent greater utilization of available floor space. The design, preparation of shop drawings, fabrication, and installation requires, according to the manufacturer's best estimate, a year and a half, that is 18 to 20 months.

Senator HOLLINGS. These are tailor-made, then, for the building?

Mr. POOLE. Not in the sense that they could not be used elsewhere, but these are not off-the-shelf items. They are manufactured to our specifications.

Senator HOLLINGS. You punch a button for the tiers of shelves to move?

Mr. POOLE. That is correct.

Senator HOLLINGS. They are electrically operated.

Mr. POOLE. That is correct. They have motors in the bases. You push a button for the aisle you wish to enter and the stacks open up. They are a very effective means of utilizing space to the greatest advantage.

Mrs. HAMER. And they have safety devices so that when somebody comes into an unauthorized aisle they don't get squashed among the books when the compact shelving is closed.

Senator HOLLINGS. I can see one of the TV programs where someone would push a button and get squashed.

Mr. POOLE. The safety devices used are very much like those on elevator doors. You hit the rubber gasket and that stops the stacks from closing.

Senator HOLLINGS. What about the maintenance? Did you look into that?

Mr. POOLE. CIA has used them. Maintenance is not a big problem but there is, of course, more with such mechanical devices, than with conventional bookstacks.

Senator HOLLINGS. It seems to be an excellent idea. I was just in a library in Ottawa, Canada, and a gentleman extended his regards to you, Dr. Mumford. Of course, they have those old-fashioned oaken shelves. The only part of the Parliament Building not burned was the library.

This compact stack seems to be most practical.

Mr. POOLE. We believe it will certainly make better use of our floor space.

Mr. MUMFORD. They are being used in a number of other libraries, also.

Mr. POOLE. Yes, sir. They have been used in the Diet Library in Japan, a number of libraries in Europe, and several libraries in this country.

INCREASES FOR CONGRESSIONAL RESEARCH SERVICE

Senator HOLLINGS. You are requesting 120 new positions for the orderly expansion activities required by Congress. Can you elaborate on that, Dr. Mumford? What generally have been the requirements of Congress?

Mr. MUMFORD. This is for the Congressional Research Service. The Legislative Reorganization Act of 1970 did place considerable additional responsibilities upon the Service. Its regular inquiries have continued to increase also.

May I ask Mr. Jayson, the Director of the Service, to elaborate?

Mr. JAYSON. Under the provisions and legislative history of the Legislative Reorganization Act we were directed to provide extensive, indepth Research for committees, to be able to provide supplementary staff for committees; to provide a pool of experts which various committees might call upon, recognizing, of course, that it would be inappropriate and inefficient, not economically feasible, to have experts on every subject matter.

We were also directed, when the occasion makes it necessary, to contract with outside research organizations, to bring on temporary consultants and the like.

The in-depth policy analysis projects that we have undertaken with the limited staff we had last year were begun with a small number of committees. We have undertaken extensive projects for a small number of committees, averaging, I would guess, approximately 2 man-years per project.

So we actually took on last year about 15 more substantial projects than we normally would carry. This year—fiscal 1973—we hope that with the new funds we are requesting we will be able to bring on board people who will be able to undertake an additional 25 or 30 such in-depth projects and move forward with additional committees offering extensive services to them as we did with only a few committees this year. I will go into that in more detail when we come to the CRS portion of the budget.

EXPERT REQUISITE

Senator HOLLINGS. Let me give you an example. Yesterday, we spent the afternoon in hearings on Maritime Passenger Service and the ships that have been constructed, subsidized, under the act of 1936. Now they want to sell them to foreign governments and to all intents go out of the passenger service.

The unions worked themselves into this position where it is economically prohibitive to run a passenger service on ships. You have to use foreign crews. The unions came up and said, "We are willing to cut back, to do this and that."

Since we do not have an expert on the Merchant Marine Affairs Subcommittee, could I call on that group to find out where the truth lies?

Mr. JAYSON. This is the intention of the act. I would say in terms of that particular subject matter that we do not have an expert. The whole problem of transportation, maritime transportation, air transportation, highway safety and so on is one of the areas where we would be seeking top talent if we are given permission here to bring on people of that kind. That kind of help to a committee is precisely the sort of thing that the act intends.

As a matter of fact, one of the provisions, of the act directs us to work with the committees in their advance planning for issues that may be coming before them, so that when a hearing is scheduled the committee won't find itself short of the information that it needs for the legislative problem.

That is precisely the sort of thing we are hoping to achieve in the long range.

REQUEST REDUCTIONS: EFFORT TO EFFECT ECONOMIES

Senator HOLLINGS. Dr. Mumford, tell us about this reduction of $413,000. Was that under pressure? I am liberal when it comes to the Library of Congress. I don't want to cut ourselves back too severely.

Mr. MUMFORD. It comes from an effort to effect economies in every way possible. The savings incorporated are in several appropriations.

Senator HOLLINGS. What are they, generally?

Mr. ROSSITER. Under Congressional Research Service we were able to reduce it by $121,000. In the distribution of catalog cards we reduced it by $192,575, and $100,000 was reduced in the Public Law 480 overseas programs. It was a total of $413,575.

Senator HOLLINGS. Are there any other economies which after having made this appearance, you think you could effectuate?

Mr. ROSSITER. The only economy other than that was how we were able to absorb about 70 percent of the 1972 pay raise.

SALARIES AND EXPENSES

Senator HOLLINGS. Doctor, the next item is the Library of Congress salaries and expenses. The first line item is the main library appropriation, salaries and expenses, for which you requested $34,819,000, an increase of $1,336,000 over 1972's appropriation.

You also are requesting 51 positions that you just told us about for these operations.

JUSTIFICATION

I will insert pages 4 through 12 in the record.

(The justifications follow:)

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS

1972 Regular Bill		$33,476,000
Supplemental for Postage	+	7,000
1972 Adjusted		33,483,000
1973 Estimate		34,819,000
Net Increase	+	$ 1,336,000

Analysis of Increases and Decreases

Decreases

1. Two days less salary costs ..... - $198,849

   Fiscal year 1972 requires the payment of salary funds for a total of 262 regular work days. Fiscal year 1973 will have only 260 regular work days.

Salaries	$184,984
Personnel Benefits	13,865
Total	$198,849

2. Accident compensation - reimbursement to Bureau of Employees Compensation ... - $ 972

The Library's reimbursement to the Bureau of Employees' Compensation for benefits and other payments for fiscal year 1971 was less than the amount budgeted for those purposes as follows:

Available	$11,897
Cost	10,925
	$ 972

3. Replacement of one medium sedan automobile ..... - $ 4,000

The 1972 budget included a non-recurring item to cover the replacement of the Library's official passenger automobile.

Total decreases ..... - $203,821

Increases

1. Ingrades and reallocations ..... + $550,034

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$511,683
Personnel Benefits	38,351
Total	$550,034

To absorb this amount would mean the equivalent of approximately forty-six

positions could not be filled.

2. New positions requested (47) ..... + $ 398,400

Processing Department (19)

See p. 23

To provide in machine readable form bibliographic data on French language publications (5)

1 GS-11; 2 GS-9; 2 GS-4 ..... $45,959

Personnel Benefits 3,945

$49,904

See p. 24

To record changes in bibliographic records (6)

2 GS-5; 1 GS-4; 3 GS-3 ..... $36,650

Personnel Benefits 3,347

$39,997

See p. 25

To achieve and maintain currency in the preparation of cards for filing into our catalog (6)

5 GS-5; 1 GS-4 ..... $40,892

Personnel Benefits 3,664

$44,556

See p. 26

To catalog an additional 3,000 sound recordings (2)

2 GS-9 ..... $20,940

Personnel Benefits 1,944

$22,884

Total Processing Department $157,341

Reference Department (14)

See p. 40

To strengthen the reference and circulation services and to provide the organizational and custodial support for these services (14)

1 GS-7; 1 GS-6; 6 GS-5; 6 GS-4 . $95,149

Personnel Benefits 8,531

Total Reference Department 103,680

Law Library (2)

See p. 60

To meet expanded binding and preservation needs resulting from increased amounts of material and to provide more adequate capability in reference and maintenance services (2)

1 GS-9; 1 GS-5 ..... $17,408

Personnel Benefits 1,504

Total Law Library ..... $ 18,912

Administrative Department (12)

See p. 71

To provide guards to patrol the Library grounds, protect the exhibit halls, and guard two additional exits.

2 GS-6; 9 GS-5 ..... $88,276

Personnel Benefits 7,716

$95,992

See p. 72

To provide a Labor Management Specialist to provide expert advice and assistance to the Library management staff in the field of labor relations.

1 GS-14 ..... $20,815

Personnel Benefits 1,660

$22,475

Total Administrative Department 118,467

$398,400

3. The National Program for Acquisitions and Cataloging ..... + $ 199,387

See p. 75

To include shared cataloging coverage of Polish publications, two months coverage of a transitional program for Israeli publications, and general increases in non-personal services costs caused by higher prices.

See p. 77

New positions requested (4)

3 GS-11; 1 GS-6 ..... $45,572

Personnel Benefits 3,815

Total personnel ..... $ 49,387

Salaries, local staff (2 months only)

Salaries ..... $ 2,500

Personnel Benefits 150

Total salaries local staff 2,650

See p. 78

Non-personal service costs 147,350

For travel, transportation, communications, printing, supplies, books and library materials, and other non-personal service costs.

$199,387

See p. 81

4. Preservation of library materials (increase from $1,639,200 to $1,759,200) .. + $ 120,000

See p. 83

Restoration and preservation of books, manuscripts, etc. - increase of $70,000

$40,000 of the increase is needed to hire additional staff on an indefinite basis, the balance of $30,000 is requested to purchase materials used in lieu of binding, supplies and specialized equipment for the restoration shop and the testing laboratory.

See p. 84

Preservation of deteriorating books, newspapers, etc. by microreproduction - increase of $50,000

This increase is needed to further increase the rate at which books, serials, and newspapers are being converted from brittle paper to microfilm.

5. Rental of Space ..... + 100,000

See p. 87

To provide the rental space needed during the period preceding the availability of the James Madison Memorial Library building.

6. Increase for telephones, rental of equipment, printing and reproduction, and supplies and materials ..... + 172,000

See p. 89

Telephone increase - $26,000

To increase the base available from $213,000 to $239,000 which

74-760 O - 72 - 13

is the approximate cost of telephone service chargeable to this appropriation in the past two fiscal years.

See p. 89

Rental of equipment increase - $75,000

To cover the increased rental costs to continue to provide the same computer capabilities as in 1972. Increase from $1,107,400 to $1,182,400.

Printing and Reproduction increase - $40,000

See p. 90

Printing, Forms - $20,000

To increase the base to an amount equal to the approximate annual cost of the printed forms and regular paper stock in the past two years.

See p. 91

Photoreproduction - $20,000

To increase the base to an amount equal to the approximate annual cost of photoreproduction in the past two years.

See p. 91

Supplies and Materials increase - $31,000

To increase the base for Office and Household Supplies to an amount equal to the approximate annual costs in the past two years so that service can be maintained at the 1972 level.

Total increase	+	$1,539,821
Net increase	+	$1,336,000

BASICS AND OTHER APPROPRIATION ACCOUNTS

Senator HOLLINGS. Will you differentiate between the so-called basic appropriation and the other appropriation accounts, such as a Copyright Office and Congressional Research Service and the like.

Mr. MUMFORD. These requests are distributed in four departments. I would like to ask the department director in each case to speak to his particular request.

The first one is for the Processing Department on page 6 of the green sheets. Mr. Welsh will speak to that.

Senator HOLLINGS. All right, sir.

Mr. WELSH. Mr. Chairman, the positions for the Processing Department are in four groups. We have discussed a number of times before this subcommittee that we provide our cataloging information to other libraries in 3 by 5 catalog card form and in our book catalogs, and we are now able to distribute it in the form of magnetic tape.

This is one of the first real results from the benefits of automation. Currently, all of our English language cataloging, about 72,000 titles a year, is made available through magnetic tape.

We would like now to include the French language materials. We are asking for five positions to do that.

SALE OF CATALOG CARDS

Senator HOLLINGS. Do you sell those catalog cards to the libraries all over the country?

Mr. WELSH. Yes, sir; we do. We have over 20,000 subscribers and are selling about 70 million catalog cards.

Senator HOLLINGS. Are you making any money on this activity?

Mr. WELSH. We were making more money than we are currently. At the present time the number of commercial cataloging services has increased, so fewer libraries are buying multiple sets of our catalog cards.

As an example, a commercial catalog service can buy one copy of this card or one copy of this tape and make multiples of it through a process that is much less expensive than our own and can distribute it at cost much lower.

One firm, for example, just last week announced that they can sell a set of these cards for 23 cents. We sell a set for 35 cents. So to some extent we are being put out of business by the commercial cataloging services. But since the commercial catalog services are doing such a fine job, they are really assisting libraries in distributing catalog copy, I suppose in the final analysis this is all working to the good.

Senator HOLLINGS. But if it should get too competitive, could you procure a copyright to prevent being put out of business?

Mr. WELSH. We are going to try to copyright our book catalogs, but these cards are conceived to be in the public domain and they are probably not copyrightable. We have explored this. All those books over there on the top shelf are book catalogs, representing the same information but in book form.

We are going to try to copyright those for that very reason, so that we can insure the continuation of this vital program.

Senator HOLLINGS. Last year, I think you asked for 25 positions and this is an additional 19?

MACHINE READABLE CATALOGING

Mr. WELSH. Yes, sir. In this area we asked for 14 positions and you gave us the 14. That was to complete the English language capability. Now we are asking for five more to include French language publications. There are about 13,000 French language titles coming in that we would like to include in this service.

The next group of positions relate to the preservation program. We have been given moneys for preserving many of our treasures. The consequence of that is we need to change the catalog card records to show that items have been preserved and are on microfilm and in a different location. We are asking for six positions to do this job for us.

CARD FILING

The third group relates to the preparing of cards for our card catalogs. We have a backlog in this area and we are asking for six positions to help us eliminate the backlog and achieve currency.

We maintain the largest card catalogs in the world. One is 16 million cards and the other is 14 million cards.

The last item relates to the new record Piracy bill, Public Law 92–140, which became effective February 15. We expect to receive as a result of the passage of that law an increase in sound recordings. From that, the 15,000 titles, we expect to catalog about 3,000 and make the information available in 3 by 5 card form. We are asking for two positions to do that. That accounts for all the positions, sir.

REFERENCE DEPARTMENT

Senator HOLLINGS. Doctor, who has the Reference Department?

Mr. MUMFORD. Mr. Berry.

Mr. BERRY. For the Reference Department we are requesting 14 additional positions to add to the 567 that we now have. These are to strengthen our basic reference services in 13 of our divisions. The 14 positions are in grades GS–4 through GS–7 and nearly all are needed to maintain adequate service of our growing collections or to reduce arrearages of unfiled and unprocessed materials.

One of the positions is in our General Reference Bibliography Division to provide reference service to other libraries. Two are in the Geography and Map Division, to help manage the receipts of map materials.

In the Music Division we are asking for two positions to carry out some of the provisions of the new law on sound recordings. This new law, which Mr. Welsh mentioned a moment ago, will bring additional important material to the Library, but it will increase the demands for services.

A third position in the Music Division is to help manage the collection of over 3 million pieces. In our Prints and Photographs Division we are asking for a clerical position to help with the increased workload.

In our Serial and Stack and Reader Divisions we are asking for more deck attendants. Again in our Stack and Reader Division we are asking for some additional help with the microform collection. There are 14 positions in all being requested.

LAW LIBRARY POSITIONS

Senator HOLLINGS. What about the Administrative Department?

Mr. MUMFORD. The Law Library.

Mr. Kenyon will speak to that.

Mr. KENYON. Mr. Chairman, we are requesting two library technicians to help with our large collection of legal material. We are required to organize it and keep it in proper condition. We are faced with an ever-increasing intake of material. The number of pieces received has increased over 50 percent in the last 2 years. We are requesting one position, GS–5, for purposes of our main reading room and to assist our lawyers. We are asking for a GS–9 position to coordinate our preservation program in an attempt to keep up with current workload.

CLASS K SCHEDULE, LIBRARY OF CONGRESS CATALOG

Senator HOLLINGS. There is a letter, Doctor, addressed to Bob Casey, Chairman of the House subcommittee. It was sent by Mr. Alfred J. Coco, professor of law, at the University of Houston. He emphasized that greater priority should be given to the completion of the entire class K schedule of the Library of Congress classification. Are you familiar with this letter?

Mr. KENYON. No, sir.

Senator HOLLINGS. I shall refer the letter to you. I wish it to be included in the record, together with such comments as you might wish to make, indicating the additional funds which would be required to carry out his suggestion.

(The letter and comments follow:)

UNIVERSITY OF HOUSTON
CULLEN BOULEVARD
HOUSTON, TEXAS 77004

February 4, 1972

Honorable Bob Casey
2353 Rayburn Building
Washington, D.C. 20515

Dear Congressman Casey:

This date I sent the following telegram to Mr. David Link, Chairman, American Bar Association Standing Committee on Law and Technology, to be read and/or discussed at their meeting at 1:30 p.m., February 4, 1972, in New Orleans. Hopefully this message will receive due consideration and perhaps help advance the computer and allied technology of law search for the Congress, courts and governmental agencies.

> "The basic classification of law books, statutes, and legal materials was neglected in the Library of Congress catalog until the new Class K schedule was issued in part in the past two or three years and which is now in progress. With this great lag in Class K, it is imperative that this receive the highest priority in order to be of current and material aid to attorneys, governmental agencies, college and university libraries, state and federal officials and the state and federal courts. The heavily loaded courts and agencies need the benefit of rapid search and finding tools and a current, basic law catalog. We urge that you and your Committee consider this issue and press for immediate action for completion of the entire Class K schedule."

If you have any questions or matters which you wish to discuss pertaining to the message or its contents, please contact me, or, if you prefer, contact Mr. Carlton W. Kenyon, the Law Librarian of Congress.

Very truly yours,

Alfred J. Coco

Alfred J. Coco
Professor of Law
Law Librarian

Status of the Development of Class K

In 1967 the Library of Congress completed the first part of Class K, i.e. subclass KF (Law of the United States). In March of that year LC began applying subclass KF to newly cataloged U.S. law materials. At the same time the Library began the retrospective classification of holdings of the Law Library in the field of United States law (i.e. publications cataloged before March 1967). The classification schedule for subclass KF was published in printed form in 1969 and has been used by numerous law libraries and general libraries throughout the United States.

A preliminary draft of subclass KD for the law of the United Kingdom and Ireland is about to be completed. After undergoing editorial review, the schedule will be prepared for internal use in the classification of newly cataloged British and Irish law materials during a testing period of approximately six months, beginning about May 1972. Subsequently, the schedule will be indexed and published for distribution, probably by the end of 1972.

Concurrently work is going forward on the development of subclass KKC (Law of Germany). A tentative outline, the first attempt at systematizing the literature of this legal system, was issued in 1953. It has become evident, however, that a substantial rearrangement of the subject matter is necessary, owing to the experience gained in developing schedules for U.S. and British law and significant changes within the German legal system. The completed scheme with appropriate modifications will, it is hoped, serve as a model for other civil law jurisdictions. At the present rate of development, completion of a draft schedule for German law can be expected in the fall of 1972.

An outline of Class K was published in 1970 which shows the arrangement within that class of all future subclasses for the different jurisdictions and legal systems. The notation in this outline is limited to those jurisdictions or groups of jurisdictions represented by a combination of two or three letters.

After completion of subclass KD we plan to prepare subclass K (General) which comprises philosophy of law, jurisprudence, comparative law, and international legislation.

After that we will continue to develop other subclasses of Class K depending on the amount of material received from various jurisdictions and the need for their classified arrangement.

Additional Staff $34,603

We would need two more Professional Assistants in Law Classification (GS-12 and GS-13) for a minimum of three years for work on the development of classification schedules for other jurisdictions such as Latin American or Asian countries, or for certain legal systems, e.g. Canon law or Islamic law.

Completion Data

While we will soon have patterns for both common law and civil law jurisdictions, it will even under the most favorable circumstances take three more years to complete the entire Class K development because this class will comprise classification schedules for the law of all jurisdictions of the world including the law of common law and civil law jurisdictions, aboriginal laws, Roman law and other historical legal systems, canon, Islamic, Hindu, and Jewish law. However, we feel that our pattern of development will soon provide for the classification of the bulk of legal materials of current interest.

N.B. Since April 1971 the Class K Project has been severely handicapped by the retirement of Dr. Werner B. Ellinger who headed the Project in his capacity as Specialist in Law Classification. Thus far we have not been able to find a qualified successor. This is due to the fact that an unusual combination of qualifications is required for this position (GS-14), i.e. an excellent knowledge of Anglo-American and foreign law as well as a thorough familiarity with the Library of Congress classification system of which Class K is an integral part and also the ability to create an LC classification for the sources and literature of law pertaining to all countries and legal systems past and present.

As in the case of finding a replacement for Dr. Ellinger, we anticipate, should there be additional vacancies, a problem in finding well-qualified applicants who possess a thorough knowledge of the LC classification as well as of foreign law.

PROFESSIONAL SPECIALISTS TO HANDLE VARIOUS AREAS OF THE LAW

Senator HOLLINGS. We want to move along on these Divisions.

Was it not in your section that, last year, we discussed the persons who could translate from the different law books and languages in the law library? Didn't we hire extra personnel?

Mr. KENYON. We hired professional specialists to handle various areas of the law we were unable to cope with.

Senator HOLLINGS. Is there a Chinese law book other than the Sayings of Mao? Is that facetious? I would think the group that got in last might wish to know something about some of the Chinese laws, and look to you for translations and interpretations.

Mr. KENYON. We have a Chinese legal specialist.

Senator HOLLINGS. What kind of code system do they have in China?

Mr. KENYON. As I understand the situation, there is no formal legal system in China and few publications on it. The material that our experts deal with come from newspaper clippings, interviews of people from China, and several issued directives and laws.

Senator HOLLINGS. There is no case law as we know it?

Mr. KENYON. No, there is no case law and no code law. They have a constitution, but most access to law is through private sources. They use mediation to a great extent.

Senator HOLLINGS. Thomas Jefferson wanted to do away with all the judges. That is 800 million folks without any real code law or case law.

Mr. KENYON. We assume, following other Communist trends, that a complete system of law will develop.

Senator HOLLINGS. Thank you very much, sir.

What is next?

ADMINISTRATIVE DEPARTMENT

Mr. MUMFORD. The administrative department, Mr. Croxton.

Mr. CROXTON. We are requesting 12 additional positions, Mr. Chairman. Eleven of these are for the special police force to permit us to open two additional exits to the building which our safety officer points out to us are required by code; to add to the patrolling of our grounds so that we can have a 24-hour patrol on the grounds—we do not have this at this time, although the grounds are under the jurisdiction of the Library Special Police—also, we want to place a special police post in the exhibit areas where valuable and important material is on exhibit for the public to see.

In today's climate, our special police force is just not able to cover the areas which are necessary in the Library. An illustration of this is the fact that 108 incidents of criminal or otherwise unsavory behavior occurred within the Library or on its grounds in 1971.

Senator HOLLINGS Do the Capitol Hill Police have any authority or responsibility over there?

Mr. CROXTON. The Capitol Police and the Library Special Police coordinate their efforts but it is the Library Special Police who are responsible from the curb in the Library's area throughout the building.

Senator HOLLINGS. And how many are on the force at the present time?

POLICE POSITION

Mr. CROXTON. There are 85 appropriated police positions at the present time, plus seven additional who are supported by reimbursements from other agencies. That force takes care of the two major buildings here on Capitol Hill and four of our rented spaces.

Senator HOLLINGS. Are they pretty good policemen? When you get these crimes of rape and murder and the like going on, it is not just stealing a book, are these security personnel competent?

Mr. CROXTON. I believe we are developing a very competent force in the Library.

Senator HOLLINGS. That is the progressive tense. I imagine about 5 years ago you could get a fellow who is near retirement and he could stand around and look at the books to see if they are being stolen. But you would need strong men on the grounds, I take it.

Mr. CROXTON. We have had to adjust our requirements for individuals we are employing on our police force.

Senator HOLLINGS. Do you run it?

Mr. CROXTON. It is within the administrative department, yes, sir. I do run it in that sense.

Senator HOLLINGS. Do you have a chief of security personnel?

Mr. CROXTON. We have a chief of police. John Cormier is the captain of our special police force. This force is part of our Building Management Division which it is under Mr. Gerald T. Garvey. Mr. Garvey was formerly with the Architect of the Capitol's organization before he came to the Library.

DAMAGE TO BOOKS

Senator HOLLINGS. I was reading that in Canada they had to discontinue students taking the books out because all they did was cut the pages out. The librarian up there said all the students would come into that particular library at the Parliament in Ottawa, and if they had an assignment for tomorrow, they would cut out the pages and put the book back on the shelf. Then they would tuck in the pages and study it at their leisure. Do you have any of that here?

Mr. CROXTON. Unfortunately, we have some vandalism and book damage, but it is not unusually large, I would say. Perhaps Mr. Berry, who must deal with these books, could comment on that better than I.

Mr. BERRY. Mr. Chairman, we don't feel this has gotten to that point in mutilations of books. There have been examples of this, but they are not too frequent. We maintain fairly good surveillance in our reading areas. We also now have quick copying machines on which readers can make copies for a dime a page. This, I think, takes some of the pressure off of the tendency to mutilate books.

Mr. CROXTON. The 12th position requested is for an additional employee in our personnel office, an individual who would be a specialist in what we might call the labor relations area, a man whom we need very badly.

Senator HOLLINGS. What would a labor relations man do? Do you have a union over there?

Mr. CROXTON. We have two unions.

Senator HOLLINGS. You do?

Mr. CROXTON. Yes, sir. And we have several other organizations which represent our employees. We also need to pay a little greater attention to the employee-employer legal situation from a personnel point of view.

Senator HOLLINGS. All right, sir.

ACQUISITION AND CATALOGING

Turning to the next department, please, acquisition and cataloging, who has that?

Mr. WELSH. This was the program initiated in 1966 in answer to the urgent needs of the research and university library community, for cataloging data and with the legislative authority of title II–C of the Higher Education Act of 1965, as amended.

Under this legislation, we were charged with, one, acquiring as far as possible copies of all library materials currently published throughout the world which are of value to scholarships; and, two, providing catalog information promptly and distributing this and other information about library materials by printed catalog cards and other means.

We are pleased and proud at the success of this program. With the additional help resulting from this program, we are now cataloging a total of 233,000 titles, which is an increase of 113 percent since 1965, at which time we did 109,000 titles.

There are reports from all over the country testifying that as a direct result of this program, the Library of Congress is now meeting at least 75 percent of all cataloging needs, enabling materials to reach users much faster and with great economies to libraries.

Through this program, researchers in all subject disciplines and area specialties are gaining more rapid and complete access to the world's recorded knowledge.

We are asking for an incresae of $199,387. The request is in two categories: One, existing programs, an increase of $120.000. Of that, $60,000 is to increase our book purchasing funds and $60,000 to fund increasing costs in existing programs.

In the new program area, we are asking for an increase of $79,387, $10.000 being requested to carry out shared cataloging arrangements with producers of the Polish National Bibliography, and $49,387 is to fund four cataloging positions at the Library of Congress in the Shared and Subject Catalog Divisions. In Israel, we are asking for an increase of $20.000. This is to provide transitional funding for 2 months at the end of fiscal 1973 when foreign currencies which now support the Public Law 480 program in Israel will be exhausted. We would like to convert this to a regional acquisitions program.

PRESERVATION OF LIBRARY MATERIALS

Senator HOLLINGS. Next is the preservation of library materials, which is an increase of about $120.000.

Mr. POOLE. This $120.000 is in two portions; $70.000 is for the restoration and preservation of books and manuscripts in their original form. Of that $70,000, we are asking for $40.000 in order to employ additional staff on an indefinite basis to help us in the processing of

materials for binding. Each year we send out to commercial binders to have hard covers put on some 200,000 volumes.

In addition, we process about a half million volumes through various other operations, such as labels, bookplates, all of which must be put on the volumes, largely as finding devices, before the books go to the shelves.

The workload last year was so great that we simply could not keep up with it with existing staff. This next year we would like to use some of this program money for indefinite positions, in order to keep up with the workload. The remaining $30,000 is to be used primarily for supplies and materials which we use in lieu of binding.

For example, microfilms, manuscripts, and other materials which cannot be treated by conventional binding require special boxes so that they can be stored on the shelves. We also buy repair supplies, special equipment items for our laboratory and our restoration workshops, in order that the materials may be treated to preserve them.

The remaining $50,000 is to continue our program of restoring materials not in the original format but by microfilming in order to preserve them. We have hundreds of thousands of volumes which are so deteriorated that they cannot be given to a user. Simply to turn a page of such a book is to break it off. It is that sort of a problem.

We use these funds to microfilm books, manuscripts, newspapers, and other deteriorating materials and preserve them in that form.

Senator HOLLINGS. All this is commercially contracted for?

Mr. POOLE. No, sir. We buy microfilm on the outside where it is available, but the bulk of these materials are in our own collections and we process them, that is, have them microfilmed, through our own photoduplication service.

BINDING OF LIBRARY MATERIALS

Senator HOLLINGS. But are you in the binding business?

Mr. POOLE. Most binding is commercially contracted for. We have binding contracts with two commercial binders. These total about $600,000 a year. We split them between two contractors simply because no one binder in the country can handle the total workload.

Mr. MUMFORD. This is done through competitive bidding.

Senator HOLLINGS. Right here in Washington?

Mr. POOLE. No, sir. We have two contractors. One is in Manchester, Ind., and the other is in St. Augustine, Fla.

Senator HOLLINGS. You send them all the way to Indiana and Florida?

Mr. POOLE. The contractors use their own trucks. They pick them up at the Library, take them to the plant, bind them, and return them to the Library and pick up another load. We have no binders in this immediate area who have plants large enough to handle our volume of work.

Senator HOLLINGS. And your volume is constant?

Mr. POOLE. Well, it continues to grow. We now have a binding budget of about $600.000, but we have more volumes that need binding than we have money to bind.

Senator HOLLINGS. I just wondered if from your standpoint you might want to look into the possibility of setting up your own system.

Mr. POOLE. We have given this some consideration, but believe we can have it done as inexpensively on the outside as on the inside. Special kinds of materials, restoration work, rare books, this work we do in-house; but the routine binding we can get done less expensively outside.

RENTAL OF SPACE

Senator HOLLINGS. Next is the rental of space which is just $100,000.

Mr. CROXTON. Yes, sir; the additional rental funds are required because of the growth of the Library and its need to expand prior to the availability of the Madison Memorial Building. We are just going to be bursting the seams. We are already in 10 different locations in the Washington Metropolitan area.

There is a table in the justification book which points these out. This added funding is for space to assist us between now and the time the Madison Building is available. We believe this $100,000 will take care of the additional square footage needed until that time.

(The table follows:)

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS
RENTAL OF SPACE

	Location	Occupant	Square Footage	Estimated Rental Costs Fiscal 1973 (GSA)	Maintenance Costs in Federally Owned Buildings (GSA)	Estimated Rental and Maintenance Cost fiscal 1973 (LC)
1.	Suitland, Maryland ..	Motion Pictures	2,550	$ ----*	$ 3,445	$ ----
2.	Bldgs 159 & 159E, Navy Yard	Card Division, GPO Branch	74,205	----*	125,609	----
3.	Middle River, Md. ...	Storage	39,780	----*	16,907	----
4.	1291 Taylor Street, N.W.	Division for the Blind and Physically Handicapped	83,995	266,678	----	----
5.	215 Massachusetts Avenue, N.E.	Information Abstracting, Catalog Publication Division	53,676	259,330	----	----
6.	2028 Duke Street, Alexandria, Virginia	Newspapers and other Materials	48,762	144,547	----	----
7.	Crystal Mall Arlington, Virginia	Copyright Office	81,187	394,000	----	----
8.	800 S. Pickett Street Alexandria, Virginia	Geography and Map Division, Laminating, and Copyright Deposits	122,200	376,000	----	----
9.	Available to Library of Congress for related costs		----	----	----	104,000
10.	Additional space required, fiscal 1973		25,000	----	----	100,000
		Total	531,355	$1,440,555	$145,961	$204,000

* Federal Government owned

TELEPHONE EQUIPMENT

Senator HOLLINGS. You also have increases in telephone rental equipment.

Mr. CROXTON. Yes, sir. In all those cases, these increases are requested to cover increased expenses which we have already experienced—generally in fiscal 1971. In some cases they are estimates of what will actually be expended during 1972. In the case of telephones, and I refer to page 11, which I believe you have already inserted in the record, the increase represents what we already know is necessary. We have also taken some steps to review our telephone service to be sure that we are getting only what we need.

In the rental of equipment, the increase requested represents announced increased costs from the vendor of the equipment we now have. In printing and reproduction, the increases request increased costs we have already experienced. This is also the case for materials and supplies.

Senator HOLLINGS. Now turning to the salaries and expenses, Dr. Mumford, who has that?

Mr. MUMFORD. We now come to the Copyright Office.

AMERICAN REVOLUTION BICENTENNIAL PROGRAM

Senator HOLLINGS. Let's go to page 94. I'm looking now at the American Revolution Bicentennial program, the Office of the Librarian. Is that the next thing you have in your book?

Mrs. HAMER. No request for increases are being made for that program, Mr. Chairman. We are making very good progress, we feel, with the positions that the Congress has previously granted us.

Senator HOLLINGS. What role are you playing there now?

Mrs. HAMER. The Librarian of Congress is a member of the National Commission ex officio, but the Library of Congress has its own program on the American Revolution. I can show you a few things we are producing, if you would like to see them. Our major emphasis, naturally, is describing and making available to the scholars of the country and to the general public information about source materials that are in the Library of Congress that relate to the revolution.

The things we produce may range all the way from a facsimile of the original etching of the Boston massacre engraved by Paul Revere to bibliographies on "Periodical Literature on the American Revolution; Historical Research and Changing Interpretations from 1895 to 1970" and on "The American Revolution, a Selected Reading List," of books.

These are designed not so much for the specialist but for the State commissions and others who are trying to work up programs and need handy lists available to know where they can go to get reliable information. We are also preparing guides to manuscript, map and graphic sources in LC, as well as other publications, and are planning a series of symposia, exhibits, and other special events.

Senator HOLLINGS. That Boston crowd had a better PR group in those days. Can you find me something on the Charleston Tea Party? That was a year ahead of the Boston Tea Party. Instead of grabbing it and throwing it overboard, they took it off and sold it.

Do you have any drawings of the Charleston Tea Party?

Mrs. HAMER. If I can find one, I will certainly reproduce it.

PERSONAL PAPERS

Senator HOLLINGS. Was John C. Calhoun Secretary of War in 1822? I have the original letter.

Senator Kennedy has a collection of all the Senators that ever served from Massachusetts, original letters, a picture and everything.

Do you have a collection of the writings of the several Senators, any original letters? Would they find their way into the Library of Congress by some program that you have?

Mrs. HAMER. Yes, sir. Our Manuscript Division is the largest collection of private manuscript material—personal papers—in the country and it contains papers of many prominent Senators, including Senators from South Carolina.

Senator HOLLINGS. Thank you.

Mrs. HAMER. We have the Pinckney Papers, for example. As you know, last weekend was practically Pinckney weekend in Charleston. A great many of the studies that were discussed last weekend were based on the use of Pinckney Papers. We have those of other South Carolinians, too, and, of course, a great deal of material on Charleston during the Revolution, including the unfortunate period of the seige. Among the personal papers are some of those of Henry Laurens, second President of the Continental Congress.

I am sure the South Carolina Historical Society and other South Carolina historical institutions would be interested in helping you locate materials of this kind, if you are interested in it.

Senator HOLLINGS. That would be a good group to go to.

COPYRIGHT OFFICE

Now the Copyright Office. We will insert pages 94 to 96 and pages 98 and 99 into the record at this point.

(The justification follows:)

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE

1972 Regular Bill		$4,586,000
Supplemental for Postage		4,000
1972 adjusted		$4,590,000
1973 Estimate		4,848,000
Net Increase	+	$ 258,000

Analysis of Increases and Decreases

Decreases

1. Two days less salary costs ..... - $32,258

Fiscal year 1972 requires the payment of salary funds for a total of 262 days. Fiscal year 1973 will have only 260 days.

Salaries	$30,009
Personnel Benefits	2,249
	$32,258

2. Printing ..... - $33,000

Printing Publications. The 1972 budget included a non-recurring item to pay for reprinting 13 past issues of the Bulletin of Copyright Decisions.

Total Decreases ..... - $65,258

74-760 O - 72 - 14

Increases

1. Ingrades and reallocations ..... + $ 96,575

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$89,842
Personnel Benefits	6,733
	$96,575

2. New positions requested (25) ..... + $210,183

See p. 106

To operate the new registration system for sound recordings required by enactment of PL 92-140 on October 15, 1971(18)

5 GS-9; 4 GS-7; 7 GS-4; 2 GS-3	$141,140
Personnel Benefits	12,360
	$153,500

See p. 108

To process the normal overall annual increase in registrations (6)

2 GS-7; 1 GS-6; 3 GS-4	$ 43,497
Personnel Benefits	3,860
	$ 47,357

See p. 109

To assist in performing public search services, which are rendered for prescribed statutory fees (1)

1 GS-7	$8,582
Personnel Benefits	744
	$9,326

3. Printing ..... + $ 16,500

See p. 110

Printing, Catalogs (not to be added to the base in subsequent years) $10,000

To pay for printing the new Cumulative Index of Copyright Decisions - 1909-1970.

See p. 110

Printing, Forms ..... $ 6,500

To pay for new application forms for registration of claims in copyright in sound recordings, and for information circulars.

Total Increases	+ $323,258
Net Increases	+ $258,000

Income: Fiscal 1971

Fees applied	$2,045,458

Estimated value of materials transferred to the Library of Congress:

	Received	Items Selected		Average Price	Total Value of Items Selected
Books	189,887	107,468		9.33*	$1,002,676
Periodicals	178,143	178,143		1.69	301,062
Motion Pictures	4,623	1,557	(6148 reels)	150.00	922,200
Music	116,537	25,567		5.15	131,670
Maps	3,352	3,352		7.50	25,140
Prints, Pictures, and Works of Art	40,688	2,286		15.00	34,290
	533,230	318,373			
			Subtotal estimated value of materials		$2,417,038
			TOTAL INCOME		$4,462,496

Obligations: Fiscal 1971

Salaries	$3,322,000
Other obligations	565,000
TOTAL OBLIGATIONS	$3,887,000

	1971
RATIO of total income to obligations	115%
RATIO of fees applied to obligations	53%

*Discount Price

The following table compares income and obligations for fiscal 1968 to 1973:

	1968	1969	1970	1971	1972 1/ Estimate	1973 2/ Estimate
Income:						
Fees applied	$1,865,488	$1,879,831	$1,956,441	$2,045,458	$2,181,000 1/	$2,345,000 2/
Estimated value of materials selected by the Library	2,297,668	1,925,780	2,212,206	2,417,038	2,569,970 1/	2,764,269 2/
TOTAL	$4,163,156	$3,805,611	$4,168,647	$4,462,496	$4,750,970	$5,109,269
Obligations:						
Salaries	$2,410,604	$2,732,950	$3,068,740	$3,322,000	$3,831,000 1/	$4,096,500 2/
Other obligations	120,577	253,059	419,527	565,000	759,000 1/	751,500 2/
TOTAL	$2,531,181	$2,986,009	$3,488,267	$3,887,000	$4,590,000	$4,848,000
Ratio of total income to obligations	164%	127%	120%	115%	104%	105%
Ratio of fees applied to obligations	74%	63%	56%	53%	48%	48%

1/ PL 92-140. Protection of Sound Recordings, approved October 15, 1971, effective February 15, 1972; covers period from February 15, 1972 to June 30, 1972. Salaries and other expenses for this period are not included in this figure.

2/ PL 92-140. Includes the 15,000 estimated registrations expected and 18 positions necessary to operate as a result of this law.

NEW POSITIONS: REGISTRATION SYSTEM FOR SOUND RECORDINGS

Mr. MUMFORD. Mr. Cary will speak to that, the Register of the Copyright Office.

Senator HOLLINGS. You are requesting an additional 25 positions, 18 of which are to operate the new registration system for sound recordings, as I understand.

Mr. CARY. That is correct, sir. Last September, Congress enacted a law which to a certain degree gives a limited copyright in sound recordings. This is the first time that this has ever been a part of our copyright law. In order to handle this group of new copyrightable works, we have requested 18 positions, primarily in the examining and the cataloging divisions, as well as a few clerical assistants.

Senator HOLLINGS. What sound recordings are generally copyrightable, as you characterise them?

Mr. CARY. Until February 15 of this year, no sound recordings were protected by copyright. This new limited recording right is limited to the act of dubbing, as they call it, that is, making a copy of the recording itself. This enactment was the result of a request of the record industry over the past number of years in which the evidence seemed to indicate that roughly one-third of all sound recordings, records as we call them, were counterfeit. In other words, somebody would get a recording legally and run it off on tape and make his own tape, and cassette of it and sell these at a greatly reduced price. This has been estimated to cost the record industry roughly $100 million per year. So under this new law it will be possible to get a copyright in recordings and the owner will be able to get an injunction and damages from anyone who violates the copyright.

Senator HOLLINGS. We didn't put any tax on it at the same time to administer the program. We took their facts that it would save them $100 million and perhaps we should have taxed them.

Mr. CARY. That might have been a good approach. However, register the claim only on the payment of statutory fees so the regular fees will have to be paid.

Senator HOLLINGS. What is the fee?

Mr. CARY. Six dollars per registration. That means if there are 12 compositions on an LP, and the owner wants to register each one, we would get 12 times $6 or $72. If he only wants to register the single, it would be a $6 fee. We anticipate we will get out of the first year's operation roughly $90,000 in fees.

Mr. LORENZ. These go into the Treasury with the other fees.

COPYRIGHT REGISTRATIONS

Mr. CARY. Then the other seven positions that we are asking for are primarily to keep up with the regular work. We have something like 325,000 registrations per year. We have noted over the past few years that this increases on an average annual basis of three percent. However, so far this year it is increasing at a rate of 5 percent. Six of the additional people are really for that purpose, and the last remaining individual is for a person who will take care of the searching, which is done on a fee basis, too.

Senator HOLLINGS. On those cards that we were talking about, do you think they are copyrightable?

Mr. CARY. No, sir.

Senator HOLLINGS. Why not?

Mr. CARY. The copyright law in effect says that no publication of the U.S. Government is subject to copyright and I would say these were clearly publications of the U.S. Government.

Senator HOLLINGS. But if we put an exception in, then we could do it, is that right?

Mr. CARY. That would be required, yes, sir. In theory, the purpose of that original law is to enable all Government publications to be freely accessible. I might add, though, in line with your inquiry, that at some recent hearing a few years back on the copyright revision bill, several Government agencies appeared before the House committee to ask that a limited form of copyright be permitted in certain Government publications. However, the committee turned them down, so the present law still prevails.

Senator HOLLINGS. Other than the fact that there is a classification on Pentagon papers, if the classification itself were lifted, then I could take those and go ahead with them under the copyright statute that you are talking about?

Mr. CARY. As long as they are Government publications, yes, sir.

Senator HOLLINGS. Well, those are Government publications. The only question then really is whether or not it was a breach of security.

Mr. CARY. Yes, sir.

Senator HOLLINGS. Are you involved in that case?

Mr. CARY. No, sir; it is not a copyright matter. A good example of what you are speaking about is, for example, the Bureau of the Census publication Statistical Abstracts, each year which gives a very good summary of statistics that are collected by the Census Bureau. I have seen on the book stands the result of some private publishers who take that document and put it out in paperback form. You can purchase it at even a cheaper price than you can get the hard-bound cover volume put out by the GPO. So apparently they believe that they can make some kind of money in selling the reproduction job.

Senator HOLLINGS. That is the Bureau of the Census?

Mr. CARY. Yes, sir.

Senator HOLLINGS. Now are we on Congressional Research Services?

CONGRESSIONAL RESEARCH SERVICE

Mr. Jayson, do you want to include this statement and sum it up for us?

Mr. JAYSON. Yes, sir.

Senator HOLLINGS. The prepared statement will be inserted in the record at this point.

(The statement follows:)

Mr. Chairman and Members of the Committee: The Congressional Research Service's budget request for FY 1973 is $9,342,000. This is an increase of $2,176,000 over our 1972 budget. The greater part of this amount--$1,765,000--is to fund 120 new positions. These positions are needed to enable the Service to move forward into second-year implementation of the new and expanded responsibilities conferred upon us by the Legislative Reorganization Act of 1970, and to meet the increased workload that the Congress placed on the Service last year and which we anticipate will be even greater during the present year. If I may, I would like to speak to both of these needs.

First, as to the Legislative Reorganization Act. You will recall that that Act was the outgrowth of five years of intensive study and deliberation by the Congress. The several committee reports which accompanied the bill at various stages of its consideration spelled out in considerable detail its fundamental purpose to modernize and improve the internal operations of the Congress. The Final Report of the Joint Committee on the Organization of the Congress stressed the fact that "an increasingly complex society produces social, economic, and technological problems of staggering complexity"; that many contend "that Congress no longer is capable of exercising initiative in the solution of modern problems"; that Congress "has tended to delegate authority to the executive branch" and has permitted its own role "to become diluted." Congress, the Joint Committee asserted, must be "maintained as a study and deliberative body, ...the machinery of Congress must be modernized in order to provide for efficient handling of the Nation's affairs."

Among the important recommendations to achieve that objective was the Committee's proposal that the Legislative Reference Service of the Library of Congress should be strengthened to improve its efficiency and responsiveness. Sound Congressional decisionmaking, the report asserted, is rooted in the availability of accurate information and expert analysis; Congress must, therefore, maintain a research capability to assist it in its complex program and policy decisions; it should have access to its own separate research agency, comprised of a pool of independent experts.

Subsequently, the House Committee on Rules, in the opening paragraphs of its report, similarly stressed that one of the important purposes of the bill was to "provide Congress with new sources of information and research, including ...expansion of the Legislative Reference Service into a Congressional Research Service."

The Reorganization Bill, as finally enacted, conferred a new statutory charter on the Service. That charter continued most of the Service's earlier functions, expanded others, and directed the Service to undertake certain new responsibilities. All are aimed at assisting Members in their legislative, oversight, and representative functions, but the Act places particular emphasis on the Service's assistance to committees. Because committees play such a crucial role in our legislative process, the Act emphasizes that the Service must be capable of providing supplementary staff to aid committees with their complex responsibilities.

Explaining what is required of CRS under this provision of the Act, the Rules Committee report stated that:

> Upon request, CRS will supply committees with experts capable of preparing, or assisting in preparing, objective, nonpartisan indepth analyses and appraisals of any subject matter. These analyses and appraisals will be directed toward assisting committees in determining the advisability of enacting legislative proposals, of estimating the probable results of such proposals and alternatives thereto, and of evaluating alternative methods for accomplishing the results sought.

Mr. Chairman, in our budget presentation last year we went into considerable detail concerning the provisions of the Act as it relates to CRS. Let me just review some of them in thumbnail fashion. In addition to directing CRS to assist committees in determining the advisability of enacting legislative proposals, as just mentioned, the Act

--Directs CRS to aid committees in their advance planning for needed research. To that end, CRS is required

- to prepare and submit to each committee at the beginning of each Congress a list of subjects and policy areas the committee might profitably pursue; and

- to prepare and submit to each committee at the beginning of each Congress a list of programs and activities, under the committee's jurisdiction, scheduled to expire during that Congress;

--Directs CRS to maintain continuous liaison with all committees;

--Directs CRS to provide experts to assist committees in indepth policy analysis and other committee work;

--Directs CRS to provide "purpose and effect" memoranda and legislative histories of any bill scheduled for a hearing;

--Authorizes CRS to employ on a permanent basis senior specialists and specialists, at supergrade levels, in more than 22 broad subject fields of continuing Congressional concern;

--Authorizes CRS to procure individual experts and consultants on a temporary or intermittent basis;

--Authorizes CRS to procure by contract on a temporary or intermittent basis the services of outside research organizations; and

--Directs CRS to continue various of its traditional research, reference, and informational services to the Congress.

The Rules Committee report acknowledged that to meet these responsibilities a "large expansion of staff" would be required; it noted that it would be difficult and probably inadvisable to expand too quickly, but went on to say that "We nevertheless expect the buildup of those resources to be substantially completed within five years."

With the funds that were made available to us for FY 1972 we began a modest first-year implementation of the Reorganization Act's provisions. In most instances, we began on a pilot basis, to gain experience and to get a better feel of what would be expected of us. For example, we initiated informal liaison with a limited number of committees, offering extensive assistance as needed. We undertook some 15 major indepth assignments for different committees or subcommittees over and beyond the approximately 50 studies or projects underway with other committees. We expanded preliminary efforts in the development of our issue tracking system; this will lay the groundwork to meet our obligation to pinpoint emerging issues, and to call them to the attention of committees at the beginning of the 93rd Congress. We established two units in our American Law Division to begin identifying expiring programs and activities, and to develop legislative histories. We opened a CRS reference center in the Rayburn Building to provide quick reference service to Members in that area. We began several cooperative studies with the GAO for committee use. So far, our initial efforts at implementation, while quite limited, have been well received by those

with whom we are working, which confirms the need for the kind of aid we are offering.

Our FY 1973 budget request is aimed at second-year implementation of our responsibilities under the Act. Our justification book gives the detail of where our efforts and resources would be concentrated during the coming year. Most of the new staff will be devoted to indepth research for committees. We will be building the supplementary staff that the Act directs us to maintain for assisting committees with policy analysis and evaluation of legislative proposals. There are some 250 Committees and Subcommittees in the two Houses that are entitled to be served by CRS in the enlarged capacity contemplated by the Act. Next year we hope to offer these new services to a larger number than this year.

We are moving forward at a somewhat slower rate of implementation than we proposed last year, but our hope is that we will be geared up to meet all of our obligations under the Act within the five-year period that was set for CRS.

The second basis for our requested budget increase relates to workload. Last year--calendar 1971--Congressional offices called on us to handle almost 189,000 inquiries. This was some 15,500 more inquiries than in the previous year, an increase of 9%, and was the highest in the 58-year history of the Service. It reflects a consistent long-term trend showing that Congressional offices are using and relying upon the Service more and more each year. In terms of inquiries received, our workload doubled over the past seven years. It is now common for us to receive upwards of a thousand requests a day for weeks on end.

A large percentage of these requests are of a "Rush" nature, meaning that the office needs an answer before the end of the day. Researchers who are working on longer term studies are frequently interrupted to respond to these priority inquiries. The pressures and sense of urgency that pervade the entire Service because of tight deadlines is an unhappy characteristic of present conditions. It is essential that we do not permit this to erode the quality of our research product.

Over the years we have developed techniques to speed up and improve our responses. For example, we have organized and maintain files of current articles, newspaper clippings, and CRS reports covering several thousand subject categories of public affairs. These are available to springboard researchers into all aspects of a particular subject. We multilith and stockpile for immediate distribution over a thousand CRS background reports on issues of recurring interest to Members. We stockpile thousands of pamphlets and expendable giveaway materials to respond to constituent inquiries. We have a "hot line" for providing "while-you-wait" service to Congressional offices on their factual type inquiries. We make extensive use of photoreproduction machines. And, in cooperation with the Library's automation specialists, we have developed computer programs for the storage and quick retrieval of information and for other purposes.

But there is no substitute for having on board highly competent, knowledgeable specialists and professional staff to assist Members in their day-to-day information and research needs, many of which evolve almost over night. When the President went on the air last August to announce his New Economic Policy, we were immediately inundated with inquiries about the statutory authority for his action, the constitutionality of those statutes, the economic implications, the history of our earlier experiences in wage and price control, and so on. When the Pentagon Papers began to be published in the news media, we were immediately asked to prepare summaries and analyses, to make comparisons with prior public statements by high officials on the subjects covered, to delve into the security classification statutes, to discuss the newsman's privilege and the constitutional aspects of the efforts to enjoin further publication, etc.

Examples like these could be multiplied over and over. The point is that the Members need a place to turn to for timely and authoritative information and research on virtually any subject within the public affairs arena. CRS provides that kind of service.

The consistent growth in the number of inquiries placed with us reflects the number of times each day when Members and their staffs need reference and research assistance. These are not questions which we make up ourselves--these are facts and background studies and analyses which the Members find that they have to have, and they turn to us--as a Legislative agency--for help.

Our budget request, Mr. Chairman, will enable us to meet these demands for day-to-day service and to move forward in impelmenting the enlarged responsibilities placed upon us by the Reorganization Act.

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Mr. Chairman, if I may, I would like to add two footnotes to this statement:

Since the appropriation request was formulated, we have found we can effect two reductions in our request, totaling $121,000. We are eliminating from our request the $21,000 increase sought for temporary experts and consultants. This item is referred to in the justification book on pp. 115 and 147. We are also reducing by $100,000 the $250,000 request we made for funds to contract with outside research organizations, which is referred to on pp. 116 and 149 of the justification book. We will be moving forward more slowly with these two Reorganization Act authorizations than originally planned, but will have sufficient funds to provide initial implementation.

This means that our total budget request drops from $9,342,000 to $9,221,000, and the net increase requested drops from $2,176,000 to $2,055,000.

Finally, I should mention for the record that our FY 1973 budget request seeks no new funds for preparation of the revised edition of The Constitution of the United States of America--Analysis and Interpretation. You will recall that under P.L. 91-589, approved December 24, 1970, we were directed to prepare a revised and updated edition of this 1700-page guide to the interpretation of the U.S. Constitution. Under that Act we are also directed to prepare cumulative pocketpart supplements every two years thereafter. We anticipated that the manuscript for the revised edition would be ready by the end of calendar 1972, and I am pleased to report that we are on schedule.

The work is funded by the $110,000 no-year money given to us under the 1971 Supplemental Appropriation Act. The funds remaining will support the entire activity through FY 1973, that is, completion of the revised edition and then beginning the preparation of the first biennial cumulative pocketpart supplement.

Thank you, Mr. Chairman.

BUDGET REQUEST

Mr. JAYSON. The budget request we are making, Mr. Chairman, the greater part of it, $1,765,000, is to fund 120 new positions. There is a two-fold purpose underlying this request. First is to permit us to continue our implementation of the Legislative Reorganization Act, and the second is to meet the increased workload that the Congress placed on the Service last year and which we anticipate will be even greater next year.

IMPLEMENTATION OF LEGISLATIVE REORGANIZATION ACT

First, as to the Legislative Reorganization Act. You will recall that that act was the outgrowth of 5 years of intensive study and deliberation by the Congress. The several committee reports which accompanied the bill at various stages of its consideration spelled out in considerable detail its fundamental purpose to modernize and improve the internal operations of the Congress. The final report of the Joint Committee on the Organiaztion of the Congress stressed the fact that "an increasingly complex society produces social, economic, and technological problems of staggering complexity"; that many contend "that Congress no longer is capable of exercising initiative in the solution of modern problems"; that Congress "has tended to delegate authority to the executive branch" and has permitted its own role "to become diluted." Congress, the Joint Committee asserted, must be "maintained as a study and deliberative body, . . . the machinery of Congress must be modernized in order to provide for efficient handling of the Nation's affairs.

Among the important recommendations to achieve that objective was the committee's proposal that the Legislative Reference Service of the Library of Congress should be strengthened to improve its efficiency and responsiveness. Sound congressional decisionmaking, the report asserted, is rooted in the availability of accurate information and expert analysis; Congress must, therefore, maintain a research capability to assist it in its complex program and policy decisions; it should have access to its own separate research agency, comprised of a pool of independent experts.

The committees found that they had two organizations existing which already had a good deal of expertise in handling congressional research and a fine reputation for objectivity, namely the Legislative Reference Service and the GAO. They opted to expand both of these orgnazations. Last year, we came before this committee and asked for resources sufficient to begin the first year of implementation of the act under a contemplated 5 year program.

With the resources we were given last year we began on a very limited and pilot basis. We talked to various committees. We met with some of the committees. We met with the chairman in some cases, subcommittee chairmen in other cases, staff directors in still other cases, to offer intensive assistance in connection with their particular work.

This brought to us, as I mentioned before, a number of new indepth research projects to do for the committees. With the funds we are requesting this year we will be seeking to expand that program and to bring in additional committees.

COMMITTEES: HOUSE AND SENATE

As you know, there are over 250 standing and joint committees and subcommittees. We anticipate that within about a 5-year period at least two-thirds of those committees will be turning to CRS for in depth studies of one kind or another which probably will average about two man-years of time per study.

Senator HOLLINGS. What is the breakdown between House and Senate on the 250?

Mr. JAYSON. I believe they are about the same. That, of course, includes subcommittees. I believe there are about 55 or 56 standing and joint committees and then there are the select and special committees.

Senator HOLLINGS. I counted up 117 on the House side about 4 years ago with your help.

Mr. JAYSON. I can provide you with the figures if you wish.

Senator HOLLINGS. Would you do that?

Mr. JAYSON. Yes, sir.

(The information follows:)

Currently, there are in the Senate: 17 Standing Committees, 5 Select or Special Committees, and 134 Subcommittees. There are in the House of Representatives: 21 Standing Committees, 6 Select or Special Committtees, and 128 Subcommittees. In addition, there are 9 Joint Committees and 15 Subcommittees thereof. The overall total is 335.

WORKLOAD

Mr. JAYSON. The second basis for the request is workload. Last year, during calendar 1971, we had over 15,000 more inquiries than the year before for a total of almost 189,000 inquiries, Mr. Chairman. We find that on the average, during fiscal 1971, we had approximately 230 requests from each Member of the House, approximately 630 from each Member of the Senate.

That means that every single working day we receive a request from virtually every Member of the House and two or three requests from every Member of the Senate. Obviously, most of those requests are for factual information which we can provide very quickly because of the way we are organized.

But there are also betwen 10,000 and 15,000 research projects that require considerable time. That is where the hard work really is involved. Many of these result from events that break overnight. In the statement I pointed to the fact that when the President went on the air last August to announce his new economic policy, we were immediately innundated with queries about the statutory basis for what he did, the constitutionality of the statutes that were involved, the economic implications of wage and price controls, our experience with wage and price controls during the Korean war and World War II.

You mentioned the Pentagon papers before. When the Pentagon papers were first published we were immediately asked for summaries of the papers; we were asked to compare what appeared in the papers with the public statements that had been made by the public officials involved. We were asked to delve into the security classification statutes. We were asked to discuss the constitutional aspects of efforts to enjoin publication.

These were events that occurred during the year that immediately innundated us with work. Members of Congress find that they need

some place to turn to for authoritative information quickly so that they can handle their day-to-day affairs.

That is the sort of thing that is involved in our normal workload, quite apart from the Reorganization Act which looks toward extensive indepth research assistance to the committees.

REDUCTION IN REQUEST

So, Mr. Chairman, this is the principal basis for this request. I should point out that the request has been reduced by $121,000. We are eliminating from our request a $21,000 increase we sought for experts and consultants and reducing by $100,000 a $250,000 request we made for funds to contract with outside research organizations.

We will be moving forward more slowly with these two authorizations. I think the funds requested will provide sufficient funding to give us initial implementation of our new undertakings.

Senator HOLLING. It drops from $9,342,000 to $9,221,000. The increase drops from $2,176,000 to $2,055,000, is that correct?

Mr. JAYSON. That is correct.

Senator HOLLINGS. Where is that Constitution annotated? Do you have it out yet?

Mr. JAYSON. We hope to have the manuscript completed by the end of this calendar year and then it will be turned over to the GPO. That will be available for printing either at the end of the calendar year or the beginning of the next calendar year. We are asking for no funds for that. We have enough to carry us through.

Senator HOLLINGS. Do you have an official CRS position on how you would legislatively solve the problem when you get these inquiries, for example on busing?

Mr. JAYSON. We have no official position at any time. We have a good deal of material which has been turned out and given to the Members which crystalize the issues involved in busing, which go into the court decisions that are involved, and which provide background material for Members to assist them.

One of the program aspects into which our budget is broken down involves policy analysis, which includes indepth research for committees. It includes assisting committees in their advanced planning. The Reorganization Act requires us to prepare lists of subject areas that committees may find it fruitful to pursue. These are things that will have to be done next year because we are directed to do it.

The resources needed for in depth policy analysis is the major part of the resources we are requesting. The Reorganization Act also requires us to submit to the committees at the beginning of the 93d Congress lists of programs and activities that are about to expire that are within the jurisdiction of those committees, again to assist the committees to plan in advance the research that they may need so that the committee won't be caught short with regard to the information they need to avoid having their options precluded by events.

We intend to provide not merely the lists but also backup material so that the committee will be able to consider whether the programs which are expiring should be extended or modified or dropped. These are some of the things that are discussed more in detail in the justification.

Senator HOLLINGS. You do an outstanding job. I will tell you that.
Mr. JAYSON. Thank you.

DISTRIBUTION OF CATALOG CARDS

Senator HOLLING. Next we have the distribution of catalog cards.
Mr. WELSH. With your permission we would like to reduce our request by $192,575, so the estimate for 1973 would be $9,956,175. The net increase would be $207,425.
Senator HOLLINGS. That is a new wrinkle. How can you do that?
Mr. WELSH. We have made savings and will keep certain jobs vacant because the workload did not increase. We don't anticipate the same workload in fiscal 1973. As a matter of fact, we absorbed about $300,000 of the pay raise in fiscal 1972, again because of this reduction in the workload.
Mr. Chairman, I would ask that you consider including page 151, 152, and 154. That is the summary of our request and the 20-year table showing the activity of this appropriation.
Senator HOLLINGS. We will include that in the record at this point.
(The information follows:)

APPROPRIATION: SALARIES AND EXPENSES, DISTRIBUTION OF CATALOG CARDS

1972 Regular Bill	$ 9,726,750
Supplemental for Postage	22,000
1972 adjusted	$ 9,748,750
1973 Estimate	10,148,750
Net Increase	+$ 400,000

Analysis of Increases and Decreases

Decreases

1. Two days less salary costs ..... - $ 43,575

   Fiscal year 1972 requires the payment of salary funds for a total of 262 days. Fiscal year 1973 will have only 260 days.

Salaries	$40,538
Personnel Benefits	3,037
Total	$43,575

Total decreases ..... - $ 43,575

Increases

1. Ingrades and reallocations ..... + $192,575

Funds are requested to cover the cost of within-grade increases and reallocations as follows:

Salaries	$179,148
Personnel Benefits	13,427
Total	$192,575

2. Rent, Communications, and Utilities ..... + 26,000

See p. 158

Postage - This request is necessary to provide for the increase in quanity of mailings as determined by a Library mail use survey.

3. Equipment (non-recurring) ..... + 225,000

See p. 157

This non-recurring request is to provide an Output Packaging System, $200,000, a Developing Machine, $10,000, and an Offset Press, $15,000, to enable the Card Division to handle an increase in volume and to serve as a backup for the Output Packaging System which is currently in operation.

Total Increase ..... + $443,575

Net Increases ..... + $400,000

Fiscal Year	Returns to the Treasury From Sale of Cards and Publications	Obligations	Percentage of Receipts to Cost	Total Cards Sold
1952	$ 945,067	$1,171,618	82	20,816,692
1953	1,037,362	1,234,719	83	21,181,986
1954	1,087,326	1,264,580	84	22,340,089
1955	1,168,361	1,348,700	87	23,450,243
1956	1,280,172	1,400,188	91	24,692,621
1957	1,441,000	1,486,656	97	26,953,659
1958	1,558,762	1,713,003	91	28,351,083
1959	1,936,010	1,878,526	103	30,093,915
1960	2,171,284	1,979,841	110	32,057,488
1961	2,409,650	2,168,492	111	35,678,496
1962	2,792,099	2,342,235	119	42,386,314
1963	2,959,770	2,678,609	110	46,022,022
1964	3,679,781	2,991,789	123	52,505,637
1965	4,354,637	3,784,935	115	61,489,201
1966	5,046,417	4,099,277	123	63,214,294
1967	5,741,755	4,647,441	124	74,503,175
1968	7,026,601	6,221,060	113	78,767,377
1969	5,965,111	7,248,830	82	63,404,123
1970	6,346,274	8,025,000	79	64,551,799
1971	7,467,344	8,999,500	83	74,474,002
1972 (est.)	6,650,000	9,448,750*	70	71,250,000

* Does not include the contingency fund.

CARD DIVISION EQUIPMENT

Mr. WELSH. The major increase is for several items of equipment for the Card Division. A number of years ago when we were faced with a workload that we could not handle through manual means and traditional devices we made a study of automation of this important service.

It was in a two-phase program. Phase one has been introduced and is working very, very successfully. It uses optical scanning equipment to read the order slips. Phase two is an attempt to eliminate the great problem of maintaining stock for about 5 million titles. We began to implement that and we need this additional equipment to further that cause so that more orders can be handled through an automated mode.

When phase two of this approach is fully implemented we will then be able to eliminate the mass of stock that has been our problem through the years. It will enable us to provide better and faster service to meet the needs of libraries.

Mr. Chairman, I mentioned earlier this morning the problem of copyright. We have an example here of a number of firms that are actually taking our publications and selling them at reduced prices. These are the book catalogs that I referred to that we produce. They are produced in monthly, quarterly, annual and quinquennial accumulations. The Government Printing Office prints these monthly, quarterly and annual issues for us. However, because the 5-year accumulation is an especially salable item, we put it out on bids. Recently, because of the lack of copyright protection, there has been a reluctance to bid on these publications.

So we may deprive the library community of an opportunity to get these publications unless we find a way to copyright. We think we have solved that problem and with the next 5-year accumulation we will probably insert a notice that certain portions of it will be copyrighted.

The contribution of other research libraries will be copyrighted. We think that will be of great benefit to the entire library community.

INCREASE IN POSTAGE

Senator HOLLINGS. How do you put down an increase on postage as a result of greater usage of the card division when we say we are cutting them back because there is less usage of the card division?

Mr. WELSH. There are more mailings as a result of this automated program. Rather than grouping large orders together, the machinery in phase two distributes them a set at a time so there actually are more sets, more individual mailings, than there were formerly.

BOOKS FOR GENERAL COLLECTIONS

Senator HOLLINGS. The next item is books for general collection. You are requesting an increase of $145,000.

JUSTIFICATION

I shall include in the record page 160 of the justification.

(The justifications follows:)

APPROPRIATION: BOOKS FOR THE GENERAL COLLECTIONS, LIBRARY OF CONGRESS

1972 Regular Bill	$ 971,000
Supplemental for Postage	2,000
1972 adjusted	973,000
1973 Estimate	1,118,650
Net increase	+ $ 145,650

Analysis of Increases

1. To maintain present level of acquisition	+ $ 69,575
2. To acquire additional publications resulting from increasing publishing output worldwide	+ 26,795
3. For R. L. Polk City Directories	+ 19,280
4. To meet increased freight and express costs of transportation of large gifts to the Library	+ 20,000
5. To meet additional subscription service charges and postage costs	+ 10,000
Total increases	+ $145,650

MAINTENANCE OF PRESENT ACQUISITION LEVEL

Mr. WELSH. We have identified five areas as the basis for the request. The first item of $69,575, which is generally to maintain the present level of acquisition, is broken down into two elements.

On the first we are asking for $41,270 to meet the increasing costs of library materials. I refer you to page 162, which shows that average cost per piece has risen from fiscal 1970 to fiscal 1971 at a rate of 4.25 percent. It is on the basis of that increase that we are asking for $41,270.

ADDITIONAL PUBLICATIONS

The second element of that first item is for an increase of $28,305 in an attempt to restore our book purchasing power as a result of the devaluation of the dollar.

The second item is to acquire additional publications resulting from increased publishing activity world wide.

On page 163 we show that worldwide publishing has increased at the rate of 9.49 percent, fiscal 1971 over fiscal 1970. We are asking for only a part of that increase, an amount of $26,795.

POLK CITY DIRECTORIES

The third item relates to a request we made last year. In our initial request last year we asked for funds, $100,000, to purchase two copies of the Polk City Directories. We reduced the request at the time of hearings and you very kindly appropriated $50,000 for one set. We now find in actual experience that one set costs $69,280. Therefore, we ask for an increase of $19,280 so we may purchase one complete set of the Polk City Directories.

FREIGHT AND EXPRESS COST INCREASES

The fourth item relates to the increase in freight and express costs of transportation of large gifts to the Library. Page 164 gives some details relating to that. We are attempting to acquire through gifts many large and valuable collections. We acquired in fiscal 1972, for example, the entire Look magazine photo collection.

Senator HOLLINGS. Is that from Henry Luce?

Mr. WELSH. No, sir.

Mrs. HAMER. They were presented by Gardner Cowles for Cowles Communications.

Senator HOLLINGS. What did you get from Henry Luce?

Mr. BERRY. We received some of his papers.

Senator HOLLINGS. Will his papers be deposited with the Library of Congress?

Mr. BERRY. Yes, his personal papers.

Mrs. HAMER. And those of Mrs. Henry Luce—Clare Booth Luce.

Senator HOLLINGS. How is the determination made? They are not controversial. Suppose Robert Welch sent you his papers? What would you do?

Mr. BERRY. I am inclined to think we would take them, sir, because they would represent a facet of American History that should be preserved.

Senator HOLLINGS. I went along with you until the last three words. Go ahead.

SERVICE AND POSTAL CHARGE INCREASES

Mr. WELSH. The last item is an increase of $10,000 to help us to cope with service charges and postal charges that continue to increase. Those five items account for an increase of $145,650.

SPECIAL RESERVE FUND

Senator HOLLINGS. Who does the purchasing on that special reserve fund? In buying the letter from Calhoun in 1821, who would say we would buy it or not buy it?

Mrs. HAMER. An informal committee usually considers that, Mr. Chairman. The Librarian of Congress, himself, has to approve the expenditure from that special fund.

Senator HOLLINGS. Do we do much of it?

Mrs. HAMER. We don't have much money to spend that way.

Senator COTTON. Don't you get into competition with private collectors for these items and that puts the price up?

Mr. WELSH. Yes, sir. Some of these items are sold at auction. Certainly some of that does occur.

Mrs. HAMER. We lose more than we acquire in this bidding process because we often can't compete with the private collector.

GIFTS OF PAPERS

Senator COTTON. Can't you save a lot of money and eventually obtain them by getting the private collectors to agree to will them to you.

Mrs. HAMER. We try very hard to persuade collectors to give the Library such valuable materials, but not all of them do. Frequently the private collector leaves his collection not to an institution but to his heirs and they may not have his same interest in history and in the collection of such documents. Thus they become part of his estate. They are often turned over to a dealer and are sold at auction and dispersed.

Gifts of personal papers of statesmen, poets, novelists, composers, et cetera, are not as frequent as formerly because there is no longer any tax incentive.

Mr. WELSH. In relation to the moneys spent by other libraries, this amount, which is $25,000 a year, is very small.

Senator HOLLINGS. I would have thought the experience would have been the opposite, that the private collectors would really rather have them in the Library of Congress or some institution rather than the family. You can't tell what the family is going to do.

Mrs. HAMER. Exactly. But sometimes they can't afford to make such gifts because they constitute a major part of their estates.

Senator COTTON. As a country lawyer, I have made a lot of wills. I have been impressed by how many people strive somehow to perpetuate their memory. If they can find some way of doing it, like having a brass plate with their name on it in the Library of Congress such as "The John Jonas Collection," would that be possible?

Mrs. HAMER. They are not satisfied with a brass plate, sir. Many university libraries agree to build a whole wing or a special room in

which the collection of that particular man will be housed. That is a little more flattering to him and a little more attractive than what we can offer.

Senator COTTON. Then that same university comes to the Appropriations Committee, or HEW and wants the Government to help finance that sort of thing.

PRESIDENTIAL LIBRARIES

Senator HOLLINGS. Let me ask as a matter of curiosity this question. I am President Lyndon Johnson. Do my papers belong to me so that I can give them to a special library in Texas? Why don't they belong to the Government and the Library of Congress may take them? I am not trying to raise a row, but I am trying to find out the policy.

Mrs. HAMER. Traditionally, Presidential papers have been considered private papers. When George Washington left office he took his papers with him as his own private papers, even though many related to his service as President of the United States. Every President since Washington has done the same. Up until the time of Franklin D. Roosevelt, most of those Presidential papers, when they were not scattered or destroyed, eventually came to the Library of Congress. We have the papers of 23 Presidents of the United States in the Library.

The system of Presidential libraries began with Franklin D. Roosevelt. His friends built the library at Hyde Park at no expense to the Government. Then it and his papers were turned over to the Government, and the National Archives and Records Service administers the Library.

The same pattern was followed in regard to Harry S. Truman, Dwight D. Eisenhower, Lyndon Johnson, and I believe a library is being planned for President Nixon. There is also a Hoover Library, and one is on the way for John F. Kennedy.

Senator COTTON. They get beautiful buildings that taxpayers have also to maintain.

Mrs. HAMER. Yes, but it has to be said that today the papers of the Presidents are so voluminous that the Library of Congress would have a very severe space problem in housing those of present-day Presidents on Capitol Hill.

This means that the Presidential papers are divided, not only in location but are under two jurisdictions—the Library of Congress and the Archives.

Senator COTTON. You keep the Congressional Record, don't you?

Mrs. HAMER. Yes, indeed.

Senator COTTON. Surely no Presidential papers would be more voluminous than that.

BOOKS FOR THE LAW LIBRARY

Senator HOLLINGS. Now turning to the books of the Law Library again I think you asked for an increase of $25,000.

Mr. KENYON. Yes, sir.

Senator HOLLINGS. That is just the increase in the cost of the materials.

Mr. KENYON. This is an increase due to inflationary cost. It does not include dollar devaluation. This is based on the fact that standing

orders are eating up more and more of our funds. Therefore, we have to put in this request to remain current in acquisitions.

Senator HOLLINGS. All right, sir.

JUSTIFICATION

Mr. MUMFORD. Mr. Chairman, pages 169 and 170 point up strongly the big increases in this legal material. Perhaps you would wish to have them in the record.

Senator HOLLINGS. We will include those at this point in the record.

(The justification follows:)

APPROPRIATION: BOOKS FOR THE LAW LIBRARY, LIBRARY OF CONGRESS

1972 Regular Bill	$156,500
1973 Estimate	181,500
Net increase ..... +	$ 25,000

Analysis of Increases

1. For increased cost of currently received materials ..... + $25,000

Average Price of Current Legal Materials

	Fiscal 1969	Fiscal 1970	Fiscal 1971	Percent Difference 1969/71
Serials and periodicals	$1.51	$1.61	$2.27	+ 50.3%
Monographs	4.04	4.73	5.08	+ 23.2%

Total Pieces of Legal Material Acquired and Average Cost

	Fiscal 1969	Fiscal 1970	Fiscal 1971	Percent Difference 1969/71
Pieces	61,841	53,134	51,638	- 16.4%
Average Cost	$ 2.10	$ 2.47	$ 2.97	+ 46.1%

Representative Subscriptions (Annual Renewal Services)
Price Increases, Fiscal 1971 and 1972

	Fiscal 1971	Fiscal 1972
Official California Advance Sheets (Supreme & Appellate)	$ 87.03	$114.98
Nichols on Eminent Domain (9 v.)	80.00	100.00
Labor Relations Reporter (BNA)	472.00	566.00
Poverty Law Reports (CCH)	145.00	175.00
Taxes-the Tax Magazine (CCH)	11.00	15.00
Inheritance and Transfer Tax (PH)	159.00	189.00
Sales Tax (PH)	189.00	222.00
United States Administrative Citations (Shepard)	24.00	28.00
Federal Supplement	210.00	240.00
New York Supplement	99.00	120.00

Mr. MUMFORD. Mr. Bray administers this program, Mr. Chairman.

Mr. BRAY. By way of introduction, Mr. Chairman, we are pleased to report that since we last met, the use of the program increased by approximately 30,000 blind and handicapped people, from 220,000 to about 250,000 readers using the 50 cooperating libraries.

Senator HOLLINGS. What explanation do you give for the increase?

Mr. BRAY. I believe it is because we have opened additional libraries and our books are being read. Availability of the program is more widely known as a result of conferences, exhibits, and so forth. These cooperating libraries have done a great deal to publicize their own services in the various States.

Our increases are limited largely to those required to meet increased costs anticipated in printing, some increase in publication of the Braille Book Review and other magazines provided to readers to tell them what has been added to their regional library. I request that pages 172 through 175 be inserted in the record.

Senator HOLLINGS. They will be inserted at this point.

(The justification follows:)

APPROPRIATION: SALARIES AND EXPENSES, BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

1972 Regular Bill		$8,550,000
Supplemental for Postage		5,000
1972 adjusted		$8,555,000
1973 Estimate		8,831,000
Net increase	+	$ 276,000

Analysis of Increases and Decreases

Decreases

1. Two days less salary costs ..... - $7,585

   Fiscal year 1972 requires the payment of salary funds for a total of 262 days. Fiscal year 1973 will have only 260 days.

Salaries	$7,056
Personnel Benefits	529
Total	$7,585

Total decreases ..... - $7,585

Increases

1. Ingrades and reallocations ..... + $50,995

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$47,478
Personnel Benefits	3,517
Total	$50,995

2. New positions requested (4) ..... + $34,742

See p. 187

To handle increased workload, reduce backlogs, and improve quality control.

3 GS-7; 1 GS-4	$31,948
Personnel Benefits	2,794
Total	$34,742

3. Rent, Communications and Utilities ..... + $ 5,000

See p. 183

Postage - This request is necessary to provide for the increase in quantity of mailing as determined by a Library mail use survey.

4. Printing, Publications ..... + $ 5,348

See p. 183

The increase is needed to offset higher printing costs.

5. Publications Contracts ..... + $78,500

See p. 184

The increase is needed to cover the higher printing costs of Talking Book Topics and Braille Book Review, to supply additional copies to accomodate new readers, and to publish a cassette book catalog in an edition of approximately 15,000 copies.

6. Books in Raised Characters ..... + $69,500

See p. 184

This request is necessary to produce all kindergarten through third grade braille books in the twin-vision format, to increase the number of braille titles, to provide blind readers with braille catalogs of all titles available in braille and recorded forms, and to provide reference and other back-up materials for the multi-state service centers.

7. Sound Reproductions ..... + $ 39,500

See p. 185

To provide approximately 50 additional copies of each of the 100 cassette titles estimated to be produced in 1973.

Total increases ..... + $283,585

Net increases ..... + $276,000

BRAILLE READERS

Mr. BRAY. We want to increase our offerings to braille readers by 25 titles. Incidentally, the number of braille readers has shown a satisfying increase over recent years.

REGIONAL LIBRARIES

Senator COTTON. How many regional libraries do you have?

Mr. BRAY. We have 51, sir.

Senator HOLLINGS. How many blind people are there in the United States?

Mr. BRAY. It is estimated at approximately 450,000. This is not a matter of census. It is an estimated incidence.

Senator HOLLINGS. Is there a program where each blind person could receive some braille publication each year from your department of the library?

Mr. BRAY. All braille readers can receive anything they ask us for.

AVAILABILITY OF PROGRAM TO THE BLIND

Senator HOLLINGS. But there may be some who just sit there and don't get anything at all sent to them. I was rather disappointed at the amount we give, for example, to the blind in our own State. I wondered if there was any affirmative program of distribution just to make certain that each blind person knew about it.

Mr. BRAY. I don't know of any, Senator. What you are suggesting is a marvelous idea. I believe for it to work it would be a function of each State agency for the blind. Every State has an agency. Many are quite active.

I think of one or two where through an HEW program—which, incidentally, I believe it is about to cease—an attempt is made by the States to register all blind people in that State. It has succeeded to varying degrees in the States, depending on a number of factors. But even when you try to register every blind person you are going to fall short because, by definition, they are relatively immobile and inaccessible. They are home-bound in a very literal sense. Many people are reluctant to admit they are blind. So there are a number of factors.

Mrs. HAMER. But we are trying to work with the organizations that deal with the handicapped, and they in turn will know who the blind people are. We are putting out a lot more publicity on the program. in the forms of posters, flyers, et cetera, which their relatives can read.

Mr. MUMFORD. And on the radio.

Mrs. HAMER. Yes; there are many radio spots which they can hear.

Senator COTTON. Just to complete my question, if you have 51 of these regional libraries, that doesn't mean that there is one in every State, does it?

Mr. BRAY. No, sir.

Senator COTTON. Some States have two?

Mr. BRAY. Certain States have two—California, New York, Michigan, Ohio. There is one in the District of Columbia and one in the Virgin Islands.

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Senator COTTON. How many States don't have any?

Mr. BRAY. Six: Wyoming, Idaho, South Carolina, Alaska, Vermont, and North Dakota. We opened one in New Hampshire in 1970. That is one of the new ones.

Senator COTTON. Have you any statistics as to what percentage of the blind people are able to read braille?

Mr. BRAY. There are no such statistics, Senator. Incidentally, the Library of Congress program reaches more individual blind people than any other program in the Nation except public assistance. When we can report that one-tenth of the blind people using this program are braille readers, this is a measure, in response to your question. But I don't believe anyone knows definitely how many read braille.

STATES WITH REGIONAL LIBRARIES

Senator HOLLINGS. Whose responsibility is it to get one of these regional libraries, for example, to open in South Carolina or Wyoming?

Mr. BRAY. It depends on the State, sir. The State expresses a condition of readiness, for example.

Senator HOLLINGS. Financial readiness?

Mr. BRAY. Financial readiness.

Senator HOLLINGS. How much are you talking about?

Mr. BRAY. It would depend on the size of the State. A ball park guess would be $75,000, around there. This varies so widely it is not even fair to attempt an approximation. It depends on salaries paid librarians and how many readers. If one State has 1,000 readers it will not cost as much as a State that might have 3,000.

Senator HOLLINGS. We have an extremely high rate of adult illiteracy in South Carolina, appallingly so. I would imagine with the blind there would be many, many people who would have difficulty with the braille. You say a ball park guess, but add it all up, $75,000 plus. What have I got to get together in the State, a quarter of a million dollars?

Mr. BRAY. It wouldn't be that.

Senator HOLLINGS. What in general terms would they receive from you?

Mr. BRAY. They get books provided by this program and the equipment to play the talking book records, catalogs.

Senator HOLLINGS. I know they are getting the talking book because when I used to ride every week to the legislature in Columbia, I would bring back a talking book every week for certain groups in Charleston. They are getting those from you.

Mr. BRAY. Yes.

Senator COTTON. Where are these located? Are they in the State libraries?

Mr. BRAY. The majority are in the State libraries. In the case of New Hampshire, it is in the State library in Concord.

In response to part of your question, Mr. Chairman, interestingly enough, the talking book, which speaks to you, breaks down the literacy barrier, because you can listen to a book that you couldn't read in print. I have met, for example, blind people with relatively little education who couldn't read and who are now listening to books that in print would be too complicated for them.

Senator HOLLINGS. Will you get me a little proposal or drop me a line in general terms as to what was done by the last State that you brought into the system so I would have an idea?

Mr. BRAY. Yes.

Senator HOLLINGS. Thank you.

Now we go to the selection and distribution of library materials, the special foreign currency program. Pages 195 through 201 may be inserted in the record. That is an increase of $102,000.

SPECIAL FOREIGN CURRENCY PROGRAM

Mr. WELSH. This program was inaugurated in 1962 and it uses foreign currencies in countries where they are available to acquire multiple sets of publications from the country, and distributes them to the major research libraries that are participating in the program. We would like to withdraw this request for an increase. We feel that with the change in East Pakistan we no longer can operate there with the Pakistani currencies. So we are eliminating that requirement.

We have not been able as yet to get into Tunisia. So we feel that we can live with the amount of money that had been appropriated last year, operating at the level of $2,891,000.

Senator HOLLINGS. How much was allocated for East Pakistan?

Mr. WELSH. About $65,000, sir.

Senator HOLLINGS. And if we were to recognize Bangladesh within the next 2 or 3 months, would we then need it?

Mr. WELSH. We would need it, but there aren't any excess foreign currencies available now and none that we can anticipate becoming available even if we recognized Bangladesh.

JUSTIFICATION

Senator HOLLINGS. I understand.

We shall include pages 195–201, inclusive, of the justifications in the record at this point.

(The justification follows:)

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS

1972 Regular Bill	$2,891,000
1973 Estimate	2,991,000
Net Increase	+ $ 100,000

Analysis of Increases and Decreases

Decreases

Foreign currency

1. Israel (U. S. dollar equivalent) ..... - $ 97,600

   The request for Israeli pounds is reduced because Israel is not expected to remain an "excess-currency" country beyond 1973; therefore, the Library is gradually phasing out its P.L. 480 program there.

2. Morocco (U. S. dollar equivalent) ..... - 23,000

   Morocco was removed from the list of "excess-currency" countries in 1972, before the new program proposed by the Library could be implemented. The proposal has therefore been withdrawn.

3. Pakistan (U. S. dollar equivalent) ..... - $ 41,800

The increase of $3,300 requested for salaries and personnel benefits is offset by economies in other allotments totaling $45,100.

4. Arab Republic of Egypt (U. S. dollar equivalent) ..... - 23,400

The increase of $3,000 in salaries and personnel benefits is offset by decreases in other allotments totaling $26,400.

U. S. Dollars

1. Salaries ..... - 2,000

The Library has had $10,200 to provide the services of a Field Director in the Arab Republic of Egypt on a half-time basis. We are able to absorb this cost. This decrease is offset in part by increases of $2,581 for ingrades, and $5,619 for annualization of the salary of the Field Director in Tunisia. The Library received three quarters of the annual salary for this position in 1972.

Total decreases:

Foreign currency, U. S. dollar equivalent .. $185,800

U. S. Dollars ..... 2,000 - $187,800

Increases

Foreign Currency

1. India (U. S. dollar equivalents) ..... + $ 74,000

An additional $17,000 is requested for estimated step increases general pay raises, promotions and personnel benefits. An increase of $12,000 is required for home leave and for local travel throughout India, Ceylon, and Nepal. An estimated $5,000 is needed to cover increases in rent and utilities. The cost of Administrative Support provided by the State Department to the Library's various overseas programs is expected to rise by approximately $20,000. Better coverage of current publishing output, as well as price increases for 20 sets of monographs and serials will entail additional costs of $62,000. The total increase of $116,000 is offset by economies in other allotments of $42,000, for a net increase of $74,000.

2. Poland (U. S. dollar equivalent) ..... + 114,500

The P. L. 480 Program for Poland was not initiated until January, 1972, and therefore required only half of the $225,000 total previously appropriated (over a two-year period from fiscal 1967 through 1968) for a full year's coverage of publications. Since no funds were requested or appropriated specifically for fiscal 1972, a request for the second half of 1973 therefore appears as a new item.

3. Tunisia (U. S. dollar equivalent) ..... + $ 36,300

An increase of $36,300 is requested to annualize this program, establishment of which is anticipated as a pilot project in fiscal 1972.

4. Yugoslavia (U. S. dollar equivalent) ..... + 63,000

An estimated $6,500 is needed to cover anticipated mandatory salary raises, normal step increases, promotions, and the corresponding increases in personnel benefits. The spiral of inflation which has characterized Yugoslavia for the past several years is expected to continue, and will require additional funds for parcel post, rent, utilities, equipment, supplies and services, totaling an estimated $10,000. $50,000 is needed for books and periodicals to cover sharply increased prices. Economies in other allotments cause a decrease of $3,500.

Total increases:

Foreign currency, U. S. dollar equivalents ..... + $287,800

Net increases:

Foreign currency, U. S. dollar equivalents . $102,000

U. S. dollars ..... - 2,000 + $100,000

U. S. and Foreign Currencies by Country
Fiscal 1973

	1972		1973		Increases and Decreases	
	Hard Dollars	Soft Currency	Hard Dollars	Soft Currency	Hard Dollars	Soft Currency
India	$ 74,600	$1,394,000	$ 75,556	$1,468,000	$ 956	$ 74,000
Israel	27,600	200,000	28,090	102,400	490	-97,600
Morocco	----	23,000	----	----	----	-23,000
Pakistan	25,100	331,000	25,203	289,200	103	-41,800
Poland	----	----	----	114,500	----	114,500
Tunisia	16,856	94,000	22,475	130,300	5,619	36,300
A.R.E.	10,200	283,000	----	259,600	-10,200	-23,400
Yugoslavia ..	26,700	300,000	27,164	363,000	464	63,000
Sub-total .	181,056	2,625,000	178,488	2,727,000	-2,568	102,000
U. S. Costs .	84,944	----	85,512	----	568	----
Totals	266,000	2,625,000	264,000	2,727,000	-2,000	102,000
GRAND TOTALS	$2,891,000		$2,991,000		$100,000	

Fiscal 1973 by Object Classification

		1972		1973		Increases and Decreases	
		Hard Dollars	Soft Currency	Hard Dollars	Soft Currency	Hard Dollars	Soft Currency
11	Personnel Compensation	$212,400	$ 352,400	$210,805	$ 414,900	$-1,595	$ 62,500
12	Personnel Benefits	18,200	27,000	17,795	30,900	- 405	3,900
21	Travel	4,000	48,600	4,000	62,100	---	13,500
22	Transportation of Things	19,500	277,000	19,500	251,500	---	-25,500
23	Rent, Communications, Utilities	1,000	141,700	1,000	143,900	---	2,200
24	Printing and Reproduction	100	146,200	100	138,200	---	- 8,000
25	Other Services	4,200	427,600	4,200	443,400	---	15,800
26	Supplies and Materials	4,000	47,600	4,000	47,600	---	---
31A	Books and Library Materials ...	1,600	1,127,900	1,600	1,164,300	---	36,400
31H	Equipment	1,000	29,000	1,000	30,200	---	1,200
	TOTALS	266,000	2,625,000	264,000	2,727,000	- 2,000	102,000
	GRAND TOTALS	$2,891,000		$2,991,000		$100,000	

Senator HOLLINGS. I don't want to belabor a point, but we have so many funds available in India, couldn't you use that?

Mr. WELSH. No, sir. We have investigated that and it does not appear likely.

PUBLIC LAW 480 ACQUISITIONS

Mr. WELSH. I suggest you might want to include page 203, which shows the materials that we have acquired in this program from the beginning.

Senator HOLLINGS. That will be included.

PUBLIC LAW 480 ACQUISITIONS, JAN. 1, 1962-JUNE 30, 1971

	Total fiscal 1962-70	Total fiscal 1971	Total fiscal 1962-71
Arab Republic of Egypt	2,011,641	149,441	2,161,082
Ceylon (from July 1966)	82,100	19,592	101,692
India	5,772,493	699,199	6,471,692
Indonesia (July 1963-June 1969)	992,336		992,336
Israel (from July 1963)	[1] 1,560,569	47,146	1,607,715
Nepal (from July 1965)	155,473	39,658	195,131
Pakistan	1,483,746	215,283	1,699,029
Yugoslavia (from March 1967)	678,134	176,790	854,924
Total	12,736,492	1,347,109	14,083,601

[1] Corrected.

PUBLIC LAW 480 PARTICIPANTS BY COUNTRY

Mr. Chairman, I would also recomend you include pages 204 and 205. Those are the listings of libraries that receive the full sets of publications from the countries enumerated.

Senator HOLLINGS. They will be included.

(The documents follow:)

PUBLIC LAW 480 PARTICIPANTS BY COUNTRY

India/Pakistan/Nepal/Ceylon:
California, University of (Berkeley).
Center for Research Libraries.[1]
Chicago, University of.
Columbia University.
Cornell University.
Duke University.
Hawaii, University of (East West Center).
Illinois, University of.
Michigan, University of.
Minnesota, University of.
New York Public Library.
Pennsylvania, University of.
Syracuse University.
Texas, University of.
Virginia, University of.
Washington, University of.
Wisconsin, University of.
Yale University.
Michigan State University.

Israel:
Boston Public Library.
Brandeis University.
California, University of (Berkeley).
California, University of (Los Angeles).
Columbia University.
Cornell University.
Harvard University.
Hebrew Union College.
Jewish Theological Seminary.
Michigan, University of.
New York Public Library.
Portland State University.
Princeton University.
Southern California, U. of.
Spertus College of Judaica.
SUNY, Binghamton.
Texas, University of.
Utah, University of.
Wayne State University.
Yale University.
Yeshiva University.

See footnote on p. 249.

Arab Republic of Egypt:
- Arizona, University of.
- Boston College.
- California, University of (Berkeley).
- California, University of (Los Angeles).
- Chicago, University of.
- Columbia University.
- Cornell University.
- Hartford Seminary Foundation (Partial set).
- Harvard University.
- Hoover Institution.
- Illinois, University of.
- Indiana University.
- Kentucky, University of.
- Michigan, University of.
- New York Public Library.
- Portland State University.
- Princeton University.
- Southern Calif., Univ. of.
- SUNY, Binghamton.
- Texas, University of.
- Utah, University of.
- Virginia, University of.
- Yale University.
- New York University.

Yugoslavia:
- California, University of (Berkeley).
- California, University of (Los Angeles).
- Center for Research Libraries.[1]
- Chicago, University of.
- Columbia University.
- Harvard University.
- Illinois, University of.
- Indiana University.
- Kansas, University of.
- Michigan, University of.
- New York Public Library.
- Ohio State University.
- Stanford University/Hoover Institution.
- Syracuse University.
- Virginia, University of.
- Washington, University of.
- Western Michigan University.
- Wisconsin, University of.
- Yale University.

Poland:
- California, University of (Berkeley).
- Center for Research Libraries.
- Chicago, University of.
- Columbia University.
- Hoover Institution.
- Indiana University.
- Kansas, University of.
- Michigan, University of.
- New York Public Library.
- Wisconsin, University of.
- Yale University.
- Washington, University of.

PUBLIC LAW 480 PROGRAMS

Mr. WELSH. And pages 206 through 211. The libraries listed there by State are those that receive a selected set of English language publications from certain of these countries. We are able to select the publications and ship them to every State in the Union.

Senator HOLLINGS. That will be done.

(The information follows:)

[1] Set divided with the National Agricultural Library and the National Library of Medicine.

PL-480 PROGRAMS

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS

ALABAMA

Auburn University
Birmingham Southern College
Tuskegee Institute
University of Alabama

ALASKA

Z. J. Loussac Public Library, Anchorage
University of Alaska

ARIZONA

Arizona State University
Phoenix Public Library
Prescott College

ARKANSAS

State College of Arkansas
University of Arkansas

CALIFORNIA

California State College, Fullerton
California State College, Hayward
California State College, Los Angeles
California State Library
California Western University
Claremont College
Fresno State College
Long Beach State College
Mills College
Occidental College
San Diego State College
San Fernando Valley State College
San Francisco Public Library
San Francisco State College
San Jose State College
Sonoma State College
University of California, Davis
University of California, Riverside
University of California, San Diego
University of California, Santa Barbara
University of Redlands
University of San Francisco
University of Santa Clara

COLORADO

Colorado State Library
Colorado State University
USAF Academy
University of Colorado
University of Denver

CONNECTICUT

Connecticut College
Eastern Connecticut State College
Trinity College
University of Connecticut
Wesleyan University

DELAWARE

University of Delaware

DISTRICT OF COLUMBIA

American University
Catholic University of America
George Washington University
Georgetown University
Howard University
Trinity College

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (CONTINUED)

FLORIDA

Florida Presbyterian College
Florida State University
Jacksonville University
University of Florida
University of Miami
University of Tampa

GEORGIA

Emory University
Spelman College
University of Georgia

IDAHO

Idaho State University
University of Idaho

ILLINOIS

Bradley University
Chicago Public Library
Eastern Illinois University
Illinois Wesleyan University
The John Crerar Library
Library of International Relations
Loyola University
Monmouth College
Northern Illinois University
Northwestern University
Southern Illinois University
Western Illinois University
Wheaton College

INDIANA

DePauw University
Earlham College
Goshen College
Hanover College
Indiana State University
Indianapolis Public Library
Purdue University
University of Notre Dame
Wabash College

IOWA

Des Moines Public Library
Grinnell College
State University of Iowa
University of Northern Iowa

KANSAS

Fort Hays Kansas State College
Kansas State University
Kansas City Public Library
Wichita State University

KENTUCKY

Berea College
Kentucky Department of Libraries
University of Louisville
Villa Madonna College

LOUISIANA

Dillard University
Louisiana State University, Baton Rouge
Louisiana State University, New Orleans
Tulane University
University of Southwestern Louisiana

MAINE

Bates College
Bowdoin College
University of Maine

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (CONTINUED)

MARYLAND

College of Notre Dame of Maryland
Enoch Pratt Free Library
Goucher College
Hood College
John Hopkins University
Mount Saint Mary's College
U. S. Naval Academy
University of Maryland
Western Maryland College

MASSACHUSETTS

Boston University
Clark University
Massachusetts Institute of Technology
Mount Holyoke College
Smith College
Tufts University
University of Massachusetts
Wellesley College
Williams College

MICHIGAN

Albion College
Central Michigan University
Detroit Public Library
Oakland University
University of Detroit

MINNESOTA

Bemidji State College
Carleton College
Macalester College
Mankato State College
Minneapolis Public Library
Moorhead State College
Saint Cloud State College
University of Minnesota, Duluth

MISSISSIPPI

Jackson State College
Mississippi State University
University of Mississippi
University of Southern Mississippi

MISSOURI

Missouri State Teachers College
St. Louis Public Library
St. Louis University
Southeast Missouri State College
Southwest Missouri State College
University of Missouri, Columbia
University of Missouri, Kansas City
Washington University

MONTANA

College of Great Falls
Montana State University, Bozeman
University of Montana, Missoula

NEBRASKA

Creighton University
Omaha Public Library
University of Nebraska
University of Omaha

NEVADA

University of Nevada

NEW HAMPSHIRE

Dartmouth College
University of New Hampshire

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (CONTINUED)

NEW JERSEY

Drew University
Farleigh Dickinson University
Glassboro State College
Jersey City Free Public Library
Jersey City State College
Newark Public Library
Rutgers University
Seton Hall University

NEW MEXICO

New Mexico State University
University of New Mexico

NEW YORK

Brooklyn College
Brooklyn Public Library
City College Library
Colgate University
Elmira College
Fordham University
Hamilton College
Hobart & William Smith Colleges
Hunter College
Marymount Manhattan College
New York State Library
Queens College
Russell Sage College
St. John's University
Sarah Lawrence College
Southhampton College of Long Island University
State University College, New Paltz
State University College, Oswego
State University of New York, Binghamton
State University of New York, Buffalo
United States Military Academy
University of Rochester
Vassar College
Wells College

NORTH CAROLINA

Davidson College
East Carolina College
North Carolina Agricultural and Technical College
North Carolina State of UNC
Queens College
University of North Carolina, Chapel Hill
University of North Carolina, Greensboro
Wake Forest University

NORTH DAKOTA

University of North Dakota

OHIO

Antioch College
Baldwin-Wallace College
Bowling Green State University
Cleveland Public Library
College of Wooster
Denison University
Kent State University
Malone College
Miami University
Oberlin College
Ohio University
Ohio Wesleyan University
Public Library of Cincinnati and Hamilton County
University of Cincinnati
University of Toledo
Wilmington College

OKLAHOMA

Oklahoma State University
University of Oklahoma
University of Tulsa

RECIPIENTS ENGLISH-LANGUAGE PUBLICATIONS (CONTINUED)

OREGON

Library Association of Portland
Oregon State University
Reed College
University of Oregon

PENNSYLVANIA

Bryn Mawr College
Bucknell University
Carnegie Library of Pittsburgh
Gettysburg College
Haverford College
Immaculata College
Lehigh University
Mansfield State College
Pennsylvania State University
Shippensburg State College
Swarthmore College
Temple University
University of Pittsburgh
West Chester State College

PUERTO RICO

University of Puerto Rico

RHODE ISLAND

Brown University
Providence Public Library
University of Rhode Island

SOUTH CAROLINA

University of South Carolina
Winthrop College

SOUTH DAKOTA

South Dakota State College of Agriculture and Mechanic Arts
University of South Dakota

TENNESSEE

Memphis State University
University of Chattanooga
University of Tennessee

TEXAS

Baylor University
East Texas State College
North Texas State University
Rice University
Southern Methodist University
Southwest Texas State College

Texas A & M University
Texas Christian University
University of Houston

UTAH

Brigham Young University
Salt Lake City Public Library
Utah State University

VERMONT

Middlebury College
University of Vermont

VIRGINIA

College of William and Mary
Hampton Institute
Mary Washington College of the University of Virginia

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VIRGINIA (CONTINUED)

Randolph Macon Woman's College
Sweet Briar College
University of Richmond
Virginia Polytechnic Institute
Washington and Lee University

WASHINGTON

Seattle Public Library
Spokane Public Library
Tacoma Public Library
Washington State University
Western Washington State College

WEST VIRGINIA

Kanawha County Public Library
Marshall University
West Virginia University

WISCONSIN

Beloit College
Lawrence University
Marquette University
Milwaukee Public Library
University of Wisconsin, Green Bay
University of Wisconsin, Milwaukee
Wisconsin State University, La Crosse
Wisconsin State University, Oskhosh

WYOMING

Laramie County Library
University of Wyoming

FURNITURE AND FURNISHINGS

Senator HOLLINGS. Unless there is a question, the $4,400,000 on the next page, has already been covered substantially.

REVISION OF HINES AND CANNON PRECEDENTS FOR THE HOUSE

Senator HOLLINGS. Next is "Revision of Hines and Cannon precedents for the House."

Mr. JAYSON. That was authorized by the Legislative Branch Appropriation Act of 1966, Mr. Chairman, directing the Parliamentarian to update Hines and Cannon. That act, as well as the Legislative Reorganization Act of 1970, authorizes the Parliamentarian of the House to call on the Library of Congress to provide assistance. He has requested assistance. We are seeking merely a $2,000 increase to take care of our within-grade salary increases for the staff hired for that purpose.

Senator COTTON. How many people are working on this project?

Mr. JAYSON. There are four that are authorized, but the entire staff has not been brought on board as yet. It is very difficult to find people experienced in this kind of work. At the present time we only have two people. So we actually turned back part of the funds last year.

CRS JUSTIFICATION

Mr. MUMFORD. Mr. Chairman, could I ask that the justification for the CRS and furniture and furnishings be included in the record?

Senator HOLLINGS. It will be included.

(The justification follows:)

APPROPRIATION: SALARIES AND EXPENSES, CONGRESSIONAL RESEARCH SERVICE

1972 Regular Bill	$7,166,000
1973 Estimate	9,342,000
Net increase	+2,176,000

Analysis of Increases and Decreases

Decreases

1. Two days less salary costs ..... - $ 53,067

Fiscal year 1972 requires the payment of salary funds for a total of 262 days. Fiscal year 1973 will have only 260 days.

Salaries	$49,367
Personnel Benefits	3,700
	$53,067

Increases

1. Ingrades and reallocations ..... + $ 130,980

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$121,847
Personnel Benefits	9,133
	$130,980

To absorb this amount would mean the equivalent of approximately ten positions could not be filled.

2. New positions requested (120) ..... + 1,764,045

See p. 130

For policy analysis and research (79)

8 GS-17, 5 GS-15, 6 GS-14, 12 GS-13, 6 GS-12

13 GS-11, 9 GS-9, 3 GS-7, 16 GS-5, 1 GS-3 ..... $1,210,388

Personnel Benefits 98,618

$1,309,006

See p. 136 For documentation and status of legislation (10)

2 GS-13, 1 GS-12, 2 GS-11, 2 GS-9, 1 GS-7, 2 GS-5	$ 119,190
Personnel Benefits	9,934
	$ 129,124

See p. 142 For information and reference services (26)

2 GS-14, 1 GS-12, 3 GS-11, 2 GS-9, 7 GS-7, 5 GS-5, 1 GS-4, 5 GS-3	$ 244,041
Personnel Benefits	20,891
	$ 264,932

See p. 146 For administration (5)

1 GS-15, 1 GS-11, 2 GS-5, 1 GS-3	$ 56,266
Personnel Benefits	4,717
	$ 60,983

3. Senior staff reallocations ..... + $ 35,442

See p. 147 For the promotion of 6 GS-17 to GS-18; 2 GS-16 to GS-17; and 8 GS-15 to GS-16.

Salaries	$32,970
Personnel Benefits	2,472
	$35,442

4. Experts and Consultants ..... + $ 21,000

See p. 147

An increase from $39,000 to $60,000. This increase is requested to hire temporary experts and consultants on a personal service basis.

5. Travel ..... + 3,000

See p. 148

An increase from $25,000 to $28,000. The increase is needed for regular travel.

6. Rent, Communications, and Utilities ..... + 2,600

See p. 149

An increase from $4,200 to $6,800. An additional $600 is needed for increased costs of long distance telephone service, $200 is needed for telegraph, teletype and cable communications, and $1,800 is needed for the rental of equipment.

7. Supplies and Materials ..... + 10,000

See p. 149

An increase from $65,000 to $75,000. This increase is requested to pay for expendable office supplies for an increased staff, $5,000, and for the purchase of additional pamphlets and documents used in responding to Congressional requests, $5,000.

8. Other Services ..... + $ 262,000

See p. 149

An increase from $27,000 to $289,000.

Training - $10,000

For training of staff members in facilities outside the Library.

Graphic services - $2,000

To pay for more graphic services procured through contracts.

Contractual Services - $250,000

This request is made to implement the Reorganization Act of 1970 which authorizes the Service to procure by contract the temporary or intermittent assistance of educational, research, and other organizations or experts learned in particular or specialized fields of knowledge.

Total Increases ..... + $2,229,067

Net Increases ..... + $2,176,000

General Statement

The Congressional Research Service is the department of the Library devoted exclusively to providing information, research, and reference support to Members and Committees of Congress, and their staffs, to assist them in their legislative responsibilities. Because it is a research arm of the Congress, the work product takes many forms. Members and Committees turn to CRS for preparation of background reports on legislative problems; for analytical studies of public issues; for legal opinions; for pro and con arguments; for assistance with committee hearings, reports, and other committee work; for comparisons of bills; for legislative histories; for surveys of court opinions; for tabulations of statistics; for aid in speech drafts; for newspaper searches; for "spot" factual information; for translations; for the preparation of charts, graphs, and other illustrative materials: for historical data; for personal consultations with subject specialists; for assistance in answering constituent inquiries; and for other kinds of services. Additional responsibilities, assigned under the 1970 Legislative Reorganization Act, are described below.

Most of these services are furnished through eight research divisions: American Law, Economics, Education and Public Welfare, Environmental Policy, Foreign Affairs, Government and

General Research, Science Policy Research, and Senior Specialists. There are two other divisions: the Congressional Reference Division, which concentrates on quick reference and constituent inquiries, and operates the Congressional Reading Room, and the Library Services Division, which maintains unique reference files containing clippings, pamphlets, and published documents as the basis for reply to a large percentage of inquiries, and which provides researchers with basic working collections and various bibliographic and reference tools.

In addition to research and reference, the CRS on a continuing basis performs various other statutory duties, such as the preparation of the Digest of Public General Bills and Resolutions, which provides a summary and status information concerning all measures introduced in Congress, and of the Constitution of the United States--Analysis and Interpretation, which contains annotations of U. S. Supreme Court cases construing every clause of the Constitution.

Background

There has been an enormous change in the work of the Service since its establishment in 1914. As the Congress became increasingly involved in new and complex national concerns, the Service has had to change its methods of operation, broaden its subject coverage, and diversify its research staff. The Service was expanded by the Legislative Reorganization Act of 1946. A principal purpose of that Act was to strengthen the legislative process and to make available to

the Congress information and staff assistance "comparable in quality to that at the disposal of the executive and of interest groups." Congress placed this staff with newly organized standing committees and with the Legislative Reference Service.

By 1970, 24 years following the 1946 Act, the Service's workload had increased by almost 700 percent; staff had increased 177 percent. The staff had changed from a relatively small group of legal analysts, historians, and librarians performing mostly reference oriented services to a highly professional force providing analyses of legislative proposals and specialized information support in almost all phases of the legislative process. The Service now had subject specialists in agriculture, conservation, ecology, economics, international relations, law, oceanography, science and technology, social welfare, taxation, and literally dozens of other subject areas of recurring interest to the Congress. Within the Congress, however, there was increasing recognition of the need for further expansion of its information and research resources, particularly with regard to aiding committees in policy analysis. Hearings began in 1965, and by 1970 a new Legislative Reorganization Act had been developed and enacted. With this, the character of the Service again was changed, the shift in emphasis being reflected by its new name, the Congressional Research Service.

In the Legislative Reorganization Act of 1970 (PL 91-510), Congress extensively revised the language of the 1946 statute, continued most of the Service's earlier functions, expanded others, and directed the Service to undertake specifically designated new functions. The principal intent, according to the report accompanying the bill, was "to provide massive aid in policy analysis" to Congressional committees.

Acknowledging that a "large expansion of staff" would be required, but that it would be difficult and probably inadvisable to expand too quickly, the report stated, "We nevertheless expect the buildup of those resources to be substantially completed within 5 years."

The first steps toward implementing the new responsibilities conferred on CRS were taken in fiscal 1972. The fiscal 1973 appropriation request is aimed at second-year implementation within an orderly progression toward achieving fully the objectives of the Act over a 5-year period. The request also takes into account the sharp increase in requests for assistance which the Service received from Congressional offices during the past year, wholly apart from the new functions vested in the Service by the Act.

The fiscal 1973 budget request looks toward development of the following objectives, all required by the Reorganization Act:

--Staff capability for indepth analysis, appraisal, and evaluation of legislative proposals;

--Liaison with committees so as to be more responsive to their research needs;

--An in-house capability for tracking major issues and early identifying of emerging policy problems:

--Submission of agenda of emerging legislative issues to committees;

--Enlargement of the range of assistance to committees by the use of contracts and outside consultants;

--Notice to committees at the beginning of each Congress of programs and activities due to expire;

--Strengthened capability to provide legislative histories on subjects scheduled for hearings;

--Improved reporting, indexing and retrieval of bills introduced in the Congress;

--New CRS organizational machinery for responding to concerns of the Congress.

The budget outlined below has been keyed closely to the responsibilities given the Service in Section 321 of the Act. The projected manpower needs are related to the resources necessary to achieve the implementation actions summarized above and described in more detail below under the three major program activities: Policy Analysis and Research, Documentation and Status of Legislation, and Information and Reference Services. But these needs must be read in context of the sharp increase in workload that the Service experienced last year, with-

out reference to the Act, which further added to the problems faced by the Service for many years during which growth in workload far outpaced growth in staff.

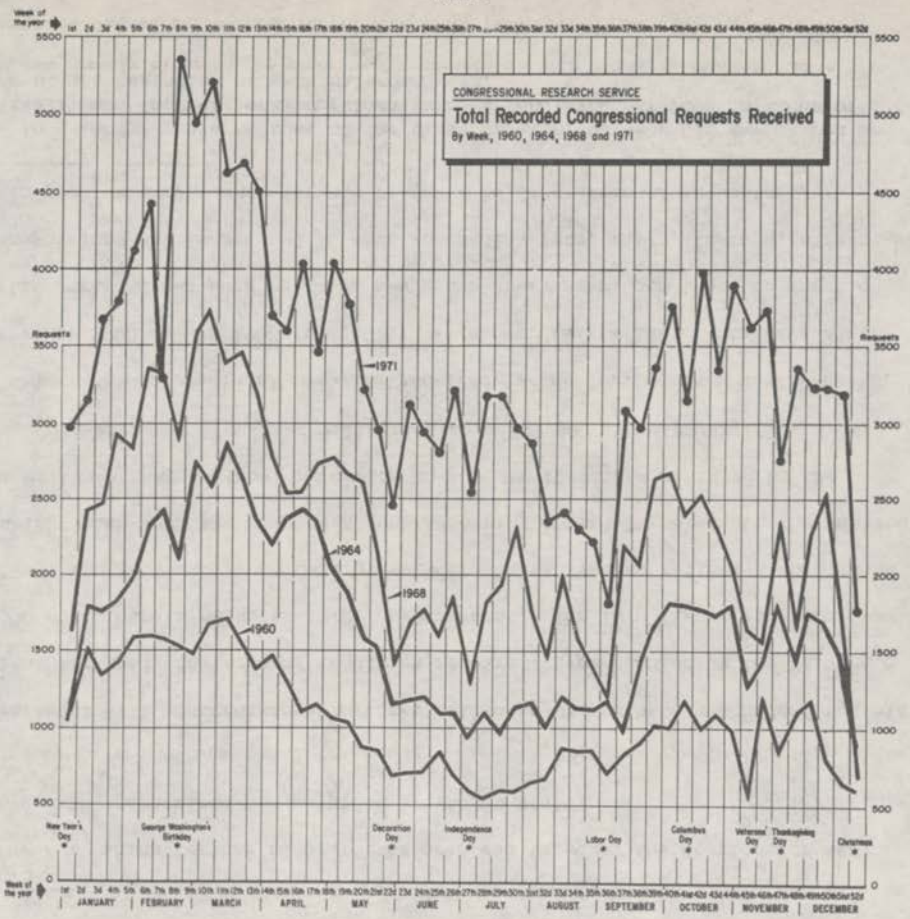
Workload

During calendar 1971, Congressional offices called on CRS to handle 188,700 inquiries, creating the heaviest workload, in terms of inquiries received, ever handled by the Service.* This was some 15,500 more than in calendar 1970, up 9 percent. The 1970 figure, in turn, was 10 percent above 1969, and 1969 was 22 percent over 1968. These figures reflect a continuing long term trend during which workload more than doubled over the past 7 years. On the basis of this experience we estimate that, without reference to the new functions assigned by the Reorganization Act, Congressional inquiries will reach some 209,000 in calendar 1972.

Table I shows the Congressional requests received by the Service on a weekly basis, comparing calendar years 1960, 1964, 1968, and 1971. It shows, as similar charts have shown in the past, that the workload has been reaching new peaks every year, and that the duration of the periods of peak workload has lengthened in each succeeding year, which, in turn, affect the Service's ability to provide timely and adequate response to Congressional requests.

*Reference is made to calendar years because of the close parallel between CRS's workload and that of Congress itself, and Congressional workload is more readily understood in terms of its sessions which open at the beginning of each calendar year.

TABLE I


CONGRESSIONAL RESEARCH SERVICE
Total Recorded Congressional Requests Received
By Week, 1960, 1964, 1968 and 1971
Week of the year
Requests
1971
1964
1968
1960
New Year's Day
George Washington's Birthday
Decoration Day
Independence Day
Labor Day
Columbus Day
Veterans' Day
Thanksgiving Day
Christmas
JANUARY
FEBRUARY
MARCH
APRIL
MAY
JUNE
JULY
AUGUST
SEPTEMBER
OCTOBER
NOVEMBER
DECEMBER

Another consistent trend reflected in the calendar 1971 record has been the continued upward ratio of Member to constituent requests (e.g., in calendar 1964 the ratio was 43% Member to 57% constituent; in calendar 1971 it was 61% Member to 39% constituent). Since Member inquiries involve substantially more time and effort than constituent inquiries, this contributes to a long-term increase in workload pressure. The comparable figures are given in Table II. (Constituent inquiries, representing 39% of the total inquiries handled by CRS in 1971, involved only 15% of the Service's total research time, almost all at the lowest professional level).

Table II

Member-Constituent Inquiries Compared by Percentages of Total
Calendar Years 1964-1971

Calendar Year	Member	% of Total	Constituent	% of Total	Total
1964	39,847	42.9%	53,090	57.1%	92,937
1965	53,402	47.0%	60,226	53.0%	113,628
1966	56,108	49.2%	57,929	50.8%	114,037
1967	70,332	53.1%	62,119	46.9%	132,441
1968	68,787	53.3%	60,376	46.7%	129,163
1969	88,285	55.9%	69,528	44.1%	157,813
1970	96,803	55.9%	76,368	44.1%	173,171
1971	115,767	61.3%	72,954	38.7%	188,721

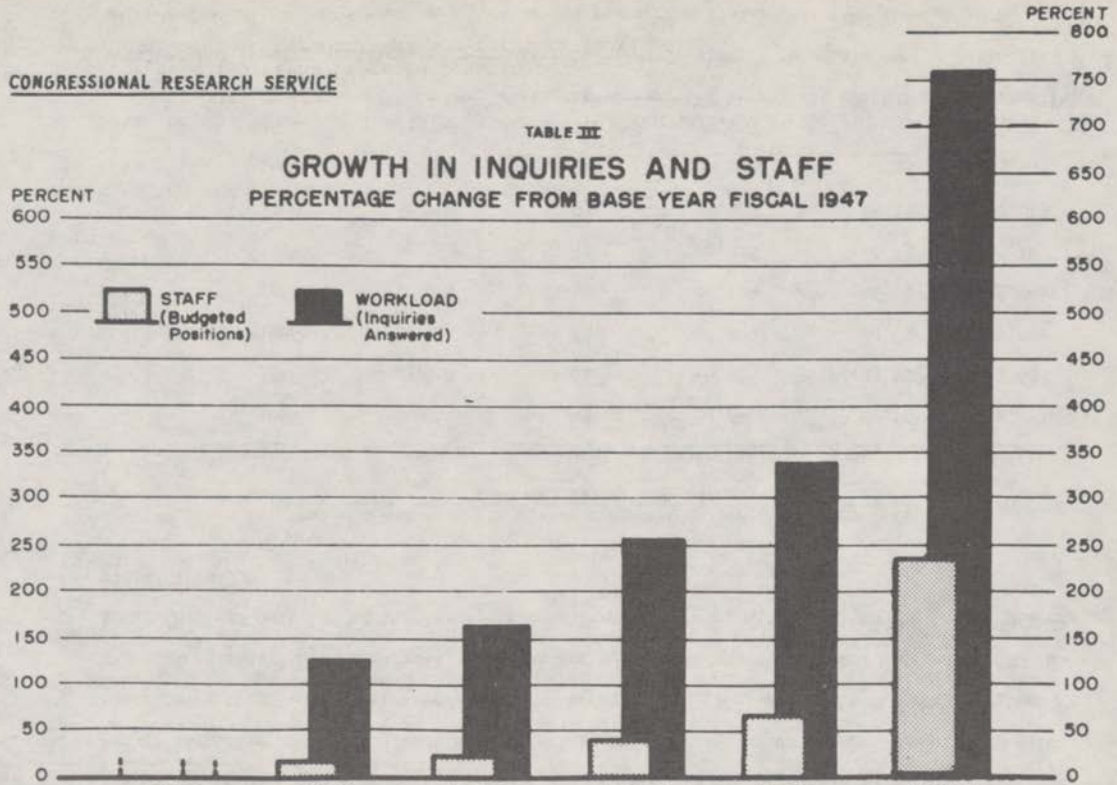
Although CRS staff has been strengthened over the years, the percentage increase in workload has greatly exceeded the percentage increase in staff. This is shown in Table III which compares the two percentages for various years from fiscal year 1947 through 1972.

CONGRESSIONAL RESEARCH SERVICE

TABLE III

GROWTH IN INQUIRIES AND STAFF

PERCENTAGE CHANGE FROM BASE YEAR FISCAL 1947



Fiscal Years	1947	1952	1956	1960	1965	1972
Inquiries Answered	22,841	51,076	59,425	81,000	100,000	196,000 (est.)
Permanent Staff	131	151	158	180	219	438

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Justification of 120 new positions - $1,764,045

Table IV indicates the total funds and positions requested, by program activities, to carry out the second year of implementation of the Legislative Reorganization Act and to meet current workload. Table V, which follows, shows the allocation of staff by program activities for fiscal year 1970 through 1973.

Table IV

Program and Financing (in thousands of dollars)

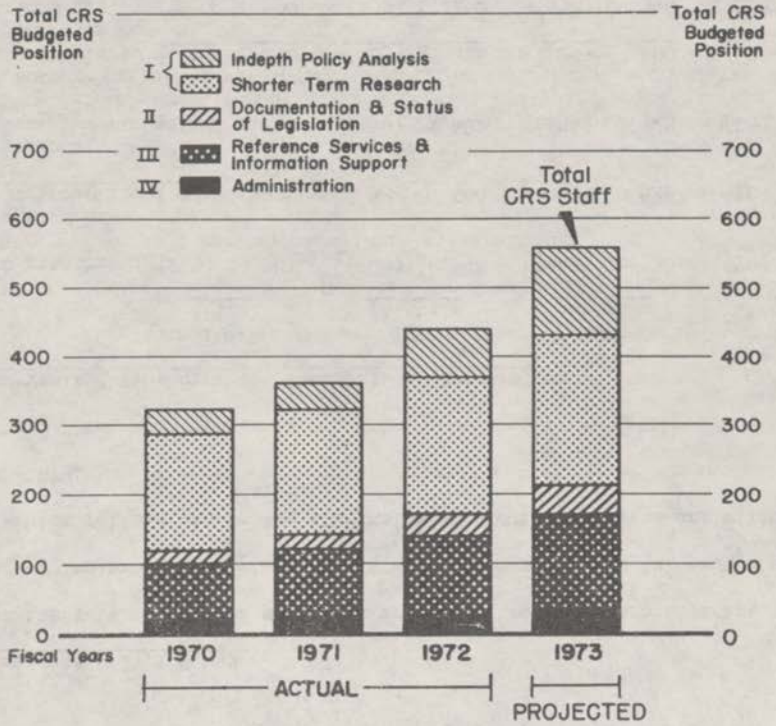
Program by activities	1971 Actual		1972 Estimate		1973 Estimate		Increase**	
I. Policy analysis and research .	(215)*	$3,781	(263)	$4,848	(342)	$6,538	(79)	+$1,690
II. Documentation and status of legislation	(23)	338	(33)	500	(43)	631	(10) +	131
III. Information and reference services	(105)	1,261	(119)	1,482	(145)	1,773	(26) +	291
IV. Administration and support services	(20)	270	(23)	336	(28)	400	(5) +	64
Total obligations	(363)	$5,650	(438)	$7,166	(558)	$9,342	(120)	+$2,176

*Figures in parentheses represent budgeted positions.
**Dollar figures include both personal and non-personal services.

TABLE V

CONGRESSIONAL RESEARCH SERVICE

STAFF ALLOCATION BY PROGRAM ACTIVITY



I. Policy Analysis and Research - 79 positions - $1,309,006

The new and expanded committee-related responsibilities of the Service for policy analysis and research were explained by the House Committee on Rules in its report on the Reorganization Act as requiring "supplementary staff to provide massive aid in policy analysis." The report stated further that these new functions should be given high priority, that personnel assigned to such functions should not be distracted by other activities of the agency, that staff should become proficient in existing analytical techniques and develop new ones as necessary.

The program activity, Policy Analysis and Research, is made up of three statute-directed categories of service. These are: indepth research, primarily for committees; preparation of agendas of emerging legislative issues; and shorter term legislative studies.

Indepth analysis, appraisal and evaluation of legislative proposals--The 1970 Act requires the Service:

> (1) upon request, to advise and assist any committee of the Senate or House of Representatives and any joint committee of Congress in the analysis, appraisal and evaluation of legislative proposals within that committee's jurisdiction, or of recommendations submitted to Congress, by the President or any executive agency, so as to assist the committee in--
>
> (A) determining the advisability of enacting such proposals;
>
> (B) estimating the probable results of such proposals and alternatives thereto; and

(C) evaluating alternative methods for accomplishing those results;

and, by providing such other research and analytical services as the committee considers appropriate for these purposes, otherwise to assist in furnishing a basis for the proper evaluation and determination of legislative proposals and recommendations generally... (Sec. 203(d))

As a pilot effort to implement these policy analysis responsibilities, the Service with the new staff added in fiscal 1972 is undertaking at least 15 additional indepth assignments, one each from 15 committees or subcommittees, over and above the approximately 50 projects already underway for committees by existing CRS staff, committing an average of one and a half man-years of professional staff time and one-half year of clerical assistance time for each of the new projects. We anticipate expanding this coverage in fiscal 1973 to undertake some 25 to 30 more significant legislative studies than were undertaken in fiscal 1972. While recognizing that certain committees, because of the workload of their legislative activities at any given time, their pattern of staffing and other resources available, will not require our services to the same extent as others, we project a demand from at least two-thirds of the more than 250 standing, joint, and select committees, and their subcommittees by fiscal 1976.

The 1970 Act directs CRS to maintain continuous liaison with all committees. This will give the committees a better understanding of, and opportunity to utilize the Service's multi-disciplinary research resources. It will also facilitate advance planning by the committees.

Rather than setting up a separate full-time liaison staff, a number of CRS division chiefs, senior specialists, and other senior professional staff have been given the liaison responsibility. The tasks of liaison include keeping the committees informed about CRS's present and potential resources for assisting them, acquainting them with relevant Service reports already prepared or in preparation as well as with other resources available in the Library of Congress, informing them about non-CRS materials of use and the techniques through which the Service can keep them regularly apprised of them, receiving inquiries and arranging for other CRS researchers and specialists to undertake studies or projects as needed. Above all, liaison involves a continuing readiness to provide committees with extensive assistance whenever necessary.

Because resources were limited in fiscal 1972, the liaison function was begun only on a pilot basis with a limited number of committees. These pilot efforts will be regularized and extended during fiscal 1973.

To assist committees by providing indepth analyses, appraisals, and evaluations of legislative proposals, to assist them in their related activities, to fulfill the research requests flowing from the liaison function, and to extend coverage contemplated by the Reorganization Act by undertaking major legislative research assignments from additional committees, 56 positions are requested in fiscal 1973 (41 researchers at GS-7 through GS-17, and 15 clerical support at GS-3 and GS-5).

Agenda of emerging legislative issues--The 1970 Act requires the Service "to make available to each committee of the Senate and House of Representatives and each joint committee of the two Houses, at the opening of a new Congress, a list of subjects and policy areas which the committee might profitably analyze in depth..." (Sec. 203(d)(3)). The purpose is to assist the committees in planning their research and hearing schedules. It will also assist the Service in setting research objectives and aid it in working out priorities of scope and time.

To achieve the purposes of this section of the Act, the Service has developed a methodology through which current major legislative issues as well as emerging issues likely to be of concern to the Congress in the near future will be systematically tracked. To enhance their usefulness, the Service plans to augment the required lists with background studies and analytical material relating to the subjects and policy areas noted.

The tracking system is designed to facilitate the work of CRS specialists in policy analysis, to quicken response time to Congressional inquiries, and to aid committees in advance planning of their legislative agenda. Some 150 major issues and problem areas have been identified as appropriate for tracking. For each issue tracked, the significant studies and recommendations made by Presidential commissions and governmental agencies will be identified and noted; positions taken on these issues by interest groups will be monitored; documents,

publications, and materials in respect to the issues will be acquired; and bills covering the subjects involved as well as related legislative activities will be recorded and continuously updated. A program is under development for maintaining the data in the Library's computer so as to facilitate simple updating and prompt retrieval.

The fiscal 1973 budget request provides for 14 positions (GS-11 and 13) to permit a phased buildup of staff time in each research division for tracking and the preparation of the lists required to be submitted to all committees. This should permit comprehensive substantive reports to a small number of committees at the beginning of the 93rd Congress, identifying emerging legislative issues and providing background on their implications and status. A more limited listing and analysis would be provided, as required by the Act, to the other committees.

Shorter-term legislative studies--In addition to the long term policy studies requiring both more time and higher level staff, are the shorter term legislative studies which Members and committees have traditionally requested from the Service. Large in number and required on a relatively fast turn-around basis, these are the basic products of CRS: background requests on legislative problems and public issues; legal opinions; pro and con arguments; assistance with committee hearings, reports, and other committee work; comparisons of bills; surveys of court

decisions; tabulations of statistics; position papers; speech drafts; newspaper searches, historical data; and personal consultations with subject specialists.

The Act provides that the Service shall without partisan bias "upon request, or upon its own initiative in anticipation of requests, ...collect, classify, and analyze in the form of studies, reports, compilations, digests, bulletins, indexes, translations, and otherwise, data having a bearing on legislation, and to make such data available and serviceable to committees and Members of the Senate and House of Representatives and joint committees of Congress..." (Sec. 203(d)(4)).

These services as a rule require from less than a day to two weeks work and reflect a major investment of staff resources. In calendar 1969, 8,873 such inquiries were received; in calendar 1971 the number rose to 12,569; and it is estimated that there will be 13,700 in calendar 1972. Seven (7) positions (5 researchers at GS-9 to GS-13; 2 clerical at GS-5) are requested to meet the increased workload already experienced in 1972 and the further increase expected in 1973.

While the above category requires the creation of new material and the analysis of data, there is a further significant category of work where the end product is usually sent as copies of previously prepared CRS reports, photocopies, loaned material from the Library's

collections, or materials selected from the Service's files. These queries are essentially informational but require both more time and higher level review than strictly reference and factual information requests, and involve the specialized subject knowledge of our research division staffs. They include searches of hearings, testimony, the provision of background articles and documents for briefings, and the identification of technical and specialized data needed by such constituents as officials of state governments, editors, and administrators who have turned to their Members or Senators for assistance.

Past workload of this type of request (Member and committee information inquiries and more difficult constituent requests) grew from 33,141 in calendar 1968 to 49,576 in calendar 1971. Based on this experience, we anticipate approximately 55,000 such requests in calendar 1972, and request 2 additional positions (GS-7 and GS-9) to meet the expected increased workload in this category of inquiries.

II. Documentation and Status of Legislation - 10 positions --$129,124

A second major area of responsibility assigned to CRS by the Reorganization Act involves three basic services: regularized reporting on terminating programs and activities, preparation of digests and information on status of legislation, and legislative history and related information on bills scheduled for hearings. Categories of documentation duties are set forth in Sec. 203(d):

(2) to make available to each committee of the Senate and House of Representatives and each joint committee of the two Houses, at the opening of a new Congress, a list of programs and activities being carried out under existing law scheduled to terminate during the current Congress, which are within the jurisdiction of the committee;...

(6) to prepare summaries and digests of bills and resolutions of a public general nature introduced in the Senate or House of Representatives;

(7) upon request, ...to prepare and transmit to [each] committee or Member a concise memorandum with respect to one or more legislative measures upon which hearings by any committee of the Congress have been announced, which memorandum shall contain a statement of the purpose and effect of each such measure, a description of other relevant measures of similar purpose or effect previously introduced in the Congress, and a recitation of all action taken theretofore by or within the Congress with respect to each such other measure....

Report on terminating programs and activities--The first of these new statutory duties is designed to assist the committees by (a) informing them well in advance of the dates of upcoming, expiring legislation within their jurisdictions, and thus (b) providing the committees with the opportunity to study the problems involved before the expiration dates foreclose considered and deliberative legislative action. We estimate that approximately 1,000 programs and activities expire during each Congress (single acts may include several "programs" or "activities"). In carrying out this new function, bare listings will generally not be adequate. To assist committees in exploring the advisability of permitting the programs and activities to expire,

or of modifying or extending them, it is expected that CRS will either receive requests for, or on its own initiative will provide background reports, evaluative analyses, and other relevant information concerning many of them.

The Statutes-at-Large will have to be examined on a page-by-page basis for the preceding 10 years to identify previously authorized programs and activities that are scheduled for future expiration. A file will be maintained manually for each Congressional committee for each Congress with the programs and activities under the jurisdiction of the committee listed in chronological order. In the future, however, a program-expiration record will be prepared for each program or activity within each new public law, where a specific termination date is set forth: these records will be put into a computer data bank, and will be subject to quick retrieval.

Two (2) positions (GS-11 and GS-12) are requested in fiscal 1973 to enable the Service to provide basic compliance with the statutory requirement that each committee be advised at the beginning of the 93rd Congress regarding expiring programs. Accompanying background memoranda concerning significant programs will be prepared by CRS subject specialists engaged in other assignments covered by this appropriation request.

Digest and status of bills--Since 1935, CRS has been required by statute to publish a current record of bills and resolutions introduced. This service is presently supported by computerized techniques which produce the text of the bi-weekly Digest of Public General Bills and Resolutions, the monthly Legislative Status Report, and the weekly Legislative Status Checklist.

Currently, the number, sponsor, date, and committee referral of each bill or resolution introduced is typed into a computer system. Digests of each such measure are written and indexed for both manual retrieval in the printed Bill Digest, and computer retrieval. Changes in the status of each bill (e.g., hearings, reports to the Floor, passage or defeat, conference activities, and public law number) are tracked and recorded. The Service is presently engaged in programs which will achieve greater currency, will speed up the production of the printed product, and will make updating of the changes in status faster and more efficient.

Certain of the new responsibilities vested in the Service by the Reorganization Act have made more urgent the need to consolidate CRS activities concerned with legislative documentation and retrieval.

The following interrelated and continuing functions, some of which are now performed separately, will be consolidated within a new legislative documentation unit of the American Law

Division: the Bill Digest activity "to prepare summaries and digests of bills and resolutions of a public general nature introduced in the Senate or House of Representatives" (Sec. 203(d)(6)); the responsibilities relating to terminating programs and activities previously described (Sec. 203(d)(2)): the "purpose and effect memoranda" on legislative history activities (Sec. 203(d)(7)); the legislative status activities providing weekly and monthly reports on the status of major bills before the Congress; the acquisition and maintenance of collections of committee reports and publications; and the committee witness index and voting records activities --all would be under the supervision of a single section head.

Four (4) positions (GS-7 through GS-13) are requested to meet the workload of indexing, digesting, and inputting information on new legislation into the computer system; to permit improved retrieval of information; and to provide automated and other services in support of the Reorganization Act, including responses to Congressional research inquiries in this and related subject areas.

Purpose and effect memoranda--In the future, the Service must have available, in anticipation of requests, legislative histories relevant to any measure that any committee may schedule for hearings. The Reorganization Act requires CRS to prepare

> a concise memorandum with respect to...legislative measures upon which hearings... have been announced, which memorandum shall contain a statement of the purpose and effect of each such measure, a description of other relevant measures of similar purpose or effect previously introduced in the Congress, and a recitation of all action taken theretofore...with respect to each such other measure... (Sec. 203(d)(7)).

It is estimated that 1,100 - 1,300 committee and subcommittee legislative hearings are held during each session of a Congress. Although it may vary from Congress to Congress, it is believed that several hundred legislative histories will have to be prepared in connection with such hearings.

The proposed format, as now developed, will include such data as (a) the number and title of the bill, the committee and subcommittee to which it was referred, and its sponsor; (b) a summary of the bill and a concise statement of its purpose and effect; (c) various details of its legislative history; (d) a list of identical bills and bills of similar purpose introduced in the current Congress, and their sponsors; (e) a description of other relevant measures of similar purpose or effect introduced in the five preceding Congresses, and their legislative histories; and (f) for all bills listed, reference will be made to major amendments and unusual procedural developments during the course of their legislative consideration. Four (4) positions (2 legal analysts at GS-11 and GS-13; 2 clericals at GS-5) being requested for fiscal

1973 should permit reasonably advanced implementation, short of indepth substantive interpretation of the purpose and effect of the proposed measure.

III. Information and Reference Services - 26 positions - $264,932

The 1970 Legislative Reorganization Act revised and broadened the information and reference responsibilities of the Service. Sec. 203(d) provides that, to meet requests and anticipate demand for requests, the Service is to:

> (4)...collect, classify, and analyze in the form of studies, reports, compilations, digests, bulletins, indexes, translations, and otherwise, data having a bearing on legislation, and to make such data available and serviceable to Committees and Members...;
>
> (5)...prepare and provide information, research, and reference materials and services to committees and Members of the Senate and House of Representatives and joint committees of Congress to assist them in their legislative and representative functions....

CRS's information and reference functions serve Members and committees in their day-to-day activities, assist Members in responding to constituent inquiries, and provide essential in-house research support to CRS's professional staff. This program activity is made up of essentially three services. These are assistance to meet Member and committee reference needs and to respond to constituent requests; receipt of inquiries and review of work product; and finally, information support services to researchers.

Member reference requests and constituent services--CRS reference services to the Congress have been separately staffed in order to permit the subject specialists in the research divisions to devote more of their time to analytical and policy-oriented research. Most of the Congressional requests for factual information, for newspaper searches, for expendable giveaway material, and a great mass of constituent inquiries are concentrated in a specialized Congressional Reference Division.

Requests from Members and committees for reference and factual information, as distinguished from requests requiring analytical research, continue to grow, from 38,556 in calendar 1968 to 65,647 in calendar 1971. Included in this total are such services as graphics and translations. Assistance to Members in their representative function through responding to constituent reference requests also has increased, rising from 48,270 in calendar 1968 to 60,808 in calendar 1971. Together, this constitutes a very high volume of activity for the Service. Ten (10) positions (8 librarians, GS-7 and GS-11; 2 clerical, GS-3) are requested to meet the workload increase involved.

Plans also include opening one new information center in a Senate office building in fiscal 1973 which will involve 3 new positions (2 librarians, GS-9 and GS-11; 1 clerical, GS-4). Such a center was established on an experimental basis on the House side last year, in the

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Rayburn Office Building. Experience to date has indicated that such a center results in a speed-up of CRS research and reference responses generally, provides for in-person negotiation and transmittal of new Congressional inquiries, permits on-sight trouble shooting for misdirected responses, and improves pick-up and delivery services.

Inquiry receipt and review--The enormous increase in workload the Service has experienced in recent years has its strongest impact at the initial stage of contact between Congressional offices and CRS: at the point where the inquiries are recorded and processed. The inquiries recording staff is the focal point for receiving, formulating, screening, and assigning Congressional inquiries, the majority of which are received by phone. Total requests received by the Service rose from 129,163 in calendar 1968 to almost 189,000 in calendar 1971. Based on past trends, it is estimated that the total number of inquiries may exceed 209,000 in calendar 1972. The inquiry recording staff will have to be strengthened to deal with the increased volume and to provide improved performance. Three (3) positions (GS-5, GS-9, and GS-12) are requested for these purposes.

The Service is conscious of the potential danger inherent in substantially increased workload eroding the high quality of response which has been a traditional goal of the LRS and CRS for the past fifty years. With the added responsibilities assigned the Service by the

Reorganization Act, present review capability is inadequate. Two (2) positions (GS-14) are requested to establish a small quality control staff to concentrate on review and upgrading of the CRS work product.

Information support and current awareness (SDI) program--The CRS information support staff, which includes bibliographers, acquisition personnel, and documents librarians, is responsible for building a base of information for the researchers to provide them with more complete coverage of research data and to shorten response time. The acquisition, preparation, and distribution of a large spectrum of materials relating to various aspects of legislative and representative research and reference work are covered in this program activity. CRS professional research staff requiring this kind of information and bibliographic backup support grew from 171 in fiscal 1967 to 236 in fiscal 1972. The requested increase of 5 positions (1 at GS-7, 2 each at GS-3 and GS-5) is based on past experience regarding information support needs for the new research positions requested elsewhere in this budget.

This program activity also supports the "current awareness" or SDI (Selective Dissemination of Information) program which is designed to keep CRS subject specialists informed of the latest publications, studies, executive department and commission reports, state and local government documents, research reports of outside organizations, interest group publications,

articles from professional journals, and related literature in the CRS researchers' respective fields of responsibility. The program is now computer supported. Each week each researcher receives the latest citations relating to his subject field.

As a pilot project, the "current awareness" service was offered to a limited number of Congressional offices and committee staffs. By the end of fiscal 1971 there were 84 Congressional users, including 17 House committees, 10 House offices, 16 Senate committees and 10 Senate offices. To support the SDI program, as extended to committees, Members, and new researchers, 3 additional positions (1 at GS-3, 2 at GS-5) are needed to locate and reproduce the materials requested by the users.

IV. Administration - 5 positions - $60,983

Experience demonstrates that the growth in research and reference staff has to be accompanied by commensurate managerial and physical services support within CRS. Studies made subsequent to enactment of the Reorganization Act indicated need for additional CRS staff to maintain management statistics, and to work on the organizational, staffing, and managerial problems of a changing institution. Five (5) additional positions are requested to deal with this increasing workload and follow through on management improvements now underway (2 professionals, GS-11 and GS-15; 3 clerical, GS-3 and GS-5).

Senior Staff Reallocations - increase of $35,442

To enable the Service to carry out its tasks more expeditiously and efficiently, and to provide the Congress with high quality professional talent, the Reorganization Act (Sec. 203(c)(2)) authorizes CRS to place specialists and senior specialists in supergrade positions without reference to statutory quotas but subject to approval by the Joint Committee on the Library. Previously, promotions to supergrade positions other than senior specialist required the approval of the Civil Service Commission and the assignment of quota positions. The paucity of supergrade quota openings available to the Library resulted in a backlog of CRS positions which warrant supergrade allocation. The Service has pending before the Joint Committee on the Library a request to authorize the promotion of 8 GS-15's to grade GS-16, 2 GS-16's to grade GS-17, and 6 GS-17's to grade GS-18, and requests funds to cover the costs of these proposed reallocations.

Experts and Consultants - increase of $21,000

Section 203(h)(1) of the Reorganization Act provides that the Congressional Research Service may employ individual experts and consultants on a temporary or intermittent basis for the purpose of providing authoritative research and analysis on public policy and legislative

problems to Members and committees of Congress. The Congressional Research Service has $39,000 for this activity in fiscal 1972. Temporary employment of experts and consultants is one important method expected to be used to meet the needs of Members and committees of Congress prior to the time that the Congressional Research Service is able to build its regular staff to a point of adequacy to provide such service. It is estimated that an additional amount of $21,000 will, when used with funds requested for contracting for professional and consulting services, be sufficient to meet the second year implementation requirements of the Service during fiscal 1973.

Non-personal Services

Travel - increase of $3,000

The increase (from $24,825 to $27,825) requested allows an additional $3,000 for travel involved in the performance of work for the Service, reflecting the increased size of the professional staff. The funds should permit more adequate field work by staff members to get current research information, observe information handling systems, and for other relevant purposes.

Rent, Communications, Utilities - increase of $2,600

This proposed increase is intended to pay for the increased costs of a larger research staff which will need to make long distance telephone calls using Federal Telecommunication System circuits and commercial circuits ($600), for telegraph, teletype and cable communications involved in the acquisition of research materials ($200), and for rental of equipment ($1,800).

Supplies and Materials - increase of $10,000

An increase from $65,000 to $75,000 is requested to pay for expendable office supplies and printing for an increased staff ($5,000) and for the purchase of more pamphlets and documents used in responding to Congressional requests ($5,000).

Other Services - increase of $262,000

An increase of $10,000 is requested to pay for tuition and training and $2,000 to pay for graphics services.

The Service has been authorized (Sec. 203(h)(2)) to supplement its research resources by seeking the "assistance of educational, research, or other organizations of experts...and of educational, research, and other organizations of persons learned in particular or specialized fields of knowledge." Priority in the use of the $250,000 requested will be given for those

Congressional projects in highly specialized or technical areas for which the Service itself has little or no expertise or supporting facilities, or in which it would be impractical or inefficient to employ full-time experts. Contracts will also assist the Service in completing extensive projects under tighter deadlines than could otherwise be undertaken. It is expected that another criterion to be applied for utilization of contracts funds is whether the contract would be of benefit to several (multiple) committees although each request may be handled separately.

APPROPRIATION: FURNITURE AND FURNISHINGS, LIBRARY OF CONGRESS

1972 Regular Bill	$ 454,000
1973 Estimate	4,853,000
Net increase	+4,399,000

Analysis of Increases and Decreases

Decreases

1. Furniture and equipment to support expansion of the Congressional Research Service ..... - $ 16,000

   This was a non-recurring request for funds to provide furniture and equipment for the staff increase in fiscal 1972.

2. Typewriters to support expansion of the Congressional Research Service ..... - 3,000

   This was a non-recurring request for funds to provide typewriters for the staff increase in fiscal 1972.

3. Purchase of non-recurring furniture and equipment in 1972 ..... - 232,000

   Included in this category are card catalog cases, microfilm equipment, map cases, and duplicating equipment.

Total decreases ..... - $ 251,000

Increases

1. Repairs to office machines and equipment ..... + $ 8,000

   This increase of $8,000 is needed because of the increasing number of pieces of equipment needing repair, by contract or in-house, and the increasing complexity of the equipment results in more expensive repairs. $59,000 was allotted for office machine repairs in fiscal 1972.

2. Annual furniture and equipment increase ..... + 6,000

   This increase of $6,000 is required to meet the needs of a larger staff, and to offset price increases for such basic items of office furniture as desks, chairs, lamps, etc. $98,000 was allotted for annual furniture in fiscal year 1972.

3. Purchase of typewriters ..... + 3,000

   This increase of $3,000 is needed to offset higher prices of new typewriters. The average price of electric typewriters has increased 6 percent in the past year. $49,000 was allotted for purchase of typewriters in fiscal 1972.

4. Furniture and equipment to support expansion of the Congressional Research Service ..... + $ 30,000

See p. 222

This is a special request for funds to provide desks, tables, chairs, file cases, and other office furniture for the increase in staff requested in the Congressional Research Service. It would not be added to the annual base for furniture and equipment.

5. Typewriters to support expansion of the Congressional Research Service ..... + 8,000

See p. 222

This is a special request for funds to provide typewriters for the increase in staff requested in the Congressional Research Service. It would not be added to the annual base for typewriters.

6. Purchase of non-recurring furniture and equipment ..... + 195,000

See p. 216

In 1972 a total of $232,000 was granted for items of non-recurring furniture and equipment. In 1973 the Library is requesting $195,000 in this category, or a decrease of $37,000. These are larger items of furniture and equipment generally of a specialized nature.

Total increases, regular Furniture and Furnishings ..... + $ 250,000

Net decrease, regular Furniture and Furnishings ..... - $ 1,000

7. Initial outfitting of the James Madison Memorial Library Building ..... + $4,400,000

See p. 225

This is a request to cover the purchase of compact book shelving, related expenses, including contractual and personal services, and model furniture for outfitting of the James Madison Memorial Library Building. Funds to remain available until expended.

Net Total Increase ..... + $4,399,000

SUBCOMMITTEE RECESS

Senator HOLLINGS. Dr. Mumford, that has been a fine presentation. Is there anything you wish to add?

Mr. MUMFORD. I don't think so, Mr. Chairman. We thank you very much, and the other members of the subcommittee who will consider this request. We have not spelled out in detail a number of things but the justification sheets that do are in the record. We thank you very much.

Senator HOLLINGS. We thank you all for your appearance here this morning.

We will recess until 10 o'clock Thursday morning.

(Whereupon, at 11:55 a.m., Tuesday, February 29, the subcommittee was recessed, to reconvene at the call of the chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1973

WEDNESDAY, MARCH 1, 1972

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

The subcommittee met at 3 p.m., in room 1223, New Senate Office Building, Hon. Ernest F. Hollings (chairman) presiding.

Present: Senator Hollings.

ARCHITECT OF THE CAPITOL

STATEMENT OF GEORGE M. WHITE, ARCHITECT OF THE CAPITOL

ACCOMPANIED BY:

MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL
PHILIP L. ROOF, EXECUTIVE ASSISTANT
CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER
BENJAMIN F. MARKERT, COORDINATING ENGINEER
J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS
CHARLES A. DURKIN, ASSISTANT TO THE ADMINISTRATIVE OFFICER
WILLIAM F. RAINES, JR., ASSISTANT TO THE EXECUTIVE ASSISTANT
PAUL PINCUS, LANDSCAPE ARCHITECT
URAL T. WARD, SUPERVISING ENGINEER, CAPITOL BUILDING
DANIEL J. GEARY, ACCOUNTING OFFICER
JOSEPH DIAMOND, MANAGER, SENATE RESTAURANTS

BUDGET REQUEST AND APPROPRIATION COMPONENTS

Senator HOLLINGS. This afternoon the subcommittee will hear the testimony of George M. White, the Architect of the Capitol, in support of budget estimates submitted to finance activities under the jurisdiction of the Architect of the Capitol. These include, in addition to the Capiol complex of buildings; the Botanic Garden and Nursery, the Capitol Power Plant, the Library of Congress buildings. In order to provide structural and mechanical care, to provide maintenance and services for these functions, the sum of $24,131,100 has been requested for fiscal year 1973.

INTRODUCTION OF ASSOCIATES

Mr. White, we are pleased to welcome you here today. Before you start on your statement, please introduce and identify your colleagues for the record.

Mr. WHITE. On my far left is Mr. Mario Campioli, Assistant Architect; on my immediate left is Mr. Charles Henlock, Administrative Officer; and on my right is Mr. Philip Roof, Executive Assistant. Do you want the rest of them identified?

Senator HOLLINGS. We will identify them as they cover their sections.

JUSTIFICATION: GENERAL STATEMENT

Have you a prepared statement?

Mr. WHITE. My general statement appears on pages 1 through 31 of my justifications, Senator.

Senator HOLLINGS. You can summarize and then I have various sections tabbed that I have a specific question on. Otherwise, we can refer to your staff members and complete the record with their answers.

Mr. WHITE. I would like to have my general statement inserted in the record at this point, and then proceed to highlight a few of the items, Senator.

Senator HOLLINGS. Pages 1 to 31 will be inserted, yes, sir.

(The justification follows:)

GENERAL STATEMENT

APPROPRIATIONS AND ESTIMATES UNDER THE ARCHITECT OF THE CAPITOL

For 1972, appropriations totaling $94,392,100 and reappropriations totaling $309,000, in all $94,701,100, have been provided under the Architect of the Capitol in the regular annual appropriation act; $1,585,500 has been provided in the Supplemental Appropriations Act, 1972; and $80,000 has been provided through credit of that amount to the "Capitol Buildings" appropriation account, received as a gift from the United States Capitol Historical Society, under authority of Public Law 92-56 and carried in the Budget as a permanent, indefinite appropriation—or a grand total of $96,366,600.

For the information of the House, in reconciling this figure with its Committee Print, this grand total includes $5,143,700 for three Senate items under the Architect ("Maintenance, Senate Office Buildings," "Extension of Additional Senate Office Building Site," and "Senate Garage") and $285,000 appropriated to liquidate contract authority under the "Expansion of Facilities, Capitol Power Plant" project.

For 1973, appropriations totaling $24,131,100 are requested—a net decrease of $72,235,500 under the total of $96,366,600 provided for 1972.

The net decrease of $72,235,500 results from decreases totaling $75,568,200, offset by increases totaling $3,332,700. Excluding the three Senate items and the appropriation to liquidate authority referred to in the opening paragraph of my statement, the net decrease would come to $71,841,300.

The gross decrease of $75,568,200 results from omission of the following nonrecurring items allowed for 1972. *$355,000 for the Capitol Buildings*, of which $85,000 was for painting the Dome and exterior woodwork of all windows in the Capitol, except those in the west central section and terraces; $17,000 for replacement of gutters over the Statuary Hall section of the roof and replacement of a section of the roof over the west central section; $14,500 for conversion of the tiled passageway on the third floor, Senate side, into office space; $105,000 for an improved speech reinforcement system for the House Chamber; $80,000 received as a gift from the U.S. Capitol Historical Society under authority of

Public Law 92–56 and credited to the "Capitol Buildings" appropriation account in accordance with the requirements of Section 2 of that law and carried in the Budget as a permanent, indefinite appropriation; $12,000 for installation work in connection with the electronic voting system to be installed in the House Chamber; $12,500 for installation of new fabric on panels in the gallery walls of the House Chamber; $24,000 for nonrecurring improvements in the House and Senate Restaurants in the Capitol; and $5,000 for replacement of a substation truck; *$125,600 for the Capitol Grounds*, of which $80,000 was for nonrecurring improvements required for preservation of the Taft Memorial and $45,600 for replacement of sections of sidewalks in areas east of Capitol Plaza; *$282,100 for the Senate Office Buildings*, of which $26,000 was for nonrecurring improvements in the Senate Restaurants in the Senate Office Buildings; $75,500 for remodeling and repairs to the Plaza Hotel structures acquired by the government in November 1970 and now occupied by Senate personnel and the Capitol Police; $66,000 for extension of the service area into the south moat of the New Senate Office Building; $8,500 for replacement of metal-cutting machine; and $106,100 for procurement of additional furniture and furnishings, required primarily for occupancy of the Plaza Hotel structures and the Capitol Hill apartments and adjoining house on C Street N.E. acquired by the government in August, 1970.

$301,500 for Extension of the Additional Senate Office Building Site, of which $270,000 is for acquisition of Lot 18 in Square 724, including incidental expenses, and $31,500 for demolition of four of the seven structures comprising the Plaza Hotel acquired by the government and for grading and paving the site from which the four structures were removed, for use as a temporary parking lot for the Capitol Police and Senate personnel; *$1,437,000 for the House Office Buildings*, of which $38,000 was for installation of a fan-coil cooling system in each of four elevator machine rooms for the four car banks located in the attic level of the Rayburn Building and installation of a smoke detector in each of the machine rooms; $25,000 for installation of an environmental control system in the House Library located in the basement of the Cannon Building; $260,000 for cleaning, caulking, pointing and birdproofing the exterior of the Cannon Building; $675,000 for replacement of the elevators in the Longworth Building; $350,000 for development of rooms 2358–2362 on the third floor of the Rayburn Building for use of the Appropriations Committee; and $89,000 for nonrecurring improvements for the House Restaurants in the House Office Buildings; *$368,000 for the Capitol Power Plant*, of which $50,000 was for a first year allotment for rewinding two electric refrigeration machine motors under a 4-year program for rewinding eight such motors now in operation; $76,000 for renovations and repairs to the power plant structures; $12,000 for final expenses in connection with completion of a comprehensive study of the Capitol Power Plant; $180,000 for modifications and repairs to the steam distribution system, representing the second and third year allotments under a 3-year program of improvement; $30,000 for renewal of the insulation on the steam mains from the Old Senate Office Building to the Government Printing Office; and $20,000 for repairs to the insulation on chilled water distribution mains; *$285,000 for "Expansion of Facilities, Capitol Power Plant"* as the final appropriation for liquidation of contract authority under an authorized $6,500,000 project.

$1,200,000 for "Modifications and Enlargement, Capitol Power Plant", provided in the Supplemental Appropriations Act, 1972 for engineering and other services required for modifications to and enlargement of the Capitol Power Plant, its steam and chilled water distribution systems, for the purpose of supplying steam and chilled water for air-conditioning refrigeration to the Library of Congress James Madison Memorial Building, in addition to the buildings now supplied with such service by the plant, with sufficient reserve to provide for projected additional loads through 1980, including necessary environmental control and other appurtenant facilities; *$124,000 for "Library Buildings and Grounds, Structural and Mechanical Care"*, of which $60,000 was for rebuilding two central air-conditioning systems serving the Rare Book Reading Room in the Main Building and for replacement of two air compressors in the Annex; $10,000 as a second year allotment under a 4-year program for major repairs to the roof of the Main Building; $26,000 as the final allotment under a 9-year program totaling $320,000 for providing improved lighting in the office and other areas in the Main and Annex Buildings; $8,000 for providing parking facilities on the grounds of the Main Building; and $20,000 for replacement of

sections of paved areas of the west terrace of the Main Building; *$71,090,000* representing the final authorized amount under a cost limitation of $90,000,000 for construction and equipment of the Library of Congress James Madison Memorial Building.

The gross increase of $3,332,700 results from increases of $1,006,409 in the item of Personnel Compensation; $87,991 in the item of Personnel Benefits; $735,500 in annually recurring maintenance items; and $1,502,800 in nonrecurring maintenance items, of which $449,900 is for the Library Buildings and Grounds and $1,052,900 for the Capitol Building and Grounds, Senate Office Buildings, House Office Buildings, and Capitol Power Plant.

Of the $1,006,409 increase in the item of Personnel Compensation, $650,950 is for increased pay costs for Wage-Board employees authorized by 5 U.S.C. 5341–5344; $181,590 for increased pay costs, resulting from new pay rates established for "GS" employees by Executive Order 11637 issued, December 22, 1971, under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 and for unclassified employees by Order of the Architect of the Capitol issued, December 30, 1971, under authority of section 5307 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 implementing salary adjustments for such employees; $48,006 for within-grade salary advancements and other changes for GS employees authorized by 5 U.S.C. 5331–5337 (Classification Act); $13,300 for increased cost of one Excess Day over and above the 260 days basic workweek, there being 261 workdays in a normal year and the additional day being required by law to be compensated for employees paid on a bi-weekly basis; $85,561 for overtime pay increased costs, authorized by 5 U.S.C. 5542 and 5 U.S.C. 5544, resulting from increased base pay costs; and $26,912 for 2 new positions requested for 1973 under the appropriation "Salaries, Office of the Architect of the Capitol".

Of the $87,991 increase in the item of Personnel Benefits, $55,291 is for Government contribution to the Civil Service Retirement Fund, authorized by 5 U.S.C. 8334; and $32,700 is for payment to the Employees' Compensation Fund authorized by 5 U.S.C. 8147 (b).

Of the $735,500 increase for annually recurring maintenance items, $50,000 is for increasing the amount of the annual "Contingent Expenses" appropriation; $24,600 is for Capitol Buildings; $1,400 is for Capitol Grounds; $49,500 is for the Senate Office Buildings; $10,000 is for the House Office Buildings; and $600,000 is for the Capitol Power Plant.

Of the $1,502,800 increase for nonrecurring maintenance items, $287,000 is for the Capitol Buildings, of which $100,000 is to continue the program of improvement of illumination and modernization of electrical wiring in the Capitol; $6,000 for alteration to the Members' elevator in the House Wing of the Capitol serving the subway from the Rayburn Building; $70,000 for modernization of two elevators in House side of the Capitol—one in the old section of the House side extending from the basement to the document room in the attic, and the other in the House Wing on the west side of the building adjacent to the House Chamber and House Appropriations Committee rooms; $14,000 for installation of railings on the marble cheek blocks of the central portico, East Front of the Capitol; $11,000 for modifications to the south end of the east corridor, first floor, of the House Wing, at the southern extremity of the area in which murals are to be painted on the corridor walls and ceiling under funds provided by the U.S. Capitol Historical Society; and $86,000 for replacements and improved facilities in the House and Senate Restaurants in the Capitol; *$40,000 is for the Capitol Grounds,* of which $8,000 is for replacement of the roof covering on the two fresh-air intake towers in the Capitol Grounds, with a new covering of round, cone-shaped louvered construction; $11,000 for replacement of sections of sidewalks adjacent to the north entrance to the Capitol; $12,000 for replacement of tree-spraying equipment; and $9,000 for replacement of a 1951 tractor.

$157,600 is for the Senate Office Buildings, of which $23,600 is for air-conditioning replacements and improvements, consisting of replacement of two air compressors in the Old Building, installation of refrigerated air drying equipment to improve comfort conditions in the Old and New Buildings, replacement of the 8-inch steam reducing valve station in the attic area of the Old Building, for installation of a dry-type air filtration system in the central air-conditioning

systems in the New Building, and for replacement of additional coils; $55,000 for replacement of the snow-melting system at the garage entrance ramps of the New Building; $59,000 for replacements and improved facilities for the Senate Restaurants; and $20,000 for replacement of drapes in the Committee rooms in the New Building; *$220,300 for the House Office Buildings*—of which $10,000 is for installation of air-conditioning improvements in the Longworth Building to remedy a cooling deficiency now existing in the quarters occupied by the House Post Office and $1,500 for replacement of a deteriorated circulating pump supplying hot water to booster heaters throughout the Cannon Building; $2,500 for installation of new vinyl asbestos tile in the Folding and Machine Room in the Longworth Building; $33,700 for alterations to rooms occupied by the Legislative Counsel in the Cannon Building; and $172,600 for replacements and improved facilities in the House Restaurants in the House Office Buildings, submitted at the direction of the Chairman of the House Administration Committee; *$348,000 for the Capitol Power Plant*, of which $50,000 is a second year allotment, under a 4-years program, for rewinding two of the large electric refrigeration machine motors at the plant; and $298,000 for security measures for the Capitol Power Plant steam and chilled water distribution tunnels to conform to present-day safety pracices.

$449,900 for the Library Buildings and Grounds, Structural and Mechanical Care, of which $6,400 is for alterations to 322 air-conditioning induction units in the Annex Building; $40,000 is a third year allotment under a 4-years program for major repairs to the roof of the Main Building; $110,000 for modernization and improvements of two elevators on the east side of the Main Building; $96,000 for air-conditioning decks A and B in the Main Building; $15,500 for air-conditioning a section of the subbasement in the Annex Building occupied by the Guard's office and locker rooms of the maintenance force; $65,000 for providing improved and adequate air-conditioning for 12,946 square feet of space in two subbasement areas in the Annex Building; $42,000 for installation of security glass windows on the ground floor level in both the Main and Annex Buildings; $10,000 for resurfacing the desk tops and central desk in the main reading room in the Main Building; and $15,000 for architectural and engineering study for proposed modifications to the Coolidge Auditorium in the northwest court of the Main Building.

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

Public Works Project

No funds are included in the 1973 Budget estimates of the Architect of the Capitol, now before your Committee, for Public Works Projects. A report on three such projects follows:

LIBRARY OF CONGRESS JAMES MADISON MEMORIAL BUILDING

This project is authorized by Public Law 89-260, approved October 19, 1965, as amended by Public Law 91-214, approved March 16, 1970. These acts fix a limit of cost of $90,000,000 for construction and equipment of the building. The full amount of $90,000,000, authorized, has been appropriated.

Contracts have been let for all architectural, engineering, and exhibit-consultant services required for the project; for the excavation and footings, foundation, mat, and walls of the building up to the grade; and for quarrying, fabrication and delivery of the exterior marble and granite, and other exterior stonework required for the superstructure.

Work under the architectural and engineering services contract and under the exhibit-consultants contract has progressed and is now well advanced.

Work under the contract for excavation and footings, foundation, mat, and walls up to grade is now about 67 percent completed. All work under this contract is due for completion May 4, 1972.

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The contract for quarrying, fabrication and delivery of the exterior marble, granite, and other exterior stonework, was awarded on December 16, 1971, and work under the contract is now in progress. The contract is due for completion, May 1, 1974.

Preparation of final working drawings and specifications for the superstructure is now also well advanced and a contract for the superstructure is expected to be awarded within the first quarter of the fiscal year 1973 and the project to be completed before the end of 1975.

MODIFICATIONS AND ENLARGEMENT, CAPITOL POWER PLANT

With the approval of the House Office Building Commission, the Architect of the Capitol entered into a contract, January 28, 1972, with John F. Hennessy Jr., Erwin G. Hansen and Robert R. Jones, professional engineers of New York City, under which the engineers agree to provide all professional engineering and architectural services required for the design of, and solicitation of competitive bids and award of contracts by the Architect of the Capitol for, Modifications to and Enlargement of the Capitol Power Plant, in accordance with the provisions of the appropriation of $1,200,000 provided therefor in the Supplemental Appropriations Act, 1972, approved December 15, 1971, and in substantial accordance with the short-range program prepared by Hennessy, Hansen and Jones, and set forth in their Engineering Study, dated October 1, 1971, prepared by them under contract entered into February 19, 1971, paid from funds provided for such purpose under the appropriation for the Capitol Power Plant contained in the Legislative Branch Appropriation Act, 1971.

The short-range program, recommended as a result of the engineering study, has been formulated in such manner as to satisfy the needs of the buildings now served by the plant and those anticipated, including the Library of Congress James Madison Memorial Building, for the next 10 years, with necessary environmental control requirements incorporated in the program as proposed. The estimated cost of this short-range program is $18,600,000.

By way of further explanation, I cite the following two pertinent paragraphs included in the statement of the House Appropriations Committee contained in House Report 92-689, dated November 30, 1971, accompanying the Supplemental Appropriations Bill, 1972:

"The Architect has indicated that the immediate need is for funds for engineering and other services necessary to prepare contract plans and specifications for plant expansion, and that without this funding the overall work at the power plant would be delayed possibly six months or more which would greatly jeopardize his ability to provide service to the Madison Memorial Building, which is scheduled for completion in the Spring of 1975. The present plant does not have sufficient capacity to cool that building.

"While the Committee has not had an opportunity to go into all the details of the proposed plans—the request was made after the Committee had completed its hearings—the immediacy of the request seems apparent. The Madison Building—now underway—must be cooled when completed. The entire proposal can be considered in more detail when presented to the House Committee on Public Works during the next session of the Congress."

As indicated, in order to carry forward the proposed Modifications and Enlargement of the Capitol Power Plant Project beyond the contract planning and specification stage, it will first be necessary for legislation to be enacted authorizing the project. Action will soon be initiated to have the necessary authorization Bill introduced in the House, followed by Hearings before the House and Senate Public Works Committees, in order to obtain the necessary legislative authority for the project at an early date, so that an appropriation for funding the project either in the Legislative Branch Appropriation Bill or the next Supplemental Appropriations Bill may be requested through submission of a formal Budget estimate pursuant to such legislative authority.

WEST FRONT OF THE CAPITOL

As the Committee was advised at the Hearings last year on the Legislative Branch Appropriations Bill, Praeger-Kavanagh-Waterbury, Engineers-Architects of New York City, under contract entered into by the Architect of the Capitol at

the direction of the Commission for Extension of the United States Capitol, prepared and submitted, on December 31, 1970, a report on the feasibility and cost of restoring the West Central Front of the Capitol, in compliance with the requirements of the Legislative Branch Appropriation Act, 1970. The report is currently before the Commission.

When I was appointed Architect of the Capitol in January 1971, I found it necessary, in order to analyze in a comprehensive manner this report and its findings and recommendations and to arrive at my own judgments, to first read and review other voluminous, prior documents, reports, and legislative action on the subject of Extension versus Restoration of the West Central Front of the Capitol; also, to confer with Mr. Praeger and with other architects and engineers previously concerned with this project. This has been a lengthy, time-consuming process, particularly since my review and study had to be made while performing my other numerous duties as Architect of the Capitol.

I am now prepared to meet with the Commission for Extension of the Capitol and to present for their consideration, in addition to the Praeger-Kavanagh-Waterbury report now before them, my own judgments and I have so informed the Chairman of the Commission. By law, the next step rests with the Commission.

The law requires that the Commission, after consideration of the Praeger-Kavanagh-Waterbury report, shall direct the preparation of final plans for extending the west central front of the Capitol in accordance with Plan 2 previously approved by the Commission for such extension, unless the restoration study report establishes to the satisfaction of the Commission:

"(1) That through restoration, such west central front can, without undue hazard to safety of the structure and persons, be made safe, sound, durable, and beautiful for the foreseeable future;

(2) That restoration can be accomplished with no more vacation of west central front space in the building proper (excluding the terrace structure) than would be required by the proposed extension Plan 2;

(3) That the method or methods of accomplishing restoration can be so described or specified as to form the basis for performance of the restoration work by competitive, lumpsum, fixed price construction bid or bids;

(4) That the cost of restoration will not exceed $15,000,000; and

(5) That the time schedule for accomplishing the restoration work will not exceed that heretofore projected for accomplishing the Plan 2 extension work: Provided further, That after consideration of the restoration study report, if the Commission concludes that all five of the conditions hereinbefore specified are met, the Commission shall then make recommendations to the Congress on the question of whether to extend or restore the west central front of the Capitol."

Compensation of Employees Under Architect

At the present time, 1,323 employees under the Architect of the Capitol, including 51 at the Botanic Garden, paid from appropriations provided in the Legislative Branch Appropriation Act, are compensated under the Wage-Board System; 169 employees are compensated under the "GS" schedule of the Classification Act; 174 employees are compensated at administrative rates and 3 employees are compensated at statutory rates—a grand total of 1,669 employees authorized on a year-round basis. Of our annual maintenance appropriations, the cost of personnel compensation and benefits normally constitutes approximately 80 percent of the total of these appropriations.

Wage-Board System

The employees covered by this pay system are those engaged in recognized trades and crafts and in skilled and unskilled manual-labor occupations, required for the maintenance and operation of the Capitol Building, 3 House Office Buildings and Underground Garages, 2 Senate Office Buildings, Senate Garage, Capitol Grounds, Capitol Power Plant and its steam and chilled water distribution systems, the 2 Library Buildings and Grounds, and the Botanic Garden.

Employees under the Architect and Librarian, engaged in such work, were first placed under the Wage-Board System, September 11, 1955, in accordance with the provisions of Public Law 763, 83rd Congress. They have continued to be paid under that system since 1955. The provisions of Public Law 763 were incor-

porated in Title 5, Sections 5341–5344, of the United States Code, when that Title was enacted as permanent law, September 6, 1966. Both statutes contain a mandatory requirement that "the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates".

From 1955 to November 1968, wage rates were adjusted, annually, based on wage surveys of private industry throughout the Washington Metropolitan area, conducted by the Defense Department and other Executive Departments and agencies employing a large number of Wage-Board employees, and upon wage rates determined as "prevailing rates" as a result of those surveys. There were variations in rate determinations and manner of interpretation and application of the wage survey data by the various agencies, including the establishment of the number of grades and steps within grades. The Architect of the Capitol and Librarian followed schedules set up by the Army-Air Force, with minor changes adapted to their organizational operations. These schedules were followed by most of the agencies having Wage-Board employees.

From September 1955 to February 1960, the system employed by the Architect of the Capitol and Librarian consisted of 28 grades, each containing 3 step rates in conformity with changes in grade and schedule structure adopted by other agencies using this system; the system employed by the Architect and Librarian from 1960 to December 1962 consisted of 17 grades, each containing 3 step rates, and from 1962 to November 1968 consisted of 21 grades, each containing 3 step rates. During the entire period, 1955 to 1968, an employee was advanced from the 1st to the 2nd step of his grade after serving 6 months in the 1st step, and from the 2nd to the 3rd step after serving 18 months in the 2nd step.

In 1968, a new uniform system, known as the Coordinated Federal Wage System, was established by the Civil Service Commission, pursuant to Presidential Directive, and made applicable to Executive agencies of the Government having Wage-Board employees.

In November 1968, the Architect of the Capitol and Librarian, in the interest of uniformity, adopted the Coordinated Federal Wage System and applied this system to Wage-Board employees under the Architect of the Capitol and Librarian. New rates and schedules, established by the Department of Defense for nonsupervisory Wage-Board employees, were adopted by the Architect and Librarian in November 1968, and for supervisory Wage-Board employees, in January 1969. The schedule and rates established for nonsupervisory Wage-Board employees consist of 15 grades, each containing 3 steps. The schedule and rates established for supervisory Wage-Board employees, classified as general foreman, foreman, lead foreman, and assistant foreman, consist of 19 grades, each containing 5 steps. The schedule and rates established for supervisory employees, classified as Leaders, consist of 15 grades, each containing 3 steps. As now established, nonsupervisory Wage-Board employee and supervisory "Leader" employees are entitled to be advanced from the 1st to the 2nd step of their grades after serving in the 1st step for 26 weeks, and from the 2nd to the 3rd step after serving 78 weeks in the 2nd step. All other supervisory Wage-Board employees are entitled to be advanced from the 1st to the 2nd step of their grade after serving in the 1st step for 52 weeks; from the 2nd to the 3rd step after serving 52 weeks in the 2nd step; from the 3rd to the 4th step after serving 104 weeks in the 3rd step; from the 4th to the 5th step after serving 104 weeks in the 4th step.

Under the provisions of Public Law 85–872 and ruling of the Comptroller General, June 24, 1968, the new rates established under the Coordinated Federal Wage System were put into effect, on a retroactive basis, November 3, 1968.

Under the Coordinated Federal Wage System, wage surveys are conducted annually. Pursuant to wage surveys conducted in 1969, new rates established under the Coordinated Federal Wage System were put into effect November 2, 1969. Pursuant to wage surveys conducted in 1970, new rates established under this System were put into effect November 1, 1970.

The latest wage survey of the Washington, D.C. area was commenced in August 1971 under the leadership of the Defense Department. By Presidential Directive, September 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, new wage rates resulting from this survey were frozen. The freeze was lifted January 13, 1972 by Executive Order 11639 of that

date, also issued under that Act as amended. Under decision of the Comptroller General, the new wage rates have been made effective, retroactively, as of November 14, 1971.

In addition to these wage increases, the Comptroller General has ruled that the Monroney Act (5 U.S.C. 5341 (c)) is applicable to wage-board employees in the Washington, D.C. area. That act authorizes a procedure whereby special skills for unusual job requirements applicable to Federal wage-board employees in a particular wage survey area which are not found in local private enterprise in that area, can be evaluated or equated with comparable positions in private enterprise in wage survey areas outside the local wage survey area.

Due to the fact that the survey for the Washington, D.C. area covers employees in the Defense Establishment engaged in ammunition operations and that there are no such employees in private industry in this area and that the nearest area having comparable employees is Chicago, Illinois, determination of the rates of Federal wage employees in the Washington, D.C. area must be made, under the Comptroller General's ruling, on the basis of a combination of prevailing rate information for the Washington, D.C. wage area and rates paid by the ammunition industry in the Chicago wage area, after weighing the overall effect of such combination on all trades and labor occupations.

Accordingly, the rates established under the 1968, 1969, and 1970 surveys have had to be redetermined on the combination of such prevailing rate basis, and, under decision of the Comptroller General, adjustments on the basis of the redetermined rates must now be made, retroactively, in the wage rates previously established and effected in November 1968, November 1969, and November 1970 for our wage-board employees. Supplemental appropriations required to cover these retroactive pay co ts cannot be determined until a recomputation of the bi-weekly earnings of such employees for all pay periods since October 1968 has been completed. Such costs cannot, therefore, be presented to the Committee at this time, in view of the magnitude of paperwork involved.

This statement has been presented in detail in order that the Committee may be fully informed with respect to the current operation of the Wage-Board system and also in order to eliminate the need for presenting any such detail in explaining Wage-Board increases under each separate appropriation.

PAY SUPPLEMENTALS REQUIRED—FISCAL YEAR 1972

The appropriation totals shown for the fiscal year 1972 in these justifications under each appropriation heading do *not* include the cost of pay supplementals required for the fiscal year 1972 (1) to cover the cost of pay increases effective January 1972, resulting from new pay rates established for "GS" employees by Executive Order 11637 issued December 22, 1971 under authority of subchapter I of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 and from Order of the Architect of the Capitol issued December 30, 1971 under authority of section 5307 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 implementing salary adjustments for unclassified employees; and (2) to cover the cost of retroactive Wage-Board pay increases effective November 14, 1971 under the Coordinated Federal Wage System, authorized by 5 U.S.C. 5341–5344, resulting from new wage rates established, but not promulgated until February 2, 1972 after the pay freeze in effect by Presidential Directive from September 1, 1971 to January 13, 1972 was lifted and payments authorized to be made by Executive Order 11639 issued January 13, 1972.

The pay increase for "GS" and unclassified employees, effective January 1972, covers 335 employees, and the pay increase for Wage-Board employees, effective November 14, 1971, covers 1,323 employees, under the Architect of the Capitol and Botanic Garden.

Determination of supplemental appropriations required to cover the cost of these pay increases in the fiscal year 1972 has not yet been made. Promulgation of the new wage-board rates on February 2, 1972, which apply to 80 percent of our employees, has not afforded us sufficient time, to date, in which to determine gross costs, absorptions possible, and resulting supplementals required.

BREAKDOWN OF $3,332,700 GROSS INCREASE BY CATEGORIES

Appropriation	Mandatory items	New positions	Other recurring maintenance items	Nonrecurring maintenance items	Total increase
Salaries, Office of Architect	$75,888	$26,912			$102,800
Contingent expenses			$50,000		50,000
Capitol Buildings	152,800		23,600	$287,000	463,400
Capitol Grounds	55,000		1,400	40,000	96,400
Senate Office Buildings	261,800		49,500	157,600	468,900
Senate garage	5,500				5,500
House Office Buildings	404,000		10,000	220,300	634,300
Capitol Power Plant	54,000		600,000	348,000	1,002,000
Library buildings and grounds, structural and mechanical care	59,500			449,900	509,400
Total	1,068,488	26,912	734,500	1,502,800	3,332,700

The gross budget increase of $3,332,700 requested for 1973 is summarized as follows:

Personnel compensation:	
Increased Pay Costs, Wage-Board employees, authorized by 5 U.S.C 5341–5344	$650,950
Increased Pay Costs, effective January 9, 1972, resulting from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, and from Order of the Architect of the Capitol, issued December 30, 1971, for unclassified employees	181,590
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 (Classification Act)	48,006
Overtime Pay Increased Cost authorized by 5 U.S.C. 5542 and 5 U.S.C. 5544	85,651
Excess Day over and above 260 days basic workweek	13,300
Additional Positions Salaries, Architect: 1 General Engineer GS–12 at $15,866 p.a. 1 Architectural Draftsman GS–9 at $11,046 p.a.	26,912
Total	$1,006,409
Other annual maintenance items:	
Contribution to retirement fund authorized by 5 U.S.C. 8334	55,291
Payment to Employees' Compensation Fund authorized by 5 U.S.C. 8147(b)	32,700
All other items	735,500
Total	823,491
Special nonrecurring maintenance items:	
Capitol Buildings and Grounds, Senate Office Buildings, House Office Buildings; Capitol Power Plant	1,052,900
Library Buildings and Grounds	449,900
Total	1,502,800
Total gross increase requested for 1973	$3,332,700

LEGISLATIVE—ARCHITECT OF THE CAPITOL

COMPARATIVE SUMMARY OF APPROPRIATIONS AND APPROPRIATION ESTIMATES

Architect of the Capitol	Appropriations for 1972				1973 estimates of appropriations	Increase (+) or decrease (−) 1973 estimate over 1972
	Regular annual act	Reappropriations and gift credited	Supplemental appropriations act, 1972	Total appropriations		
Salaries, Office of Architect of the Capitol	$1,095,700			$1,095,700	$1,198,500	+$102,800
Contingent expenses	50,000			50,000	100,000	+50,000
Capitol Buildings	2,506,700	[1] $185,000	$24,500	2,716,200	2,824,600	+108,400
Capitol Grounds	1,047,000			1,047,000	1,017,800	−29,200
Senate Office Buildings	4,692,600		66,000	4,758,600	4,945,400	+186,800
Extension of additional Senate Office Building site	31,500		270,000	301,500		−301,500
Senate garage	83,600			83,600	89,100	+5,500
House Office Buildings	7,899,000		25,000	7,924,000	7,121,300	−802,700
Capitol Power Plant	4,449,000	178,000		4,627,000	5,261,000	+634,000
Expansion of facilities, Capitol Power Plant	285,000			285,000		−285,000
Modifications and enlargement, Capitol Power plant			1,200,000	1,200,000		−1,200,000
Library buildings and grounds: structure and mechanical care	1,162,000	26,000		1,188,000	1,573,400	+385,400
Library of Congress James Madison Memorial Building	71,090,000			71,090,000		−71,090,000
Total, appropriations and estimates	94,392,100	[1] 389,000	1,585,500	96,366,600	24,131,100	−72,235,500

[1] Includes $80,000 gift credited to "Capitol Buildings" appropriation under authority of Public Law 92-56.

DECREASE UNDER 1972 APPROPRIATION

Mr. WHITE. We are asking for $24,131,100, as you mentioned, which is a net decrease of $72,235,500 from the total of $96,366,600 that was provided for 1972.

The basic component of that reduction is the $71 million plus that was appropriated for the James Madison Memorial Building last year. Among the decreases, including that $71 million, we have a number of other items that are explained on pages 2 through 5, which I won't go into unless you feel it is necessary, Senator.

OLD SUPREME COURT CHAMBER

Senator HOLLINGS. You have provided a request for the old Supreme Court chamber, I hope.

Mr. WHITE. Yes, we have. It is a separate request not in the justifications.

JAMES MADISON MEMORIAL BUILDING

We have some information on public works projects that I might touch on that begin on page 13. The first one is the status of the James Madison Memorial Building. We have obligated and expended as of February 2, of this year, $15,879,786, of the $90 million which is authorized and appropriated for that building. The contract for the

excavating and foundation work is in the process of being carried out at this time.

Senator HOLLINGS. Do you think you are on schedule?

Mr. WHITE. We are a little behind schedule. We think the lag is about six weeks at this point, some of which is justified because of rainy weather in the fall but some of which is simply general delay in the construction industry process. We are somewhat behind.

On the other hand, we think it will all work out in the final completion of the building which is to be accomplished in several phases, as you may recall.

The first phase is now under construction. The second phase, which is the quarrying, fabrication and delivery of the exterior stone is under contract now, leaving only the third phase, as it was originally planned, but which we are now planning to divide into two phases, in other words, phases 3 and 4.

We plan to build the envelope of the building in phase 3 and the interior in phase 4, which we think will enable us to gain some time, and also avail us of what appears to be a favorable bidding market at the present time.

Senator HOLLINGS. That supports the testimony given earlier this week from the Library of Congress that some $4 million of book shelving must be ordered 20 months in advance.

Mr. WHITE. That is correct.

Senator HOLLINGS. Are you familiar with that?

Mr. WHITE. Yes, I am, though that is not within our jurisdiction.

Senator HOLLINGS. Go right ahead.

MODIFICATIONS AND ENLARGEMENTS OF CAPITOL POWER PLANT

Mr. WHITE. The project for modifications and enlargements of the Capitol Power Plant is the second of the items that we have under public works projects.

Senator HOLLINGS. What page is that?

CONTRACT FOR DRAWINGS AND SPECIFICATIONS: SUPPLEMENTAL FUNDING

Mr. WHITE. That begins on the bottom of page 14, Senator. We have entered into a contract with consulting engineers, Messrs. Hennessy, Hansen, and Jones, individuals in the firm of Siska & Hennessy, for the preparation of drawings and specifications for the short-range program that was outlined in our proposal to the House Office Building Commission and to your Committee last November during hearings on the Supplemental Appropriation Bill and for which planning funds were appropriated in the supplemental bill before the Congress recessed in December.

AUTHORIZATION REQUISITE AND COST ESTIMATE

The short-range program itself has not yet been authorized, but because of the timing requirements we proceeded in this way and the Congress appropriated the funds for planning so that we wouldn't lose 6 months and be unable to supply cooling for the James Madison Memorial Library Building when that building is completed.

We must add to the powerplant in order to provide for that service because there is no excess cooling capacity remaining to the degree that it will be needed for the James Madison Building. The estimated cost of the short-range program, which is the actual construction addition to the powerplant and expansion of its refrigeration and distribution systems and providing environmental controls, is $18,600,000. That has not been authorized. Congress has only authorized and appropriated for the design funding.

An explanation of the project continues through the middle of page 17. If you want to go into any further detail I will be glad to do so.

WEST FRONT OF CAPITOL: PRAEGER REPORT

The third item is the west front of the Capitol. We gave you a report in this committee during your hearings on supplementals last year. I can report to you now that as of last week plans are proceeding, immediately, for a meeting of the Commission for the Extension of the United States Capitol.

The Speaker has asked for the arrangements to be made for the Commission to assemble, meet and consider the Praeger report which was submitted, as I think you will remember, a year ago last December. No other action has been taken since my report to you at the last appropriation hearings.

Senator HOLLINGS. Do you mean you had a report a year ago and you are just going to get the Commission now to look at it?

Mr. WHITE. That is correct, Senator.

Senator HOLLINGS. Who heads up the Commission?

Mr. WHITE. The Commission is composed of the majority and minority leaders of the House and the Senate, the President of the Senate, the Speaker of the House, and the Architect of the Capitol.

The Chairman of the Commission is the Speaker of the House.

Senator HOLLINGS. And this is the first meeting that the Chairman has called since you received the Praeger report?

Mr. WHITE. That is correct.

Senator HOLLINGS. Is there anything you can tell us about it generally, how it is going, what would be recommended in your opinion, or have you made any opinion?

Mr. WHITE. I haven't gone beyond the report I presented to you last fall. There has been nothing further since that time except that I have discussed the matter with the Speaker and he has asked that a meeting be arranged. The Speaker, as you know, only became the Speaker last year and it may be that in the course of accommodating himself to the great responsibilities of being the Speaker there was some delay necessitated in the meeting of the Commission.

Senator HOLLINGS. What would the report call for?

Mr. WHITE. The law required, Senator, that a study be undertaken which would attempt to determine the feasibility of restoration and, specifically, whether or not several criteria could be met through restoration. The law says that the Commission shall proceed with the extension of the west front——

DECISION TO MAKE EXTENSION IF STATUTORY CRITERIA CANNOT BE MET

Senator HOLLINGS. Do you think legally the decision has been made to extend the west front?

Mr. WHITE. That is correct, provided the criteria which the law sets out cannot be met.

Senator HOLLINGS. Can be met?

Mr. WHITE. Cannot be met. There were several criteria specified in the law which, if the Commission found they could be met through restoration, the Commission was then to reconsider and give the Congress its recommendations for restoration or extension.

The report appears to indicate as the consultants' view that the criteria which the law sets out can be met. As you may recall in the report that I gave last fall, I indicated that there was some question in my mind as to the capability of meeting those criteria.

Senator HOLLINGS. What generally are the criteria?

Mr. WHITE. I refer particularly to the requirements that the contract be capable of being let in a single lump-sum unit, a fixed amount, and that the cost not exceed $15 million.

Senator HOLLINGS. If you met those two criteria, what happens?

Mr. WHITE. If you meet those two, plus three others, indicating that the west central front can be preserved through restoration for the foreseeable future, then the Commission is to reconsider extending and to make its recommendation to the Congress with regard to whether or not it should be restored or extended.

Senator HOLLINGS. But if it could not be met, then it wouldn't reconsider but it would go ahead with the extension?

Mr. WHITE. That is correct.

Senator HOLLINGS. That sounds about as clear as the busing law we passed. So having met those recommendations we are not going ahead, but we are going to meet in order to reconsider and resubmit to the Congress; is that right?

Mr. WHITE. That is right in part, Senator. The Commission is the group which the law charges with determining whether or not the criteria have been met. The report appears to indicate that they have been met. There is some question as to whether that in fact is true, whether they can be met, and the Commission will have to make that decision.

POSITION OF HOUSE AND SENATE ON EXTENSION PROJECT

Senator HOLLINGS. Bluntly put as Architect of the Capitol, can you find a House position and a Senate position? I am getting around to acquiring these two rooms and every time I go after these two rooms, it seems that if the Senate will go along with the House position, we will get the two rooms. What is the Senate position and what is the House position?

Mr. WHITE. As near as I can determine, Senator—and these positions were assumed prior to my being on the scene——

Senator HOLLINGS. Me, too. I am trying to find out.

Mr. WHITE (continuing). I think the House position is generally one of wanting to extend the west front. That was determined by a vote of the House in September 1969. I am not sure that it could be

termed the Senate position but there is feeling on the part of some Senators that at least until restoration was fully explored, it should not be extended.

Senator HOLLINGS. Yes. They don't want to tamper with it.

Mr. WHITE. I think the House feels the need for space in the Capitol a great deal more than the Senate and that may be one of the reasons for their position. I think the position is a valid one, insofar as the House is concerned, in terms of their need for space. That has to be weighed, as I mentioned in my report, against the sentiment of preservation. There are many positions that you could take and come out with a valid result on that score. One could take the position that since this is the last remaining exposed piece of wall, it is indicative of the life and growth of the building and the Nation.

If we were talking about a single entity, it would be more difficult to argue that it shouldn't be touched. But all the other walls have been added to and enclosed, and the need continues for more space near the chambers, as it did over the years of growth of the Nation in the past.

This is one argument that could be made.

ALLOCATION OF SPACE

Senator HOLLINGS. Who has an inventory of the rooms, the space and the allocations?

Mr. WHITE. I have an inventory of the rooms, space and allocations on the House side. I am just beginning, after having been authorized recently by Senator Jordan, to make a similar inventory on the Senate side. I am just beginning that. And it includes also the Senate Office Buildings.

Senator HOLLINGS. So it would be one place to go and see where all the rooms are and where they are allocated?

Mr. WHITE. Exactly.

Senator HOLLINGS. Thank you, sir.

REQUIREMENT FOR REPAIRING WEST FRONT WALL

There is one other question. Something has to be done architecturally to the west front. The whole question is one of construction. Is it wise to repair it? Are you going to set about on some kind of repair and renovation? As you are setting that renovation and repair job, the question becomes whether you go ahead and add on some extra space for a few million dollars. Is that the crux of it?

Mr. WHITE. That is a fair analysis, Senator. There is no disagreement on the part of either proponents or opponents that the wall must be repaired in some way.

Senator HOLLINGS. Has an estimate for the repair and renovation been made?

Mr. WHITE. Yes.

Senator HOLLINGS. How much is it?

Mr. WHITE. The estimate for repair is somewhere in the neighborhood of $15 million according to the Praeger report. As near as I can determine, that is probably not capable of being accomplished under such amount. I was unable to get contractors to agree to accomplish the work with a fixed limit of that amount.

ESTIMATED COST OF RESTORATION

Senator HOLLINGS. What is the nearest figure you have been able to obtain from the contractors?

Mr. WHITE. I was unable to get any figure, Senator, because of the unknowns that are in existence in the course of making an alteration of that kind. There are very few people who would gamble their funds on the basis of unknowns.

Drawings and specifications could be written but only to the degree that we know what exists.

Senator HOLLINGS. You cannot make a judgment until the wall is opened up and you find out the actual condition beneath.

Mr. WHITE. Even if it were $15 million or $20 million, and if we estimate, as we have, that the addition or extension, which we can estimate reasonably well, would be, at this point with escalation and all, $50 million or $60 million, actually, the square foot cost of the extension would only be the differential between those two. If we spend $20 million to repair it, we don't gain any space at all.

Senator HOLLINGS. Is there a definite plan for x number of offices and y amount of space for the addition to the west front?

Mr. WHITE. Yes.

PRIOR SPACE STUDY

Senator HOLLINGS. Who has made that study?

Mr. CAMPIOLI. It was authorized by the extension of the Capitol Commission with funds provided by the Congress, to prepare preliminary plans for extending the west central front of the Capitol.

Senator HOLLINGS. When was this?

Mr. CAMPIOLI. In 1966.

Senator HOLLINGS. What happened after that?

Mr. CAMPIOLI. The report on that study was made in 1967 and the result was that the Congress requested an additional study to be made for which we eventually got funds. The Praeger report was authorized by legislation December 12, 1969, and was contracted for and prepared during the year 1970. The plans that were made originally show an extension of the building with a gross square foot additional area of over one-quarter of a million square feet of space, half of which would be on the House side and half on the Senate side.

The net space is about 160,000 square feet of space, 80,000 accruing to the House and 80,000 to the Senate. That is the net usable area.

ESTIMATE OF COST IN PRAEGER REPORT

Senator HOLLINGS. Did the Praeger report generally conform to that?

Mr. CAMPIOLI. The Praeger report merely covered the feasibility of restoration under the conditions set by the Congress as shown on page 19 of our justifications.

Senator HOLLINGS. Has any cost figure been allocated to that in the Praeger report?

Mr. CAMPIOLI. Just that they stated, in their judgment, that it could be done within the $15 million limitation. They qualified their statements, however, by concluding that a more realistic approach would be to do this work on a cost-plus basis. In Mr. White's inquiries that he

made of the president of the Associated General Contractors and others no one has been willing to give him a statement attesting to the fact that the work can be done on a competitive lump-sum bid basis and stay within $15 million, because of the unknowns.

ITEMS IN ARCHITECT'S ESTIMATES MAKING UP GROSS INCREASE REQUESTED FOR 1973

Senator HOLLINGS. What is the next item, Mr. White, the Compensation of Employees and Wage Board?

Mr. WHITE. If you want me to summarize, on page 29 is a breakdown of the $3,332,700 gross increase by various categories, the mandatory items shown in column one are the wage and salary increases required by law, such as the Wage Board increases, the Monroney retroactive Act pay increases, and so on. Those are all mandatory items and are computed in accordance with the law.

As shown in column 2, we are asking for only two new positions out of the entire number of employees that we have. We now have a total of 1,669 employees that come under the jurisdiction of the Architect. We are asking for two additional ones, bringing that total for 1973 to 1,671. Those two new positions would require an appropriation of $26,912 at the level which we are requesting.

The recurring maintenance items are indicated in the next column, totalling $734,500. These are only the increased amounts requested, not the totals of these items. And then, in the next column, increases in nonrecurring maintenance items are shown, which total $1,502,800. That is a brief summary of the dollar amounts.

The next two pages indicate a more detailed breakdown of the amounts.

RESTORATION OF OLD SENATE CHAMBER AND OLD SUPREME COURT CHAMBER

Senator HOLLINGS. Now let's go to the restoration of the Old Senate Chamber and the old Supreme Court chamber.

LETTER FROM MAJORITY AND MINORITY LEADERS

Senator HOLLINGS. The subcommittee has received a letter from the distinguished majority and minority leaders, the Honorable Mike Mansfield and the Honorable Hugh Scott, as Chairman and Vice Chairman respectively of the Commission on Art and Antiquities, urging the inclusion in the bill of authority and funds to proceed with the restoration of the Old Senate Chamber and Old Supreme Court Chamber in the Capitol. The letter will be inserted into the record at this point.

(The letter follows:)

U.S. SENATE,
COMMISSION ON ART AND ANTIQUITIES,
Washington, D.C., February 17, 1972.

HON. ERNEST F. HOLLINGS,
Chairman, Legislative Appropriations Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: We know that you and the other Members of the Senate shared the keen disappointment of the Commission on Art and Antiquities when funds to restore the Old Senate Chamber and Old Supreme Court were deleted from the Supplemental Appropriations Bill of 1972, at the insistence of the House conferees.

At their last meeting, the Commission members, including the distinguished Chairman of the Committee on Appropriations, were unanimous in the conviction that this significant endeavor must go forward at the earliest possible moment. Therefore, on behalf of the Commission, we are today writing to the Architect of the Capitol, asking that he again request of your Subcommittee the funds necessary to undertake this historic restoration.

In light of the economic controls presently in effect, it would be our hope that the estimates of cost submitted by the Architect to your Subcommittee on November 2, 1971, would still represent an accurate reflection. We would also hope that your Subcommittee would continue to be as generous with your interest and support of this most worthy program as you have been in the past.

With best personal wishes, we are,

Sincerely,

MIKE MANSFIELD,
Chairman.
HUGH SCOTT,
Vice Chairman.

cc: Honorable Allen J. Ellender.

LANGUAGE REQUIRED FOR PROJECT

Senator HOLLINGS. If the committee decides to include this item in the bill, would you have available the appropriate language?

Mr. WHITE. Yes; we already have prepared appropriate language for submission to you at any time you wish.

DETAILS OF PROJECT

Senator HOLLINGS. The committee recommended the sum of $1,521,000 in the supplemental bill last December; the Senate approved the amount as well as the new proposal suggested by you that the work be performed in two stages. Will you now describe that plan for the purpose of this hearing record; advise whether there has been any change in your cost estimate since last December; also, if approved by the Congress this year, when would the project be completed and open to public view?

Mr. WHITE. We have, as a result of Senator Mansfield's letter of February 17, 1972, a request for funds to be provided for this project in the same amount as was requested last November, $1,521,000. We feel that this amount is sufficient even after taking into consideration escalation that might cause that number to be somewhat higher than we previously requested. That number is based on doing the work in two phases, as opposed to doing it all at once.

The first phase would be to restore the lower Chamber which would permit the continued use of the upper Chamber for conferences of the Senate and the House Appropriations Committees, which is how those rooms are presently being used.

In the second phase we would restore the upper Chamber and the conferences could take place then in the restored lower Chamber.

CONTINUED USE OF OLD CHAMBERS FOR CONFERENCES

Senator HOLLINGS. Then the question: Could conferences be carried on in both Chambers thereafter?

Mr. WHITE. Yes.

Senator HOLLINGS. Would the restoration be of such a nature as to permit that? That is one of the hangups, I think, on the House side. I can see it with the old Supreme Court Chamber because there are

big tables and you can clear them away. But if the restoration calls in the old Senate Chamber for the old, little desks, unless they are movable, I don't see how you are going to use it. Can you address yourself to that problem?

Mr. WHITE. Senator, I think two things could be said. One of them is that the restoration could be done flexibly. That is to say, the individual desks would not have to be fastened in place.

Senator HOLLINGS. That is the ultimate condition of the room, itself?

Mr. WHITE. Yes. And when the time comes when some other space may become available, which may be the extension of the west front, if that occurs, or some other space in another area, then the restoration could be done in such a way that it would be more permanent in nature.

I think ultimately it would be important to restore these rooms properly. But if in the meantime there is a need for the space, it would seem to me that as much restoration as can be accomplished ought to be done so that the rooms can be used. Mr. Campioli had some remarks he wanted to make on that subject.

Mr. CAMPIOLI. Mr. Chairman, this is the plan of the lower Chamber (illustrating). The desks and chairs that you see in the bottom of the semicircular well could both be moved aside and we could provide a curved table in there that would seat 21 or 22 people as now presently occupied at conferences that they have in that room.

Senator HOLLINGS. Was this shown to Mr. Casey on the House side? Have you had hearings before him?

Mr. WHITE. It was discussed generally at their hearings. My recollection is that they were receptive to doing the restoration, but did not wish to take the space out of use.

Mr. CAMPIOLI. At lunch one day, Chairman Mahon asked me that specific question and I told him that provision could be made in both Chambers so that a joint conference could be held by simply moving a small amount of furniture out of the way and locating a table and chairs in the remaining area.

Senator HOLLINGS. That is the main thing. I think the next thing is to have a conference with Mr. Mahon and Mr. Casey and see if the design is suitable to them.

Mr. WHITE. The indication is, from Mr. Casey, that he would concur in the restoration himself if the space question is settled, and that same indication was apparent to me on the part of the rest of the subcommittee.

Senator HOLLINGS. How about Mr. Mahon?

Mr. WHITE. He and I haven't discussed this point recently, Mr. Chairman. I might say in that connection, however, that even though we would propose to do it in two phases, we would need to contract for both phases at the same time, so that the total dollar amount would have to be appropriated at one time.

RELATIONSHIP BETWEEN RESTORATION OF CHAMBERS PROJECT AND WEST FRONT PROJECT

Senator HOLLINGS. A point I want to clarify—is there any reason why this project could not proceed irrespective of the decision on the west front project?

Mr. WHITE. No sir, there is not.

Senator HOLLINGS. Assuming a decision to proceed on the west front, is it conceivable that the two-Chamber project would be completed before any work commenced on the west front?

Mr. WHITE. Yes, it is conceivable, assuming funds for the two-Chamber project are included in the present appropriation bill. In speaking of work on the west front, I assume you refer, of course, to construction work at the site, as distinguished from completion of contract plans and specifications. On the other hand, it is also conceivable that work on the west front might be commenced before completion of the two-Chamber project, dependent upon decisions reached with respect to extension or restoration and also with respect to the manner of contracting approved and the phasing of the contract work.

Senator HOLLINGS. You would have it completed by the bicentennial?

Mr. WHITE. Yes, I think there wouldn't be any question about that if we receive the funds soon enough. I have here my report, or justification of the estimate, which is not in the justification book.

Senator HOLLINGS. That is good. We will make that entire report part of this record.

(The justification follows:)

RESTORATION OF THE OLD SENATE AND SUPREME COURT CHAMBERS IN THE CAPITOL, $1,521,000

Senator Mike Mansfield, Chairman of the Commission on Art and Antiquities (established by S. Res. 382, 90th Congress), has requested, in letter of February 17, 1972, that I again request funding for this project.

The present proposal, which was considered by your Committee last year, is based on the project proceeding in two stages, summarized as follows:

1. First Phase: Restore the lower chamber, while permitting continued use of the upper chamber for conferences of the Senate and House Appropriations Committees.

2. Second Phase: Restore the upper chamber, while permitting use of the lower chamber for conferences of the Senate and House Appropriations Committees.

3. Contracting: Both phases would be contracted together, to the extent feasible.

The two-phase construction proposal has now been approved by the Commission on Art and Antiquities and is submitted again for your consideration. The detailed cost estimate on this basis follows:

Phase 1—Old Supreme Court Chamber:	
Construction work:	
Structural	$135,150
Mechanical	144,150
Total	279,300
Furniture and Furnishings:	
Desks, Chairs, and other furniture, etc	67,850
Carpeting, Drapery, Venetian Blinds, etc	42,200
Total	110,050
Total—Construction and Furniture Items	389,350
Contingency for two-phase construction	38,950
Administration, architect-engineer fees, and miscellaneous expenses	49,700
Total—Phase 1	478,000

Phase 2—Old Senate Chamber:	
Construction work:	
Structural	311,050
Mechanical	207,150
Total	518,200
Furniture and Furnishings:	
Desks, Chairs, etc	209,500
Carpeting, Drapery, Venetian Blinds, etc	121,750
Total	331,250
Total—Construction and Furniture Items	849,450
Contingency allowance for two-phase construction	84,950
Administration, architect-engineer fees, and miscellaneous expenses	108,600
Total—Phase 2	1,043,000
Total for entire project	1,521,000

This estimate is based on accomplishing the work in a period of approximately two years. Escalation of costs over the additional period of time is included. Also included is a contingency allowance for the two-phase construction as opposed to single-phase construction heretofore proposed.

We are not including in this justification the full history of this project. It is well known to your Committee. Full information was included in our last presentation, pages 901 to 906 of the Senate hearings on the Supplemental Appropriations Bill, Fiscal Year 1972, and pages 483 to 494 of the Senate Hearings on the Legislative Branch Appropriations Bill, Fiscal Year 1972, and both information and illustrations appear on pages 591 to 621 of the Senate Hearings on the Supplemental Appropriations Bill, Fiscal Year 1971.

The restoration of these historic chambers in the Nation's Capitol would become, in my professional opinion, one of the most worthy and outstanding restorations ever accomplished in this Country. This work will bring to life the Halls where Clay, Webster, Calhoun, and other notable figures in our history debated, deliberated, and reached decisions; where Thomas Jefferson was twice inaugurated as President of the United States; and where the Supreme Court of the United States reached decisions which shaped the future of the Nation.

I, therefore, fully endorse this restoration project and urge favorable action thereon by the Congress.

Time has not permitted us to submit a budget estimate through the usual channels for this item. If your Subcommittee favors the proposals, we will be glad to submit such an estimate.

Funds for actual restoration work have been requested several times since completion of the plans in 1965:

Legislative Branch Appropriation Bill, 1966.—Estimate of $700,000 was approved by the Senate. Deleted in conference with House. Conferees agreed that there was much merit in the proposed restoration of the chambers, differing only in regard to timing of the work.

Supplemental Appropriation Bill, 1971.—Commission on Art and Antiquities of the Senate, established by S. Res. 382, 90th Congress, requested the Architect of the Capitol to update the 1965 cost estimate. Updated estimate in amount of $1,209,000 was submitted for consideration. Approved by the Senate. Deleted in conference.

Legislative Branch Appropriation Bill, 1972.—Reconsideration requested by Commission on Art and Antiquities. Estimate of $1,209,000 approved by the Senate. Deleted in conference.

Supplemental Appropriation Bill, 1972.—Further consideration requested by the Senate Commission on Art and Antiquities. Estimate of $1,521,000 approved by the Senate. Deleted in conference.

SALARIES, OFFICE OF THE ARCHITECT

Senator HOLLINGS. For Salaries, Office of the Architect, you are requesting a fiscal year 1973 appropriation of $1,198,500, which is an increase of $102,800 over the 1972 appropriations enacted to date. Pages 32–36 will be inserted into the record at this point.

(The justification follows:)

SALARIES, OFFICE OF THE ARCHITECT (INCREASE REQUESTED FOR 1973, $102,800)

1972 appropriation in annual act	$1,095,700
Additions	
MANDATORY ITEMS	
Wage-rate increases authorized by 5 U.S.C. 5341–5344 ("Wage-Board" employees)	2,190
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	17,618
Increased pay costs "white collar" employees	43,580
This increase, effective January 9, 1972, results from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971, and from Order of the Architect of the Capitol issued December 30, 1971 under authority of section 5307 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 implementing salary adjustments for unclassified employees. This increase covers 54 employees.	
Overtime and holiday pay increased from $88,100 to $96,100 resulting from base pay changes authorized by law	8,000
Contribution to retirement fund (under "Personnel Benefits") increased from $71,700 to $76,200, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates	4,500
Total Increase—Mandatory Items	75,888
NEW POSITIONS REQUESTED	
Two additional positions, as follows:	
1—General Engineer, GS–12 at per annum rate of	15,866
1—Architectural Draftsman, GS–9 at per annum rate of	11,046
Total requested for 2 new positions	26,912

The need for these positions is explained as follows:

Since I assumed office as Architect of the Capitol a year ago and have had an opportunity to appreciate the constantly growing need for miscellaneous structural and mechanical modifications and changes in the buildings under my jurisdiction required to meet ever-changing needs of the Congress, I have endeavored to augment the practice of performing design and drafting work for maintenance and improvement projects, other than major construction projects, by use of our own professional architectural, engineering, and drafting force, realizing the economic benefits, priority control of work, and more efficient use of personnel to be derived by doing such work "in-house", instead of through the intermittent engagement of the services of outside professionals for individual projects of this nature.

I find myself hampered in pursuing this practice, due to the limited number of such personnel now provided on our permanent staff.

At present, our permanent professional staff, provided for and engaged in such work, consists of the following officers and employees:

The Architect and Assistant Architect of the Capitol who direct all operations.

3 architectural engineers
1 Coordinating Engineer and 1 Assistant Coordinating Engineer, in charge of all mechanical and electrical engineering work
1 Engineering draftsman

This permanent year-around force is supplemented from time to time by the use of such temporary personnel as funds provided for nonrecurring improvements will permit. We have had to depend upon such expediency for the temporary services of architectural, engineering, and drafting assistants.

We are asking that 2 additional positions be allowed on our permanent force for 1973—1 GS–12 General Engineer and 1 GS–9 Architectural Draftsmen—so that we may be in a position to organize and handle our "in-house" project work in a more efficient, dependable, and satisfactory manner.

1 General Engineer, GS–12 at $15,866 per annum

This additional position is requested for 1973 because of the critical need for additional engineering assistance in the Coordinating Engineer's office. The professional workload of the Coordinating Engineer's office is such that it is no longer possible for that official to handle the ever-increasing demands on his office with the help, now available, of just one staff assistant in his immediate office.

There has been a significant increase in workload as the result of the completion of new buildings and facilities in recent years and the increase in the number of alteration and repair projects which must go forward.

In the past, the Coordinating Engineer's staff has been augmented by the employment of temporary engineers in connection with special projects, after the projects were approved and funded. The more immediate need, however, is to provide the Coordinating Engineer with an additional permanent, year-around engineer to assist him in projects from their inception through their developmental and execution stage; also in his daily responsibilities in connection with mechanical and electrical engineering problems associated with the care and operation of the Capitol group of buildings and facilities.

The Coordinating Engineer advises the Architect of the Capitol in matters of design, construction, operation, and maintenance of projects involving the application of mechanical and electrical principles, methods and procedures; coordinates the work of the electrical, elevator, air-conditioning and safety engineers; provides technical direction over operation of the Capitol Power Plant and both major and minor improvements authorized in connection with the plant; confers and collaborates with Associate Architects, Engineers, and Consultants engaged on new projects in matters concerning mechanical and electrical engineering designs, methods and procedures to be employed in the execution of such projects; prepares standards and guidelines for mechanical and electrical equipment required for construction, alterations and repairs and for replacement of existing or obsolete equipment; collaborates with the chief maintenance engineers and building heads under the Architect in solving their problems and executing their work involving mechanical and electrical engineering principles.

The duties of the new GS–12 General Engineer, to work in the immediate office of the Coordinating Engineer, requested for 1973, would include the development of schematics and preliminary mechanical and electrical engineering design studies for "in-house" alterations and repairs in existing buildings, equipment,

and facilities, preparation of cost estimates, assisting in the review of designs and specifications, collaborating with other staff members in the preparation of working drawings and specifications for maintenance projects to be performed "in-house", and overseeing approved projects.

1 Architectural Draftsman, GS–9 at $11,046 per annum

This additional position is requested for 1973 in order to provide urgently needed architectural drafting assistance in the Assistant Architect's office.

This employee will provide drafting assistance to the Assistant Architect in the development of schematics and criteria for construction, alteration, repair, and maintenance projects, in their developmental stage, and in the preparation of working drawings and specifications for such projects, especially those to be accomplished by our own forces.

The completion of many construction projects that have been in progress in the last few years, with the resultant addition of new buildings and facilities for which the Architect is charged with the structural and mechanical care and operation, and the continuing need for architectural studies and drawings in connection with alteration and repair projects in existing buildings, makes it necessary that there be provided funds to carry an architectural draftsman on our rolls on a permanent, year-around basis.

Total increase—New positions	$26,912
Total additions	+102,800
Total estimate for 1973	1,198,500

NEW POSITIONS REQUESTED

Senator HOLLINGS. You are requesting two new positions—one general engineer at $15,866 per annum and one architectural draftsman at $11,046 per annum. Are these the same two positions which you initially requested last year and subsequently withdrew from consideration by the committee?

Mr. WHITE. Yes, they are.

Senator HOLLINGS. Explain for the record why you feel these positions are necessary.

Mr. WHITE. We have a continuing increase in the amount of work that we are doing. As an example, Mr. Chairman, of current projects that we have going on in the Office at the moment, which total 93, 49 of them require drafting and design work—everything from alterations of offices to access to the flags on the roof. There are numerous improvements taking place all the time that require drafting. We continue to fall behind in our capacity to serve the Congress because we haven't enough people to do the work.

Regarding people who can do this kind of work, we have at the moment, myself and Mr. Campioli, my assistant, who is here today; three architectural engineers; one coordinating engineer and one assistant coordinating engineer who are basically in charge of all the mechanical and electrical engineering work in these buildings; and one engineer draftsman.

Because of other duties I don't have the time to do any drafting and neither does Mr. Campioli. I might make a sketch once in a while but the continuous daily needs for work to be turned out must be done by people who are draftsmen. We are simply behind in all of the things we are asked to do.

Pages 33 through 36 of the justifications give further detail with respect to the need for these two positions and the duties to be performed by these additional employees, if allowed.

Senator HOLLINGS. You feel that the employment of these two individuals for in-house work would be more economical than under the present arrangement?

Mr. WHITE. Yes; I do.

NUMBER OF EMPLOYEES ON ARCHITECT'S ROLL

Senator HOLLINGS. How many employees are on the roll of the Architect of the Capitol at the present time?

Mr. WHITE. We have a total of 1,669 employees, including 56 at the Botanic Garden, funded annually in this appropriation bill.

Senator HOLLINGS. Provide for the record a table showing your present force and the number of positions requested under all appropriation accounts for the fiscal year 1973.

(The document follows:)

NUMBER OF POSITIONS—ARCHITECT OF THE CAPITOL AND BOTANIC GARDEN

Appropriations	1972 allowed	1973 budget	1973 increase over 1972
Salaries, Office of Architect of the Capitol	61	63	2
Capitol Buildings	190	190	
Capitol Grounds	78	78	
Senate garage	7	7	
Senate Office Buildings	448	448	
House Office Buildings	668	668	
Capitol Power Plant	92	92	
Library buildings and grounds	69	69	
Subtotal	1,613	1,615	2
Botanic Garden	56	56	
Total	1,669	1,671	2

CONTINGENT EXPENSES

Senator HOLLINGS. Turning to the contingent expenses of $100,000.

Mr. WHITE. Yes; that item begins on page 38 of the justifications.

Senator HOLLINGS. You are requesting an increase of $50,000 for contingent expenses—for a total of $100,000. According to your justifications, this increase is required due to the increase in the cost of labor and materials since this fund was established in 1956; is that correct?

Mr. WHITE. Yes; that is correct.

PURPOSES FOR WHICH FUND USED

Senator HOLLINGS. Briefly describe the type project funded through this procedure.

Mr. WHITE. These contingent expenses, Senator, are the funds to provide for instances that arise during the year where we need to expend funds for items that come up, which we haven't been able to foresee at the time of the appropriations hearings. Except for emergencies, such as occurred last summer when we had a cave-in over near the Plaza Hotel and the Congress was not in session—we simply

authorized the expenditure of a small amount of money ourselves in this case, amounting to just a little over $1,000—except for emergency expenditures of that kind we request and receive permission either from the chairman of the Senate Committee on Appropriations or the Speaker of the House before any of these funds are expended. We have had $50,000 over the years. It has been just barely adequate in certain years and more than adequate in other years.

During this past year it seems there has been a great increase in the need for partitioning rooms, I think partly because of the stringent need for space. We have used existing space and divided it.

There seem to be a number of requirements during the year that have caused us to utilize much of that $50,000. In the first half of this fiscal year we expended $32,599, all authorized and approved except for the emergency item mentioned, and that doesn't leave us much until the end of the fiscal year, the next 6 months. We thought we would have, frankly, a bigger cushion for necessary work if we had $100,000. It is normally approved as noted before we can expend it anyway.

In that connection, Senator, as you noted, we have had the $50,000 amount since 1956. Escalation of costs has been continous. Each time we make an expenditure it involves more funds. We think we ought to have $100,000 now rather than $50,000. All we are really asking is to update a 1956 allotment to present-day costs.

Criteria Followed in Use of Fund

Senator Hollings. What criteria is used to determine whether to proceed by way of this fund or through the appropriation line-item route?

Mr. White. We are governed by the urgency of the need and the financial status of our regular appropriation at the time.

Use for Emergency Purposes

Senator Hollings. You refer on page 42 of the justifications to the $1,056 expended for emergency work on the Senate side of the Capitol grounds following a cave-in adjacent to the Plaza Hotel structures. The Committee on Appropriations has no record of having approved this particular item. Please comment on this.

Mr. White. I regret that through inadvertence the justification indicates such approval. As I stated a few minutes ago, when this cave-in requiring immediate emergency repairs occurred, Congress was in recess. In the absence of the committee, we were compelled to proceed with the repair work at once. A recent check of our records indicates that we did not follow through with a formal notification, for your committee files, of the final action taken by us. The record should be amended accordingly.

Current Balance in Fund

Senator Hollings. What is the current balance in the fund?

Mr. White. As of January 1, we showed an unobligated balance of $17,400.

Senator Hollings. Pages 38–43 will be inserted in the record.

(The justifications follow:)

CONTINGENT EXPENSES

1972 appropriation in annual act	$50,000
Additions	
Additional amount requested for 1973	+50,000
Total estimate for 1973	100,000
Contingent Expenses	100,000

This is an item allowed annually since 1956 and is required in order to facilitate the work performed by the Architect of the Capitol in behalf of the Congress. Its purpose is to enable the Architect of the Capitol to make surveys and studies and to meet unforeseen expenses in connection with activities under the care of the Architect.

In this connection, I wish to emphasize that for the past 16 years, all expenditures from this fund affecting the Senate have been made by the Architect of the Capitol with the approval of the Chairman of the Senate Committee on Appropriations, and all expenditures affecting the House have been made by the Architect of the Capitol with the approval of the Speaker of the House of Representatives. The funds have been made available each year with this understanding, so there has been rigid control over the use of this fund from the very start.

In addition, in accordance with further understanding with respect to use of this fund, each year there is set forth in the annual Budget a detailed listing of expenditures made under this fund in the prior fiscal year just ended; also, of obligations incurred to the date of the Hearing before your Committee out of the current fiscal year fund.

Expenses under this fund include such items as urgent need for modification of rostrums, erection and relocation of partitions; rearrangement and installation of additional lighting; installation and modification of public address systems in committee rooms; alterations to offices, committee rooms, and other areas to meet unanticipated requirements of Committees, Senators, and Members, including those arising from new legislation such as the Legislative Reorganization Act and from other changes resulting from expanded personnel, more extensive use of office equipment, and rearrangement of existing facilities—in an effort to alleviate, through temporary expediencies, overcrowded occupany conditions and the need for additional accommodations; and, for emergency repairs to mechanical equipment to prevent any prolonged disruptions to service resulting from delays necessarily incident to the securing of supplemental appropriations for items costing comparatively small amounts.

The annual allotment for "Contingent Expenses" was established in 1956 at $50,000 and has not been increased since that time, notwithstanding the drastic increase in the cost of labor and materials that has occurred over the past 16 years.

The point has now been reached where it is believed to be in the interest of the Congress to increase this allotment from $50,000 to $100,000, in order to meet on a timely basis unanticipated and urgent needs of the Congress, arising from time to time, particularly in the case of the House where there is a dire need for additional space in which to carry on its operations.

Although the amount expended under this allotment varies from year to year and, in the fiscal year 1970 barely covered urgent needs, yet other needs developing from month to month have been deferred because of the practical necessity of maintaining a substantial reserve until the last quarter of each fiscal year so as not to be without funds to provide for such contingencies as breakdown of equipment late in the fiscal year requir-

ing emergency repairs, such as repairs to elevators, air-conditioning, power plant, and other vital mechanical equipment.

As a recent instance, if this fund had been provided in the amount of $100,000 for the fiscal year 1972, the cost of items and services, totaling $24,500, required by the Legislative Reorganization Act of 1970 to be furnished by the Architect of the Capitol in connection with the installation of an electronic voting system in the House Chamber, and the cost of items totals $25,000, for providing environmental control for the space in the basement of the Cannon Building occupied temporarily by the House Library, approved by the House Office Building Commission, July 14, 1971, could have been provided from this fund, without the necessity of securing funds for these authorized purposes in a Supplemental Appropriation Act.

During the first half of the fiscal year 1972 (July 1, 1971 to December 31, 1971), allocations totaling $32,599 have been approved against this fund, of which $7,000 has been for improved lighting in the Ways and Means Committee Room in the Longworth Building; $6,922 for construction of a rostrum in Room 2337 in the Rayburn Building for use as a subcommittee Hearing Room by the House Committee on Armed Services; $3,813 for providing additional locker space for the Capitol Police at the Capitol end of the subway from the Rayburn Building, due to authorized expansion of the police force; $3,913 for construction of storage space in the Rayburn garage to help alleviate use of corridors in the House Office Buildings for temporary storage purposes; $4,100 for alterations to Room H-304 on House side of Capitol to provide accommodations for House Periodical Press, upon assignment by the Speaker of space formerly used by them to the House Rules Committee; $1,675 for new locks and appurtenant equipment for House Administration Committee in the Capitol; $2,500 for enclosure of locker space assigned the Doorkeeper of the House in the northwest alcove of the East Front Lobby—all approved by the Speaker of the House of Representatives; and $1,056 for emergency work on the Senate side of the Capitol Grounds required for trenching and inspecting the underground area on the east side of First Street N.E. adjacent to the Plaza Hotel structures acquired by the Architect of the Capitol for the Senate in December 1970, following a cave-in in that area; $1,620 for changes in the traffic signal system at the intersection of Constitution Avenue and New Jersey Avenue on the Senate side of the Capitol Grounds to eliminate a traffic hazard at that location, following complaints received by the Senate—both of these items approved by the Chairman of the Senate Committee on Appropriations.

CAPITOL BUILDINGS

Senator HOLLINGS. For Capitol Buildings, you are requesting a net increase of $108,400 for fiscal year 1973. Pages 44–69 will be inserted into the record.

(The justification follows:)

CAPITOL BUILDINGS (NET INCREASE REQUESTED FOR 1973 . . . $108,400)

1972 appropriation in annual act	$2,506,700
1972 appropriation in Supplemental Appropriation Act	24,500
1972 reappropriation (1971 funds continued available until June 30, 1972)	105,000
1972 appropriation—permanent, indefinite, Public Law 92-56, approved July 29, 1971	80,000
Total appropriations—1972	2,716,200

Deductions

Painting dome and exterior woodwork of all windows, except those in the west central section and terraces of the Capitol: Non-recurring item allowed for 1972, not required for 1973	85,000
Replacement of sections of roofs and gutters: Nonrecurring item allowed for 1972, not required for 1973, for replacement of gutters over the Statuary Hall section of the Capitol and a section of the roof over the west central section	17,000
Conversion of tiled passageway, 3d floor, Senate side, into office space: Nonrecurring item allowed for 1972, not required for 1973	14,500
Improved speech reinforcement system for House Chamber: Nonrecurring item allowed, but not obligated, in fiscal year 1971; reappropriated for fiscal year 1972; not required for fiscal year 1973	105,000
Execution of mural decorations on ceiling and walls, east corridor, first floor, House Wing—Funds for this work received as a gift from the United States Capitol Historical Society under authority of Public Law 92–56, approved July 29, 1971, and credited to the appropriation account "Capitol Buildings, Architect of the Capitol" in accordance with the requirements of Section 2 of that law and carried in the Budget as a permanent, indefinite appropriation: Nonrecurring item allowed for 1972, not required for 1973	80,000
Installation of electronic voting system, House Chamber: Nonrecurring item allowed for 1972, not required for 1973	12,000
Installation of new fabric on panels, gallery walls, House Chamber: Nonrecurring item allowed for 1972, not required for 1973	12,500
Nonrecurring improvements, House and Senate Restaurants, allowed for 1972, not required for 1973	24,000
Replacement of substation truck: Nonrecurring item allowed for 1972, not required for 1973	5,000
Total	—355,000
Base for 1973	2,361,200

ADDITIONS: MANDATORY ITEMS

Wage-rate increases authorized by 5 U.S.C. 5341–5344	$55,800

This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective November 14, 1971, under the Coordinated Federal Wage System, affecting 117 Wage-Board employees carried under this appropriation. By Presidential Directive, September 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted January 13, 1972, by Executive Order 11639 of that date, also issued under that Act as amended. Under Decision of the Comptroller General, the increase has been made effective, retroactively, as of November 14, 1971. A supplemental appropriation, not projected in the 1973 Budget finalized prior to that date, will be required for 1972. The amount of $55,800 requested for fiscal year 1973, as submitted, covers a full 12-months period.

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	6,490
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	710
Increased pay costs "white collar" employees	36,300

This increase, effective January 9, 1972, results from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971, and from Order of the Architect of the Capitol issued December 30, 1971 under

authority of section 5307 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 implementing salary adjustments for unclassified employees. This increase covers 73 employees.

Excess day over and above 260 days basic workweek, increased from $3,700 to $5,500 1,800

This increase is required to meet the current cost of work for one day each year which must be compensated over and above the basic workweek of 260 days—there being 261 workdays in a normal year. The adjustment conforms to present basic rates.

Overtime and holiday pay (5 U.S.C. 5544) increased from $273,500 to $285,500, resulting from base pay changes authorized by law 12,000

Contribution to retirement fund (under "Personnel Benefits") increased from $100,905 to $106,905, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates 6,000

Payment to Employees Compensation Fund (under "Personnel Benefits") increased from $46,100 to $78,800, required by 5 U.S.C. 8147 (b) 32,700

Penalty mail increased from $3,000 to $4,000 1,000

This amount is needed to reimburse the Post Office for all penalty mail costs incurred by the Office of the Architect of the Capitol. Such reimbursement is required to be made, annually, by Public Law 286, 83d Congress.

In accordance with Public Law 91-375, rates of postage and fees for services were increased effective May 16, 1971, necessitating reimbursement to the U.S. Postal Service at higher rates.

The increase of $1,000 for 1973 is based on these current costs. No increase has been provided under this allotment since 1968.

Total increase—Mandatory items 152,000

OTHER INCREASES—ANNUAL RECURRING ITEMS

Elevator Maintenance and Repairs increased from $7,000 to $8,200 1,200

This allotment provides for the maintenance and unkeep of the 25 elevators, 2 sidewalks lifts, 11 conveyors, 4 escalators, and 1 dumbwaiter in the Capitol Building, including such items as cable, repair parts, lubricants, oil, grease, tools and cleaning fluids.

The $1,200 increase requested for 1973 is to meet increased cost of materials and parts and to bring this allotment more in line with actual expenditures; $8,006 having been spent in fiscal year 1971. The last increase in this item was allowed in 1965.

Maintenance and Repair, lighting system, grounds, and floodlighting dome of Capitol increased from $18,000 to $23,000 5,000

An increase of $5,000 in this allotment is requested for 1973 to provide a more realistic amount to meet actual expenditures; $22,000 having been spent for this item in fiscal year 1971, and $17,000 having been expended for the first half of fiscal year 1972.

This allotment provides for the maintenance of the Dome floodlighting and street and park lighting systems of the Capitol Grounds, including lamps, processing of lamps, external glassware, cutouts, transformers, parts and repair parts for luminaries, paint for standards and transformers, cleaning materials for the glassware, and maintenance of the special truck used in this work. The equipment includes 798 lights, 1—4160 volts KVA transformer, 1—3-pole, 4160 volts manually-operated circuit breaker, 6—30 KVA constant current regulators, 1—112.5 KVA, 60 cycle stepup transformer, one automatic switch, 528 lighting standards, 167 transformers with single and double secondaries, 629 globes and canopies, 350 handholes, with interconnecting ducts; the floodlight system for the grounds and Dome; also, 81 lighting units formerly under the District Government.

The Potomac Electric Power Company services the 879 lights of the grounds lighting system. The cost for services prior to

July 1, 1970 was $412.43 monthly. These costs were increased to $801.00 monthly in July, 1970 or approximately $400 per month, or on an annual basis about $5,000, the amount of increase requested for 1973.

The allotment also includes the cost of illuminating the Dome proper on a 24-hour basis. This amount was first allowed in 1964 for meeting the cost of floodlighting the Dome of the Capitol from midnight to daylight. Prior to 1964, the floodlighting of the Dome proper was turned on at dusk and turned off at midnight.

Maintenance of electronic equipment, increased from $6,000 to $8,000 — 2,000

This allotment provides for the maintenance of the electronic systems installed in the Capitol, Senate Office Buildings, and the Rayburn House Office Building. The item covers the cost of repairs, maintenance, additions and changes in the Legislative signal and clock systems, and other specialized installations such as speech reinforcement systems, air raid alarms, television systems, frequency generators, capacitor couplers and high frequency wiring systems. The number and complexity of these systems continue to increase rapidly.

Most of the expenditures are for expendable components requiring periodic replacement, such as lamps, relays, vacuum tubes, transistors, capacitors, tools, instruments and other accessory items.

In addition to normal repairs and maintenance, the various systems are constantly being expanded to meet the increasing demands of building occupants. As new developments in the industry become commercially available the installations are modified and up-graded to improve their reliability and effectiveness.

The $2,000 increase requested for 1973 is to meet increased costs of materials and supplies that have gradually taken place since fiscal year 1966, the year in which this item was first established. An amount of $7,300 was expended in fiscal year 1971 for this item. There has been no increase in this allotment since it was established.

Maintenance of office and computer equipment increased from $9,000 to $11,500 — 2,500

This allotment is required, annually, to cover the cost of maintenance and service contracts required to keep in good operating condition the business machines, computer, and other equipment now in use. The services are acquired through General Services Administration Supply Schedule Contracts. The $2,500 increase requested for 1973 is required to meet current costs.

Of the amount requested for 1973, *$5,700* is required for maintenance and servicing of computer equipment. This, being specialized electronic data processing equipment, requires the services of specialists in the electronic field for proper maintenance, repair and adjustment of this equipment, which is used for preparation of payrolls and related data and accounting information; *$2,000* is required for annual servicing of 2 multilith and addressograph equipment; *$500* for servicing a Xerox copying machine; *$600* for servicing an Itek machine, and *$2,000* for servicing other miscellaneous office equipment. In addition, an amount of *$700* is required for a service contract for the burglar alarm system provided for the Display Cases in the Crypt.

No increase was requested in this allotment for 1972—and the amount of $10,612 was expended in fiscal year 1971.

Repairs, works of art—increased from $7,100 to $20,000 — 12,900

For the fiscal years 1965 through 1972, the amount provided each year for repairs to Works of Art in the Capitol has been $7,100.

For 1973, it is requested that this allotment be increased by $12,900 to $20,000.

The allotments provided for the past 8 years have been primarily for restoration of the Brumidi decorations in the Senate Wing corridor, first floor of the Capitol, and minor touching up and minor repairs to the Works of Art in the Capitol.

The amount of $20,000 requested for 1973 is based on an allowance of $10,000 for care of Works of Art in the Senate side of the Capitol and $10,000 for those in the House side. The collection of Works of Art in the Capitol now includes 132 portraits, 54 paintings, 82 busts, 102 statues, 90 reliefs on walls and ceilings, 183 frescoes, murals and lunettes (including the large canopy in the ceiling of the Dome, the circular frieze in the Rotunda, and 111 frescoes, murals and lunettes in the Senate Wing and 70 in the House Wing) ; also such miscellaneous objects as mantels, models of the Capitol, 27 mottoes, plaques and markers, the Centennial Safe, 40 miscellaneous sculptures, and 16 stained glass windows and skylights. These Works of Art total, in all, 726. In addition, the Capitol Art Collection includes the following Works located on the exterior of the Capitol : 7 statues, 4 bronze doors, and 3 sculptured pediments ; also, 2 statues on the Capitol Grounds.

With such a large collection now required to be maintained and an ever-increasing growth in the collection, the point has been reached where an orderly program should be commenced under which sufficient funds are made available to provide, each year, for cleaning and restoring a selected number of paintings, portraits, and other art works, determined by priority of need, which require such work to be done for their proper preservation.

Under the funds requested for 1973, it is proposed to commence such a program. Expenditure of the funds would be made by the Architect of the Capitol each year, in consultation with the Joint Committee on the Library and the Commission on Art and Antiquities of the United States Senate established by S. Res. 382, 90th Congress.

Total increase—Annual recurring items 23,600

OTHER INCREASES—NONRECURRING ITEMS

Improvement of illumination and modernization of electrical wiring in the Capitol 100,000

Under funds, totaling $2,900,000 provided for such purpose under the Extension of the Capitol appropriations, a major program was carried forward during the period 1958 to 1966, of improvement of the illumination and wiring in the Capitol Building.

Under this program, 154 offices, hearing rooms and dining areas in the Capitol were provided with improved illumination and wiring, as were also many public areas, such as the Brumidi corridors on the first floor of the Senate Wing, the Hall of Columns on the first floor of the House Wing, the Crypt directly under the Rotunda, the connecting corridors on the first and second floors and the corridors on all floors in the central portion of the building. Upon completion of work under this program, there remained to be performed in other areas of the Capitol similar work estimated to require expenditures totaling in the neighborhood of $500,000, spread over a period of 5 years.

An appropriation of $100,000, as a first year allotment under the proposed 5-year program, was provided under the "Capitol Buildings" appropriation for the fiscal year 1967. Work under the 1st year allotment had to be performed over a 4-year period, instead of a 1-year period as contemplated, due to the fact that with the exception of short recesses Congress remained in session from January 10, 1967 to December 15, 1967, from January 15, 1968 to October 14, 1968, from January 3, 1969

to December 23, 1969, and from January 19, 1970 to January 2, 1971. Due to the disruptive nature of work required in connection with this phase of the project, only a limited amount of the work could be performed in each of these years within the recess or other working periods available.

Work accomplished under the $100,000 allowed for 1967 has included installation of ornamental bronze chandeliers in the east corridor leading to the Speaker's Office and in the west corridor of the House Wing in front of the House Appropriations Committee's suite—all on the second floor; installation of new lighting and complete rewiring in one private office in the Senate Wing; completion of design and installation of a new chandelier in the connecting corridor in the Senate Wing, second floor, and of a new chandelier in the connecting corridor in the House Wing, second floor; installation of a newly purchased small chandelier at the north entrance to Statuary Hall; completion of design of two specially fabricated ornamental chandeliers for installation at the portico entrances to the House and Senate Wings; preliminary studies for improving the illumination of the Capitol Dome; studies for new installation for the large lobby just south of the Senate Chamber and for the main corridor extending north from the House Chamber; also studies for improvement of other areas.

A second allotment of $100,000 was allowed for the fiscal year 1971 for continuation of the improved lighting and wiring program. Under this appropriation, made available until expended, the following has been accomplished during the period July 1, 1970 to December 31, 1971:

20 specially-designed bronze outdoor ornamental lanterns have been procured and are now ready for installation on the Senate and House Wing porticoes; ornamental chandeliers have been procured and installed in the Speaker's Lobby and the Member's Retiring Room, in the House Administration Committee Hearing Room, and two other rooms, and the wiring has been renewed where the new lighting installations have been made and in several other areas; also lamps for the fixtures have been procured.

The unobligated balance of the 1971 allotment, as of December 31, 1971, was $32,500.

Under this balance and the third year allotment of $100,000 requested for 1973, it is proposed to continue carrying forward the program of improved lighting and wiring during the period January 1, 1972 to June 30, 1973.

Work remaining to be done under the program includes the following:

The corridors on the east, west and north sides of the House Chamber (second and third floors), the corridors on the east, west and north sides of the Senate Chamber (second and third floors), two Senators' rooms on the Senate side (second floor), second floor entrance lobbies in House and Senate Wings, President's Room and Marble Room in the Senate Wing, the elevator lobbies on the east side of the Senate and House Wings; also, the illumination of the oil paintings in the Rotunda and the restoration, in replica character, of the lighting in Statuary Hall.

Part of this work, subject to timing and available periods for performance with minimum disruption, will be carried forward during the period January 1972 to June 30, 1973.

Alteration to Member's elevator serving subway, House wing of Capitol 6,000

During the summer of 1971, numerous complaints were received from Members of Congress using the bank elevators serving the House subway, regarding undue delay experienced by them in reaching the House Chamber floor level when traveling by these elevators from the subway to the Chamber.

Several attempts have been made to improve this situation through temporary expediencies.

To give Members priority temporarily during House Calls, two of the elevators in this bank were converted to "Members Only" designation by illuminated signs. This method of priority has not proven very satisfactory due to the fact that the operators on the two reserved cars are unable to differentiate between the Members' signals and the signals of other waiting passengers; also due to the fact that all 3 elevators in the bank are operated by coordinated electronic control, with the result that in answering the calls in any one car the other calls are automatically cancelled.

Another temporary measure resorted to has been to designate one of the 3 elevators for exclusive use of Members at all times. This effort has also proven unsatisfactory due to lack of means for the operators to identify Members' calls, and also due to the fact that the reserved elevator cancels landing calls for the other 2 elevators.

In order to develop an interim method of response to "Members Only" calls on 1 of the 3 elevators in this bank, it is proposed under the funds requested for 1973 to provide a separate annunciator system in the "Members Only" reserved car, actuated by a separate Member call button at each landing, which will provide a guaranteed "Members Only" response.

Modernization of two elevators in House side of Capitol_____ 70,000

For 1973, an amount of $70,000 is requested, of which $35,000 is for modernization of 1 elevator in the old section of the House side of the Capitol, and the other in the House wing, west side. Both of these elevators require major overhaul, replacement, and modernization.

The elevator in the old section of the House side provides service from the basement floor to the attic. Occupants in this area served by this elevator include the House Administration Committee on the 3rd floor, the House Document Room on the 3rd and attic floors; the office of the House Minority Leader, one subcommittee room of House Foreign Affairs, one subcommittee room of House Appropriations Committee, Congresswomen's suite and Prayer Room on the second floor; the Capitol Physician and two subcommittee rooms of House Appropriations Committee on the first floor; the Architect's Office, Congressional Directory Office, and one other office on the basement floor.

The other elevator is located in the west side of the House Wing, adjacent to the House Chamber and House Appropriations Committee rooms, and provides service from the basement to the third floor. Occupants in this area include the House Appropriations Committee on the first and second floors, the Official Reporters of Debate on the first floor, and the TV Press Correspondents Gallery on the third floor.

Both of these elevators were installed and placed in operation in 1935. They are "Otis" elevators. In 1952, new door operators were installed and the two elevators were at that time converted to automatic selective-collective control. These modifications were made by a different elevator company than the Otis Elevator Company who made the original installation, in accordance with the lowest responsive competitive bid received, utilizing equipment of their own manufacture. Use of a different manufacturer's equipment in making these modifications has proven not completely satisfactory or compatible.

A major overhaul, adjustment, and modernization of these two elevators is now due, in order to maintain satisfactory and efficient service.

Under the amount of $70,000 requested for 1973, it is proposed to modernize each of these 2 elevators by replacing, with new equipment, the car enclosures, lighting and doors; exhaust ventila-

ting systems; car and hoistway door powers operators, emergency door closing devices and hoistway interlocks; car operating landing buttons, indicator lights, control keys, and switches; landing call buttons and landing position indicators; also, by overhauling, or replacing as necessary, all main machine bearings, worm gear, sheaves and auxiliaries, and installation of additional wiring.

The estimate of $70,000 has been submitted after consultation with the Chairman of the House Administration Committee and the Chairman of the House Appropriations Committee.

Installation of railings on cheek blocks, central portico, East Front of Capitol 14, 000

For 1973, an amount of $14,000 is requested to install iron railings on the two marble cheek blocks at the central portico, East Front of the Capitol, as a permanent installation, in replacement of the temporary wooden barricades installed on these cheek blocks in 1962, to eliminate hazard.

Photographs of President Lincoln's Second inaugural in 1861 show the existence of iron railings on the old, original sandstone cheek blocks constituting a part of the old standstone portico at that time. Prior to 1861, two sculptured groups, known as the "Discovery" and the "Rescue", were superimposed on the sandstone cheek blocks in 1844 and 1853, respectively.

Sometime after the second Lincoln Inaugural, the exact date being unkown, the old railings shown in the 1861 photographs were removed and are no longer in existence. The placing of the sculptured groups on these cheek blocks assumedly eliminated any urgent need for the continued use of railings.

When the East central front of the Capitol was extended in 1958–1962, the old sandstone portico and cheek blocks were dismantled and removed and reproduced in marble in the new extension. At that time strong objection was voiced by American Indians to continued use of the "Rescue" sculpture, which showed a frontiersman saving his wife and child from massacre at the hands of an Indian brave, claiming the work depicted their forbears in an unfavorable light. Strong objection against the continued use of the "Discovery" sculpture, showing Columbus holding a globe, was also voiced by other elements who claimed Columbus was not the first discoverer of America.

In view of the controversies raised, which had in previous years also been many times raised, the Commission for Extension of the United States Capitol directed the Architect of the Capitol to omit these two sculptural groups from the new East Front Extension. They were accordingly crated and stored at the Capitol Power Plant.

Shortly after the East central front extension was completed, it was observed that persons were beginning to stand on top of the new marble cheek blocks. The Architect of the Capitol, as a safety measure against persons falling off or being crowded off the cheek blocks particularly when large groups were gathered at the East Front, installed temporary wooden barricades on the top of these cheek blocks, until such time as funds should be provided for the installation of permanent railings. The temporary barricades are strictly functional, but not in keeping with the surrounding architecture and should be replaced.

When the old East Front central portico was removed in 1958, there were removed old iron railings that existed between the portico columns. These railings were stored at the Capitol Power Plant for possible future re-use.

Under the funds requested for 1973, it is proposed to remove the temporary wooden barricades from these marble cheek blocks and to replace them with iron railings, re-using the old portico railings; and providing new specially-cast iron railings to the extent necessary to effect a complete enclosure of the blocks. It will be necessary to refurbish the old iron rails, some parts of which are badly rusted.

The estimate is based on the following: Fabrication of one new section of railing; transporting 13 existing sections of railings to ironworker's plant for sandblasting, and for replacing of missing parts such as clips, pins, and integral pieces of the pattern; fabrication of 18 new support posts with pertinent extension panels and post anchoring devices; furnishing necessary chain for access section; fabrication of additional top rail to match that which exists but is short of existing requirements; painting as necessary; and installation of the rails and appurtenant parts on the 2 cheek blocks.

Modifications to south end of east corridor, first floor, House Wing of Capitol 11,000

The Joint Committee on the Library, under authority of Public Law 92-56, approved July 29, 1971, accepted, September 20, 1971, on behalf of the Congress, as a gift from the United States Capitol Historical Society, preliminary design sketches prepared by Allyn Cox, artist of New York City, intended as a basic design for murals proposed to be painted on the ceiling and walls of the east corridor, first floor, in the House Wing of the Capitol.

The Architect of the Capitol, under authority of that Act, accepted, September 21, 1971, in the name of the United States from that Society, the sum of $80,000 which, in accordance with the provisions of that Act, has been credited to the appropriation account "Capitol Buildings, Architect of the Capitol (No Year)".

In further accordance with the provisions of that Act, the Architect of the Capitol, under the direction of the Speaker of the House of Representatives, entered into a personal service contract, September 21, 1971, with Allyn Cox, artist of New York City, for the execution by him of mural decorations on the ceiling and walls of the east corridor, first floor, in the House Wing of the Capitol, in substantial accordance with the preliminary design sketches accepted by the Joint Committee on the Library and for all necessary items in connection therewith, subject to such modifications thereof as approved by the Joint Committee.

The design sketches prepared by Mr. Cox cover all sections of the east corridor except the area at the south end now occupied by an elevator with metal-painted doors and framework containing glass panels and the section of walls and ceiling contiguous thereto.

When the elevator at the south end of the corridor was installed in 1881, the groin-vaulted ceiling at this end of the corridor was removed in the southernmost bay and replaced with a generally flat-type ceiling, which does not conform to the interior treatment of the remainder of the corridor.

In the opinion of the Architect of the Capitol, to decorate the corridor ceiling and upper walls for its entire length except for the one bay at the south end would result, from an aesthetic point, in an incongruous appearance.

Under the amount of $11,000 requested for 1973, it is therefore proposed to remedy this condition by providing a groined-hung, plaster ceiling at the south end of the corridor and by enclosing the elevator front with plastered masonry walls, with appropriate entrance doors, in order to conform to the decor of the remainder of the corridor and to permit the extension of the murals into this last bay. In order to maintain the symmetry of the east wall of this last bay, a condition that existed before the elevator was installed, it is proposed to move the existing doorway to Room H-125 approximately 3 feet north of its present location.

The United States Capitol Historical Society has indicated that, if these changes are made by the government, the Society will absorb the cost of extending the murals into this bay through a gift of additional funds, which the Architect of the Capitol, under the provisions of Public Law 92-56, is authorized to accept.

Breakdown of cost of work proposed to be done by the government

Plaster work, including cornice	2,500
Millwork, trim, and other appurtenant items	1,400
Doors, including removal and relocation	2,800
Brickwork	1,100
Painting and other miscellaneous items, including contingency allowance	2,000
Miscellaneous administrative expense, including supervision	1,200
Total	11,000

Replacements and improved facilities, House and Senate restaurants in Capitol 86,000

Last year, a nonrecurring item was allowed under this heading, in the amount of $29,000, for purchase of equipment and supplies and improved facilities considered to be of the highest priority by the Sanitarian, employed July 1, 1970 by the Architect of the Capitol, and who works under immediate supervision of Doctor Pearson, the Attending Physician of Congress.

For 1973, $86,000 is requested, of which $16,000 is for purchase of additional equipment for the House Restaurant in the Capitol and $20,000 for purchase of such equipment for the Senate Restaurant in the Capitol, required in the interest of sanitation, and $50,000 for other improvements in the House Restaurant facilities proposed by the House Administration Committee.

The amount of $16,000 requested for 1973 for equipment items for the House Restaurants provides for the following items:

1 pot and pan washer and sterilizer	4,000
2 ice maker dispensers for Capitol dining rooms	4,000
Food preparation machinery and cutting boards	1,000
Replacement of deteriorated and damaged lowerators and dish-moving equipment	3,000
Sanitary covering for floor areas in the coffeeshop and kitchen	4,000
Total	16,000

The amount of $20,000 requested for 1973 for equipment items for the Senate Restaurants provides for the following items:

1 pot and pan washer and sterilizer	4,000
1 ice maker dispenser	4,000
Glazed wall tile in dishwashing room	10,000
Slicers, mixers, and grinders	2,000
Total	20,000

The amount of $50,000 requested for 1973 provides for other improvements proposed by the House Administration Committee.

Total increase—Nonrecurring items	287,000
Total additions	+463,400
Total estimate for 1973	2,824,600

LANGUAGE CHANGE

It is requested that the following new language be added to the "Capitol Buildings" appropriation text:

"Provided, That there is hereby authorized to be established and maintained, in an amount not to exceed $100, a petty cash fund for small purchases necessary for care and operation of the buildings and office administration, which shall be reimbursed by vouchers properly chargeable to this and successor appropriations."

Insertion of this language in the 1973 appropriation text is requested for the purpose of establishing a petty cash fund of not to exceed $100 for minor expenditures requiring cash outlay in connection with the Office functions and operations covering items of the following nature:

Bridge and tunnel toll charges for Architect of the Capitol motor vehicles travelling from Washington, D.C. to the General Services Administration's warehouse at Bengies, Maryland, to pick up furniture, partitions, and other equipment required for rush jobs, and return trip.

Stamps for transmitting, by mail, documents and other materials, upon request, to visitors from foreign governments or other interested parties outside the United States.

Building and safety code books and pamphlets supplied by the District Government for a small charge; special subject pamphlets supplied by the Superintendent of Documents, G.P.O., for a small charge; xerox copies of old newspapers and documents for which a small, minimal charge is made by the Library of Congress or other agencies; and other miscellaneous items often amounting to less than one dollar, not justifying the expense entailed in handling such charges through inter-office vouchers.

With the recent widespread use of computer equipment for billing and accounting, the number of firms is increasing each year which are unwilling to handle small purchase transactions through other than cash payment.

Similar language was included in the "Senate Office Buildings" appropriation under the Architect of the Capitol in the Legislative Branch Appropriation Act, 1964, and has proven advantageous and practical in handling small transactions for those buildings.

Objectives

This appropriation provides for thhe structural and mechanical care of the Capitol; operation of the mechanical equipment; domestic care of the central portion; care of Statuary Hall and the Works of Art, House side of Capitol; maintenance and operation of the transformer stations in the Capitol group of buildings; and maintenance of the grounds lighting systems. The Architect performs his duties under authority of the Act of August 15, 1876 (19 Stat. 147).

A regular force of 190 employees, the same number as allowed for 1972, spread over day and night shifts as required, is needed for 1973 for the care of this building with its 16½ acres of floor area: the House and Senate Chambers, and old Supreme Court Chamber, the Dome, Rotunda, Crypt, 540 odd offices, committee and storage rooms, and other areas, including extensive corridors; with its extensive mechanical equipment, such as air-conditioning systems with over 2,000 pieces of equipment; the electrical transformer stations with their switchboards, switchgear, transformers and other equipment; 25 elevators, 2 lifts, 11 conveyors, 4 escalators, 1 dumbwaiter; 700 plumbing fixtures and piping; Dome floodlighting and grounds lighting systems, including about 70,000 feet of high tension cable; legislative bell and buzzer systems; and electric fixtures and wiring.

This force requested for 1973 is made up of 17 mechanics, 2 helpers, 1 Storekeeper and 1 Assistant Storekeeper, in the general shops; 23 engineers and 3 helpers in the heating, ventilating and air-conditioning departments; 11 maintenance mechanics and 51 operators for elevators; 7 mechanics, 3 operators in the electrical substations and transformer stations; 4 technicians for electronic equipment; 5 mechanics for the street lighting systems; 2 operators for the Public Address System in the House Chamber; 3 operators for the Public Address System in the Senate Chamber; 18 general laborers and helpers and 19 charwomen; and 6 supervising engineers, 7 clerks and 7 nurses.

ITEMS UNDER WHICH NO CHANGES OCCUR

Travel	$600
Transportation of things	25
Communication services	20
Annual painting	40,000
Substation equipment and repairs	7,000
General annual repairs and alterations	32,000
Maintenance, air conditioning system	16,500
Advertising	50
Supplies and materials	49,000
Equipment, annual	3,100

SUMMARY OF INCREASES UNDER "CAPITOL BUILDINGS" APPROPRIATION

Senator HOLLINGS. Summarize for the record the various items which comprise this net increase.

Mr. WHITE. In summary, our increases under this appropriation are as follows: $152,800 is for mandatory items, consisting almost entirely of salary and wage increases which we are required to pay by law; $23,600 for small increases in five annual recurring items; and $287,000 for nonrecurring items, of which $100,000 is to continue the program of improvement of illumination and modernization of electrical wiring in the Capitol; $76,000 is for modernization and improvement of three elevators in the House side of the Capitol; $14,000 for installation of railings on the cheek blocks of the east front central portico as a permanent protective measure; $11,000 for modifications to the south end of the east corridor on the first floor of the House wing to permit the painting of mural decorations in the final bay of that corridor to conform to mural decorations now under contract for the rest of the corridor; and $86,000 for replacements and improved facilities for the House and Senate Restaurants.

REPAIRS, WORKS OF ART

Senator HOLLINGS. You indicate in your justifications that of the total increase of $23,600 for annual recurring items, $12,900 is to be applied to the repair of works of art—thus increasing your base for that item from $7,100 to $20,000. As I understand it, you are embarking on a new program, is that correct?

Mr. WHITE. Yes. We have had, as you mentioned, $7,100 during the past years and I would like to embark upon a continuous program of restoration of many of the works of art in the Capitol, doing two, three or four or whatever number we can, on an annual basis.

Many of these paintings are in a very bad state of repair. We do them after we examine them, but to do a proper job requires the expenditure of more funds than we have.

We think it is important to keep up the value of these works of art and we would like to embark on that kind of program.

Senator HOLLINGS. Do we have somebody specifically trained to make appraisals for us on the works generally as to what we have within the Capitol and what might be in the attic?

Mr. WHITE. Yes. We have a person on our staff who is the head of our Art and Reference Service. We also have the services of the Senate Curator on the staff of the Senate Art and Antiquities Commission.

Senator HOLLINGS. Who is that?

Mr. WHITE. James Ketchum. I believe that comes under the authority of Senator Mansfield and other commission members. We have available to us, of course, also the expertise of such agencies as the National Gallery and the Smithsonian Institution.

Senator HOLLINGS. I wondered whether there was a person like Mr. Ketchum.

Mr. ROOF. Mr. Chairman, I discussed this item with Mr. Ketchum at some length before we put it in the budget. He has made a survey of all the Senate paintings and so forth. He advised me that about 20 percent of them need attention. We arrived at this estimate as a judgment-type figure.

Senator HOLLINGS. I am glad to hear it.

Mr. WHITE. You will notice, Senator, that we list on page 52 a total of 726 works of art in the Capitol Building, including 132 portraits, 54 paintings other than portraits, and various busts, statues, reliefs on the walls, frescoes, and so on.

There are a great many things that need continuous upkeep.

Senator HOLLINGS. When such repair was required heretofore, how was it funded?

Mr. WHITE. We were granted special nonrecurring allotments from time to time when major repairs were necessary, such as for repairs to paintings damaged through vandalism.

Senator HOLLINGS. Do you anticipate that this base of $20,000 will allow you to keep relatively current?

Mr. WHITE. We feel we can conduct a satisfactory program under a $20,000 annual allotment.

IMPROVEMENT OF ILLUMINATION

Senator HOLLINGS. The improvement of illumination and modernization of electrical wiring is next. Among the projects mentioned under this request is an item, on page 54, for preliminary studies for improving the illumination of the Capitol dome. Where are you on that in the preliminary studies?

Mr. WHITE. The dome, of course, has had its exterior flood lighting for a good many years. I am not sure how many years exactly. This illumination and modernization of the electrical wiring is primarily for the interior of the Capitol, although some of it has been used for lighting the east front porticoes with new fixtures, some of which are now installed in the portico on the House side. The ones on the Senate side are available but have not yet been installed. That installation is in process now. We haven't done anything about the flood lighting of the exterior of the dome, although something will undoubtedly have to be done sometime in the future, especially if the lighting level of the streets and surrounding areas should be increased for any reason.

This is a program that is of a continuing nature. The first year allotment under this appropriation was provided in fiscal year 1967 of $100,000, under a 5-year program. From 1967 to 1970, we spent $73,035. Then there was another appropriation of $100,000 allowed for 1971. In 1971, we spent $41,484 and in 1972, up to February 1, we had spent $53,738. So we are asking for this $100,000 as a third year allotment to continue carrying out this program, to relight primarily the interior.

PRELIMINARY STUDIES FOR ILLUMINATING DOME

Senator HOLLINGS. But you mention on page 54 the preliminary studies for illuminating the dome. What did those studies indicate?

Mr. WHITE. Do you have a comment on that, Mr. Campioli?

Mr. CAMPIOLI. Some years ago we made some schematics on relighting the interior of the rotunda. We are planning to improve the lighting inside the Capitol dome, in the rotunda area.

Senator HOLLINGS. Maybe that is what is scheduled.

Mr. CAMPIOLI. That is scheduled to come up next year. We will come before your committee and the House committee for funding. We expect to introduce some lighting of the paintings around the rotunda. We have developed a design for uplighting these paintings. Right now the light that comes down from the dome bounces off the paintings and when you look up at the paintings from the rotunda floor you can't see them for the glare.

So we want to counteract that by putting base lighting concealed behind an enclosure which will throw light up on the paintings and make it possible to see them more easily.

We are also considering installing cove lighting on top of the cornice to throw light up on the interior face of the dome.

WORK UNDER 5-YEAR PROGRAM

Senator HOLLINGS. On page 55 you list work remaining to be done under the 5-year program. Do you anticipate this will require the remaining two allotments of $100,000 to complete those programs?

Mr. WHITE. Yes, sir.

MODIFICATIONS TO CORRIDOR WHERE MURALS ARE TO BE PAINTED

Senator HOLLINGS. With respect to the $11,000 requested on page 60, you explained the gift of $80,000 from the United States Capitol Historical Society, credited to the Capitol Buildings appropriation, to be used for the execution of murals on the ceilings and walls, first floor, House wing of the Capitol.

Including the $11,000 requested here and the further cost of extending the murals into the last bay, what do you estimate will be the completed cost of the project?

Mr. WHITE. I would say in the neighborhood of $110,000, including both the work to be done under Capitol Historical Society funds and work to be done under Government funds.

Senator HOLLINGS. When do you anticipate the project will be completed?

Mr. WHITE. By the end of 1973.

Senator HOLLINGS. Do you anticipate any similar contributions in the future?

Mr. WHITE. Yes, although additional legislation would be required to enable me, legally, to accept funds for any work other than the authorized murals.

REPLACEMENTS AND IMPROVED FACILITIES, SENATE AND HOUSE RESTAURANTS

Senator HOLLINGS. Referring to the item for Replacements and Improved Facilities, House and Senate Restaurants in the Capitol, what progress has been made in improving the condition of these restaurants since it was first indicated several years ago that improvements were necessary?

Mr. WHITE. The work of correcting unsanitary conditions, in accordance with recommendations of the Capitol Sanitarian, is progressing satisfactorily. The need for other improvements is under continued study.

Senator HOLLINGS. Assuming the approval of the amounts requested for fiscal year 1973, what remains to be done?

Mr. WHITE. The full scope has not yet been determined, pending further study.

Senator HOLLINGS. What is the $50,000 requested for "other improvements proposed by the House Administration Committee", referred to on page 64 of the justifications?

Mr. WHITE. The House Administration Committee requested that we include this amount in our 1973 budget. They are now finalizing plans for overall improvement of the House restaurant facilities in the Capitol and House Office Buildings. As you may recall, the House restaurants are no longer under the jurisdiction of the Architect of the Capitol. They were transferred, in April 1971, from my jurisdiction to the jurisdiction of the House Administration Committee. They were under the jurisdiction of the Architect of the Capitol from October 1940 through March 1971. Improvements, such as contemplated, are payable by law from the "Capitol Buildings" and "House Office Buildings" appropriations.

PROPOSED REPLACEMENT OF FABRIC ON SENATE CHAMBER GALLERY WALLS

Senator HOLLINGS. Mr. White, the committee has reecived a communication from the Honorable Robert C. Byrd, the Majority Whip of the Senate, calling attention to the badly discolored and deteriorated condition of the wall tapestry in the Senate Chamber and proposing that the fabric be replaced.

Senator Byrd's letter will be printed in the hearing record.

(The letter follows:)

U.S. SENATE,
OFFICE OF THE MAJORITY WHIP,
Washington, D.C., January 31, 1972.

Hon. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR FRITZ: When your Subcommittee considers Legislative Appropriations for FY 1973, I hope you will give special attention to one item. I refer to the tapestry on the walls surrounding the galleries of the Senate Chamber. As you may have noticed, these fabrics are badly discolored and deteriorated. This condition detracts greatly from the overall attractiveness of the Chamber.

I know the Architect of the Capitol has explored the possibility of cleaning the fabric, but this has proved impractical. If he is granted the funds, I am sure he can order materials and have them on hand for installation when the Chamber is available. It may be that the work can be accomplished at night during the months we are in session.

In any event, I know that you will agree that recovering these walls will do much to restore the Chamber to its original beauty. The hundreds of thousands of our citizens who visit us each year will be the beneficiaries.

Sincerely yours,

ROBERT C. BYRD,
U.S. Senator.

REPLACEMENT OF FABRIC IN SENATE GALLERIES

Senator HOLLINGS. Mr. White, with regard to Senator Byrd's letter calling attention to the badly discolored and deteriorated condition of the wall tapestry in the Senate Chamber and proposing that the fabric be replaced, what is your reaction to that and what do you suggest?

Mr. WHITE. I am in full agreement with that proposal, Senator. The present fabric, as you note from the document I have submitted, was installed in 1949. There is a space behind it. As the air moves back and forth into that space, which is just a recess in the wall, the cloth tends to act like a filter as the air moves because of temperature differentials and the fabric gets soiled. It cannot be removed and cleaned and reinstalled because it is stretched and nailed into the position which it now occupies.

So it has not been cleaned, except perhaps to have been vacuumed on the wall occasionally, since 1949. It is faded. It is a silk material and its life has now, we think, been expended. I certainly agree that it ought to be replaced. We are doing the same thing on the House side. Funds were provided in the Supplemental Appropriations Act last December for replacing that fabric which is similar but a different color.

We ask that funds be appropriated in the amount that we indicate here. Our estimate is based on our study of the cost of the House installation which is similar. The total estimate is $17,000 for the Senate gallery. We need, however, to have the appropriation, if approved, include language which would provide for exemption of that item from section 3709 of the revised statutes so that we would not have to conduct public bidding procedures.

This is a special fabric, especially designed. The original manufacturer will be able to reproduce the design on his own looms, since it is a special fabric.

Senator HOLLINGS. Who is that manufacturer?

Mr. WHITE. It is Schumacher in New York.

Senator HOLLINGS. That is a local one. I didn't want you to be ordering it from Tokyo.

Mr. WHITE. It will be made here in this country.

Senator HOLLINGS. You are ready to proceed with that if we allocate the funds?

Mr. WHITE. We are.

PETTY CASH FUND

Senator HOLLINGS. With respect to your request for language establishing a petty cash fund of $100, how have the type expenditures enumerated on page 65 been funded heretofore?

Mr. WHITE. They have not been funded. Since I have been Architect of the Capitol, I have defrayed such expenses out of my own pocket, as have some of my assistants.

Senator HOLLINGS. As a matter of interest, what type of documents are you referring to when you speak of mailings to foreign governments?

Mr. WHITE. I will cite you an example. During my review of the Praeger West Front report and my overall study of the West Front conditions, I sent to a recognized stone preservation expert in England, samples of old sandstone from the Capitol for him to analyze, so that I might have the benefit of his opinion; there was, of course, correspondence in connection therewith, all of which required postage.

CAPITOL GROUNDS

Senator HOLLINGS. For the Capitol Grounds, you are requesting an appropriation of $1,017,800, a net decrease of $29,200 under appropriations for the fiscal year 1972 thus far enacted.

Pages 70–76 of the justifications will be inserted into the record.

(The justification documents follow:)

CAPITOL GROUNDS

(Net decrease requested for 1973, $29,200)

1972 appropriation in annual act	$1,047,000
Deductions	
Maintenance, Taft Memorial: Nonrecurring improvements required for preservation of structure, allowed for 1972, not required for 1973	80,000
Replacement of sections of sidewalks in areas east of Capitol Plaza: Nonrecurring item allowed for 1972 for replacement of approximately 3,355 square yards of defective sections of sidewalks, not required for 1973	45,600
Total	(—)125,600
Base for 1973	921,400
Additions	
MANDATORY ITEMS	
Wage-rate increases authorized by 5 U.S.C. 5341–5344. This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective November 14, 1971, under the Coordinated Federal Wage System, affecting 75 Wage-Board employees carried under this appropriation. By Presidential Directive, September 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted January 13, 1972, by Executive Order 11639 of that date, also issued under that act as amended. Under Decision of the Comptroller General, the increase has been made effective, retroactively, as of November 14, 1971. A Supplemental appropriation, not projected in the 1973 Budget finalized prior to that date, will be required for 1972. The amount of $40,900 requested for fiscal year 1973, as submitted, covers a full 12-month period.	40,900
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	945
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	1,355
Increased Pay Costs "white collar" employees. This increase, effective January 9, 1972, results from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the United States Code and section 3 of the Economic Stabilization Act Amendments of 1971.	2,800
Overtime and holiday pay (5 U.S.C. 5544) increased from $102,210 to $108,210, resulting from base pay changes authorized by law	6,000
Contribution to retirement fund (under "personnel benefits") increased from $49,250 to $52,250, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates	3,000
Total increase—Mandatory items	55,000

OTHER INCREASES—ANNUAL RECURRING ITEM

Maintenance of signal lights increased from $1,400 to 2,800 1,400

This item provides for maintenance of 180 traffic signals, mounted on standards, located in the Capitol Grounds, owned by the Federal Government and maintained by the Potomac Electric Power Co. for the Architect of the Capitol. The maintenance cost is determined by rates fixed by the Public Utilities Commission.

Since 1967, the number of lights to be maintained have increased from 135 to 180, without a compensating increase in this allotment. In addition, last year subsequent to submission of the 1972 Budget the Commission approved an overall rate increase for the PEPCO maintenance work. In order to provide an allotment adequate to cover current costs of this work, an increase of $1,400 is required for 1973.

Total increase—Annual recurring item 1,400

OTHER INCREASES—NONRECURRING ITEMS

Replacement of roof covering on the two existing fresh-air intake towers in the Capitol Grounds, with a new covering of round, cone-shaped louvered construction 8,000

This work is recommended to be done in 1973. No funds for repairs have been required since 1946.

Replacement of sections of sidewalks adjacent to north entrance to Capitol 11,000

From time to time, as major repair and replacement of sections of sidewalks in the Capitol Grounds become necessary, which cannot be taken care of under the regular annual allotment provided for repairs to streets, sidewalks, curbing, and other paved areas, special allotments have been requested and allowed by Congress for such purpose.

For 1973, $11,000 is requested for replacement of defective sections of the concrete sidewalks in the vicinity of the north entrance to the Capitol Building. Over a long period of time, these areas of sidewalks have gradually become broken, raised, or severely cracked, and should be replaced with new concrete sections, in the public interest and to avoid the possibility of Federal Tort claims arising from personal injuries through accidents.

The estimate is based on replacement of a total of 700 square yards of concrete sidewalks at approximately $15.70 per square yard.

Replacement of tree-spraying equipment 12,000

The present equipment used for spraying trees in the Capitol Grounds is a 500-gallon, wood truck, hydraulic sprayer, acquired in 1964 under funds allowed for such purpose. This equipment has now become obsolete; repair parts are no longer available, with the result that the equipment is no longer satisfactory for proper performance of the tree-spraying work.

Many of the old and historic trees in the Capitol Grounds have attained a height of 70 feet and the present equipment no longer has the power for the spray material to reach the top of trees of such height. This is a matter of concern, as proper coverage of all areas of trees with insecticides and fungicides is essential to insure healthy trees.

Under the funds requested for 1973, it is proposed to replace the existing spray equipment with a new, more recently developed mist blower. The mist blower is adapted for applying relatively concentrated sprays. The pesticide is sprayed into a stormy airstream that propels and disperses the chemical. The mist blower is capable of spraying trees, satisfactorily, to heights of 70 feet and more. It is more suitable for use in spraying trees along streets, drives, and open areas than a hydraulic-type sprayer, and also sprays large trees more rapidly and at a lower cost.

This item is submitted after consultation with the Research Plant Pathologist, National Park Service, Department of Interior, who highly recommends its use.

Replacement of tractor	9,000

The tractor now in use was purchased in 1951 and has reached the point of wear and tear where it should be replaced.

Under the funds requested for 1973, it is proposed to purchase a new heavy duty tractor, with 3-point hitch, backhoe and loader, and snow blade attachments.

This equipment is required for almost every phase of the Capitol Grounds operation, such as snow removal, trenching for new irrigation lines, excavations for repairs to water mains and and valves, removal of tree stumps, loading dead trees on trucks, loading topsoil, moving large plants, and moving debris and fill. It would also be used in the performance of seeding, aerating and removal of thatch from the lawns, resulting in improvement of the existing grass, and conditioning the soil for seeding.

Use of the proposed new tractor would enable snow to be removed from the grounds at a faster rate; would enable more trees to be fed in a shorter period of time; would permit the addition of attachments, such as an augur used for drilling holes around the trees in tree-feeding operations.

Total increase—Nonrecurring items	40,000
Total additions	(+)96,400
Total estimate for 1973	1,017,800

TRAFFIC SIGNALS

Senator HOLLINGS. On page 72, you refer to an increase of 45 traffic lights on the grounds since 1967. What has occasioned this increase in such a relatively short time?

Mr. WHITE. That needs an explanation, Senator, in that we are not indicating there were 45 additional poles, but 45 additional signal lights installed since 1967. If there are three traffic lights for a given direction on a pole and there are four sides to the pole, there would be 12 lights on the given pole. Again there may be three on one pole and six or more on another. Changes have taken place over the years as the traffic has increased and greater need for traffic control has occurred.

So we now have that additional maintenance cost which occurs because of the gradual increase in the number of signal lights since 1967, without a compensating increase in this allotment. Another reason for the increase is that the maintenance work is actually accomplished by the local utility company, whom we pay for such work. Their rates and maintenance costs have gone up, which, of course, in turn increase the charges against our appropriation. Their overall rate increase has been approved by the Public Utility Commission, so it is something that is almost mandatory for us to meet.

TAFT MEMORIAL

Senator HOLLINGS. Inform the committee concerning the present condition of the Taft Memorial. Have the improvements funded the last 2 years been completed? How much has been expended on this project?

Mr. WHITE. We have been waiting until the winter season is over before starting the work for which funds, in the amount of $80,000,

were provided in 1972. We plan to invite competitive bids for this work before the end of March and to start the work shortly thereafter, as such work should be done in the warmer weather.

The work, authorized under the 1971 appropriation, has been completed at a cost of $6,342.

The Taft Memorial, erected under private funds and completed in 1959, is structurally sound and in good condition, other than the work required to be done in 1972. Upon completion of the work in 1972, all repair and improvement work deemed necessary to place the Memorial in good condition will have been accomplished.

SENATE OFFICE BUILDINGS

Senator HOLLINGS. The next item is the Senate Office Buildings, for which you are requesting a net increase of $186,800, for an appropriation of $4 million plus for fiscal year 1973.

We will insert at this point pages 80 through 91 into the record.

(The justification follows:)

SENATE OFFICE BUILDINGS (NET INCREASE REQUESTED FOR 1973, $186,800)

1972 appropriation in annual act	$4,692,600
1972 appropriation in Supplemental Appropriation Act	66,000
Total appropriations, 1972	4,758,600
Deductions	
Nonrecurring improvements, Senate Restaurants, Senate Office Buildings allowed for 1972, not required for 1973	26,000
Remodeling and repairs, Plaza Hotel structures: nonrecurring item allowed for 1972, not required for 1973	75,500
Extension of service area, south moat, New Senate Office Building: nonrecurring item allowed for 1972, not required for 1973	66,000
Replacement of metal-cutting machine: nonrecurring item allowed for 1972, not required for 1973	8,500
Annual furniture and furnishings: two nonrecurring items allowed for 1972 under this allotment, not required for 1973, one for purchase of furniture for the two annex buildings at 127 and 129 C Street, NE., now occupied by the Senate and Capitol Police and for additional furniture for the two Senate Office Buildings resulting from increase in Senate personnel ($55,900), and the other for furniture for the two buildings formerly identified as "Plaza Hotel" structures now also occupied by the Capitol Police and Senate personnel ($50,200)	106,100
Total	(−)282,100
Base for 1973	4,476,500
Additions	
MANDATORY ITEMS	
Wage-Rate Increases authorized by 5 U.S.C. 5341–5344	147,540

This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective November 14, 1971 under the Coordinated Federal Wage System, affecting 337 Wage-Board employees carried under this appropriation. By Presidential Directive, September 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted January 13, 1972, by Executive Order 11639 of that date, also issued under that Act as amended. Under Decision of the

Comptroller General, the increase has been made effective, retroactively, as of November 14, 1971. A Supplemental appropriation, not projected in the 1973 Budget finalized prior to that date, will be required for 1972. The amount of $147,540 requested for fiscal year 1973, as submitted, covers a full 12-months period.

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system ---------- 14,945

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for "GS" employees compensated under "General Schedule" pay rates (Classification Act) ---------- 19,373

Increased pay costs "white collar" employees ---------- 52,550

This increase, effective January 9, 1972, results from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971, and from Order of the Architect of the Capitol issued December 30, 1971 under authority of section 5307 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 implementing salary adjustments for unclassified employees. This increase covers 103 employees.

Excess day over and above 260 days basic workweek, increased from $7,000 to $11,500 ---------- 4,500

This increase is required to meet the current cost of work for one day each year which must be compensated over and above the basic workweek of 260 days—there being 261 workdays in a normal year. The adjustment conforms to present basic rates.

Overtime and holiday pay (5 U.S.C. 5544) increased from $370,849 to $380,000, resulting from base pay changes authorized by law ---- 9,151

Contribution to retirement fund (under "Personnel Benefits") increased from $222,969 to $236,710, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates ---------- 13,741

Total Increase—Mandatory items ---------- 261,800

OTHER INCREASES—ANNUAL RECURRING ITEMS

Laundry increased from $74,000 to $80,000 ---------- 6,000

For 1970 and 1971, the amount allowed under this allotment was $17,000 for laundry expenses for the two Senate Office Buildings. For 1972, an additional amount of $57,000 was allowed, of which $3,000 was to meet rising costs of laundry for the two buildings; and $54,000 for providing laundry service for the Senate Restaurants, an item heretofore paid directly from Senate Restaurant accounts.

Based on current experience, it is necessary to request that this allotment be increased from $74,000 to $80,000 for 1973, in order to provide an adequate allowance for this service.

Miscellaneous repairs and services, Senate Restaurants, increased from $12,000 to $14,000 ---------- 2,000

For 1972, this allotment was provided for the first time under the "Senate Office Buildings" appropriation. Prior thereto, these repairs and services were paid directly from Senate Restaurant accounts. The item provides for such miscellaneous repairs and services as extermination of pests, repairs to office machines, money services, and the like.

For 1973, it is necessary to request that this allotment be increased to $14,000, based on current experience.

Supplies and materials increased from $129,000 to $158,000 ---------- 29,000

For 1972, $129,000 was allowed for this item, of which $75,000 was for supplies and materials for the two office buildings, consisting of such supplies and materials as cleaning, car-

pentry, plumbing, heating, electrical, hardware, toilet, and general miscellaneous supplies required annually for care of the two buildings, including replacement of fluorescent tubes and electric light bulbs in the two buildings. The balance, $54,000 was allowed for cleaning, paper, and other necessary supplies for the Senate Restaurants, an item heretofore paid directly from Senate Restaurant accounts.

For 1973, it is necessary to request that this allotment be increased to $158,000, based on current experience and constantly increasing needs.

Annual tools, machinery, and miscellaneous equipment increased from $5,000 to $7,500 2,500

For 1972, $5,000 was allowed for this item, which provides for annual replacement of small items of equipment, such as motors, machinery parts, tools, and the like. The last increase provided under this allotment was 3 years ago. Since then, costs have continued to rise, and the point has now been reached where it is necessary to request an additional $2,500 under this allotment for 1973.

Annual furniture and furnishings increased from $5,000 to $10,000 .. 5,000

For 1972, $5,000 was allowed under this allotment for such regular annually recurring needs as typewriter stands and tables, chairs, filing stools, and other miscellaneous items of furniture and furnishings. No increase has been provided under allotment for regular annual recurring items since 1965. The point has now been reached where, because of rising costs and increased personnel in the two buildings, it is necessary to request that this item be increased by $5,000 for 1973.

Typist chairs for offices increased from $1,350 to $5,000 3,650

For 1972, $1,350 was allowed under this allotment, for purchase of new typist chairs to replace obsolete chairs now in use. The point has now been reached where an additional $3,650 is required for 1973, due to increased price of typist chairs and increased personnel, based on current requirements.

Revolving arm chairs for offices increased from $3,650 to $5,000 .. 1,350

For 1972, $3,650 was allowed under this allotment for replacement of obsolete chairs and purchase of new chairs for use in offices. The increase of $1,350 requested for 1973 is required due to rising costs and increased personnel occupancy, based on current experience.

Total increase—Annual recurring items 49,500

OTHER INCREASES—NONRECURRING ITEMS

Maintenance, air-conditioning systems increased from annual allotment of $11,400 to $35,000, due primarily to four nonrecurring items 23,600

For 1972, $11,400 was allowed under this allotment for regular annual maintenance of the air-conditioning systems in the two buildings. For 1973, it is requested that the annual maintenance allotment be increased, by $1,300, to $12,700 to provide an additional amount for replacement of heating coils, most of which have been in continuous service for the past 12 years and should be replaced, gradually, over the next several years. The annual allotment provides for such annually recurring items as filters, oil, grease, cleaning equipment, tools, paint, refrigerants, waste, antifreeze liquid, cleaning and treating kitchen exhaust systems, food odor neutralization and system maintenance, and minor repairs and improvements.

In addition to the $1.300 annual increase requested, an additional amount of $22,300 is requested for 1973 for the four nonrecurring items:

$4,800 for replacement of 2 air compressors in the Old Senate Office Building, which supply compressed air for the pneumatic control systems on the central air-condition-

ing equipment and individual room thermostats. These 2 compressors have been in continuous service since 1935, have been overhauled several times, and have now reached a point where further reconditioning is no longer possible, to insure dependable service, due to wearing of cylinder walls, pistons, crank shafts, and other parts. Under the amount of $4,800 requested for 1973, it is proposed to replace these two old compressors with new compressors.

$2,500 for refrigerated air drying equipment to improve comfort conditions. At present, large quantities of moisture are at times entrained in the compressed air lines which provide the power to operate the controls on the central air-conditioning units and the numerous room thermostats in the 2 buildings, resulting in temporary disruption of comfort conditions in occupied areas. Effort has been made to control this condition through various methods of filtering, trapping, and chemical drying, without satisfactory results. In order to remedy this condition, an amount of $2,500 is requested for 1973, for installation of refrigerated air drying equipment. The refrigerated air dryer employs the principle of lowering the dewpoint of the compressed air to a level where moisture and oil vapors are effectively eliminated.

$5,000 for replacement of the 8-inch steam reducing valve station in the attic area of the old building. This reducing valve has been in continuous service for the past 35 years; has been kept in operation during this period by effective maintenance measures; but has now reached the point where, because of its obsolescence, repair and replacement parts are no longer available. Under the amount of $5,000 requested for 1973, it is proposed that the regulating and control valves comprising this station valve be replaced in their entirety.

$10,000 for installation of a dry-type air filtration system in the central air-conditioning systems in the New Senate Office Building.

The present method of air filtration in the New Senate Office Building encompasses a system of movable screens mounted on chains, rotating on sprockets at the top and bottom. The media curtain moves intermittently up one side and down the other. At the bottom, the media passes through a bath of special oil which serves to remove the dirt from the screens and acts as an adhesive when the media next passes through the air stream.

This method of air filtration has proven satisfactory since its installation in 1958 and maintenance costs have been held to a minimum. After 14 years of continuous operation, complete replacement of the present rotating filtration system has become necessary. The present system was designed for a maximum face velocity of 500 feet per minute. Due to increased personnel occupancy and additional lighting and equipment loads that have occurred during the interim years, it has been necessary in many cases to increase velocities beyond the system-design level, resulting in oil carryover into other components of the central air-conditioning systems, thereby hastening replacement need.

Replacement of snow-melting system, garage entrance ramps, New Senate Office Building ---------- 55,000

In 1957, at the time of construction of the New Senate Office Building, a snow-melting system was installed in the entrance ramps to the garage levels on the east side of that building.

The system consists of a series of iron pipe grids fed individually from a continuous common supply main on one side of the ramp and a similar common collector return main on the opposite

side of the ramp. Both supply and return mains extend inside the garage to the steam fired heat convertor and circulating pumps. The media used in this ramp heating system is a viscous #2 diesel oil formula. The grid system circulating pipe is installed on the structural slab surface and covered with a concrete binding layer over which a bituminous asphalt wearing surface approximately 1½ inches deep, is installed.

In the past several years, a number of oil bleeds have appeared on the drive surface, indicating existence of a leaking condition in the circulating pipe grids. Examination of some of the leaking areas has revealed a seriously eroded or otherwise deteriorated pipe surface condition. As these failures are not concentrated in any area pattern, the extent of deterioration in this entire embedded system cannot be determined.

Some patch work, by use of epoxy materials, has been performed. Thus, temporary expediency has only arrested the condition for a few months, before the leaking evidence reappears. It has been necessary to completely by-pass two of the grid areas, consisting of approximately 750 square feet, at the lower level, due to the accelerated deterioration of the pipe. This leaves areas that are completely unprotected from heavy snowfall protection.

Under the amount of $55,000 requested for 1973, it is proposed to install a new system of snow removal for these ramps, employing a different method of protection, in the form of electrical resistance cable mats. The installation proposed would include the following work:

Removal of the asphalt wearing surface from the entire surface.

Removal of any loose and deteriorated binding layer of concrete, and repair of the surface to a smooth and firm underlayment bed.

Installation of resistance cable mats on the newly restored surface, embedded and overlayed with a new bituminous wearing surface of approximately 1½ inches deep.

Installation of new electric circuits from main distribution panels and necessary controls to serve the new resistance mat system.

Several other systems were explored, including a replacement of the fluid pipe design now existing and an application of infrared heat lamps mounted on the ramp walls, but none of these systems compared favorably with the type proposed to be employed.

It is recommended that this work be done next year so as to eliminate future hazards likely to occur through continued use of the existing snow melting system beyond that period.

Replacements and improved facilities, Senate Restaurants 59,000

Last year, a nonrecurring item was allowed under this heading, in the amount of $26,000, for purchase of equipment and supplies and improved facilities considered of high priority by the Sanitarian on the Architect's staff.

For 1973, $59,000 is requested for purchase of additional equipment, furniture, and furnishings to meet current operating requirements. The items include the following:

BREAKDOWN

1 pot and pan sterilizer and washer, to sanitize pots and pans	4,000
3 food steamers, to replace deteriorated steamers	3,600
1 floor scrubbing machine, to clean kitchen and cafeteria floors	4,000
2 ice machines and dispensing units, to replace deteriorated equipment	4,000
220 tables, to replace old and deteriorated tables in the north and south cafeterias	6,600
660 chairs, to replace old and deteriorated chairs in the north and south cafeterias	6,600

Slicers, mixers, and grinders, to replace deteriorated equipment	1,200	
Renovations to private dining rooms 219 and 221, to improve sanitary conditions in these rooms	6,000	
Services of food consultant to redesign the north and south cafeteria steam lines	3,000	
Replacement of obsolete cash registers in the cafeterias with modern machines	20,000	
Total	59,000	
Drapes, committee rooms, New Senate Office Building		20,000
This amount is requested for 1973 for replacement of the existing drapes in 15 committee hearing rooms in the New Building. The existing drapes were installed 13 years ago when the building was constructed and furnished and, after this length of service which exceeds the normal life expectancy of fiberglass drapes, have become worn and water-stained to the point where they should be replaced with new drapes.		
Total increase—Nonrecurring items		157,600
Total additions		(+)468,900
Total estimate for 1973		4,945,400

ADDITIONAL REQUESTS NOT INCLUDED IN ORIGINAL ESTIMATES

Senator HOLLINGS. Will you outline the need for the next fiscal year?

Mr. WHITE. Yes, Senator. We have, first, the mandatory wage and salary rate increases which are covered on pages 81 and 82.

Senator HOLLINGS. Also, I will include in the record at this time several additional requests from the architect of the Capitol relating to the Senate office buildings appropriation.

Will you cover those for the committee, please, the two letters and the need for this $186,800 increase?

(The letters follow:)

THE ARCHITECT OF THE CAPITOL,
Washington, D.C., February 29, 1972.

Hon. ERNEST F. HOLLINGS,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: As indicated in the hearings last year, the Committee on Appropriations has for some years established in the annual appropriations act the salary rates of eight attendants in the Senate Office Buildings. No provision was made for pay increases to these attendants in the "Federal Pay Comparability Act of 1970".

Your Committee inserted language last year to grant these employees the first increase under the comparability law of 5.96%, $410 per annum, effective January 10, 1971.

Further action is required to grant these employees the increase which, in effect, is the second annual increase under that act of 5.5%, $401 per annum, effective January 9, 1972.

The following language is proposed to correct that situation and to preclude your having to adjust these rates, hereafter, by special language:

Delete the language "including eight attendants at a gross annual rate of $7,294 each, from and after January 10, 1971" and insert, in lieu thereof, the following:

"including eight attendants at a gross annual rate of $7,695 for the period January 9, 1972 to June 30, 1972 and whose salary rates shall be fixed on and after July 1, 1972 by the Architect of the Capitol without regard to Chapter 51 and Subchapters III and IV of Chapter 53 of Title 5, U.S. Code and shall thereafter be adjusted in accordance with 5 U.S.C. 5307."

Cordially,

GEORGE M. WHITE, FAIA,
Architect of the Capitol.

THE ARCHITECT OF THE CAPITOL,
Washington, D.C., February 29, 1972.

Hon. ERNEST F. HOLLINGS,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The appropriation requested for the Senate Office Buildings for the fiscal year 1973, as shown on page 17 of the 1973 Budget Appendix is in the amount of $4,945,400. It is requested that your Committee consider increasing this amount, by $6,000, to a total of $4,951,400, to provide for the following two items not included in the 1973 estimates.

$5,000 is requested to install a new vinyl tile floor covering in Room 1202 in the New Senate Office Building, in replacement of the existing cork tile floor covering. The old cork tile is now 12 years old, is badly worn, and no longer adheres properly to the floor structure. This room is now used mostly for breakfasts, luncheons, and receptions. With the present tile installation, it is impossible to keep the floor in a satisfactory, clean, and sanitary condition. The need for this item is strongly endorsed by the Sanitarian now employed on the rolls of the Architect of the Capitol.

$1,000 is requested for installation of a suspended ceiling in the barber shop and in the beauty shop in the Old Senate Office Building. This improvement will facilitate the cleaning of these two rooms and make it possible to keep them in a proper sanitary condition. This improvement is also strongly endorsed by the Sanitarian.

Cordially,

GEORGE M. WHITE,
Architect of the Capitol.

PAY OF ATTENDANTS

Mr. WHITE. The first of the two letters is one requesting an increase in the pay to attendants in the Senate Office Buildings. There are eight attendants who do not come under the provisions of the Federal Pay Comparability Act of 1970, I believe, because their rates are fixed in the annual appropriation acts. Mr. Henlock will elaborate.

Mr. HENLOCK. For the past 30 years or more, the rate of pay for these attendants has been specifically designated in the annual appropriation acts. Their rate can only be changed by stating another amount in the Appropriation Act or by changing their method of compensation to provide for automatic salary changes when other Government employees receive a general pay increase. That is what this language proposes to do, Senator. The language we proposed would simply adjust their present rate, retroactively, by a $410 increase, each, for the period January through June of this fiscal year, the same as other employees have received, generally in the Government for such period and, in addition, would give the Architect the authority to fix their compensation administratively from that point on, which would automatically make them subject to any future general pay increase granted Government employees under the Pay Comparability Act.

It simply eliminates the necessity every year of rewriting a new rate into the law, and making that adjustment retroactive.

ITEMS TO IMPROVE SANITATION

Senator HOLLINGS. And the other letter?

Mr. WHITE. The second letter, Senator, is a request for $6,000 composed of two items: $5,000 for the installation of a new vinyl tile floor in room 1202 of the New Senate Office Building. The existing floor is an old cork tile floor, 12 years old, and is badly worn. It doesn't

adhere to the floor properly any longer. There are places in which it has lifted up, which creates an unsafe and unsanitary condition from the standpoint of serving food in there.

The room is used mostly for breakfasts, luncheons, and receptions and, under present conditions, it is not possible to do a satisfactory job of cleaning and maintaining that floor. The life of the old floor, 12 years, I think, is adequate for a cork tile floor. We would not replace it with cork tile, but another material.

Senator HOLLINGS. What would you put down?

Mr. WHITE. A vinyl tile floor, which would be more appropriate and more durable for that kind of use.

The $1,000 is for the installation of a suspended ceiling in the barber and beauty shops, which are located in the basement of the Old Senate Office Building. There are pipes and other mechanical devices exposed on the ceiling. For barber and beauty shops that is rather an unsatisfactory condition. It is difficult to dust and clean exposed items of that nature. We are proposing simply to install a suspended ceiling, which would enable us to keep the room clean and sanitary.

Senator HOLLINGS. The cork floor gives it a rather rich appearance. You better check that with somebody around here. If you make it look like a meat market with vinyl tile, you will never hear the end of it.

Mr. WHITE. We can use vinyl tile that looks somewhat like the existing floor.

Senator HOLLINGS. You have to have a rich look to it. You can't just have an open tile floor down there.

Mr. WHITE. There are many rich looking vinyl tiles. The term vinyl encompasses a great many appearances.

Senator HOLLINGS. Just be careful with that one.

Mr. WHITE. We certainly will.

SUMMARY OF INCREASES

Senator HOLLINGS. Generally, what are those increases of the major portion of the net increase of $186,000?

Mr. WHITE. There is $261,800 in mandatory items, wages, and salaries. That is on pages 81 and 82. That is the total of the mandatory wages and salary increases. Then the annual recurring items are totaled on page 85, $49,500. The total on the nonrecurring items is $157,600. Of those, there are certain items that are fairly large. We could touch on those if you like.

SNOW MELTING SYSTEM

One is on page 88, which is $55,000 for the replacement of the snow melting system at the garage entrance ramps of the New Senate Office Building. The existing system is composed of a series of pipes which are embedded in the concrete and through which oil is passed after it is warmed up, so that it keeps the concrete warm and as the snow falls or ice forms it is melted.

Over the years those pipes have developed leaks. They have been patched and repaired to try to prevent the oil from coming out. Oil is used so that it won't freeze when the heating equipment is turned off. The leaks have now become irreparable. We propose to solve the prob-

lem in what we think is the least expensive way from the investigations we have made, which is to place an electrical heating mat on top of the existing concrete slab which has, at the moment, a wearing surface of asphalt on it.

We would remove the asphalt, place the electric heating mat in its place, and then cover it with new asphalt. So for $55,000 we think we will have a snow and ice melting system which will be appropriate for that purpose.

Senator HOLLINGS. And how long would it last?

Mr. HENLOCK. The present system was installed in 1957 and has lasted 15 years.

Senator HOLLINGS. How long would the new system last?

Mr. WHITE. We think it will last indefinitely.

Senator HOLLINGS. I hope you will not get the same restaurant crew to put this in because you would never get into the building. You might have to adjourn the Senate for a year and a half. Who will do that work?

Mr. WHITE. I think this work would be done by contract rather than with our own employees.

Senator HOLLINGS. How are you going to accommodate the cars?

Mr. WHITE. It would have to be done at a time when the Senate is in recess. One of the reasons for doing it this way is that it will not be a very involved process in the same way that it would be if we were to have to remove all of the concrete, take all the pipes out, put new pipes in, and replace the concrete. We are simply going to remove the asphalt, put an electric mat down, and then place asphalt on top of that, which is not a lengthy process.

Senator HOLLINGS. You are saying that you can do it during the election this year.

Mr. WHITE. Yes.

SENATE RESTAURANT

Senator HOLLINGS. The next item is on pages 94 and 95. Can you tell the committee how much is contained in the budget estimates for transfer to the Senate restaurant for the operation and how much is expected to be used for this purpose for the fiscal year 1972?

Mr. WHITE. I think Mr. Roof can respond to that.

Mr. ROOF. Mr. Chairman, so far we have asked for $300,000 out of the $497,000 that you provided last year. We don't think the $300,000 will be enough. As you know, we have recently had a pay increase for these people, like other wage personnel, 5.5 percent, which amounts to about $33,000 for this year. My estimate of our requirement for the year would be in the neighborhood of $375,000.

Senator HOLLINGS. Are the restaurant accounts fairly current now?

Mr. ROOF. Yes, sir.

Senator HOLLINGS. Mr. Diamond, did you want to add anything on that, about the cost of the restaurant?

Mr. DIAMOND. There are no accounts more than 60 days old, Mr. Chairman.

Senator HOLLINGS. Is there anything else you wanted to request or add?

Mr. DIAMOND. No, sir. I think Mr. Roof has covered it.

Senator HOLLINGS. Have we cleaned up the health situation down there now?

Mr. DIAMOND. Yes, sir. I think we are in good shape. We got two reports just 2 weeks ago which indicated that our sanitarian found no faults whatsoever in our units.

Senator HOLLINGS. Do you mean by the sanitarian for the District?

Mr. DIAMOND. No, sir. He is on the Architect's staff. He is the sanitarian for the entire Capitol Hill complex.

Senator HOLLINGS. Are our restaurants subject to the District of Columbia inspections?

Mr. DIAMOND. No, sir.

Senator HOLLINGS. Would they be more stringent than our own, do you think?

Mr. DIAMOND. No, sir.

Mr. ROOF. This gentleman actually works out of Dr. Pearson's office. He answers to Dr. Pearson. So you do have that additional protection. His position was authorized under our appropriations for the fiscal year 1971.

Senator HOLLINGS. Of course, we are looking back at all of the practices. Is this new since we had the tuberculosis scare?

Mr. ROOF. That is right. The position was established in 1970.

COFFEE SHOP IN OLD BUILDING

Senator HOLLINGS. How about the coffee shop in the Old Senate Office Building?

Mr. WHITE. We find that our past estimates, which we had hoped would enable us to have the coffee shop ready by last month, were wanting. We expect now, Senator, that the vending area, the takeout area, will be ready by April 15. The only thing that will prevent that would be delivery of the rolling grill door, which will close that area off. It is manufactured by a company that is on strike but which we presume will have their strike settled sometime this week. That is holding us up a little but we don't think that will be material in the final date of April 15.

The overall cafeteria will be available, we believe at this point, on June 15.

Senator HOLLINGS. Did you solicit the help of the plumbers in expediting this? They did go into a pretty good carryout business, themselves. I had some complaints because you must have closed them up prior to this hearing. You can't get the coffee and rolls there any longer. They have been doing a pretty good business.

Where do the people go now, Mr. Diamond?

Mr. DIAMOND. I hope they come to our snack bar and carryout shop. That is what we are there for.

Mr. CARAWAY. Mr. Chairman, I had that closed up.

Senator HOLLINGS. You did?

Mr. CARAWAY. Yes, sir.

Senator HOLLINGS. Those plumbers should stay in the plumbing business, but their very successful operation indicates the need for something of this kind in the Old Senate Office Building. We ought to expedite this work and have it ready no later than April 15.

Mr. WHITE. Senator, I think our estimate at this point can be viewed as credible because the facility is under construction. We are not at the planning or appropriation stage, but we are actually under construction and have come a long way towards the completion. So we can see

where we are with regard to an estimate. Up to this time we haven't actually been under construction. I think this is a realistic estimate at this point.

CARRY-OUT OPERATION IN NEW BUILDING

Senator HOLLINGS. The hours for the carryout in the New Senate Office Building, have been extended to 7 o'clock in the evening; is that right?

Mr. DIAMOND. Yes, sir.

Senator HOLLINGS. How does that work?

Mr. DIAMOND. It is working very well. We are getting quite a nice play there and it looks like it is appreciated by the people who have to work here late at night.

ESTIMATED DATE OF COMPLETION OF WORK

Senator HOLLINGS. Is there anything else that you wanted to add? Will the new snack bar and the new carryout area in the Old Senate Office Building be open for the same hours?

Mr. DIAMOND. The plans are for a combined carryout and cafeteria and a cigar stand. So there will be carryout facilities. As a matter of fact, everything which is sold there can be taken out and carried to any place in the building.

Senator HOLLINGS. I am talking about the facility in the Old Senate Office Building that you will open on April 15.

Mr. DIAMOND. The vending part will be open 24 hours a day. That is the area Mr. White referred to. There is a gate there to shut off the cigar stand and then a door which would be locked from the main dining area. But there will be an area that will be there with seats and tables and vending machines with sandwiches, an infrared heating device to heat things up like hamburgers and hot dogs. That will be available 24 hours.

SENATE GARAGE

Senator HOLLINGS. The Senate garage is next. You are requesting $89,100, an increase of $5,500. These are mandatory increases?

Mr. WHITE. All mandatory items.

Senator HOLLINGS. We will put page 95 in the record.

(The justification follows:)

SENATE GARAGE (INCREASE REQUESTED FOR 1973, $5,500)

	Amount
1972 appropriation in annual act	$83,600
Additions	
MANDATORY ITEMS	
Wage-rate increases authorized by 5 U.S.C. 5341–5344	2,900

This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective Nov. 14, 1971 under the Coordinated Federal Wage System, affecting 7 Wage Board employees carried under this appropriation. By Presidential directive, Sept. 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted Jan. 13, 1972, by Executive Order 11639 of that date, also issued under that act as amended. Under decision of the Comptroller General, the increase has been made effective, retroactively, as of Nov. 14, 1971. A supplemental appropriation, not projected in the

	Amount
1973 budget finalized prior to that date, will be required for 1972. The amount of $2,900 requested for fiscal year 1973, as submitted, covers a full 12-month period.	
Within grade promotions authorized under the prevailing rate system for Wage Board employees compensated under such system	1,100
Overtime and holiday pay (5 U.S.C. 5544) increased from $16,300 to $17,500	1,200
Contribution to retirement fund (under "personnel benefits") increased from $3,900 to $4,200	300
Total increases, mandatory items	+5,500
Total estimate for 1973	89,100

PARKING SITUATION

Senator HOLLINGS. Let's get to the parking situation around the Senate. Can you provide for the record the list of available parking spaces for both the House and the Senate as you have in the past?

Mr. WHITE. Yes, we can. I have a prepared statement which I submit for the record.

Senator HOLLINGS. What does the record show?

Mr. WHITE. The record shows that on the House side we have a total number of 4,125 spaces. We have a total on the Senate side of 2,090 spaces. It is a grand total for both the House and Senate of 6,215 spaces.

(The justification follows:)

PARKING FACILITIES, CAPITOL BUILDINGS AND GROUNDS, FEBRUARY, 1972

House side

Assigned by the Selected Committee on Parking:	
Garage spaces:	*Spaces*
Rayburn Bldg. garage	1,673
Cannon Bldg. garage	301
Underground garages in two squares south of Longworth and Rayburn Bldgs	1,267
Total garage spaces	3,241
Surface spaces on Plaza, streets, and lots:	
Capitol Plaza curb	42
Capitol Plaza center	112
Southeast triangle	32
Congressional Dr	52
Southwest Dr	108
Southeast Dr	30
East Capitol St. (for Press)	36
Total	412
Parking lot No. 1 by Congressional Hotel	101
Park lot No. 4 triangle south of Rayburn Bldg.	121
Parking lot No. 5 (square 639)	165
Total	387
Total House spaces on Plaza, streets, and lots	799
Visitors parking lot by Congressional Hotel	85
Total spaces—House side	4,125

Senate side

Assigned by the Senate Committee on Rules and Administration:	Spaces
New Senate Office Bldg. garage	160
Senate garage (formerly Legislative garage) under fountain west of Old Senate Office Bldg	182
Total garage spaces	342
Surface spaces on streets or parking lots, assigned by the Sergeant at Arms of the Senate:	
Capitol area (reserved spaces):	
Capital Plaza	173
Maryland Ave. Dr	49
Northeast Dr	59
Northwest Dr	92
East Capitol St. (for Press)	36
Total	409
Street parking (reserved spaces):	
C St., NE	42
California St., NE	62
Constitution Ave	53
D St., NE	50
E St., NE	15
Delaware Ave., NE	87
1st St., NE	40
Louisiana Ave., NW	[1] 85
New Jersey Ave., NW	32
Total	466
Parking lots (reserved spaces):	
Lot A, square 724	98
Lot B, lower level, square 724	26
Lot B, upper level, square 724	25
Lot C, square 724	46
Lot D, square 724	39
Constitution Ave. Lot, square 725	99
2d St., NE lot, square 725	135
Total	468
Parking lot:	
1st and D St., NE, square 723 (used for Senate employees on first-come, first-served basis)	405
Total Senate spaces on streets and lots	1,748
Total spaces, Senate side	2,090

Summary

Total spaces available:	Spaces
House side	4,125
Senate side	2,090
Grand total, House and Senate sides	6,215

[1] Varies because of subway construction.

PLANS FOR ADDITIONAL PARKING ACCOMMODATIONS

Senator HOLLINGS. Are they trying to expedite further space on the Senate side? Aren't there plans?

Mr. WHITE. There have been proposals made but there has not been much progress toward authorization.

Senator HOLLINGS. Do you have a recommendation to make on this score?

Mr. WHITE. We recommended at hearings before the Senate Public Works Committee last year that an underground garage be built on the block of land immediately north of the New Senate Office Building, that the balance of that area be acquired and an underground garage built at that location.

Senator HOLLINGS. How many additional spaces would that give us?

Mr. ROOF. I believe it was around 1,700 to 1,800 cars.

Mr. WHITE. It varied depending upon whether we would have attendant parking or parking by individuals. The spaces have to be wider if the individuals are going to park their own cars. Therefore, fewer spaces could be provided. I think there were somewhere around 1,600 to 1,800 spaces.

Senator HOLLINGS. But you would have a 50-percent increase of what is available now.

Mr. WHITE. That is correct.

Mr. CAMPIOLI. We have made a number of studies.

Senator HOLLINGS. What has been the response? Where are we on this?

Mr. WHITE. It is in the hands of the Public Works Committee, so far as I know.

Senator HOLLINGS. Was there a cost estimate for that underground garage at that time?

Mr. WHITE. Yes; there was.

Mr. ROOF. Senator, it varied, depending on what they wanted to do. We gave them several proposals, in fact seven, and they varied from $8.2 million to $17 million. The one we preferred ran around $16 million. That is the construction cost, and not the land cost and other costs.

Senator HOLLINGS. That is really for Public Works. We will have to get on those folks to get that problem solved for us.

Mr. ROOF. That particular plan would give you 1,725 cars.

Senator HOLLINGS. They need it there and, of course, they need it within the District. Where we removed those old Navy buildings, I can't see why they didn't go ahead and put an underground garage there under the Mall at Constitution Avenue. People could park their cars and then travel the rest of the way by minibus. If you come here to see a Senator, I don't know where you park. That is the biggest complaint I get.

Mr. WHITE. We have had a recent proposal made to us, Senator, for the possible use of a parking area at the stadium, which may not be in use all the time. Perhaps some busing arrangement could bring people to the Hill from that area. I am not sure whether that is a practical suggestion or not. It has been made but nothing has been done about it.

Senator HOLLINGS. Something along that line has to be done.

CAPITOL POWER PLANT

On the Capitol Power Plant, there is a net increase of $634,000 requested. We will insert pages 110 through 123 in the record.

(The justification follows:)

CAPITOL POWER PLANT (NET INCREASE FOR 1973, $634,000)

	Amount
1972 appropriation in annual act	$4,449,000
1972 reappropriation (1971 funds continued available until June 30, 1972)	102,000
1972 reappropriation (1970–71 funds continued available until June 30, 1972)	76,000
Total appropriations, 1972	4,627,000
Deductions	
Rewind 2 electric refrigeration machine motors: First year allotment under a 4-years' program for rewinding 8 large industrial type motors now in operation	50,000
Renovations and repairs to Power Plant structures: Item allowed for fiscal year 1970 and made available for both fiscal years 1970 and 1971 in total amount of $225,000; unobligated balance on June 30, 1971 of $76,000 reappropriated for fiscal year 1972, not required for 1973	76,000
Comprehensive study of Capitol Power Plant: Item allowed for fiscal year 1971; unobligated balance of $12,000 reappropriated for fiscal year 1972, not required for 1973	12,000
Modifications and repairs to steam distribution system: Item (2d year allotment under 3-year program) allowed, but not obligated, in fiscal year 1971: reappropriated for fiscal year 1972, not required for fiscal year 1973	90,000
Modifications and repairs to steam distribution system: Item (3d year allotment under 3-year program) allowed for 1972, not required for 1973	90,000
Renew insulation on steam mains from Old Senate Office Bldg. to Government Printing Office	30,000
Repairs to insulation on chilled water distribution mains: nonrecurring item allowed for 1972, not required for 1973	20,000
Total deductions	368,000
Base for 1973	4,259,000
Additions	
MANDATORY ITEMS	
Wage rate increases authorized by 5 U.S.C. 5341–5344	46,700
This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective November 14, 1971, under the Coordinated Federal Wage System, affecting 87 Wage Board employees carried under this appropriation. By Presidential directive, Sept. 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted Jan. 13, 1972, by Executive Order 11639 of that date, also issued under that act as amended. Under Decision of the Comptroller General, the increase has been made effective, retroactively, as of Nov. 14, 1971. A supplemental appropriation, not projected in the 1973 budget finalized prior to that date, will be required for 1972. The amount of $46,700 requested for fiscal year 1973, as submitted, covers a full 12-months' period.	
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for GS employees compensated under General Schedule pay rates (Classification Act)	650
Increased pay costs "white collar" employees	2,900
This increase, effective Jan. 9, 1972, results from new pay rates established for GS employees by Executive Order 11637, Dec. 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act amendments of 1971. This increase covers 5 employees.	

	Amount
Contribution to retirement fund (under "Personnel Benefits") increased from $70,320 to $74,070, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates	3,750
Total increase, mandatory items	54,000

OTHER INCREASES—ANNUAL RECURRING ITEMS

Purchase of gas increased from $14,000 to $16,000 — 2,000

This allotment provides for gas consumed at the Botanic Garden; for the cafeteria in the courtyard of the Longworth House Office Bldg.; and for two large gas-fired boilers at Poplar Point Nursery. The allotment was increased from $1,700 to $12,000 in 1964, when new gas-fired boilers at Poplar Point were added to the plant load. It was subsequently increased from $12,000 to $14,000 in 1968—and it is now necessary to ask a $2,000 increase for fiscal year 1973 to update the allotment to meet current cost requirements.

Purchase of electrical energy increased from $2,052,000 to $2,300,000 — 248,000

For 1972, $2,052,000 was allowed for purchase of 152 million kilowatt hours of electrical energy from the local public utility at an average cost of 1 and 35 hundredth cents per kilowatt hour.

For 1973, $2,300,000 is requested for purchase of 152 million kilowatt hours of electrical energy, at an average cost of 1½ cents per kilowatt hour, including all demand charges, surcharges, and fuel adjustment costs. This represents an increase of $248,000 over the amount allowed for 1972 and is required to meet anticipated consumption costs.

Comparative consumption costs, fiscal years 1965 to 1973, expenditure for electrical energy

Fiscal year:	
1965	$1,052,573
1966	1,244,868
1967	1,332,771
1968	1,415,775
1969	1,487,713
1970	1,615,630
1971	1,961,931
1972 (estimate)	2,052,000
1973 (estimate)	2,300,000

Following is a breakdown of the estimated cost of purchased electrical power consumed in the Capitol Buildings complex and the prorata share of refrigeration power consumed at Capitol Power Plant for cooling the Capitol, the Senate and House Office Buildings, the Library buildings, and the Supreme Court Building.

BREAKDOWN OF PURCHASED POWER (ESTIMATED)

Building	Lighting and miscellaneous power	Refrigeration power	Total power cost
Capitol (including floodlighting and House subway)	$211,600	$79,900	$291,500
Old Senate Office Building (including subway)	124,200	65,000	189,200
New Senate Office Building	170,200	79,900	250,100
Cannon House Office Building	133,400	53,200	186,600
Longworth House Office Building	112,700	53,200	165,900
Rayburn House Office Building	425,500	159,700	585,200
Library of Congress—Main building	167,900	79,900	247,800
Library of Congress—Annex building	156,400	42,600	199,000
Supreme Court Building	50,600	26,600	77,200
Senate garage	27,600		27,600
Capitol powerplant	50,000		50,000
Miscellaneous services	29,900		29,900
Total	1,660,000	640,000	2,300,000

Buildings supplied with electrical energy

Since 1951, all electrical energy required for the Capitol, Senate, and House Office Buildings, Library of Congress Buildings, Senate Garage, Capitol Power Plant, U.S. Supreme Court Building, and Capitol Grounds street, park and floodlighting systems has been purchased from the Potomac Electric Power Co., and paid from annual appropriations for the Capitol Power Plant, at rates negotiated by the General Services Administration for use throughout the Washington Metropolitan area by Government agencies.

Miscellaneous Annual Supplies increased from $48,000 to $58,000---- 10,000

An increase of $10,000 is requested for this allotment to bring the allowance more in line with actual expenditures—$55,789 having been expended for this item in fiscal year 1971. This increase in expenditure reflected normal plant operating expenses for the past year and escalation in costs of supplies. The Capitol Power Plant furnishes a vital service for the Legislative Buildings and the amount requested is necessary for proper operation of the plant.

Miscellaneous annual supplies consist almost entirely of consumable materials, such as freon gas for refrigeration machines, chemicals for the treatment of the water used in the refrigeration and steam generating systems, lubricants for the rotating machinery, lamp replacements and other electrical supplies, cleaning materials, paint, lumber, tools, and other consumable items used each day to keep the plant operating in a safe and satisfactory manner.

Fuel—increased from $920,000 to $1,260,000---------- 340,000

Coal and fuel oil are procured under this allotment. The 1973 estimate is based on the purchase of 20,000 tons of coal at $24 per ton and 5,200,000 gallons of fuel oil at 15 cents per gallon.

Coal:

The amount allocated for purchase of coal for 1972 is $360,000. This allotment, under current conditions, provides for purchase of 20,000 tons at $18 per ton.

As indicated, the 1973 estimate provides for purchase of 20,000 tons at $24 per ton, or a total coal cost for 1973 of $480,000—an increase of $120,000 over the 1972 allocation.

The price per ton for coal used at the Capitol Power Plant jumped from $12 per ton in June 1970 to $18 per ton in the first quarter of the present fiscal year.

The large increase in tonnage cost over this span of time results from increased demand for low sulfur coal all over the country due to emphasis on need for a reduction in pollution under recently ordered environmental control programs; from resultant increased exports of low sulfur coal; and from shutting down of a large number of small mines that could not stand the cost of meeting the requirements of the 1969 Mine Safety Act.

In the past, coal alone has normally been used to carry the winter season heating load from November until April; 2 large coal-fired boilers being used during the winter, with the third coal-fired boiler as a standby. The 3 coal-fired boilers have a total capacity sufficient to carry the maximum winter load, without use of the oil-fired boilers. However, due to the impossibility of obtaining the large volume of low sulfur coal now required for use by the Capitol Power Plant and due also to reduction in objectional flue emissions resulting from use of the oil-fired boilers, the oil-fired boilers are now being used in winter in conjunction with the coal-fired boilers, with a compensating reduction in the extent of use of coal.

Coal for the Capitol Power Plant is purchased through the Federal Bureau of Supply, General Services Administration, under authority of Public Law 152, 81st Congress, as amended. Bids for fuel are received in April or May each year by that

Bureau and the fuel is contracted for with a provision in the contract allowing for changes in wage and freight wage rates.

Coal now being used at the plant comes from mines in West Virginia, from the Island Creek Sales Co. It is a low sulphur content coal.

At present, about one-third of the total annual steam output is produced by coal-fired equipment.

The contract, now in effect, provides for a cost of $18 per ton, recently updated to $20 per ton. The 1973 estimate, based on the best available forecast of coal costs for next year, indicates that coal costs will run $24 per ton for the fiscal year 1973.

Fuel oil:

The amount allocated for purchase of fuel for 1972 is $560,000. This allotment, under current conditions, provides for purchase of 5,200,000 gallons of fuel oil at an average of 11 cents per gallon.

As indicated, the 1973 estimate provides for purchase of 5,200,000 gallons of fuel oil at 15 cents per gallon, or a total fuel oil cost of $780,000—an increase of $220,000 over the 1972 allocation.

Increases in the cost of fuel oil have occurred and, with current additive demand for 1 percent sulfur fuel oil all over the country to meet the demands of clean air pollution abatement, the cost of No. 6 fuel oil, now used at the plant, is expected to increase further to 15 cents per gallon during the coming fiscal year.

The oil-fired boilers at the plant, which are smaller than the coal-fired boilers, are used from May to October to reduce air pollution; but do not have the capacity to carry the entire winter heating load. As indicated under the "coal" item, use of the oil-fired boilers in the fall and winter, to the maximum extent feasible, is now being employed. During the winter, coal delivery is often delayed, and it is frequently necessary to put 2 or 3 oil-fired boilers on the line to conserve coal. This increases the oil consumption and decreases the coal consumption.

The fuel oil for the plant is purchased through supply schedules of the Fuel Branch, General Services Administration.

At present, about two-thirds of the total annual steam output is produced by oil-fired equipment.

Total Increase—Annual Recurring Items 600,000

OTHER INCREASES—NONRECURRING ITEMS

Rewind 2 electric refrigeration machine motors 50,000

For 1972, $50,000 was allowed to initiate a program, proposed to extend over a 4-years' period, for rewinding 2 of the 8 large electric refrigeration machine motors now in operation at the Capitol Power Plant. Due to the constant operational demand on this equipment, it is necessary to phase the work over a period of time to minimize the outage of motor time.

For 1973, a second-year allotment of $50,000 is requested to rewind two more of these motors. This will leave 4 motors to be rewound in the fiscal years 1974 and 1975.

Characteristically, electric motor windings are vulnerable to insulation failures due to age, heat, starting torque inertia strain and high voltage usage.

Normal useful life expectancy of large industrial-type motors operating under clean and properly maintained conditions, averages 15 to 20 years. However, there are documented cases wherein motors, such as the type operating at the Capitol Power Plant, operating under optimum conditions, have developed insulation breakdown failures after only 3 years or less of operating time.

These 8 large industrial-type motors at the Capitol Power Plant operate under constant load at a relatively high voltage and must withstand high operating temperatures and they have a normal life expectancy of 15 years.

The two 2,500-hp. refrigeration motors, proposed for rewinding in 1973, were manufactured in 1955 and are in good condition, except for the motor windings, which require replacement.

For approximately one-third of the cost of a new motor, the proposed rewinding should normally add a full new life span of 15 years to these motors.

The insulation material to be used for the contemplated rewinding program is a new fiberglass-plastic material having a capability to withstand high operating temperatures to which this equipment is subjected.

The proposed schedule for rewinding the 8 electric refrigeration machine motors in operation at the Capitol Power Plant under a 4-year program folows:

SCHEDULE FOR REWINDING ELECTRIC REFRIGERATION MOTORS, CAPITOL POWER PLANT

	Horsepower	Year manufactured	Date for rewind	Winding life-years	Proposed for rewinding, fiscal year
Motor No.:					
1	2,500	1955	1970	15	1972
1A	2,500	1955	1970	15	1972
2	2,500	1956	1971	15	1973
2A	2,500	1956	1971	15	1973
3	1,250	1960	1973	13	1975
3A	1,250	1960	1973	13	1975
4	2,500	1960	1972	12	1974
4A	2,500	1960	1972	12	1974

Security measures for Capitol Power Plant steam and chilled water distribution tunnels	298,000
This work is recommended to be done in 1973, to conform to present-day safety practices.	
Total increase—Nonrecurring Items	348,000
Total additions	+1,002,000
Total estimate for 1973	5,261,000

Increased Cost of Electrical Energy

Senator Hollings. Can you summarize these large annual recurring items, plus the nonrecurring ones?

Mr. White. Yes, Mr. Chairman. The largest one is $248,000 which results from an increase in the cost of electrical energy which we buy from the local utility company, the rates for which are set by the Public Utilities Commission. The average cost per kilowatt hour has increased and our usage has also increased. The combination of those two factors has caused us to need an increase in funds of that amount.

Senator Hollings. The light bill went up a quarter of a million dollars?

Mr. White. That is correct. The usage has gone up to some degree, but the average cost has increased from 1.35 cents per kilowatt hour to 1.5 cents per kilowatt hour, which is about a 10-percent increase.

Senator Hollings. The price board and phase II allowed that?

Mr. White. The rate increase preceded that. It was based upon the Utility Commission's investigation of increased costs to the utility company.

Mr. Henlock. The present rate, excluding surcharge, is the first permanent increase allowed by the Commission since 1959. There was a temporary one allowed in February 1970, pending determination of a permanent increase on its merits. At that time we were advised it

would be firmed up later on. It was, and we are simply reconciling that, plus surcharge, in the 1973 budget. Demand charges also have an effect on the cost.

Senator HOLLINGS. When was it firmed up?

Mr. HENLOCK. In July 1970. The surcharge covers fluctuations in the cost of fuel used for generating the electrical energy. In past years, the surcharge has not had a material effect on this allotment, but the effect is now more pronounced due to more rigid requirements of recent environmental laws and regulations. Our last billing received has been for the month of December. The average cost for that month, including the surcharge, was 1.45 cents per kilowatt hour. Page 114 shows a distribution of the costs, by buildings.

INCREASED FUEL COSTS

Mr. WHITE. The other large increase, Senator, is a $340,000 item which is on page 116, and which results from increased fuel costs for both coal and oil. To a large degree this increased cost is a result of our need to use fuels of low sulfur content in order to comply with the environmental regulations.

The coal and the oil which have these chemicals removed from them to a great extent cost more money, and in the case of coal, the amount of low sulfur coal which is available is gradually getting smaller and smaller for our purposes, and, therefore, more and more expensive if it is available at all. As a result of its lack of availability we have had to utilize more fuel oil, which is available.

In the first quarter of the fiscal year 1972, we were paying $18 per ton for coal, and this estimate is based on $24 per ton, which is indicative of the great percentage increase in the cost of coal. The oil has similarly increased. It is now 15 cents a gallon and it was 11 cents a gallon.

Senator HOLLINGS. You are not contemplating transferring to natural gas, are you?

Mr. WHITE. We hope to at some future time but we are not doing that at the moment.

Senator HOLLINGS. We have other hearings that tell us we don't have enough natural gas available.

And you rewound the two motors, I see.

Mr. WHITE. Yes. That is a large item, but it is a necessary part of a continuing preventive maintenance program to rewind the motors when it appears that their life is used, before they stop operating.

EXPANSION PROGRAM

Senator HOLLINGS. You had an expansion program, Mr. White, for the Capitol Power Plant, for which $1,200,000 was provided last December for contract plans and specifications. Have you anything to add about that item?

Mr. WHITE. I mentioned that in the Public Works items in the beginning of my statement, if you will recall. That $1.2 million is for the design of the expansion of the plant and its distribution systems under a short-range program, which we estimate will cost $18,600,000. The $1.2 million was appropriated last fall as a result of our request.

LIBRARY BUILDINGS AND GROUNDS

Senator HOLLINGS. For the Library buildings and grounds, structural and mechanical care, you requested a net increase of $385,400. We will put pages 127 and 141 into the record at this point.

(The justification follows:)

LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL AND MECHANICAL CARE

(Net Increase requested for 1973—$385,400)

1972 appropriation in annual act	$1,162,000
1972 reappropriation (1971 funds continued available until June 30, 1972)	26,000
Total appropriations—1972	1,188,000
DEDUCTIONS	
Maintenance air conditioning systems: two nonrecurring items allowed under this allotment, not required for 1973, one for rebuilding 2 central air-conditioning systems serving the Rare Book Reading Room in the Main Building ($44,000) and the other for replacement of 2 air compressors in the Annex ($16,000)	60,000
Roof repairs, Main Building: 2d year allotment under a 4-year program for major repairs to the roof of the Main Building	10,000
Improved lighting, office and other areas, both Main and Annex Buildings: Item allowed for fiscal year 1971 in amount of $50,000; unobligated balance on June 30, 1971 of $26,000 reappropriated for fiscal year 1972, not required for 1973 (Final allotment under 9-years program totaling $320,000)	26,000
Parking facilities, grounds, Main Building: nonrecurring item allowed for 1972, not required for 1973	8,000
Replacement of sections of paved areas, West Terrace, Main Building: nonrecurring item allowed for 1972, not required for 1973	20,000
	−124,000
Base for 1973	1,064,000
ADDITIONS—MANDATORY ITEMS	
Wage-Rate Increases authorized by 5 U.S.C. 5341–5344	35,900
This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective November 14, 1971 under the Coordinated Federal Wage System, affecting 66 Wage-Board employees carried under this appropriation. By Presidential directive, September 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted January 13, 1972, by Executive Order 11639 of that date, also issued under that Act as amended. Under Decision of the Comptroller General, the increase has been made effective, retroactively, as of November 14, 1971. A Supplemental appropriation, not projected in the 1973 Budget finalized prior to that date, will be required for 1972. The amount of $35,900 requested for fiscal year 1973, as submitted, covers a full 12-months period.	
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	10,600
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	800
Increased Pay Costs "white collar" employees	2,700

This increase, effective January 9, 1972, results from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971.

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $149,000 to $156,500, resulting from base pay changes authorized by law---- 7,500

Contribution to retirement fund (under "Personnel Benefits") increased from $53,900 to $55,900, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates---------- 2,000

Total Increase—Mandatory Items---------- 59,500

OTHER INCREASES—NONRECURRING ITEMS

Maintenance and repair, air conditioning and refrigeration systems, increased from annual allotment of $15,600 to $22,000, due to one nonrecurring item ---------- 6,400

For 1972, $15,600 was allowed under this allotment for regular annual maintenance of the air conditioning and refrigeration systems, and the same amount is required for such purpose for 1973. The annual allotment provides for such annually recurring items as filters, oil, grease, cleaning equipment, tools, paint, refrigerants, waste, anti-freeze liquid; also for repairs and minor improvements for maintenance and upkeep of the systems serving the Main and Annex Buildings.

In addition to the regular annual amount of $15,600, a nonrecurring amount of $6,400 is requested for 1973 for alterations to 322 induction units in the Annex Building. These units have been in service for over 30 years, are floor-mounted beneath each window and arranged for vertical air flow. Central air-conditioning systems supply primary conditioned air, which is discharged within the unit through nozzles. This forced air stream induces room air across a steam coil, within the induction unit, regulated to maintain room conditions as desired.

The basic function of the primary air is to provide ventilation air, offset transmission heat loads, provide dehumidification to offset the latent loads, and provide the motivating force for induction and circulation of air.

Large quantities of dust and dirt particles have impinged on the interior surfaces of the induction units, from the secondary or induced air, resulting in reduced capacity of the units and increased cleaning requirements due to detachment of the particulates into the supply air stream. Each induction unit contains a fixed grille on top of the unit, through which the air passes, making it extremely difficult to properly clean the unit. The grilles are an integral part of the units.

Under the amount of $6,400, it is proposed to effect alterations to the units, by replacing the fixed grilles with portable diffusers, which will provide ready access for proper cleaning of all interior surfaces; also by incorporating improved means of air distribution, through modification of the exterior of the units. These are necessary improvements and should be effected next year.

Roof repairs, Main Building: 3rd year allotment under a 4-years program for major repairs to the roof of the Main Building------- 40,000

Funds were allowed in the fiscal year 1970 to commence a program of major repairs to the roof of the Main Library Building, determined necessary as a result of complete inspection of all roof areas of that building, following the detection of leaks.

Under the amount of $10,000 allowed for 1970 as a 1st year allotment under a 4-years program, the gutter lining flashing, and counterflashing over the parapet wall located at the base of the lower section of the dome above the galleries were replaced, together with other miscellaneous repairs and small segment replacements. This work was actually done in the fiscal year 1971

through reappropriation of the 1970 funds for continued use in 1971.

Under the amount of $10,000 allowed for 1972 as a 2nd year allotment under this program, the following repairs have been made: The gutter lining and flashings over the West Main and Curtain sections of the roof have been replaced, together with other miscellaneous repairs and small segment replacements.

Under the amount of $40,000 requested for 1973, as a 3rd year allotment under this program, it is proposed to replace the copper roof over the Lantern Dome and to make other miscellaneous repairs and small segment replacements.

Funds for a 4th year allotment will be requested in the 1974 Budget. Performance of work of this nature is necessarily limited to a relatively short period of the year due to severe cold, intense heat, and inclement weather.

There follows a brief historical report and a resume of work performed on the roof of the Main Library of Congress Building during the period 1932–1969; prior to commencement of the current program.

REPORT ON ROOF—MAIN LIBRARY BUILDING

Original roof.—The original roof on this building, installed in 1896 when the building was constructed, was a copper roof tinned on both sides, with free acid between the copper and tin. The 1897 report on the construction of the building stated that "terra cotta forms the covering and filling of the roofs and main dome, of which the supporting members are rolled steel in beams, girders, and trusses."

Present roof.—During the ensuing 35 years, corrosion from the acid gradually caused deterioration to the point where it became necessary to replace the entire roof, including the roof of the dome, with a new copper roof in 1931–33. This is an all-copper roof, without tinning or acid treatment, and was installed under appropriations totaling $65,000.

Repairs to roof, 1932–57.—From 1932 until 1957, the roof required only minor repairs and maintenance. In 1957, following hurricane winds and rains of the previous summer, serious leaks developed in the copper roof necessitating the following repair and replacement work at a cost of $95,000.

Replacement of approximately 19,000 square feet of flashings, gutters, and valleys, elimination and replacement of all glass skylights with copper roofing, in order to eliminate a major source of leaks; replacement of 22 roof drains; pointing up of 1,500 lineal feet of reglets; miscellaneous patching and soldering of seams.

1957–69. Only minor repairs, patching, and soldering of seams have been necessary from 1957 to 1969. Such work as has been necessary was done by our sheet metal force at minor cost. The only funds prior to 1970 necessary to request for repairs were $5,000 in 1967 and $5,000 in 1968 for temporary patching and soldering of seams where leaks were developing.

Modernization and improvement of 2 Elevators in Main Building--- 110, 000

For 1973, $110,000 is requested to modernize 2 elevators, identified as Nos. 6 and 7, located on the east side of the Main Building. These 2 elevators were installed in 1937 and carry the heaviest traffic load in the building. They serve all floors.

The existing operating mechanism and control system are of the original, manual control type and, due to obsolescence, can no longer be kept in satisfactory working order.

Under the funds requested for 1973, it is proposed to replace or make modifications to all equipment required to place these elevators in good condition, at the same time converting these elevators from manual to selective-collective control, which will permit the elevators to function through both manual and automatic operation.

In effecting these improvements, it is proposed to retain and reuse the main machine and motor-generator sets, car and hoistway doors, power door operators, car frames, safety devices, and cabs.

These improvements have been requested by the Librarian and are recommended to provide more efficient dependable operation.

Air conditioning decks A and B, Main Building 96,000

For 1973, $96,000 is requested to provide permanent and adequate air-conditioning in decks "A" and "B" in the southeast bookstacks in the Main Building. These decks are located beneath an uninsulated roof, with the result that heat becomes excessive in the summer, making occupancy by personnel virtually impossible without air-conditioning.

In 1960, these decks were provided with temporary air-conditioning by installing 6 small fan coil systems in the attic supplying deck "A" and two fan coil units in deck "B". Both systems, based on load calculations adequate for occupancy and use of these decks under conditions then existing, have proved satisfactory.

Use of these decks for office and work space, as now planned by the Librarian in his effort to alleviate present space shortage, cannot be accomplished without great discomfort, unless the temporary air-conditioning units are replaced with a permanent air-conditioning system of adequate and suitable design for the modified use proposed. Such use will require lighting and other increases that will add to the heat load.

At present, winter heating is provided by a network of old radiators located under each window on the 2 decks, supplied with steam through piping, condensate drains, and other appurtenant installations which have deteriorated after many years of use. The air-conditioning system proposed will eliminate their use and both heating and cooling will be supplied by the new system.

In order to meet the present requirements of the Librarian with respect to use of this space, this improvement is recommended.

Air-conditioning section of subbasement, Annex Building 15,500

The subbasement area in the northwest section of the Annex Building, consisting of approximately 5,458 square feet of space occupied by the Guards' offices and locker rooms, cleaning forces labor forces, and elevator forces locker rooms, is the only remaining occupied area in the Annex Building that is not now provided with some form of air-conditioning. A recirculating air system, supplemented with outside air, but without any space condition regulating controls, provides the only means of ventilation to the total area, resulting in substandard health and comfort conditions.

Under the funds requested for 1973, it is proposed to improve these substandard conditions by installation of an air-conditioning system which will provide a proper atmosphere for the entire area throughout the year.

Air-conditioning areas occupied by Photoduplication section, Annex Building 65,000

For 1973, $65,000 is requested to provide adequate air-conditioning for two subbasement areas in the Annex Building now occupied by the Photoduplication Section.

One area, including a portion of an adjacent refrigeration room, consisting of approximately 8,730 square feet of space is located on the east side of the subbasement and houses a major portion of the Photoduplication Section. This area was originally designed as a refrigeration machine, cooling tower, and pump area and was used for this purpose until 1956, when such use became no longer necessary due to integration of the Annex air-conditioning system with the Capitol Power Plant chilled water lines at that time.

This area was occupied from 1956 to 1961 by several small personnel units, and from 1961 until 1971 by the Card Division. During these periods heating and ventilation only were supplied to this area, with the exception of a small packaged air-conditioning system installed during occupancy by the Card Division.

This area has now been designated as the permanent location for the major activities of the Photoduplication Section, recently moved to this area, making necessary the installation of an air-conditioning system designed to meet new increased load conditions, due to increased personnel occupancy, increased lighting, and use of additional duplicating machines, cameras, and other required equipment.

Under the funds requested for 1973, it is proposed to install an air-conditioning system adequate to provide the proper year-around atmosphere for this important activity.

The second area, consisting of approximately 7,488 square feet, is located on the west side of the subbasement and houses another part of the Photoduplication Section. The area, originally known as the "Photostat Room", is presently supplied with 1,600 cubic feet per minute of conditioned air from a remote central system, blended with return air from the surrounding area in a mixing plenum and discharged back into the conditioned space.

Since 1961, personnel occupancy of this area has increased from 22 to 35 persons (an increase of more than 50 percent), resulting in increased heating and air-conditioning demands not only from the increased personnel occupany but also from increased lighting installation and use of additional equipment required for the expanded operation.

The present heating and air-conditioning supply is no longer adequate for this area; also, the substantial quantities of return air recirculated by the existing equipment, without proper air filtration, creates airborne particulate matter detrimental to the photoduplication process and to the health and welfare of personnel occupying this area.

Under funds requested for 1973, it is proposed to install an air-conditioning system adequate to provide the proper year-around atmosphere for this activity.

Improved lighting, bookstacks, Annex Building 50,000

Improved lighting was installed in the bookstacks in the Main Building during the period 1965 to 1968, under an appropriation of $320,000 provided for such purpose, with highly satisfactory results.

For 1973, an allotment of $50,000 is requested to commence a 6-years program for improving the lighting in the bookstacks in the *Annex* Building, in similar manner. The total estimated cost of the 6-years program is $300,000.

The bookstack aisles in the Annex building are presently illuminated by bare incandescent lamps, spaced on 4-foot centers. This installation was made over 25 years ago, when designers had little choice in the selection of light sources for good illumination. As a result, the present lighting is poor, making it very difficult to read the titles and identifying numbers of books stored on the lower shelves. The electrical energy consumed by the existing inefficient lamps is out of proportion to the comparative results now obtained from the new lighting installed in the bookstacks in the Main Building.

The total linear footage of bookstack aisle space in the Annex Building is 1,317,120 feet. The total cost of improving these areas by installation of fluorescent lighting fixtures, the same as installed in the bookstacks in the Main Building, in replacement of the existing incandescent lamps is, as indicated, $300,000.

Due to the magnitude of the project, it is recommended that the improved lighting program be carried out over a 6-years period, and that an allotment of $50,000 be allowed for 1973 to commence this program.

Installation of security glass windows, ground floor level, both buildings ——— 42,000

For 1973, an amount of $42,000 is requested for installation of security glass in the windows on the ground floor level of both the Main and Annex Buildings.

The Librarian is seriously concerned over the need for additional security protection at the ground floor levels of both buildings, in view of the demonstrations and marches that have occurred in and around the Library Buildings in the past year, and urges that the amount of $42,000 requested for security protection be allowed for 1973.

Under the funds requested, it is proposed to replace the existing glass in all windows on the ground floor level of the 2 buildings with gray-tinted laminated safety glass, in order to provide the protection required. This glass, proposed to be used, has been tested and proven capable of withstanding thrown objects, fire bombs, and battering by clubbing.

Resurfacing desk tops and central desk, main reading room, Main Building——— 10,000

The working surfaces of the central desk and the readers' desks in the Main Reading Room in the Main Building are in need of urgent repair. The reading desks were last refinished in 1957 and the central desk in 1960.

Due to constant heavy use, the working surfaces of these desks are now in need of resurfacing. The wooden surfaces have been scratched and pitted and are in an unsatisfactory condition.

Under the funds requested for 1973, it is proposed to resurface all of the desk tops in the Main Reading Room with a hard surface laminated plastic, in lieu of refinishing the desk tops. Refinishing is not recommended, as it would require the desks to be dismantled and removed from the building to a shop where such refinishing work is done; whereas, resurfacing the desk tops with laminated plastic can be done without dismantling or removing the desks from the building, thereby eliminating prolonged interruption to service. It is proposed to select a plastic material which will blend in color and tone with the general aesthetics of the Reading Room.

Architectural and engineering study, Coolidge Auditorium——— 15,000

The Coolidge Auditorium, located in the northwest court of the Main Building, was constructed in 1925 at a total cost of $94,000, financed by an endowment and gift from the late Elizabeth Sprague Coolidge. The auditorium was designed by Charles A. Platt, who was retained as architect for the project. The work was carried forward under the direction of the Architect of the Capitol.

The auditorium has a seating capacity of 511. It was planned for, and dedicated primarily to, the performance of chamber music. It is world renowned for its fine acoustic qualities for such presentations.

The auditorium, as designed and constructed, contains a small projection booth on the roof, above the lobby. The only changes or improvements that have been made in the auditorium since it was built have been limited to painting, installation of new flooring, and installation of airconditioning in 1960.

The Library is planning to present, in the auditorium in the future, in addition to the chamber music concerts, film programs of professional and historical quality, but cannot do so without redesign and enlargement of the existing projection booth, so as to provide a booth adequate in size and design for modern projection equipment.

Under the amount of $15,000 requested for 1973, it is proposed to engage the necessary architectural and engineering services for redesign and enlargement of the booth to accommodate two 16 mm. and two 35/70 motion picture projectors, one slide projector, and a sound monitoring console; for correction of difficult and hazardous access to the booth; and for modifications to the stage area to eliminate hazardous conditions.

Access to the present projection booth is both difficult and hazardous, requiring entrance through a window and across the roof of the auditorium. The severe angle of projection from the roof booth creates a Keystone effect on the screen and the sound quality of voice and music from the film sound track is very poor under the present arrangement.

The stage area of the auditorium is constructed of flammable materials, also presenting a hazard. Correction of such conditions is complicated by the necessity to maintain the original appearance of the stage and its excellent acoustic qualities for chamber music.

For these reasons, proposed modifications, before being made, should be the subject of careful architectural and engineering study, planning, and designing. For this purpose, the amount of $15,000 is requested for 1973.

Total increase—nonrecurring items	$449,900
Total additions	+509,400
Total estimate for 1973	1,573,400

REPAIRS TO ROOF, MAIN BUILDING

Senator HOLLINGS. Will you cover that briefly for us, please?

Mr. WHITE. Yes. In addition, to the mandatory pay items which amount to $59,500, the next large item is a $40,000 amount shown on page 130 for roof repairs to the main building. This is the third year allotment under a 4 year program for major repairs to the roof of the building.

It is proposed with this amount of money to replace the copper roof over the lantern dome and to make other miscellaneous repairs and small segment replacements. It is a copper roof and as it expands and contracts with the heat and cold the seams gradually become fatigued and break open. They can be soldered and repaired for a number of years and finally the metal, itself, must be replaced. That is the stage we are at with that lantern dome. It is over 35 years old at this point. It was installed in 1931 to 1933. So its life has been used at this point and it needs replacement.

The history of the roof is on page 132.

ELEVATOR IMPROVEMENTS

The next major item is $110,000 on page 133, which is for the modernization and improvement of two elevators in the main building. These two elevators were installed in 1937 and carry the heaviest traffic load in the building. With elevators that old and many of the modern improvements that have been developed in the elevator industry in recent years, it becomes increasingly difficult to get repair parts and do an adequate job of keeping them in satisfactory working order.

We are asking for the funds to modernize and improve those two elevators, at the same time converting them to automatic operation. These elevators are located in the old main building of the Library of Congress.

Senator HOLLINGS. On page 133 you stated that the two elevators were installed in 1937, is that correct?

Mr. WHITE. That is correct.

Senator HOLLINGS. What is the situation with respect to other elevators in the building?

Mr. WHITE. There are two others that require similar improvements.

AIR CONDITIONING TWO DECKS IN MAIN BUILDING

The next item is a $96,000 item for providing adequate air conditioning on two decks in the main building, as they are called, although they are not exterior decks. They are interior spaces but up underneath the roof area. They are being used and have been used by personnel for a period of time. The Librarian proposes to increase personnel occupancy of these areas to alleviate present space shortage, which necessitates a new air-conditioning installation. They have not been air conditioned adequately before and it is becoming intolerable to work under those conditions.

OTHER AIR CONDITIONING IMPROVEMENTS

In the annex building there are two areas that were never air conditioned and again we find it necessary to ask for a total of $80,500 to air condition these areas because of the Library's expansion and increased use of space for working purposes that had not been used before for that purpose.

Therefore, we are requesting funds for air conditioning, in order to utilize those areas for personnel occupancy, especially in the photoduplication section which has some pressing needs for temperature control.

Senator HOLLINGS. Are there any other areas in the Library, not mentioned here, which are likely to be targets for improvement in the next few years, or does this complete the program?

Mr. WHITE. Much will depend upon the extent of changes and relocations which the Librarian may find necessary to make, pending occupancy of the third Library Building.

IMPROVED LIGHTING, BOOKSTACKS

Then on page 137, Mr. Chairman, again in the annex building, we are requesting a $50,000 item as the beginning of a 6-year program estimated to cost $300,000. This would be the first allotment to improve the lighting in the bookstacks in the annex building in a manner similar to that which was done in the main building in 1965–68. The bookstack sections in the main building used to be poorly lighted and the lighting has now been increased in that building. This would provide for similar lighting improvement in the annex.

USE OF MOBILE BOOKSTACKS

Senator HOLLINGS. What about the adoption in the main building of mobile bookstacks? Would the main building be amenable to that? I know in some of the old parts you certainly wouldn't do it. But in the annex building or other parts, could they be used? In the Madison Memorial they have $4 million worth of bookstacks that are motorized. It is a space saver.

Mr. WHITE. It is a space saver, Mr. Chairman, when you have large open spaces in which those can be installed.

Senator HOLLINGS. Do we have that situation in the annex building?

Mr. CAMPIOLI. No, sir; the annex building and the library stacks in the main building were built on the old fashioned basis of providing metal decks every 7 feet, vertically

Senator HOLLINGS. You see what I am getting at. I don't want you to put them in the Madison Memorial and come back and say they are just grand.

Mr. CAMPIOLI. The Library deck levels don't have the structural capacity to take the compact shelving, which is what you are talking about. We are providing for use of that shelving in the Madison building but we are also providing a 250-pound-per-square-foot live load in the floor to accommodate that shelving. Instead of having the usual shelving load where you have aisles between every row of bookshelves, in this case all of your bookshelves are contiguous and the only aisle that you have is the aisle that you want to work in and obtain by pushing a button and moving the shelving apart. So when you are using a particular aisle, you press a button and it opens up the particular area where you want to go and look at books. Since the bookstacks, although mobile, are compacted, you have a solid loading which requires a tremendously heavy floor load capacity.

In this particular case in the annex and the main building we have the metal decks and the only place where you can have bookshelves is where they are now located. That is the only place where you have the capacity to provide for the shelving. In between the stacks you only have sufficient structural capacity to accommodate a human being and maybe a rolling cart with some books in it.

COOLIDGE AUDITORIUM

Senator HOLLINGS. How about the Coolidge Auditorium?

Mr. WHITE. The Coolidge Auditorium request is for an architectural and engineering study to be made. Mr. Chairman. The auditorium was constructed in 1925 at a cost of $94.000 and its primary use was for chamber music and presentations of that nature. It has excellent acoustics. It is known worldwide among people who enjoy that kind of presentation for its very high quality acoustics. In recent years, and as planned into the future, there is a need for presenting films and other kinds of presentations, in addition to the chamber music, which will mean some alterations to the projection booth and to the stage area and, in addition, providing a means of leaving the stage area without going through the auditorium. There is no alternate means of egress from the stage area.

Because there is a desire not to disturb the acoustics of the chamber, it requires a rather careful study to be made rather than to just try to make alterations for one purpose and destroy the primary quality of the room.

So $15,000 is requested to engage the necessary achitectural and engineering services.

Senator HOLLINGS. You wouldn't have any idea what it will cost, then, until you see the study?

Mr. WHITE. That is correct. I think the $15,000 should be adequate to provide for the services of the study. What the cost of construction will be thereafter is not determinable at this point.

Botanic Garden

Senator Hollings. The Botanic Garden has a net increase of $45,750. We will insert pages 145 through 150 in the record.

(The justification follows:)

Salaries and Expenses, Botanic Garden

(Net Increase requested for 1973 . . . $45,750)

1972 appropriation in annual act	738,650
DEDUCTIONS	
General Annual Repairs: 1st year allotment under a program for replacement of concrete sidewalks in 16 greenhouses at Poplar Point Nursery, allowed under this heading for 1972	4,000
Replacement of tubes in 4 boilers, Poplar Point Nursery: nonrecurring item allowed for 1972, not required for 1973	9,500
Replacement of affected members of structural aluminum framing, Main Conservatory: nonrecurring item allowed for 1972, not required for 1973	3,700
Replacement of 1951 delivery truck: nonrecurring item allowed for 1972, not required for 1973	4,000
	−21,200
Base for 1973	717,450
ADDITIONS—MANDATORY ITEMS	
Wage-Rate Increases authorized by 5 U.S.C. 5341–5344	29,455
This increase, determined as a result of surveys commenced in August 1971, results from new wage rates effective November 14, 1971 under the Coordinated Federal Wage System, affecting 51 Wage-Board employees carried under this appropriation. By Presidental Directive, September 1, 1971, issued under authority of the Economic Stabilization Act of 1970, as amended, these increases were frozen. The freeze was lifted January 13, 1972, by Executive Order 11639 of that date, also issued under that Act as amended. Under Decision of the Comptroller General, the increase has been made effective, retroactively, as of November 14, 1971. A Supplemental appropriation, not projected in the 1973 Budget finalized prior to that date, will be required for 1972. The amount of $37,300 requested for fiscal year 1973, as submitted, covers a full 12-months period.	
Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system	3,035
Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331–5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)	1,290
Increased Pay Costs "white collar" employees	3,520
This increase, effective January 9, 1972, results from new pay rates established for "GS" employees by Executive Order 11637, December 22, 1971, issued under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971. This increase covers 5 employees.	
Overtime and Holiday Pay (5 U.S.C. 5544) increased from $80,950 to $86,500, resulting from base pay changes authorized by law	5,550
Contribution to retirement fund (under "Personnel Benefits") increased from $38,415 to $41,315, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates	2,900
Total increase—Mandatory items	45,750

OTHER INCREASES—ANNUAL RECURRING ITEMS

Supplies and materials increased from $14,000 to $16,000 2,000

This increase is requested to meet current escalated costs. For the past 5 years, expenditures required have exceeded the annual allotments. The allotment was fixed at $10,000 in 1964 and remained so until 1967 when it was increased to $12,000. It continued at $12,000 until 1970 when it was increased to $14,000, the present allotment for 1972. Expenditures are now running at a rate where it is necessary to request an additional $2,000.

This allotment provides all miscellaneous materials and supplies for the main garden, nursery, conservatory and office building, and includes fuel, electrical supplies, flower pots and tubs, gas and oil for motor vehicles, mowers and tractors, hardware and tools, labels and boxes, manure and fertilizers, insecticides, fungicides, scalecides, medical and office supplies, paints, brushes, periodicals, books, and towels.

Total increase—annual recurring items 2,000

OTHER INCREASES—NONRECURRING ITEMS

General annual repairs: Second year allotment under a program for replacement of concrete sidewalks in 16 greenhouses at Poplar Point Nursery, included under this heading 4,000

The amount allowed for 1972 for regular annual recurring repairs was $11,500, the same as requested for 1973, and provides for repair and maintenance of the greenhouses and other buildings and equipment at the main garden and the nursery. In addition, an amount of $4,000 (shown on these justification sheets as a deduction item) was allowed for 1972 to replace the sidewalks in two of the 16 greenhouses at the nursery, as a first-year allotment under this program.

As stated last year in hearings before your committee, the concrete sidewalks in all 16 greenhouses have settled to the point where it has become necessary to build ramps from one section of the greenhouses to the other, in order that the four-wheeled carts which transport plants to the greenhouses can be used to carry plant material in and out of the greenhouses as necessary. Because of settlement of the walks, most walks having settled from 8 to 24 inches, some of the greenhouse benches cannot be used, as six of the eight bench legs are not supported by the walks. Cinder block, brick, and wood props have been used to level the benches, but with a continuance of settlement, the existing condition should be corrected.

As also stated last year, it is estimated that an amount of $2,000 per greenhouse is required to eliminate the problem. The $4,000 allowed for 1972 was sufficient for the satisfactory replacement of walks in two greenhouses and represented the first phase of an 8-year program that would eventually result in the replacement of the walks in all 16 greenhouses. The amount requested is for the purchase of materials only—the work to be performed by Botanic Garden personnel located at the nursery.

Under the second-year allotment of $4,000 requested for 1973, we propose to replace the concrete sidewalks in two more greenhouses next year.

Replacement of delivery truck 2,400

A nonrecurring amount of $2,400 is requested for 1973 for the purchase of a new 6-cylinder pickup truck with standard transmission and heated cab suitable for winter use as a replacement for a 1963 Ford pickup truck which has a speedometer reading of 142,000 miles, is no longer economically repairable and continually out of service while undergoing extensive shop repairs.

This vehicle is required for delivery of plant materials, potted plants, cut flowers, and centerpieces to the Capitol and other buildings in the legislative group of buildings. It is also used by the Storekeeper to deliver supplies and materials to the Main Conservatory and the office building.

CONSTRUCTION OF ADDITIONAL GREENHOUSE, POPLAR POINT NURSERY

A nonrecurring amount of $12,800 is requested for 1973 for the purchase and erection of one new prefabricated greenhouse which is needed to meet space requirements for the growing of annuals used by both the Capitol Grounds and Botanic Garden in season, and the growing of plant stock used to service the congressional offices throughout the year.

The need for more annuals for the Capitol Grounds has materialized because additional beds have been installed in planting areas and over parking areas on Capitol Hill. Last year, the Capitol Grounds received and used from the Botanic Garden 20,000 flowering annual bedding plants; and congressional offices requested approximately 2,000 more potted plants for use in the offices and committee rooms than were requested in the prior year.

An important consideration is the amount of bench space needed to raise plant material, which is increasing from year to year. We are trying to grow 52,000 young plants on benches that should only handle 34,000 plants in 3-inch pots. This additional greenhouse will enable us to take care of the anticipated increase in annuals for many years to come.

At the peak annual bedding plant season, the proper spacing of plant material is absolutely essential to growing quality plants which are set out around the legislative group of buildings and the Botanic Garden.

This greenhouse would relieve the crowded conditions during peak growing seasons and, during the fall and winter seasons, would be used as a "holding house" for large plants which have been held over from year to year for the flower shows at the Conservatory Building. These plants are usually in large pots and need more light, fertilizer, and better growing conditions.

As can be appreciated, utilization of a prefabricated greenhouse for this purpose will meet our needs at a cost materially less than the cost of a standard type of constructed greenhouse.

The greenhouse, which we propose to use at an estimated cost of $12,800, will be of the Trox House design, will conform to the appearance of the other houses; will have three 275,000 B.t.u. Gas Modine heaters, fans, water lines, and will be completely equipped for the growing of plant materials. It will be covered in clear fiberglass, which has a useful life of 10 years. A new glass covered greenhouse of this size would, by comparison, cost $86,000.

Total increase—Nonrecurring items	19,200
Total additions	+66,950
Total estimate for 1973	784,400

ADDITIONAL GREENHOUSE AT NURSERY

Senator HOLLINGS. Can you summarize those increases for the Botanic Garden?

Mr. WHITE. Yes. The mandatory items here again cost $45,750. Among the other increases, the largest item is a request for $12,800 for the construction of an additional greenhouse at the Poplar Point Nursery.

Senator HOLLINGS. Would that require new personnel to man it?

Mr. WHITE. No, it will not. We need more flower and plant growing space. We have additional planting beds on the Capitol Grounds and other grounds we have to provide flowers for and a continued increase in the use of green plants which we grow and furnish to Members of Congress for their offices. This would be a prefabricated greenhouse with fiberglass panels, rather than glass. We would erect it with our own labor. So this is an extremely inexpensive way of building a greenhouse.

Senator HOLLINGS. Do you furnish any green plants for the Appropriations Committee?

REPLACEMENT OF DELIVERY TRUCK

Mr. WHITE. Upon request, we would certainly be happy to do so. That is the largest item that we are requesting. We are requesting $2,400 for the replacement of a delivery truck. The truck that we now have is a 1963 Ford pickup which has a speedometer reading of 142,000 miles and we are just not able to get much more out of it.

COMPLETION DATA FOR COFFEE SHOP IN SENATE OFFICE BUILDING

Senator HOLLINGS. June 15 is still the completion date for the coffee shop in the Old Senate Office Building?

Mr. WHITE. Yes, sir.

Senator HOLLINGS. You said April 15 for the vending section?

Mr. WHITE. Yes, sir.

SUPPLEMENTAL PAY INCREASE APPROPRIATION REQUIRED FOR FISCAL 1972

Senator HOLLINGS. I think there is one other thing, Mr. White. The supplemental appropriations requested for fiscal year 1972, for increased pay costs, you have a gross of about $619,000. We will insert your full justification in the record.

(The justification follows:)

SUPPLEMENTAL APPROPRIATIONS REQUESTED FOR FISCAL YEAR 1972 FOR INCREASED PAY COSTS

GROSS COST, ABSORPTIONS, SUPPLEMENTAL APPROPRIATIONS REQUESTED

The gross cost of mandatory pay increases required by law to be paid to employees of the Architect of the Capitol and the Botanic Garden in the fiscal year 1972 totals $619,000. It is proposed to absorb $502,700, or 80% of this total cost. Supplemental appropriations, totaling $116,300, are requested for the fiscal year 1972 to cover the balance of the cost.

BREAKDOWN OF INCREASED PAY COSTS

The gross increased pay cost of $619,000 is broken down as follows:

(1) *GS and unclassified employees.*—$108,100 represents the gross cost of any increases for 169 GS employees and 166 unclassified employees (of whom 148 are elevator operators), covering the period January 1, 1972 to June 30, 1972, resulting from new pay rates established for GS employees by Executive Order 11637, issued December 22, 1971, under authority of subchapter I of chapter 53 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971; and for unclassified employees by Order of the Architect of the Capitol, issued December 30, 1971, under authority of section 5307 of title 5 of the U.S. Code and section 3 of the Economic Stabilization Act Amendments of 1971 implementing salary adjustments for such employees.

(2) *Wage-Board employees.—$434,400* represents the gross cost of pay increases for 1,323 Wage-Board employees, covering the period November 14, 1971 to

June 30, 1972, resulting from new wage rates established for wage-board employees in the Washington, D.C. area under the Coordinated Federal Wage System, pursuant to wage surveys commenced in August 1971, under authority of sections 5341–5344 of title 5 of the U.S. Code. These new rates were not formally announced until February 2, 1972, after the pay freeze, in effect from September 1, 1971 to January 1972, was lifted by Executive Order 11639, January 13, 1972. Under decision of the Comptroller General, the increase has been made effective, retroactively, as of November 14, 1971. In addition, *$76,500* represents the gross cost of pay increases for wage-board employees, covering the full-year period, July 1, 1971 to June 30, 1972, resulting from ruling of the Comptroller General that the Monroney Act (5 U.S.C. 5341 (c)) should have been applied in determining rates previously established in November 1969 and November 1970 for wage-board employees in the Washington, D.C. area and requiring payment, retroactively, of higher rates redetermined through application of that Act. The amount of $76,500 covers only the cost of such pay adjustments in the fiscal year 1972. It does not include the cost of such adjustments due under 1970 and 1971 appropriations, which have still to be computed for more than 1,300 employees for 104 bi-weekly pay periods.

ABSORPTIONS

Of the total gross increased pay cost of $619,000, as previously stated, it is proposed to absorb $502,700, or 80%, of the total cost of such pay increases required by law to be paid in the fiscal year 1972. These absorptions result from delay in filling 89 new positions allowed for the fiscal year 1972 (including 21 management employees transferred from Senate Restaurant accounts); from delay in filling other vacancies as they have occurred; from filling vacancies at lower rates; from delay until funds were available in regrading positions; from turnover savings, and absences without pay.

There follows a summary table showing Gross Cost, Absorptions, and Supplemental Appropriations required for fiscal year 1972, by individual appropriation accounts.

SUPPLEMENTAL APPROPRIATIONS REQUESTED FOR FISCAL YEAR 1972

Appropriation	Gross increased pay cost	Absorptions	Supplemental appropriations requested for fiscal year 1972
Salaries, Office of Architect of Capitol	$28,850	$18,850	$10,000
Capitol buildings	67,450	67,450	none
Capitol grounds	34,800	24,800	10,000
Senate office buildings	149,100	149,100	none
Senate garage	2,600		2,600
House office buildings	237,200	177,200	60,000
Capitol power plant	40,200	40,200	none
Library buildings and grounds, structural and mechanical care	31,800	22,800	9,000
Salaries and expenses, botanic garden	27,000	2,300	24,700
Total	619,000	502,700	116,300

ABSORPTION OF COSTS

Senator HOLLINGS. Can you cover that for us, please?

Mr. WHITE. Yes. It is proposed of the total cost of $619,000 to absorb $502,700, or 80 percent of that cost. Supplemental appropriations totaling $116,300 are requested to cover the balance of that cost. The primary method of absorption results from a delay in filling 89 new positions added to our rolls for fiscal 1972 authorized in last year's appropriations; from delay in filling other vacancies as they have occurred: from filling vacancies at lower rates; delay in the regrading of positions until funds were available; and from turnover savings, and absences without pay.

So funds available from these sources can be used to absorb these increases in cost. However, the increases are more than can be ab-

sorbed from such sources, in full, so we are requesting the balance required of $116,300. On the last page of the justification various categories are indicated in which these supplemental amounts required, fall; from the Architect's office through the Capitol buildings, the Senate Office Buildings, and so forth.

Senator HOLLINGS. Is there anything else? This has been a fine presentation. We appreciate your coming up on short notice.

CARRYOVER OF 1972 ITEMS TO 1973

Mr. WHITE. Mr. Chairman, we are going to have several requests to carry over fiscal 1972 balances. We will submit those requests in due course.

SUBCOMMITTEE RECESS

Senator HOLLINGS. All right. We appreciate very much your presentation today.

We will recess until 10 o'clock in the morning.

(Whereupon, at 4:35 p.m., Wednesday, March 1, the subcommittee was recessed, to reconvene at 10 a.m., Thursday, March 2.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1973

THURSDAY, MARCH 2, 1972

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

The subcommittee met at 10 a.m. in room 1223, New Senate Office Building, Hon. Ernest F. Hollings (chairman) presiding.

Present: Senators Hollings and Cotton.

JOINT ECONOMIC COMMITTEE

STATEMENT OF HON. WILLIAM PROXMIRE, U.S. SENATOR FROM WISCONSIN AND CHAIRMAN, JOINT ECONOMIC COMMITTEE

ACCOMPANIED BY JOHN STARK, STAFF DIRECTOR, JOINT ECONOMIC COMMITTEE

INCREASE OVER 1972

Senator HOLLINGS. We are pleased to have the distinguished chairman of the Joint Economic Committee, the Honorable William Proxmire, who is here to testify on behalf of an additional $171,044 above the fiscal year of 1972 for the Joint Economic Committee.

INCREASE OVER ORIGINAL BUDGET REQUEST

Senator PROXMIRE. And I have with me the Director of the staff of the Joint Economic Committee, John Stark.

Mr. Chairman, I appreciate very much this chance to testify on the Joint Economic Committee's budget request for fiscal year 1973.

The amount included in the original budget submitted to the Office of Management and Budget by the Senate Budget Officer last fall was $674,190.[1] We are asking an increase in that amount based on two factors:

First, the amount originally included in our request does not provide enough funds for reimbursable payments to agencies, w.a.e., contract and temporary employees, hearings, travel, stationery, communications, periodicals and publications, and the contingent fund. Consequently, we have added the amount of $42,714 to our request.

In addition, the amount of $95,000 has been added to provide for additional staff to carry on economic analysis of Federal programs and increase our capability in the field of priority evaluation.

[1] An additional sum of $33,330 has been included in this amount by the Senate Budget Officer to cover the cost of the January 1, 1972 Legislative Branch pay raise.

NONSALARY OPERATING EXPENSE INCREASE

Let me discuss first the $42,000 increase. That is based on our current operating expenses. The amount originally included in the budget did not contain adequate amounts for the aforementioned nonpersonnel items. For one thing, hearing expenses have gone up, as you well know, along with most other nonsalary operating expenses.

W.A.E. AND CONTRACT ASSISTANCE INCREASE

Also, the increasing demands on the committee for review and analysis of a wide range of economic policy questions has increased our need for w.a.e. and contract assistance.

FUNDING REQUIREMENT

The latest estimate for the current year for these items is $100,000. For the fiscal year 1971 it was roughly $126,000. The amount submitted in the original request for 1973 was $57,000 for these items. The latest estimate based on current experience is that we will require a minimum of $100,000, the same level as the current year.

With respect to the $95,000 request, you will recall that this amount was requested in our budget last year, but your committee did not see fit to allow it at that time. I would like to review the history of this request.

PERSONNEL INCREASE: PRIORITY EVALUATION AND PROGRAM ANALYSIS EXPANSION

In our fiscal year 1971 budget, the Joint Economic Committee asked for a $125,000 budget increase to permit expansion of our activity in the fields of priority evaluation and program analysis.

Incidentally, that was suggested by the Department of Defense when they didn't want us to use their systems analysis because they said it compromised it. They said develop something in your own shop. We would have to do something at far less cost than theirs.

The Senate Appropriations Committee approved an amount of $35,000 as a first-year figure. That $35,000 was raised to $50,000 when I contested it on the floor and pleaded that they increase it, with the understanding that this amount would permit us to get started and the request for an additional amount would be considered later. The amount was then reduced to $30,000 in conference. Although a token amount, it has permitted us to engage one additional staffman and to increase our activities in the field of program analysis.

COMPLETION OF EXTENSIVE STUDY OF FEDERAL SUBSIDY PROGRAMS

Among other things, we have completed an extensive study of Federal subsidy programs. That is the first time it has ever been done. Incredible as it may seem, the amount of subsidy is estimated at $63 billion a year, and nobody, but nobody, has ever made a study of this. In fact, in the entire English language there is not even a monograph on subsidies. There is a rich literature in Germany where they have an efficient way of analyzing and appraising their subsidies, but we have nothing in this country.

One of the reasons we are so out of control is that we don't have it. I submit that nobody here in Congress or anywhere else has any real idea how the benefits of these subsidies are distributed.

We strongly suspect that in many cases the intended beneficiaries are not the primary recipients. Instead, they go to others not intended to be benefited.

I think this may well be true in our housing program which has done more good for builders and speculators and less for homeowners.

Review of Costs and Benefits in Various Federal Programs

In addition to our extensive work on subsidies, we are continuing our review of costs and benefits in a variety of Federal programs. These studies provide very valuable information for other committees of the Congress as well as the executive branch, as an aid in program assessment.

Imperative to Develop More Efficient Pattern on Federal Spending

We are all concerned about developing a more efficient pattern of Federal spending. As you gentlemen well know, there are increasing pressures on our already large budget, and this will surely continue over the years.

I think it is obvious to all of us that in spite of the increase in revenues that would normally be expected as the economy grows, pressures on the budget will increase.

Last year I mentioned, and I repeat again, the shocking fact that the Brookings Institution in its study of Federal priorities shows that there will be no fiscal dividend between now and 1974.

In other words, even if we have full employment in 1974, if we grow at an optimistic rate, a rate faster than we have been growing, we will not have any additional money to cover any new programs at all. The only way we can do it is to increase taxes or cut old programs.

Senator Hollings. Will the increase in population and thereby the increase in revenues and everything else, which grows around $9 billion a year, be sopped up?

Senator Proxmire. It will be sopped up by the increase in programs already on the books, that have already been enacted into law and that we know are going to increase a certain amount on the basis of their demands as the years go on.

Examination of Spending Requisite

It is obvious that the only way out of our dilemma is to devote more attention to the examination of various spending programs now in existence.

As I have said, some of them should be released, they have outlived their need. To do this job effectively and wisely, the Congress must have a much more precise knowledge of the relationship between program costs and benefits.

In short, we need more competent analysis of the real economic needs of our society, particularly in the public sector, and better methods of meeting these needs.

ENORMOUSNESS OF TOTAL 1973 BUDGET

The President's budget request for the coming fiscal year is $246 billion, almost one-fourth of our total GNP. Moreover, as you know, when we disallow certain cash transactions which I would characterize as asset sales, the budget is over that figure, actually $256 billion.

ACCURACY OF COMMITTEE WORK

We don't know nearly enough about how these massive outlays relate to our economy and society. In the work we have done so far, although it has been sometimes harsh on various programs, our committee has never been criticized for the accuracy of our work, and, indeed, has often received praise from agencies like the Department of Defense, which this committee criticized for wasteful spending.

There have been numerous bills to establish new commissions, new agencies, new committees to help all of us evaluate our needs. To date, no adequate solution to this problem has been reached.

I submit, Mr. Chairman, that the Joint Economic Committee is already working in this area, and any additional funds permitted for this purpose will return dividends many times over.

I am very pleased to have the chance to discuss this matter with you. I will be delighted to answer any questions you may have about our past activities or proposed ones. I have always found the committee most sympathetic and helpful, and know you share the concern that we on the Joint Economic Committee feel about the great need for more economic analysis of public sector activities.

EXPENDITURE COMPARISON

I have a table which compares our expenditures and shows in tabular form the reason why the increases are requested.

(The table appears on page 432.)

NONSALARY OPERATING EXPENSES

Senator HOLLINGS. You have, Senator, the $95,000 you requested last year for additional personnel, and then you say there is another increase in the current operating expenses. How do you explain that $42,000?

Mr. STARK. This would bring the nonpersonnel items, Mr. Chairman, up to the level that they are running this year. Actually, we estimated too low in submitting the budget request back a year ago.

Senator COTTON. What do you mean nonpersonnel items?

Senator PROXMIRE. We are talking about things like hearings cost, travel, stationery, communications, periodicals, publications, contingency fund.

TEMPORARY EMPLOYEES

But in addition, nonpersonnel isn't a very good term because it includes temporary employees.

The staff will get a good economist from Harvard or from a foundation or something, and have him work for a few days for us or a week or two. We often find that is a lot better than putting somebody permanently on the staff. That is a separate item in our regular personnel costs.

PERSONNEL INCREASE: PRIORITY EVALUATION AND PROGRAM ANALYSIS EXPANSION

Senator HOLLINGS. And how many additional personnel would be included in the $95,000?

Mr. STARK. Three professionals, and part-time services of an administrative assistant.

Senator PROXMIRE. Do we have other nonprofessional employees included in that group?

Mr. STARK. We have one $10,000 item for an administrative assistant.

COMMENDATION OF COMMITTEE WORK AND OTHER LEGISLATIVE REQUIREMENTS

Senator HOLLINGS. I think the Joint Economic Committee has done extremely valuable work. Although I was on the other side of the SST, it was rather interesting to me to see you and two or three aides face down the entire staff of the Pentagon, the White House and everybody else. There is no doubt about your dedication and effectiveness.

SENATE COMMITTEE ON APPROPRIATIONS

On the other side of the ledger, in the last 24 hours I was in a conversation with the chairman of our Subcommittee on Health, Education, and Welfare, the chairman of the Appropriations Committee and other of its members.

Our friend, Senator Magnuson, was complaining. He said:

I get one staff man for the entire $29 billion budget, and I am supposed to be able to answer questions and treat with it intelligently in a hearing series. I need more staff and I am not getting them within the Appropriation Committee, itself.

I think you and I both as members of the committee would agree that we have the most outstanding personnel, including Mr. Scott on my right.

Senator PROXMIRE. I won't argue with you on that.

Senator HOLLINGS. I am trying to get more staff within the Appropriations Committee and we will be in that debate Monday, endeavoring to defend our requests against great opposition. Some of the members say, "I can't get any more staff members, but the Joint Economic Committee can come up and get three more."

You might as well know these facts, because that is the position I have to defend when the Legislative Subcommittee gets into this discussion.

I don't see how we on the legislative branch are supposed to handle our enormous problems without additional personnel throughout, and yet we are serving in a time when the legislative and executive branches are trying to cut back and hold the line as with phase II and similar efforts.

DEPENDENCY OF WISE ACTION ON STAFF ADEQUACY

Senator PROXMIRE. I think the best answer is that there is nothing hypocritical or controversial or self-serving about it, but we can do a lot better job with more staff, in terms of wise action. Of course, any-

body can cut, but cut with a thoughtful way that doesn't include damage. You can do much better if you have more people on the staff.

I think it is shameful that the Appropriations Committee has such little help, one man for a $29-billion budget. Defense is probably worse off. It goes all the way along the line.

Senator HOLLINGS. HEW is larger than Defense now when you include social security.

Senator Cotton?

AMENDED BUDGET REQUEST

Senator COTTON. I find my mind running along with the chairman.

Your total request is $716,904?

Senator PROXMIRE. I think that is right.

Mr. STARK. There are two items, Senator. If you add the $42,000 it brings it up to——

Senator PROXMIRE. The total is $716,000, yes. Total salaries is $666,000 and then with the hearings and others it is $716,000.

Mr. STARK. But the $95,000 would be in addition to that.

Senator HOLLINGS. It is $811,904.

Senator COTTON. The total request is $811,904?

Mr. STARK. That is correct.

PERMANENT AND TEMPORARY EXPERT PERSONNEL

Senator COTTON. For regular personnel—and you have some temporary expert personnel under the $42,000—is how much?

Senator PROXMIRE. $565,915.

Senator COTTON. For how many people?

Senator PROXMIRE. For 27.

Senator COTTON. Do you know how many people you had last year as temporary?

Senator PROXMIRE. On a temporary basis?

Senator COTTON. Yes.

Senator PROXMIRE. It would be hard to figure that because we will have somebody for a few days.

Senator COTTON. Moneywise, it was what?

Senator PROXMIRE. In w.a.e. we have——

Senator COTTON. Well, I will not ask for those details.

MAJORITY AND MINORITY STAFF ALLOCATIONS

Is your staff all in one part or do you have a majority and minority?

Senator PROXMIRE. We have majority and minority. We have four minority, a minority counsel, two minority economists, two research economists. Of course, the whole staff serves together but we do have specific assignments.

Senator COTTON. The minority then has four spots out of how many?

Senator PROXMIRE. Well, out of the professionals the minority has four out of 13. There are five, including the minority counsel.

Mr. STARK. At the moment it is the counsel, two economists and one general assistant.

PERSONNEL COSTS OF JOINT ECONOMIC COMMITTEE AND SENATE AND HOUSE COMMITTEES ON APPROPRIATIONS

Senator COTTON. Mr. Chairman, I would like to have appear in the record so it could be seen at a glance, if you approve, the total personnel costs requested by the Joint Economic Committee, and immediately after that the personnel cost of the staff of the Senate Appropriations Committee, and the personnel cost of the staff of the House Appropriations Committee.

Senator HOLLINGS. I think that is a good inclusion. It will be helpful to all of us in both committees, particularly on appropriations, to look at the picture and see where we are. We can furnish those figures, I am sure. It will be included.

(The information follows:)

Congress of the United States
JOINT ECONOMIC COMMITTEE
(CREATED PURSUANT TO SEC. 5(a) OF PUBLIC LAW 304, 79TH CONGRESS)
WASHINGTON, D.C. 20510

March 6, 1972

The Honorable Ernest F. Hollings
Chairman
Subcommittee on Legislative Branch Appropriations
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Fritz:

This is in response to the questions submitted by my colleague, Senator Cotton, during my testimony on the 1973 budget request for the Joint Economic Committee.

In the fiscal year 1971, the Joint Economic Committee's full-time staff numbered 26 and the payroll costs deriving therefrom were $427,291. In addition, the Committee employed as W.A.E., contract, and temporary employees, and reimbursements to agencies 21 persons at an aggregate cost of $84,652.

For the current fiscal year, the Committee employs 27 full-time employees at an aggregate payroll cost of $494,564. In addition, we are employing or intend to employ 17 persons in the W.A.E., contract, reimbursable, or temporary categories at an aggregate cost of $45,000. As best we can see, our expectations for the fiscal year 1973 are of the same magnitude.

We are advised that the Senate Appropriations Committee staff numbers 36 at an aggregate cost of $925,000 and the House Appropriations Committee staff numbers 116 (full-year equivalent) at a cost of approximately $2,420,000.

Sincerely,

William Proxmire
Chairman

UNDERSTAFFING OF APPROPRIATIONS COMMITTEE

Senator COTTON. I think you have made an excellent statement and I do applaud much of the work you are doing, perhaps all of the work you are doing. But I have the same feeling the chairman has, that when we get down to the nitty-gritty it is right here in this room and other rooms where we meet that the cuts are made.

Your researchers are valuable, I am sure, to the Appropriations Committees of both Houses of Congress. But when we have people coming up from downtown, every agency, and they fill the whole room with budget officers, experts and everything else, and we sit here with one or perhaps two staff. Our minority staff that we depend upon, is only four, spread over 13 committees. We don't even have the full-time use of one man for the subcommittees that have a heavy share of the budget.

Senator PROXMIRE. I am on this committee, as you know, chairman of the Foreign Operations Subcommittee. We have one staff man we share with the District of Columbia Subcommittee, a very able man. He does a fine job. But we are up against a number of agencies that come before us, not just AID, but a number of others. We are understaffed. We would do a much better job if we had more staff.

JOINT ECONOMIC COMMITTEE PRINCIPAL STUDY

Senator HOLLINGS. How many special studies does the Joint Economic Committee have?

Senator PROXMIRE. We have one large one, the principal study, 1973 will be the last year of that study. That is a $500,000 study.

Senator HOLLINGS. When will that be completed?

Mr. STARK. It should be complete a year from this June.

Senator PROXMIRE. A year from next June.

POSSIBLE REPORT ON WELFARE FAMILY ASSISTANCE BILL

Senator HOLLINGS. Are there any preliminary reports that could be used? We will be debating this welfare thing.

Senator PROXMIRE. That money has been appropriated.

Senator HOLLINGS. I am talking about gleaning information.

Mr. STARK. There is a report that is in a very advanced stage, that should be out in a month, Mr. Chairman. Mrs. Griffiths also is planning some hearings in various cities.

Senator HOLLINGS. The thing that impressed me was that the House passed this family asistance twice, and then came one of the leading House Members, namely Mrs. Griffiths, and they said, "We don't know anything about welfare; we can't find anything out about welfare; we cannot find a composite picture."

After passing a bill twice, they now want to study it. It now appears that the Senate may also pass it without a study. Maybe that is an unfair characterization of it, but that is the way it appears to me.

Mr. STARK. May I ask Mrs. Griffiths when, precisely, she plans to put the report out? I have reviewed it. It is up to her.

Senator HOLLINGS. I would appreciate receiving anything that is available.

Mr. STARK. Yes, sir.

STUDY ON FEDERAL SUBSIDIES

Senator HOLLINGS. You were about to say that there are some other special committee studies like this?

Senator PROXMIRE. We have a study of subsidies that was conducted without any additional funds. That study was just completed. I think it is a very revealing study. On the basis of that we are asking the GAO now, Senator Ribicoff and I, to provide us with a response as to whether or not they will be able to make assessments regularly of all subsidy activity by the Federal Government, not only cash subsidies, but tax expenditure subsidies, credit subsidies, regulatory subsidies and so forth. We have expended these huge sums up and there has been little or no critical review of them.

Senator HOLLINGS. Is this contained in a written report?

Senator PROXMIRE. Yes, we have a written report. We can make that available to you.

Senator HOLLINGS. Thank you very much.

STAFFING INADEQUACY OF JOINT ECONOMIC AND APPROPRIATIONS COMMITTEES

Senator COTTON. You are a very active and useful member of the Appropriations Committee and you have a remarkable record for seeking to economize and cut off extreme expenditures of this Government in the committee.

I compliment you for that sincerely. But you as a member of the Appropriations Committee don't visualize this Joint Economic Committee as a super committee that is really going to take over a lot of the work of the Appropriations Committee of the House and Senate?

Senator PROXMIRE. Absolutely not, no.

Senator COTTON. If we are not properly staffed, it is our own fault. But your activities keep growing. Our responsibilities keep growing but our activities don't keep growing in accordance with our responsibilities simply because we don't allow ourselves sufficient tools to do work with.

What is your comment on that? That is not a hostile question. It is a friendly question.

Senator PROXMIRE. I understand.

The Joint Economic Committee, as you know, has no statutory authority. We can't introduce legislation. Our only function is factfinding, holding hearings, making studies, trying to develop an understanding of what economic policies we should follow.

To the extent that we can do that, we contribute to the Appropriations Committee, to the Finance Committee, to the Commerce Committee, to the Banking Committee, and so forth. Of course, if our work isn't used, then you might as well abolish the committee, but I think it has been used.

Senator COTTON. Pardon me for interrupting, but your work can't be used unless the Appropriations Committee has more staff, because of the workload already placed on the members of the Appropriations Committee.

Senator PROXMIRE. I am a member of both committees, though I am chairman of the Joint Economic Committee this year; I put a high priority on the staff of the Appropriations Committee, higher than any other committee of the Congress.

Senator COTTON. Thank you.

Senator HOLLINGS. You made the right answer there.

Senator PROXMIRE. Well, I would.

Senator HOLLINGS. It appears to be encumbent upon us to increase the staff of both committees.

Thank you very much, Senator. We appreciate your being here this morning.

U.S. SENATE

SERGEANT AT ARMS

STATEMENTS OF:
ROBERT G. DUNPHY, SENATE SERGEANT AT ARMS, CHIEF
JAMES M. POWELL, CAPITOL POLICE

1972 EXPANSION OF POLICE FORCE: PROGRESS REPORT

Senator HOLLINGS. We will next hear from the Sergeant at Arms, and also Chief Powell.

You may proceed.

Mr. DUNPHY. We really don't have anything to ask on this occasion, Mr. Chairman, but since your committee was so cooperative and helpful to us in expanding the police force immediately after the unfortunate event of a year ago, I thought, perhaps, it would be well if we came before you this morning and told you a little bit about what has been accomplished with these people and what we hope to do with them in the future, and to reassure you that at this time we are not asking for any additional people or any additional funds. I thought it would be well to have Chief Powell give you a brief rundown on this matter. I would turn the floor over to the chief at this time.

SENATE PHASEOUT OF PATRONAGE AND HOUSE APPLICATION OF RESTRICTIONS AND REQUIREMENTS TO PATRONAGE

Senator HOLLINGS. We have completely phased out now all the patronage? There is still some on but no additional ones?

Mr. POWELL. Yes, sir. The Senate side has completely phased out the use of patronage on the Capitol Police Force. The House, while not phasing out the use of patronage, has made the same requirements apply to patronage members of the police force which apply to career members of the police force. Actually from a practical point, there is no serious problem with the use of patronage under current procedure.

Senator HOLLINGS. How can they make it apply when you have the question of availability? We have that where the student at exam time was not available and that was just the time when everybody wanted to come around and demonstrate?

Mr. POWELL. Yes, sir. The House has stressed that the same requirements apply to all members of the police force including students. If a student cannot meet the requirements he is dropped from the rolls. Many students have resigned. I believe we have currently about 25 to 30 full-time students.

Senator HOLLINGS. Twenty-five to 30 full-time students, Senate and House, or is that just the House and none from the Senate at all?

Mr. POWELL. That is, the total students for both the Senate and the House.

We have between 40 and 50 students including part-time students on the entire police force.

Senator HOLLINGS. That is about 15 from the Senate and 25 from the House?

Mr. POWELL. Yes, sir, I am referring to the full-time students who were on the rolls when the patronage system was phased out on the Senate side.

Senator COTTON. As soon as the 15 on the Senate side have completed their education, what happens?

Mr. POWELL. After students have completed their education and are dropped from the rolls, they are replaced with career-type officers.

Senator COTTON. We are under certain rules that we don't criticize each other, so this is not critical of the House. The House apparently intends to continue the use of patronage on the police force?

Mr. POWELL. I am not qualified to comment on that. There were 131 total patronage House positions. Of these 131 positions, approximately 60 positions, are filled by the patronage committee. The employees are career-type employees but through no fault of their own they are occupying patronage positions. In the past when 25 or 30 vacancies occurred the patronage committee would permit Mr. Johnson, the Sergeant at Arms of the House, with my recommendation, to fill these vacancies. The incumbents are career-type officers but they are occupying patronage positions because the only existing vacancies were patronage positions.

There exists about 50 patronage-type officers on the House rolls and about 31 patronage vacancies. As these vacancies are filled, they are filled with qualified personnel who are required to pass thorough physical examinations and meet all the requirements the career-type officers are required to meet.

PERSONALITIES INHERENT IN PATRONAGE

Senator COTTON. The system of patronage has one other objection besides the matter of being in school and not always available. That is the fact that they are the patronage of some particular Senator or Representative. The Member is up for election every 2 years in the House and every 6 years in the Senate, and some of us die and other things happen. You get a man trained and even if he stays on after training, if he is on patronage and his Senator or Congressman goes out, after all the investment you have in training him, he may go out. Is that right or wrong?

Mr. POWELL. That is correct, sir. It is not a very good system. Your statement indicates a weakness in the system.

Senator COTTON. Thank you.

Senator HOLLINGS. Chief, we both didn't mean to interrupt but we are interested in this.

FORCE AUTHORIZATION AND VACANCIES

Mr. POWELL. Since the incident of last March 1, as Mr. Dunphy pointed out, with authorization from this committee we have expanded our total authorization from 622 to 1,000 positions. We now have about 135 vacancies which have not been filled. We are recruiting men as speedily as possible.

I estimate that by the 1st of July we will have filled the vacancies. We have under investigation more than enough names to fill all the vacancies.

TRAINING PROGRAM EXPANSION: FBI AND OTHER AGENCY PARTICIPATION

Mr. POWELL. We have expanded our training program.

The FBI and other agencies have participated in our training program. We have given training instruction on bomb threats and bomb searches. We require our rookie recruits to attend a 2-week training program. After 6 months of duty we require them to attend an 8-week training program. Each man receives a total of 10 weeks training. The training includes classroom study and special courses.

ATTENDANCE AT METROPOLITAN POLICE SCHOOLS AND NATIONAL ASSOCIATION OF CHIEFS OF POLICE SEMINARS

We have selected some of our men to attend the Metropolitan Police Investigators School and schools for the training of officials.

The National Association of Chiefs of Police sponsored a special seminar, We selected some representatives to attend the seminar. We have 12 trained canine teams. These teams have attended and graduated from the Metropolitan Police canine training program. They are now on duty. We expect to send some canine teams to the school for bomb search training.

SURVEILLANCE SYSTEM: FUNDING OF COST

Senator HOLLINGS. On your surveillance system, video or otherwise, electronic detectors system for the Capitol, itself, I noticed in the resolution that the amount was intended to be spent for some $3 million, to come from the contingency fund of the House.

Why not from both the House and Senate? Are you familiar with that?

Mr. POWELL. I defer that question to Mr. Dunphy.

Senator HOLLINGS. Why does the House have control of that?

Mr. DUNPHY. The original study was done through the Capitol Police Board with the assistance of the Secret Service. Recently we appeared before the Subcommittee on Police of the House Administration Committee, under Congressman Gray, and his committee reviewed the report at that time.

He was quite anxious to go forward and go into the procurement process for this because he felt that there was a need for it and a year had elapsed since the bombing and so forth. I think in drafting the resolution the thinking of his subcommittee was that this would be the fastest way to get the money and get the project on the road.

I would have no feeling one way or the other about where the money should come from. That is a matter for the Congress in its wisdom to decide. But I think that was the motivation behind it, as I understood it.

Senator HOLLINGS. They are obviously no more anxious or motivated than we are.

Mr. DUNPHY. That is true. I am sure it can be done in the supplemental.

Senator HOLLINGS. I think so, from both sides.

RECRUITMENT: NONDISCRIMINATION AMONG RACES

Chief, on your recruitment program, and we don't want to go into a quota system by race, do you make certain that every black man that

applies is given every opportunity to take the training and qualify and be employed on the Capitol Police force?

Mr. POWELL. Yes, sir. In an effort to recruit personnel, I made a video tape for the Department of Defense. They used the tape in their program to assist in the placement of veterans leaving the military service.

We have recruited a high percentage of our personnel from the military. Some of the recruited personnel had retired; some were returning from Vietnam and were leaving the service; and some had just completed their tour of service and were leaving the service.

We gave no preference to or raised any objection to any person because of his race or religion. We have attempted to be fair and feel we have exercised fairness.

Senator HOLLINGS. What is the proportion of white-black in the force?

Mr. POWELL. It is about 14.8 percent black.

Senator HOLLINGS. Have you any other questions, Senator Cotton?

SALARY SCALE

Senator COTTON. Have we raised our salary scales so they are comparable to the Metropolitan Police?

Mr. POWELL. Yes, sir. In fact, as of this moment, the Capital Police salary scale is better than the Metropolitan Police scale. The Metropolitan has lagged in their pay raises. In other words, the last salary increase they received was about 2 years ago. It was retroactive. Prior to that, the Metropolitan Police had not received a salary increase for 3 years. Capitol Police personnel have been included in the regular Government pay raises. For instance, currently the Metropolitan Police starting salary is $8,500 and the Capitol Police starting salary is over $9,000.

PRIVATES

Senator COTTON. I notice that a private is $9,000—do they vary a little bit? Some are $9,065 and some are $9,842.

Mr. POWELL. After our men complete all of their training, they are given a salary increase. The increase is equivalent to a longevity step. Thereafter, their increases or longevity steps are 5 years apart. After they have completed their training program they are given a salary increase to $9,842.

Senator COTTON. The $9,065 is just during their training?

Mr. POWELL. That is prior to their having completed the 8-week course.

Senator COTTON. After that they get $9,842 immediately?

Mr. POWELL. Yes, sir; on the first day of the first month after they have been certified as having completed their training program, they receive $9,842 per annum.

PAY FOR OVERTIME IN EMERGENCIES

Senator COTTON. What is your practice on overtime or don't you have to have overtime?

Mr. POWELL. Yes, sir; our men can work and be paid for overtime work during periods that the Capitol Police Board state an emergency

situation exists which requires overtime work. The Committee on House Administration of the House must approve the Board action for overtime work for House personnel.

Senator COTTON. Are they compensated for the overtime?

Mr. POWELL. Yes, sir; they are compensated for the overtime when an emergency situation arises. Last year after March 1, we worked our men on a 6-day week until August. And the men were paid for the overtime work. Since that time, we have gone back to a 5-day work-week. If an emergency situation arises and our men are required to work on their day off, the men are given compensatory time off for that day.

Senator COTTON. During those rare occasions when Congress is not in session, does it make much difference on the burden of the police force? It probably doesn't, with all the people in the Capitol?

Mr. POWELL. No, sir; we encounter the same problems. During congressional recesses, we must continue to police the grounds, man the security posts, and face the crime problems of the city.

POLICING OF THE MILITARY OF CONGRESS AND SUPREME COURT

Senator HOLLINGS. The Library on Congress security force testified that they are beefing up and adding on to their force. Are you helping them or can you do that with the Library of Congress? Aren't there intermittent duties between the Capitol force and the Library of Congress?

Mr. POWELL. The Library of Congress has its own police force. Our force would assist them and have assisted them during emergency conditions. There is a section of law that is included in the appropriations bill every year which states that Capitol Police officers are authorized to patrol the grounds of the Library of Congress.

Mr. DUNPHY. I think we put our dogs across there, too.

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

Senator HOLLINGS. Rather than just look for stolen books, they have serious crime on the grounds and they are trying to get a stronger law enforcement group.

Mr. POWELL. Yes, sir. Yesterday in rearranging the canine team groups, we included the Library of Congress grounds and the Supreme Court grounds in our police patrols because it is more realistic to include all of the area to Second Street.

By extending our patrol area to Second Street, we can also protect Capitol Hill citizens who may be walking to their cars.

DOG TEAMS

Senator COTTON. How many canine beats do you have? In other words, how many dogs?

Mr. POWELL. We have a total of 19 canine teams now. I left out one important phase of our program which has proved to be very satisfactory. That is the use of motorbikes. We have 12 motorbikes and we plan to buy an additional six. They have proven very beneficial in handling protest groups. The bikes enable the police personnel to move with crowds. The bikes require fewer men. We have found we can control fairly large groups with 12 or 15 officers on motorbikes.

Control of the same groups without bikes would require 100 or more personnel.

COMPARISON OF SOUND SYSTEM WITH THAT OF THE CANADIAN PARLIAMENT

Senator HOLLINGS. Mr. Dunphy, on the matter of sound, I think the sound system is working generally very good. But if there are improvements, you might want to look at the Canadian system. We were in the Canadian Parliament a couple of weeks ago. Their system is fixed and they work it somewhat like the man in the gallery now picking up the leader. Many times Senator Mansfield forgets to put the microphone on his lapel but they pick him up anyway. They pick up everybody that way.

The sound system up there is so devised that you don't have to worry about anything. If a man walks around, he is picked up, and there is no hum or tone to it. I think once you get that, then the recorders look like lonesome men running around the corner, trying to catch up with a center, scrawling over a page. They just sit in one place, and use machines like our distinguished friend is doing here as the recorder. They get the entire record.

I think we will be working toward truth in reporting. We have truth in lending and packaging. Somebody will think of the idea of the Senators themselves having truth in reporting. You and Frank Valeo might as well get ready for that.

Mr. DUNPHY. We did go up to Canada prior to putting this system in. The reason our system was put in, in the manner that it was, was at the insistence of the Members who testified before the Rules Committee. They didn't want the man in the gallery or the man at the desk to have any real control over whether a person's microphone was alive or dead. They feared that it might be a question of them gaining recognition at a given time. They wanted a system that they could easily override and also one that they could control themselves.

Really, this business of it being much like a telephone, where you pick it up off the hook and activate it yourself was at their direction. They wished it that way. I think the people we have had in to listen to the system and the acoustics engineers who have been here have indicated that our system actually is working very well. The people in the gallery are able to hear very well.

Senator HOLLINGS. I think it is working well.

Mr. DUNPHY. The reporters can listen to it at their desk if they wish. There is beneath their desk a speaker now that they can utilize to listen while you speak. I think some of this business of moving around is their preference. They are afraid that they may miss a word.

Over the years I think they have learned just to do it that way and it has been more satisfactory for them. Our system, I suppose, could be converted to something like the Canadian system if that is the wish. But I think maybe it is a matter of our people having a little more trust and confidence in it.

You will remember, Senator Cotton, for years many people resisted this whole idea of having a sound system. The reason that many resisted was they thought it would have some bearing on who the presiding officer would give recognition to by electronically turning off somebody's microphone.

Senator HOLLINGS. Well, we give you the Good Government Award. You are the first fellow who hasn't asked for anything.

PARKING SPACE DEARTH

Mr. DUNPHY. Senator, I just wanted to mention——

Senator HOLLINGS. Don't ruin the record.

Mr. DUNPHY. Before you confer the award I'd better mention that I do have one request. First, I want to mention one thing in connection with the police because I think you took this up with the Architect yesterday. That was with respect to parking, which is kind of a thorn in our side. We have given considerable attention to this matter. It is the old story about how much wine you can put in a bottle and this particular bottle has been filled for a long, long time.

I want this committee to know that we are scratching our heads and are trying to come up with a solution to a very difficult problem. We know that many of our people are set adrift every morning with no place to park. We are oversubscribed in our so-called public lot.

FOLDING DOCUMENTS PAYROLL

There is one other thing, Senator. In the supplemental this past year, you provided us an additional $14,000 for our Folding Documents payroll to take care of the increase in the workload that existed over this past fiscal year. It would be my hope that we would be able to retain these funds in the next fiscal year so that we would have adequate funds to meet the workload which we anticipate this summer and fall in our service department.

If the committee would take this under consideration, I would be most appreciative.

Senator HOLLINGS. We thank you, sir, and Chief Powell, for your appearance this morning.

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COMPTROLLER OF THE SENATE

STATEMENT OF ROBERT A. BRENKWORTH, COMPTROLLER OF THE SENATE

PAY INCREASE AND FEDERAL EMPLOYEE HEALTH BENEFITS CONTRIBUTIONS INCREASE: LETTERS TRANSMITTING TO OFFICE OF MANAGEMENT AND BUDGET BUDGET REVISIONS

Senator HOLLINGS. We will now hear from Mr. Robert A. Brenkworth, Comptroller of the Senate.

Mr. BRENKWORTH. Mr. Chairman, by letter of February 14, I submitted revised estimates to the Bureau of the Budget to cover the increased pay costs, and increased health benefits contribution cost.

(The letters and budget revisions follow:)

United States Senate

OFFICE OF THE PRESIDENT PRO TEMPORE
WASHINGTON, D.C. 20510

February 14, 1972

Honorable Ernest F. Hollings, Chairman
Legislative Appropriations Subcommittee
Committee on Appropriations
United States Senate

Dear Senator Hollings:

Enclosed is a copy of my letter to the Office of Management and Budget submitting United States Senate budget estimates for fiscal year 1972 to cover the increased pay costs attributable to the Federal Pay Comparability Act of 1970, and the increased agency contributions for health benefits, both effective on January 1, 1972.

Respectfully,

Robert A. Brenkworth
Comptroller, United States Senate

United States Senate

OFFICE OF THE PRESIDENT PRO TEMPORE
WASHINGTON, D.C. 20510

February 14, 1972

Director, Office of Management and Budget
Washington, D. C.

Dear Sir:

The following budget estimates for the United States Senate are submitted to cover increased pay and related costs as authorized by the Federal Pay Comparability Act of 1970, Public Law 91-656 approved January 8, 1971, and Section 3 of Public Law 92-210 approved December 22, 1971 as implemented by Order of the President pro tempore of the Senate of December 23, 1971 and increased agency contributions for federal employees health benefits, as authorized by Public Law 92-418, approved September 25, 1970:

LEGISLATIVE BRANCH

SENATE

"Salaries, Officers and Employees", $1,207,865.
"Office of the Legislative Counsel", $6,465.

Contingent Expenses of the Senate

"Senate policy committees", $15,170.
"Inquiries and investigations", $268,950., including $7,345. for the Committee on Appropriations.
"Folding documents", $1,580.
"Miscellaneous items", $1,250.

Joint Items

"Joint Committee on Reduction of Federal Expenditures", $1,810. to remain available until expended.

Contingent Expenses of the Senate

"Joint Economic Committee", $16,665.
"Joint Committee on Atomic Energy", $8,745.
"Joint Committee on Printing", $5,565.

Respectfully,

Robert A. Brenkworth
Comptroller, United States Senate

INCREASED PAY AND HEALTH BENEFITS CONTRIBUTION INCREASE COSTS

Item	Annual Cost	1973 Estimate -	1972 2nd Supplemental
Compensation and Mileage of the Vice President and Senators (Health Contributions Only)	$845	$845	Absorbed
Salaries, Officers and Employees (Pay Increase Only, Contributions Absorbed)	2,415,692	1,207,827	$1,207,865
Office of the Legislative Counsel	12,925	6,460	6,465
Senate Policy Committees	30,330	15,160	15,170
(Each)	(15,165)	(7,580)	(7,585)
Inquiries and Investigations	537,890	268,940	268,950
(Appropriations)	(14,690)	(7,345)	(7,345)
Folding Documents ($3.17 to $3.34)	3,155	1,575	1,580
Miscellaneous Items	2,500	1,250	1,250
Total, Senate	3,003,337	1,502,057	1,501,280
Joint Committee on Reduction of Federal Expenditures	3,620	1,810	1,810
Joint Economic Committee	33,330	16,665	16,665
Joint Committee on Atomic Energy	17,490	8,745	8,745
Joint Committee on Printing	11,130	5,565	5,565
Capitol Guide Service	16,420	16,420	Absorbed
Total, Joint Items	81,990	49,205	32,785
Total, In All	3,085,327	1,551,262	1,534,065

S.O.E. BREAKDOWN

Vice President	$15,690	$7,845	$7,845
President pro tempore	771	386	385
Majority & Minority Leaders	7,889	3,944	3,945
Majority & Minority Whips	3,288	1,643	1,645
Chaplain	-46	-46	None
Secretary	93,168	46,583	46,585
(Administrative Fund)	(4,316)	(2,156)	(2,160)
Committees	117,691	58,846	58,845
(Appropriations)	(16,906)	(8,451)	(8,455)
Conference Majority	9,652	4,827	4,825
Conference Minority	9,652	4,827	4,825
Administrative & Clerical Assistants to Senators	1,719,863	859,933	859,930
Sergeant at Arms	431,526	215,766	215,760
Secretaries, Majority & Minority	6,548	3,273	3,275
Total, S.O.E.	2,415,692	1,207,827	1,207,865

ANALYSIS OF FISCAL YEAR 1972 PAY INCREASE COSTS

(P.L. 91-656; P.L. 92-210; President pro tempore Order 12-23-71)

UNITED STATES SENATE

Organizational unit and account title (1)	Increase in direct pay and other related cost of this agency: Direct Pay (2)	Related Cost (3)	(4); (5); (6) N/A	Net Absorption Total (7)	Additional appropriation required (8)
Salaries, Officers and Employees	$1,234,456	$74,584		$101,175	$1,207,865
Office of the Legislative Counsel	5,923	542			6,465
Contingent Expenses of the Senate:					
Senate Policy Committees	13,960	1,210			15,170
Inquiries and Investigations	248,332	20,618			268,950
Folding documents	1,580	N/A			1,580
Miscellaneous items	1,150	100			1,250
Total, Senate	1,505,401	97,054		101,175	1,501,280
Joint Items:					
Joint Committee on Reduction of Federal Expenditures	1,660	150			1,810
Joint Economic Committee	15,310	1,355			16,665
Joint Committee on Atomic Energy	8,030	715			8,745
Joint Committee on Printing	5,115	450			5,565
Capitol Guide Service	7,510	700		8,210	--
Total, Joint Items	37,625	3,370		8,210	32,785
Total, In All	1,543,026	100,424		109,385	1,534,065

United States Senate
OFFICE OF THE PRESIDENT PRO TEMPORE
WASHINGTON, D.C. 20510

February 14, 1972

Honorable Ernest F. Hollings, Chairman
Legislative Appropriations Subcommittee
Committee on Appropriations
United States Senate

Dear Senator Hollings:

I enclose herewith a copy of my letter of this date to the Director, Office of Management and Budget revising the fiscal year 1973 budget estimates for the United States Senate including funds needed to cover the increased pay and health benefits contributions costs which were effective on January 1, 1972.

Respectfully,

Robert A. Brenkworth
Comptroller, United States Senate

United States Senate

OFFICE OF THE PRESIDENT PRO TEMPORE
WASHINGTON, D.C. 20510

February 14, 1972

Director, Office of Management and Budget
Washington, D. C.

Dear Sir

Enclosed are revised budget estimates for the United States Senate for fiscal year 1973 including the increased compensation costs resulting from the general pay increase, effective January 1, 1972 per Order of the President pro tempore of the Senate pursuant to Public Law 91-656 and 92-210 and Executive Order of the President dated December 22, 1971.

Respectfully,

Robert A. Brenkworth
Comptroller, United States Senate

LEGISLATIVE BRANCH

SENATE

BUDGET PAGE	HEADING	REQUEST PENDING	PROPOSED AMENDMENTS	REVISED REQUEST
		$	$	$
9	Compensation and Mileage of the Vice President and Senators	4,777,495	+845	4,778,340
	SALARIES, OFFICERS AND EMPLOYEES:			
9	Office of the Vice President	414,510	+15,690	430,200
9	Office of the President pro tempore	50,514	+771	51,285
9	Offices of the Majority and Minority Leaders	198,276	+7,889	206,165
9	Offices of the Majority and Minority Whips	101,352	+3,288	104,640
9	Office of the Chaplain	18,696	-46	18,650
9	Office of the Secretary Including	2,107,812 (81,672)	+93,168	2,200,980 (85,988)
9	Committee Employees	7,579,014	+117,691	7,696,705
9	Conference Committees of the Majority of the Minority	143,418 143,418	+9,652 +9,652	153,070 153,070
9	Administrative and Clerical Assistants to Senators	32,545,062	+1,719,863	34,264,925
10	Office of Sergeant at Arms and Doorkeeper	8,201,724	+431,526	8,633,250
10	Offices of the Secretaries for the Majority and Minority	241,572	+6,548	248,120
10	Office of the Legislative Counsel of the Senate	460,885	+12,925	473,810
	CONTINGENT EXPENSES OF THE SENATE:			
10	Senate Policy Committees For Each	589,210 (294,605)	+30,330	619,540 (309,770)

LEGISLATIVE BRANCH

SENATE

BUDGET PAGE	HEADING	REQUEST PENDING	PROPOSED AMENDMENTS	REVISED REQUEST
	CONTINGENT EXPENSES OF THE SENATE: (continued)	$	$	$
10	Enquiries and Investigations Including	11,310,655 (496,770)	+537,890	11,848,545 (511,460).
10	Folding Documents Not Exceeding Per Hour	57,320 ($3.17)	+3,155	60,475 ($3.34)
10	Miscellaneous Items	5,866,972	+497,378(1)	6,364,350
	JOINT ITEMS:			
14	Joint Committee on Reduction of Federal Expenditures	68,980	+3,620	72,600
	CONTINGENT EXPENSES OF THE SENATE:			
14	Joint Economic Committee	640,860	+33,330	674,190
14	Joint Committee on Atomic Energy	481,260	+17,490	498,750
14	Joint Committee on Printing	284,140	+11,130	295,270
15	Capitol Guide Service	313,000	+9,200(2)	322,200
	Totals	76,596,145	+3,572,985(3)	80,169,130

(1) Of which amount $494,878 does not represent pay increase costs.

(2) Pay increase cost $16,420 less $7,220 personnel classification reduction.

(3) Pay increase costs $3,085,327.

1972 SUPPLEMENTAL

Mr. BRENKWORTH. With your permission, I would like first to testify on the supplemental 1972 submission to bring our 1972 appropriations up to date for the 1973 presentation.

Senator HOLLINGS. All right, sir.

1972 PAY INCREASE COSTS

Mr. BRENKWORTH. Mr. Chairman, budget estimates totalling $1,501,280 have been submitted for the Senate to cover the current year cost of the general pay increase authorized by order of the President pro tem of December 23, 1971, which was issued pursuant to section 3 of Public Law 92–210, which reinstated the pertinent provisions of the Federal Pay Comparability Act of 1970, and the increase in Federal employees health benefits contributions authorized by Public Law 91–418, both effective January 1, 1972.

Additional current year estimates totalling $32,785 have been submitted for Senate-funded joint items to cover these same costs.

By letter of February 14, 1972, I submitted for the record an appropriation itemization of these requests. I might mention that approximately $109,385 of these costs have been absorbed and are not included in these estimates.

If there are no questions on the 1972 items, I will proceed with 1973, Senator.

Senator HOLLINGS. You may proceed, sir.

ADJUSTMENT OF 1972 FUNDING LEVEL FOR 1973

Mr. BRENKWORTH. I have a brief summary statement, after which I will go through the estimates item by item and answer any questions the committee might have.

Mr. Chairman, budget estimates submitted for the Senate are based on the funding levels authorized in the most recent Appropriation Act adjusted as necessary to fund activities for the coming year. New or increased obligational authority resulting from legislative action, Senate resolution, or Senate regulation are provided for in the estimates to the extent possible.

STATUTORY COST INCREASES

The estimates do not create new positions, change rates of compensation, nor establish new areas of obligational authority. The 1973 budget submission provides a funding level covering increased costs as authorized by the following acts or actions: The cost involved in the January 1, 1972, general pay increase of 5.5 percent authorized by order of the President pro tempore based on the provisions of the Federal Pay Comparability Act of 1970, as activated by Public Law 92–210, approved December 22, 1971.

The Federal employees health benefits contribution increase effective on the same date, as authorized by Public Law 91–418, approved September 25, 1970.

The full year funding of new obligational authority contained in the Supplemental Appropriation Act, 1972, Public Law 92–184, approved December 15, 1971.

The consolidation of telephone and telegram allowances by the Committee on Rules and Administration, effective January 1, 1972.

REVISED BUDGET REQUEST

The revised Senate budget estimates total $78,897,545, which is $2,863,126 over the anticipated 1972 appropriations of $76,034,419, which sum includes the 1972 supplementals requested to cover pay increase costs of $1,501,280 and assume full appropriation of this amount.

Estimates were increased by—

$1,502,057—to annualize the funding for the general pay increase of 5.5 percent authorized by Public Law 92–210 and the health benefits contribution increase authorized by Public Law 91–418, both effective January 1, 1972;

$21,772—to annualize the Public Law 92–184 action transferring three permanent clerical assistants to standing committees from the contingent fund to the "Salaries, officers and employees" appropriations;

$59,655—to annualize the change in clerk hire allowance category for Senators from Florida, Maryland, Michigan, and Tennessee resulting from population increases, as authorized by Public Law 92–184;

$537,878—to annualize the funding of the general increase in clerk hire allowances of Senators, authorized by Public Law 92–184;

$68,386—to annualize the funding for 11 new positions authorized in the Sergeant at Arms Office by Public Law 92–184;

$130,000—to annualize the funding of the Home State Allowance revision of January 1, 1972, authorzied by Public Law 92–184;

$250,000—as authorized by the Committee Report on Public Law 92–184, to restore necessary funding levels in certain areas of the "Miscellaneous Items" appropriation, to wit: $50,000 for Resolution and Reorganization Reserve; $100,000 for Miscellaneous Items (supplies, and so forth); and $100,000 for Mechanical Equipment and repair of same; and

$516,645—to fund the increased and interchangeable allowance for communications authorized by Rules Committee Regulation, effective January 1, 1972.

These increases total $3,086,393 and are partially offset by decreases in the estimates of—

$14,000—in the appropriation "Folding Documents," a nonrecurring 1972 deficiency item;

$145,000—in the appropriation "Miscellaneous Items," a nonrecurring 1972 appropriation for the acquisition of software for the computerization of the disbursing office systems;

$21,730—in the appropriation "Miscellaneous Items" for the nonrecurring initial year cost of providing the United States or Federal Code Annotated to Members:

$37—resulting from a reduction in the reimbursement due the Bureau of Employees Compensation for payments made to or on behalf of Senate employees; and

$42,500—for the nonrecurring gratuity item contained in the Supplemental Appropriation Act, 1972.

These decreases total $223,267 for a net increase overall of $2,863,126.

JOINT ITEMS

Fiscal year 1973 budget estimates totaling $29,269,334 were submitted for joint items. Of this amount, $1,863,010 was submitted by my office for Senate funded appropriations, which amount is over the 1972 appropriation of $1,836,025 by $26,985.

The overall request of $29,269,334 is under the 1972 appropriation of $37,751,940 by $8,482,606.

Included are increases of—

$49,205—for increased pay costs attributable to the 5.5 percent general increase effective January 1, 1972, per Public Law 92–210, for Senate Funded items only;

$126,134—for the Joint Committee on Congressional Operations, representing an increase in the committee's funding by $5,704 and an increase of $120,430 for the Office of Placement and Management;

$4,800—for the Office of the Attending Physician, to adjust the annual allowance for the Senior Medical Officer, and

$6,455—for the appropriation for education of pages.

I believe this is to cover in-grade raises for their personnel.

These increases total $186,594 and are more than offset by reductions of—

$124,950—in the Capitol Police appropriation for general expenses:

The regular general expense item increasing by $4,050, from $232,400 to $236,450 offset by the nonrecurring supplemental of $129,000 appropriated for additional equipment for the House detail in the Supplemental Act:

1972	$232,400
Supplemental	+129,000
Total, 1972	361,400
1973	−236,450
Reduction	124,950

$8,522,030—in the official mail costs appropriation. A change in policy requested by the Postal Service was approved in the Supplemental Act, 1972. Instead of appropriating for a lump sum payment in the year following the year in which the services were rendered, funds were also provided in 1972 for payment to the Service on an as you go quarterly basis. The 1972 total appropriation represents a 2-year funding, 1 year on an actual basis and 1 year on an estimate basis:

1971 actual	$14,594,000
1972 estimate	+18,400,000
Total, 1972	32,994,000
Estimate 1973	−24,471,970
Reduction	8,522,030

$7,220—in the Capitol Guide Service appropriation to adjust in accordance with policy of Guide replacement at reclassified lower rate, two positions currently, and

$15,000—for the Capitol Guide Service, a reduction made possible by a reduced operating budget adopted by the Capitol Guide Board.

These decreases total $8,669,200, less increases totaling $186,594 for a net decrease of $8,482,606.

This concludes my statement, Mr. Chairman.

CLERK HIRE FOR SENATORS, INTERCHANGEABLE ALLOWANCE OF COMMUNICATIONS AND PAY INCREASE

Senator HOLLINGS. What you are saying, Mr. Brenkworth, is that the increase in clerk hire for Senators of $537,000 and the change in the interchangeable allowance of communications for $516,000 alone costs us about $1 million.

Mr. BRENKWORTH. Yes, sir. And the increased pay would, of course, represent another $1,500,000.

Senator HOLLINGS. That is $2.5 million right there.

Senator Cotton?

FOLDING DOCUMENTS

Senator COTTON. There is one item on the second page of $14,000 for folding documents, nonrecurring that is to be dropped as a 1972 deficiency item. You just heard the Sergeant at Arms ask that that be restored.

Mr. BRENKWORTH. That is correct, Senator.

Senator COTTON. I personally think it should be.

Senator HOLLINGS. I appreciate your catching that.

What is your answer to that, Mr. Brenkworth?

Mr. BRENKWORTH. The request in the first supplemental was to cover a deficiency. He had incurred a deficiency and asked for the $14,000 on that basis. Since a deficiency request is a 1-year item, the estimate was reduced by that $14,000.

What Mr. Dunphy is asking for is that it be made a permanent increase, that his appropriations hereafter be increased by that $14,000. That, of course, would be up to the committee.

Senator COTTON. I haven't been using the services as much recently as I did through the years because I don't send out reports and newsletters as frequent as I have formerly.

I think Senators are taxing the time and resources of the document room handling this. I think it is quite necessary for the Senators. I would be in favor of granting that in executive session.

Senator HOLLINGS. I would be in favor of granting it, too.

Senator COTTON. That was the only question I had.

PRESENTATION FORMAT

Mr. BRENKWORTH. In going through the justifications of the item-by-item increases, I would like, with your permission, to save a little time by highlighting these increased pay costs because the majority of these small items are increased pay costs.

Senator HOLLINGS. We will include the entire justification in the record, but you can go ahead and pick them out as you see fit.

(The justification follows:)

UNITED STATES SENATE

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
COMPENSATION AND MILEAGE, VICE PRESIDENT AND SENATORS:	$4,777,495			Vice President at $62,500 per annum President pro tempore; Majority and Minority Leaders at $49,500 per annum each Senators at $42,500 per annum each 20¢ Round trip mileage each Session
Supplemental Requested: Health Benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	--	$845		
	4,777,495	845	$4,778,340	
EXPENSE ALLOWANCES, VICE PRESIDENT AND LEADERS	16,000	--	16,000	$10,000; $3,000; $3,000
SALARIES, OFFICERS AND EMPLOYEES:				
Office of the Vice President:	414,510			Unlimited positions Maximum salary $35,742 per annum, 4 positions in Executive V limited range
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 & Public Law 92-210)	7,845	7,845		
	422,355	7,845	430,200	
Office of the President pro tempore:	50,514			Comptroller, $36,000 per annum (Executive V limited) Secretary, NTE $15,281 per annum
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	385	386		
	50,899	386	51,285	

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
SALARIES, OFFICERS AND EMPLOYEES: (Continued)				
Offices of the Majority and Minority Leaders:	$198,276			Four positions each Leader: Administrative Assistant NTE $35,742 per annum Legislative Assistant NTE $34,188 per annum Executive Secretary NTE $17,871 per annum Clerical Assistant NTE $15,281 per annum (Administrative Assistant in Executive V limited range)
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	3,945	$3,944		
	202,221	3,944	$206,165	
Offices of the Majority and Minority Whips:	101,352			Two positions each Whip: Administrative Assistant NTE $34,447 per annum Executive Secretary NTE $17,871 per annum (Administrative Assistant in Executive V limited range)
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	1,645	1,643		
	102,997	1,643	104,640	
Office of the Chaplain:	18,696			Chaplain, $10,101 per annum Secretary, NTE $8,547 per annum
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	--	-46		
	18,696	-46	18,650	
Office of the Secretary:	2,107,812			$2,114,992 in specific positions at maximum salary rates plus $85,988 Administrative Fund to be used at the Secretary's discretion
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	46,585	46,583		
	2,154,397	46,583	2,200,980	

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
SALARIES, OFFICERS AND EMPLOYEES: (Continued)				
Committee Employees:	$7,535,472			Appropriations Committee $875,938; 17 other standing Committees at $336,182 each = $5,715,094; and 47 additional permanent positions authorized by law or Resolution - $1,105,671
First Supplemental - Legislative Reorganization Act Amendment (Public Law 92-136) 3 clerical assistant positions on standing Committees made permanent, effective January 1, 1972	21,770	$21,772		6 PSM) 2 NTE $35,742 1 CC) 4 NTE $34,447 1 ACC) 2 NTE $32,893 4 CA NTE $15,281 (All but clerical positions in Executive V limited range)
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	58,845	58,846		
	7,616,087	80,618	$7,696,705	
Conference Committees:				
Majority:	143,418			
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	4,825	4,827		Unlimited positions Maximum salary $35,742 per annum
	148,243	4,827	153,070	
Minority:	143,418			
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	4,825	4,827		Unlimited positions Maximum salary $35,742 per annum
	148,243	4,827	153,070	

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
SALARIES, OFFICERS AND EMPLOYEES: (Continued)				
Administrative and Clerical Assistants to Senators:	$31,349,994			
First Supplemental - Allowance increases due to population changes, Florida, Maryland, Michigan, and Tennessee	59,655	$59,655		Compensation limitations: 1 NTE $35,742 per annum 2 NTE $34,447 per annum 1 NTE $32,893 per annum 2 NTE $27,972 per annum Others NTE $20,720 per annum
First Supplemental - General revision of clerk hire allowances	537,880	537,878		
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	859,930	859,933		
	32,807,459	1,457,466	$34,264,925	
Office of Sergeant at Arms and Doorkeeper:	8,064,948			
First Supplemental - 11 new positions, effective January 1, 1972	68,390	68,386		Specified positions at maximum rates
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	215,760	215,766		
	8,349,098	284,152	8,633,250	
Offices of the Secretaries, Majority and Minority:	241,572			
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	3,275	3,273		Specified positions at maximum rates
	244,847	3,273	248,120	

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APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
CONTINGENT EXPENSES OF THE SENATE				
SENATE POLICY COMMITTEES:	$589,210			
Supplemental Requested:				Unlimited positions
Health Benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	115	$110		Maximum salary $35,742 per annum
				$309,770 each Committee as follows:
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	15,055	15,050		Compensation $273,245 Benefits Contributions $24,818 Expenses $11,707
	604,380	15,160	$619,540	
AUTOMOBILES AND MAINTENANCE:	36,000	--	36,000	
INQUIRIES AND INVESTIGATIONS:	11,310,655			Authorized by Section 134 (a) Legislative Reorganization Act, 1946, Resolution of October 14, 1943, and current investigations Resolutions
Supplemental Requested:				
Health Benefits contribution increase, effective January 1, 1972 (Public 91-418)	1,990	1,985		Apportioned: Appropriations Committee $511,460 General investigations $11,337,085 (including 134 (a) funds and Standards Committee)
1972 pay increase, effective January 1 1972 (Public Law 91-656 and Public Law 92-210)	266,960	266,955		
	11,579,605	268,940	11,848,545	92nd Congress, First Session Resolution authorizations $12,970,350 92nd Congress Second Session Reported or agreed to $12,256,650

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
CONTINGENT EXPENSES OF THE SENATE (Continued)				
FOLDING DOCUMENTS:	$57,320			
First Supplemental - Non-recurring deficiency appropriation	14,000	-$14,000		Hourly rate employees ($3.34 per hour)
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	1,580	1,575		
	72,900	-12,425	$60,475	
MISCELLANEOUS ITEMS:	5,356,972			
First Supplemental - Non-recurring appropriation for computerization	145,000	-145,000		
First Supplemental - Senatorial Home State Office allowance revision	130,000	130,000		
Supplemental Requested: 1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	1,250	1,250		
Estimate Revisions: Per Committee approval in Report on Public Law 92-184:				
Resolution Authorization		50,000		
Miscellaneous Items (Supplies, etc)		100,000		
Mechanical Equipment & Repair		100,000		
U. S. Code or Federal Code Annotated for Senators - Reduction by initial year non-recurring cost		-21,730		

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
CONTINGENT EXPENSES OF THE SENATE (Continued)				
MISCELLANEOUS ITEMS:(Continued)				
Communications allowance authorized by Rules Committee Regulation		$516,645		
Bureau of Employees Compensation reimbursement authorized by Public Law 86-767		-37		
	$5,633,222	731,128	$6,364,350	
POSTAGE STAMPS	138,425	--	138,425	Vice President and 52 Senators at $1,215 48 Senators at $1,520 Mississippi River divider
STATIONERY:	383,600			Appropriations Committee $600 Other Committees at $300 each Officers $8,900 in all
First Supplemental - New population rated allowances for Senators from Fiscal Year 1972	17,400	--		Vice President and 52 Senators at $3,600 each 24 Senators at 3,800 each 10 Senators at 4,000 each 4 Senators at 4,200 each 6 Senators at 4,500 each 4 Senators at 5,000 each
	401,000	--	401,000	
OTHER, SENATE				
OFFICE OF THE LEGISLATIVE COUNSEL:	460,885			Under jurisdiction of President pro tempore
Supplemental Requested: Health Benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	75	75		Compensation $433,820 Benefits contributions $38,326 Expenses $1,664
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	6,390	6,385		
	467,350	6,460	473,810	
PAYMENT TO WIDOW OF WINSTON L. PROUTY	$42,500	-$42,500	--	Non-recurring gratuity

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
JOINT ITEMS				
JOINT COMMITTEE ON REDUCTION OF FEDERAL EXPENDITURES: (Senate Funded)	$68,980			Available until expended - rated at annual compensation needs
Supplemental Requested: Health Benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	20	$20		Compensation $66,045 Benefits contributions $6,425 Expenses $130
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	1,790	1,790		
	70,790	1,810	$72,600	
JOINT ECONOMIC COMMITTEE: (Senate Funded)	640,860			Unlimited positions Maximum salary $35,742 per annum
Supplemental Requested: Health Benefits contribution increase, effective January 1, 1972, (Public Law 91-418)	115	110		Compensation $565,915 Benefits contributions $50,989 Expenses $57,286
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	16,550	16,555		Request to House Committee: $811,904 Compensation $646,464 Benefits contributions $58,290 Expenses $107,150
	657,525	16,665	674,190	

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
JOINT ITEMS (Continued)				
JOINT COMMITTEE ON ATOMIC ENERGY: (Senate Funded)	$481,260			Unlimited positions Maximum salary $35,742 per annum
Supplemental Requested: Health Benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	85	$80		Compensation $385,651 Benefits contributions $35,362 Expenses $77,737
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	8,660	8,665		
	490,005	8,745	$498,750	
JOINT COMMITTEE ON PRINTING: (Senate Funded)	284,140			Unlimited positions Maximum salary $35,742 per annum
Supplemental Requested: Health Benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	45	45		Compensation $267,547 Benefits contributions $23,706 Expenses $4,017
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210	5,520	5,520		
	289,705	5,565	295,270	
JOINT COMMITTEE ON INTERNAL REVENUE TAXATION: (House Funded)	756,720		756,720	Compensation $720,657 Compensation adjustment reserve $23,563 Expenses $12,500

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Reduction	Fiscal Year 1973 Estimate	ITEMIZATION		
JOINT COMMITTEE ON DEFENSE PRODUCTION: (House Funded)	$133,180	--	$133,180	Compensation $122,920 Expenses $10,260		
JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS: (House Funded)	425,000	$126,134	551,134	Committee: Compensation $223,344 Expenses $43,360	(+$5,704)	
				Office of Placement and Management: Compensation $248,000 Expenses $36,430	(+$120,430)	
OFFICE OF THE ATTENDING PHYSICIAN: (House Funded)	92,900	4,800	97,700	Allowances $43,200 Expenses $54,500		
CAPITOL POLICE, GENERAL EXPENSES: (House Funded)	232,400			Office Supplies	$4,000	(+$2,250)
				Laundry & Dry Cleaning	38,150	(-$2,830)
				Communications	40,000	(+$10,000)
Supplemental appropriation: For equipment for House detail	129,000			Vehicles	42,000	(+$21,000)
	361,400	-124,950	236,450	Secretary's allowance	300	--
				Uniforms	100,000	(-$166,770)
				Miscellaneous Contingencies	12,000	(+$11,400)
						(-$124,950)
CAPITOL POLICE BOARD: (House Funded)	1,009,865	--	1,009,865	Detailed personnel, Metropolitan Police		
EDUCATION OF PAGES: (House Funded)	129,850	6,455	136,305			

APPROPRIATION	Fiscal Year 1972 Appropriation	Fiscal Year 1973 Estimate Revision	Fiscal Year 1973 Estimate	ITEMIZATION
JOINT ITEMS (Continued)				
OFFICIAL MAIL COSTS: (House Funded)	$14,594,000	-$14,594,000		Estimate Per:
				Revised fiscal year 1973 $21,226,480
				Estimated 1972 deficit 2,208,240
				Revised 1971 billing 1,037,250
				24,471,970
Supplemental appropriation - approved request of Postal Service for current fiscal year payment instead of reimbursing in year following service year - from fiscal 1972 on, payments made quarterly - Original estimate of Postal Service appropriated	18,400,000	6,071,970		February 1, 1972 Postal Service Revision:
				1973 Estimate $23,092,000
				1972 Deficit 3,209,000
	32,994,000	-8,522,030	$24,471,970	
CAPITOL GUIDE SERVICE: (Senate Funded)	328,000			Guide Board Personnel Classification:
				1 Chief Guide NTE $12,950 per annum
				1 Assistant Chief Guide NTE 12,691 per annum
Budget reduction for funding necessary to to cover 24 positions at maximum rates fixed by Capitol Guide Board		-15,000		20 Guides NTE 12,432 per annum each
				2 Guides NTE 9,065 per annum each
Health benefits contribution increase, effective January 1, 1972 (Public Law 91-418)	Absorb	200		Total Compensation $292,411
				Contributions 28,798
1972 pay increase, effective January 1, 1972 (Public Law 91-656 and Public Law 92-210)	Absorb	16,220		Expenses 991
Adjustment per Guide Board policy to replace guides at lesser rate, 2 positions currently		-7,220		
	328,000	-5,800	322,200	
STATEMENTS OF APPROPRIATIONS: (Joint Funded)	13,000	--	13,000	1/2 House; 1/2 Senate

COMPENSATION, MILEAGE, VICE PRESIDENT AND SENATORS

Mr. BRENKWORTH. For compensation and mileage, Vice President and Senators, the estimate submitted is $4,778,340, which represents an increase of $845 over the appropriation for 1972. This increase is necessary to meet the higher health benefits contribution cost authorized by Public Law 91–418. This is a full year cost. No funds were requested for 1972 since our mileage reserve in that appropriation is sufficient to permit us to absorb the 1972 cost.

EXPENSE ALLOWANCES FOR VICE PRESIDENT AND LEADERS

For expense allowances of the Vice President and leaders we have no change, $16,000 appropriated, and estimated.

SALARIES, OFFICES AND EMPLOYEES, OFFICE OF THE VICE PRESIDENT

Under salaries, offices and employees, in the Office of the Vice President, an appropriation for 1972 of $422,355, increased by $7,845 to an estimate of $430,200. This is the pay increase.

OFFICE OF THE PRESIDENT PRO TEMPORE

The increase in the Office of the President pro tempore for the pay increase is $386 for an estimate of $51,285.

OFFICES OF MAJORITY AND MINORITY LEADERS

In the offices of the majority and minority leaders, pay increase, annualization, $3,944, for an estimate of $206,165.

OFFICES OF THE MAJORITY AND MINORITY WHIPS

In the offices of the majority and minority whips the pay increase annualization is $1,643, the estimate submitted $104,640.

OFFICE OF THE CHAPLAIN: REDUCTION RESULTING FROM PAY INCREASE

In the Office of the Chaplain we have a reduction of $46, with an estimate requested of $18,650. The reason for this is the policy adopted by this committee to maintain the Chaplain's salary at about the $10,000 level and his secretary at about $8,500. Each time we have a pay increase, the adjustment is made so that their salaries will not go much beyond that figure but will remain in that area.

Senator COTTON. The Chaplain complained a little about that.

Senator HOLLINGS. I rather disagree with the policy but I heard the debate in the caucus. We can take that up, Senator Cotton.

OFFICE OF THE SECRETARY

Mr. BRENKWORTH. In the Office of the Secretary the annualization with the pay increase is $46,583 for an estimated $2,200,980.

COMMITTEE EMPLOYEES

Committee employees: We have the annualization of the pay increase totaling $58,846, and we have the annualization of the first supplemental authorization to transfer the three clerical assistant positions from the contingent fund costing $21,772. The total estimate revision is $80,618 for 1973 requests of $7,696,705.

CONFERENCE COMMITTEES, MAJORITY AND MINORITY

Conference committees, majority and minority, the increase for annualization of the pay raise is $4,827 for each committee. The estimate for each committee is $153,070.

ADMINISTRATIVE AND CLERICAL ASSISTANCE TO SENATORS

Under administrative and clerical assistance to Senators, we have the pay increase annualization of $859,933, the annualization of the first supplemental authorization for general revision of all clerk hire allowances is $537,878, and the annualization of the population change increases for the States of Florida, Maryland, Michigan, and Tennessee, $59,655. The total revision is $1,457,466 with a request for 1973 of $34,264,925.

OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER

In the Office of the Sergeant at Arms and Doorkeeper, the annualization of the pay increase is stated at $215,766, and we have an annualization of the first supplemental authorization for 11 new positions in his office of $68,386, for a total revision of $284,152 and a 1973 request of $8,633,250.

OFFICES OF THE SECRETARIES, MAJORITY AND MINORITY

In the Offices of the Secretaries, Majority and Minority, the pay increase annualization is $3,273 for a 1973 request of $248,120.

CONTINGENT EXPENSES: SENATE POLICY COMMITTEE

Under contingent expenses of the Senate, the Senate policy committees are increased by $15,160, the annualization of the pay and health benefit contributions increases to an estimate request of $619,540.

AUTOMOBILES AND MAINTENANCE

There is no change in the request for automobiles and maintenance, $36,000 for 1973.

INQUIRIES AND INVESTIGATIONS

For inquiries and investigations, we are requesting, for health benefits and pay increase annualization, $268,940, for a total request for 1973 of $11,848,545.

For the record, the resolutions now on the calendar or agreed to for the second session represent an authorization for expenditure of $12,256,650.

FOLDING DOCUMENTS

In Folding Documents, we have the nonrecurring deficiency appropriation that Mr. Dunphy testified about, minus $14,000, which is offset by the annualization of the pay increase, an increase of $1,575. The net reduction is $12,425 with an estimate requested of $60,475. Mr. Dunphy's request would increase this to $74,475.

MISCELLANEOUS ITEMS: MULTIPLE PURPOSE APPROPRIATION

Under Miscellaneous Items, our multiple purpose appropriation, we have a reduction of $145,000 for the nonrecurring 1-year appropriation for software for the computerization of the disbursing office.

We have an increase of $130,000 to annualize the Home State Office Allowance revision which was effective January 1.

We have the annualization of the pay increase requested in the next supplemental of $1,250.

We have revisions in estimates authorized by this committee in the report on Public Law 92–184 for resolution authorizations, $50,000; for Miscellaneous Items, $100,000; for Mechanical Equipment and Repair, $100,000.

We have a reduction of $21,730, the initial year cost of providing the United States Code or Federal Code Annotated to Senators.

We have an increase of $516,645 to provide the funding necessary for the revised communications allowance authorized by rules committee regulation effective January 1 and a reduction of $37 to cover the new billing, this current year billing, of the Bureau of Employees Compensation for payments made on behalf of Senate employees.

The net increase is $731,128, with a budget estimate request of $6,364,350.

We have no change in the request for postage stamps, $138,425.

We have no change in the request for stationery, $401,000.

OFFICE OF LEGISLATIVE COUNSEL

In the Office of the Legislative Counsel, annualizing the pay and health benefits contribution increase, an increase of $6,460 for a request of $473,810.

Finally, there is a reduction of $42,500 for the nonrecurring gratuity to the widow of the late Senator Winston Prouty.

This completes the Senate items.

Joint Items

JOINT COMMITTEE OF REDUCTION OF FEDERAL EXPENDITURES

Moving to joint items, the first joint item is for the Joint Committee on Reduction of Federal Expenditures which is Senate funded. They are requesting an increase of $1,810 to annualize the pay and health benefits contribution increase; the request is $72,600.

I offer for the record a budget in support of this estimate and a memorandum from the Joint Committee regarding its origin and activities.

(The document follows:)

JOINT COMMITTEE ON REDUCTION OF FEDERAL EXPENDITURES

	Fiscal year 1971 actual	Fiscal year 1972 estimate	Fiscal year 1973 estimate
Appropriation or estimate	$61,000	$68,980	[1] $68,980
Supplemental	5,440	[2]	
Total	66,440	68,980	68,980

	Number	Salary	Number	Salary	Number	Salary
Payroll:						
Clerk	1	$20,692	1	$22,386	1	$22,386
Staff assistant	1	16,618	1	17,712	1	17,712
Clerical assistant	1	11,625	1	11,562	1	11,562
Clerical assistant	1	9,207	1	7,872	1	7,872
Clerical assistant (part time)			1	3,198	1	3,198
Total salaries	4	58,172	5	62,730	5	62,730
Agency contributions		4,838		6,120		6,120
Total payroll		63,010		68,850		68,850
Miscellaneous expenses:						
Stationery, etc		142		130		130
Total		63,152		68,980		68,980

[1] Excludes anticipated 1973 budget amendment of $3,620 to cover cost of comparability pay raises and increase in health benefit contribution.

[2] Excludes anticipated 1972 budget supplemental of $1,810 to cover cost of comparability pay raises and increase in health benefit contribution—½ year.

Memorandum in re: Joint Committee on Reduction of Federal Expenditures—Its Origin and Activities

The Joint Committee on Reduction of Federal Expenditures was established by Section 601 of the Revenue Act of 1941 to make a "full and complete study and investigation of all expenditures of the Federal Government with a view to recommending the elimination or reduction of all such expenditures deemed by the Committee to be nonessential." The authority of the Committee is limited to study and recommendation. It has no legislative powers or jurisdiction. The establishment of the Committee followed a suggestion by then Secretary of the Treasury Morganthau that there should be a group composed of representatives of both the expenditure and tax sides of the budget.

Joint Committee membership has included the senior members of the House and Senate Appropriations Committees, the House Ways and Means Committee and the Senate Finance Committee, along with the top fiscal and budget officials of the Executive. Such membership makes the Joint Committee a unique forum for discussion of federal fiscal matters. Meetings have been necessarily infrequent due to the busy schedules of the members.

In the 30 years since it was established, the Joint Committee has studied and reported on many subjects, including unexpended balances in federal spending authorizations, federal grants-in-aid to States and payments to individuals, federal housing programs, foreign assistance, collection and use of foreign currencies, federal lending activities, government corporations, government reorganization, and numerous special tabulations and analyses of federal personnel (by state, county, foreign country, application of personnel ceilings, etc.), and currently publishes 3 series of periodic reports on budget matters, personnel and stockpiling.

SUMMARY OF CURRENT COMMITTEE ACTIVITIES

The staff of the Joint Committee on Reduction of Federal Expenditures is continuing preparation and publication of 3 series of reports under previous direction:

1. *Budget scorekeeping.*—Periodic staff studies and reports to the Committee on the impact, in the way of changes up or down, which congressional actions or inactions are having on budget estimates for new authority, outlays and receipts. Four series of such reports have been published for the last four sessions of Congress (covering budget requests for fiscal years 1969–1972). These staff reports have not been issued on a fixed schedule but rather as congressional actions have made an updating necessary.

Preparation of these reports involves detailed study of the President's budget requests and all subsequent amendments, revisions and program changes. Legislation affecting these recommendations in appropriation and other bills is closely followed, analyzed and scored as to congressional changes from the original requests. Other legislation having a fiscal impact is also analyzed, costed-out, and score kept where impact is automatic or mandatory and not contemplated in budget requests.

Thirteen such staff reports were issued in the form of Joint Committee Prints during the last session, and distributed to all Members of Congress, the press and by request to outside mailing lists of about 500 (including government agencies, research associations, libraries and individuals).

2. *Federal personnel and pay.*—Monthly reports showing federal personnel and pay by agencies of the Federal Government, including various breakdowns and historical figures. Twelve reports in this series (which has been published regularly since 1943) were published by the Joint Committee during the last session, and were distributed to all Members of Congress, the press, and by request to outside mailing lists of approximately 400 (including government agencies, research associations, libraries and individuals).

3. *Federal stockpile inventories.*—Quarterly reports on federal stockpiles of strategic and other materials and commodities, showing objectives and excesses of strategic materials. Four reports in this series (published since 1959) were published by the Joint Committee during the last session, and were distributed to all Members of Congress, the press, and by request to outside mailing lists of approximately 675 (including government agencies, research associations, libraries, industry and individuals).

The Joint Committee staff is called upon frequently to supply information and materials to Members' and Committee offices, the press and to others. Inquiries to which the staff respond are generally in the budget and fiscal areas and in the area of federal personnel and government operations. Many inquiries are generated by the Joint Committee's reports, and involve explanation, comparisons and background detail. As a matter of policy and routine, the Joint Committee staff responds to all inquiries to the fullest extent possible within staff limitations.

JOINT ECONOMIC COMMITTEE

Mr. BRENKWORTH. For the Joint Economic Committee, which is Senate funded, an increase is requested of $16,665 to annualize the health benefits and pay increase cost. The total request is $674,190. This is the item that Senator Proxmire testified about this morning. I have his letter to the House justifying the request of $811,904, which includes the $95,000 he wants for the additional staff and the increase of 40-some thousand dollars for expenses.

The estimate that was submitted was based on his operating budget of last year. He has requested $42,714 more for administrative expenses, including additional intermittent employment of consultants and experts.

He is requesting an additional $95,000 for staff increase. The total request of Senator Proxmire is $811,904, which would be over the budget estimate by $137,714.

I offer this document for the record.

(The document follows:)

CONGRESS OF THE UNITED STATES,
Washington, D.C., January 28, 1972.

HON. BOB CASEY,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In response to your request, we are pleased to submit herewith the schedules and explanatory statement in support of the Joint Economic Committee's budget request for fiscal year 1973. The attached justification describes briefly the studies planned by the Committee and its Subcommittees for the coming year.

We shall, of course, be happy to supply any additional data that your Subcommittee may need.

Sincerely,

WILLIAM PROXMIRE,
Chairman.
WRIGHT PATMAN,
Vice Chairman.

JOINT ECONOMIC COMMITTEE FISCAL 1973 BUDGET JUSTIFICATION

The Joint Economic Committee herewith requests the sum of $811,904. This sum is made up of:

(1) $716,904 to provide for continuing operations at the current staff level. This sum is $42,714 above the figure included in the original budget request for the reason that outlays for hearing expenses have now increased, along with other operating expenses, including W.A.E. employees and agency reimbursement.

(2) In addition, we are requesting the sum of $95,000 for the addition of four staff members for special work in the review and analysis of the economic effects of Federal programs, including expenditures, credit activities, and taxation and evaluation of spending priorities.

In the aggregate, the total request amounts to $811,904.

For the fiscal year 1971 this Committee requested $125,000 over and above our then current level to permit an expansion of our work in the field of program analysis and priority evaluation. The Senate Appropriations Committee approved this request in part and approved an increase of $35,000 for the fiscal year 1971. This was raised to $50,000 on the Senate floor with the understanding that it would provide a first-year funding for this purpose. It was further understood that a request for an additional amount would be entertained in subsequent years. However, this amount was reduced to $30,000 in conference. With this relatively small amount, the Committee has been able to engage additional staff and increase its program analysis and priority evaluation activities with considerable success. Specifically, it has permitted the employment of one full-time staff man with part-time assistance from other staff.

It is the Committee's feeling that the vital need for effective economic analysis of Federal activities warrants a further increase at this time. Even with relatively limited resources, the Committee has been able to publish

in the current year an extensive analysis of public subsidy programs which it is hoped will provide substantial assistance to the Congress and the other committees of Congress in their review of Federal activities, particularly from the point of view of assessing results in relation to costs. The Committee is requesting the relatively modest amount of $95,000 to expand this aspect of its work.

The Committee is now fully staffed within the current budget. Under the Employment Act, the Committee is charged with the responsibility of reporting to the Congress on all matters relating to the economic condition of the country. Particular emphasis is placed on the attainment of high employment and economic stability. In accordance with its responsibilities, the Committee has carried on extensive hearings during the year on the general condition of the economy and on the major economic policies, such as Phase II, proposed by the Administration for dealing with problems of the economy. We have also carried on studies and hearings on a variety of specific issues in the field of economic policy including, but not limited to, the employment-unemployment situation, the acquisition of weapons systems, the economics of national priorities, economic incentives to control pollution, regional planning issues, the economic implications of current tax and spending proposals, the economics of recycling waste materials, the U.S. balance of payments and the need for exchange rate realignment, foreign economic policy for the 1970s, and a staff study on Federal subsidy programs.

Witnesses at our hearings including Administration leaders, State and local government officials, outstanding economists, as well as other leaders from the academic, business and labor communities.

Our 1972 report on the economy will be filed in March in accordance with the requirements of the Employment Act. A list of the hearings and reports conducted by the Committee during the calendar year 1971 is appended.

In addition to its extensive and continuing review of the economy, the Committee intends to review, among other issues, the economic effects of the so-called value added tax which reportedly is under serious consideration by the Administration.

The Committee has customarily conducted part of its work through eight subcommittees, each dealing with a basic aspect of economic policy. The Subcommittee on Priorities and Economy in Government is currently conducting an extensive inquiry into the economics of public subsidy programs, as well as a continuing study of the economics of public expenditure policy.

The Subcommittee on Economic Progress has been reviewing, among other issues, problems of energy requirements in the economy.

The Subcommittee on Foreign Economic Policy, under the leadership of House Majority Leader Hale Boggs, has been conducting a continuing review of foreign economic policy. Seven sets of hearings have been held to date and further hearings are intended for this year.

The Subcommittee on Inter-American Economic Relationships plans to continue its inquiry into various aspects of Latin American plans to continue its inquiry into various aspects of Latin American economic development.

The Subcommittee on Urban Affairs is conducting a continuing study of regional planning and development in connection with national economic development.

The Subcommittee on International Exchange and Payments has assumed leadership in a continuing review of our balance of payments problems and related issues. Further hearings are planned for this spring.

The Subcommittee on Economic Statistics is charged with the responsibility for a continuing review of statistical and informational problems confronting economic policy. This year the Subcommittee plans to review major shortcomings in our Federal fact-gathering programs.

In addition to its continuing review of pension financing, the Subcommittee on Fiscal Policy is conducting, at the present time, an extensive study of welfare which is separately funded. In addition, the Subcommittee will continue to review special problems in the field of taxation as time permits.

It has been the Committee's experience that in addition to planned workload for the year, it is always necessary to anticipate major problems that arise. For example, the extensive questions raised by the President's adoption of a new economic policy on August 15, occasioned extensive hearings and review by the Committee during the past year. It can be expected that the uncertainties confronting economic policymaking will require similar involvements in issues that arise this year.

After careful review of prospective workload, the Committee is assured that our request represents the minimum amount necessary to carry out our responsibilities under the Employment Act. As always, the budget has been reviewed carefully by the Committee and savings made wherever possible. It has always been our practice—one in which we take pride—to return any funds that cannot be used with maximum effectiveness. Likewise, we have assumed initiative in utilizing to the greatest possible extent the services available in the Executive branch, the Library of Congress, the General Accounting Office, and in the universities and research institutions.

Joint Economic Committee

HEARINGS HELD AND REPORTS ISSUED DURING 1971

Full Committee

Economic Prospects and Policies
The President's 1971 Economic Report
Joint Economic Committee's Economic Report on the 1971 Economic Report of the President
Monthly hearings on Current Labor Market Developments
The Mid-Year Review of the Economy
Report on The 1971 Mid-Year Review of the Economy
The President's New Economic Program
Phase II of The President's New Economic Program
Report on Crude Oil and Gasoline Price Increases of November 1970: A Background Study

Subcommittee on Priorities and Economy in Government

Economic Issues in Military Assistance
Part III of Acquisition of Weapons Systems
Report on Automatic Data Processing Equipment
Parts 1 and 2 of The Economics of National Priorities
Economic Incentives to Control Pollution
Shipbuilding Claims and the Production of the C5–A

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Subcommittee on Urban Affairs

Regional Planning Issues
Report on Restoration of Effective Sovereignty to Solve Social Problems

Subcommittee on Foreign Economic Policy

Part 7 of U.S. Foreign Economic Policy for the 1970s

Subcommittee on International Exchange and Payments

The Balance of Payments Mess
Report on Action Now Strengthen the U.S. Dollar

Subcommittee on Fiscal Policy

Economic Implications of Current Tax and Spending Proposals
The Economics of Recycling Waste Materials

JOINT ECONOMIC COMMITTEE

[Actual fiscal year 1971 and estimated fiscal year 1972 and fiscal year 1973]

		1971 actual		1972 estimate		1973 estimate
Expenditures:		$619,845		[1] $640,860		$716,904
	Number	Total salary	Number	Total salary	Number	Total salary
Executive director	1	34,408	1	35,706	1	35,742
Director of research	1	30,918	1	32,825	1	35,742
Economists	6	130,109	6	149,732	6	164,206
Minority counsel	1	20,856	1	23,987	1	29,267
Minority economists	2	22,191	2	33,214	2	41,440
Research economists	1	12,207	2	22,295	2	39,627
Editorial assistant	1	24,021	1	25,502	1	27,454
Administrative clerk	1	20,454	1	21,715	1	22,274
Financial clerk	1	18,551	1	19,695	1	20,202
Publications clerk	1	14,745	1	15,655	1	16,058
Research assistants	1	2,733	2	12,228	2	21,756
Secretaries	7	83,080	7	90,899	7	102,046
Receptionist-secretary	1	8,928	1	9,848	1	10,101
Messenger	1	4,090	1	1,263		
Total	26	427,291	28	494,564	27	565,915
Agency contributions		26,192		45,107		50,989
Reimbursable loans, W.A.E., contract, and temporary employees		84,652		45,000		50,000
Total salaries		538,135		584,671		666,904
Expenses for hearings		29,648		40,000		35,000
Miscellaneous and contingent expenses		11,293		15,000		15,000
Total		579,076		639,671		[2] 716,904

[1] This does not include the anticipated supplemental.
[2] Total for present level of operation. Additional funds requested for program and priority analysis (see attached schedule).

JOINT ECONOMIC COMMITTEE

ADDITIONAL BUDGET REQUEST FOR FY 1973 FOR PROGRAM ANALYSIS AND PRIORITY EVALUATION

Economist	$23,310
Economist	23,310
Economist	23,310
Administrative assistance	10,619
Agency contributions	7,301
Total	87,850
Contracts, temporary personnel and contingent expenses	7,150
Grand total	95,000

Joint Economic Committee

Estimate submitted	$674,190
Committee request (administrative expense increase)	+42,714
Subtotal	716,904
Committee request (staff increase)	+95,000
Total	811,904
Over budget estimate by	+137,714

JOINT COMMITTEE ON ATOMIC ENERGY

Mr. BRENKWORTH. For the Joint Committee on Atomic Energy, the estimate increase is $8,745 to annualize the pay and health benefits contribution increase. The request is $498,750.

I offer for the record a letter from the executive director of that committee and the budget in support of this estimate.

(The document follows:)

CONGRESS OF THE UNITED STATES,
Washington, D.C., January 31, 1972.

Hon. BOB CASEY,
Chairman, Legislative Subcommittee, Branch Appropriations, House Committee on Appropriations, Washington, D.C.

DEAR MR. CHAIRMAN: As you requested in your letter of January 19, 1972, I am forwarding the Joint Committee's budget estimate for Fiscal Year 1973.

The Joint Committee serves both Houses and, unlike many other committees of the Congress, does not maintain separate and additional staffs for its subcommittees. The Committee does not receive separate appropriations for investigative purposes.

Please let us know if you need additional information or further explanation in support of $498,750,000 budget of the Joint Committee.

Sincerely yours,

EDWARD J. BAUSER,
Executive Director.

Attachment: JCAE budget estimate for Fiscal Year 1973.

JOINT COMMITTEE ON ATOMIC ENERGY—JUSTIFICATION OF BUDGET ESTIMATE FISCAL YEAR 1973—$498,750.00

	1971 Actual		1972 Estimate		1973 Estimate	
Appropriation or estimate		$466,925.00		[1] $490,005.00		[2] $498,750.00
	Number	Total salary (as of June 30, 1971)	Number	Total salary (as of June 30, 1972)	Number	Total salary
Executive director	1	$33,534.50	1	$35,214.00	1	$35,742.00
Deputy director	1	32,473.00	1	34,845.00	1	35,742.00
Assistant director	1	31,887.12	1	34,592.46	1	34,447.00
Staff counsel	0		0		1	34,188.00
Professional staff	1	18,806.31	1	20,704.98	1	21,238.00
Secretaries	5	46,096.47	7	69,876.19	7	75,887.00
Secretary-reporter	1	15,221.31	1	16,159.98	1	16,576.00
Printing editor	1	19,026.62	1	18,166.09	1	18,389.00
Documents librarian	1	16,068.29	1	17,674.98	1	18,130.00
Assistant documents clerk	1	12,843.00	2	21,150.35	2	27,713.00
Financial secretary	1	13,318.62	1	14,139.96	1	14,504.00
Documents specialist	1	14,270.00	1	15,150.00	1	15,540.00
Receptionist	1	9,751.12	1	10,352.46	1	10,619.00
Clerical assistant	1	11,178.12	1	11,867.46	1	12,173.00
Research analyst	1	10,940.31	1	12,079.00	1	12,432.00
Total salaries	18	285,414.79	21	331,972.91	21	383,320.00
Agency contributions		21,552.45		26,265.63		35,362.06
Salary increase allowance				1,000.00		2,331.00
Total		306,937.24		359,238.54		421,013.06
Regulation and safety study				23,500.00		
Per diem		1,140.58		5,000.00		2,000.00
Committee travel		5,250.95		7,000.00		5,500.00
Record of proceedings		3,548.29		7,000.00		3,550.00
Office supplies		1,636.78		2,500.00		1,700.00
Telephone and telegraph		1,528.90		2,500.00		1,575.00
Postage		80.58		175.00		175.00
Books, magazines, newspapers		2,252.41		3,000.00		2,300.00
Witnesses:						
Fees		.00		500.00		300.00
Travel		.00		1,100.00		700.00
Security		1,422.00		1,422.00		1,422.00
Detailed personnel		48,780.80		66,869.46		54,394.94
Consultants fees		7,048.27		10,000.00		4,000.00
Conferences and symposia		115.00		200.00		120.00
Total		379,741.80		490,005.00		498,750.00

[1] Includes pay increase cost-second supplemental request of $8,475.00.
[2] Includes full year funding-health benefits contributions increase, and pay increase of 1972 totaling $17,490.00.

JOINT COMMITTEE ON PRINTING

Mr. BRENKWORTH. The Joint Committee on Printing, which is also a Senate funded item, is next. The increase is $5,565 for an estimate, 1973, of $295,270.

I have here a letter from the Chairman of the Joint Committee on Printing and a budget in support of this budget estimate.

(The document follows:)

ACTUAL EXPENSES FOR FISCAL YEAR 1971 FOR THE BIOGRAPHICAL DIRECTORY

Appropriation	$17,000.00
Research assistant (2)	9,252.09
Total salaries (2)	9,252.09
Agency contributions	596.33
Nonsalary items:	
Office supplies	622.38
Miscellaneous	94.00
Total	10,564.80

CONGRESS OF THE UNITED STATES,
February 2, 1972.

Hon. BOB CASEY,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I am enclosing the proposed fiscal 1973 budget for the Joint Committee on Printing as requested in your letter of January 19, 1972. Please note that there are no increases in salaries or positions. Also, the actual expenses incurred for the printing of the Biographical Directory of the American Congress, 1774–1971, are set out separately. These expenses occurred during the 1971 fiscal year.

I hope this meets with your approval, but if you have any questions, please let me know.

Very sincerely yours,

WAYNE L. HAYS,
Chairman.

JOINT COMMITTEE ON PRINTING

Personal services	1971 actual		1972 estimate		1973 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Appropriation or estimate		$267,215.00		[1] $289,705.00		$295,270.00
Staff director	1	34,010.12	1	35,460.00	1	35,742.00
Assistant staff director	1	32,583.12	1	34,074.48	1	34,447.00
Electronic analyst [2]	1	3,772.00	1	23,229.96	1	23,828.00
Administrative clerk	1	17,843.31	1	19,189.98	1	19,684.00
Editorial assistant	1	21,405.00	1	22,625.00	1	23,310.00
Clerk-stenographer	1	13,266.50	1	14,392.50	1	14,763.00
Inspector of paper and materials	1	20,215.81	1	21,516.48	1	22,015.00
Technical analyst	1	21,487.00	1	23,229.96	1	23,828.00
Publications analyst [3]	1	21,528.00	1	22,000.00	1	17,094.00
Stenographer	1	13,266.50	1	14,392.50	1	14,763.00
Legal consultant	1	29,729.12	1	31,562.46	1	32,375.00
Total	11	229,106.48	11	261,673.32	11	261,479.00
Agency contributions		19,151.63		23,000.00		25,000.00
Nonsalary items:						
Travel		2,719.95		4,000.00		7,000.00
Office supplies		183.52		531.68		1,000.00
Telephone		94.05		500.00		791.00
Miscellaneous		30.00				
Total		251,285.63		289,705.00		295,270.00

[1] Includes appropriation of $284,140 plus pay increase supplemental of $5,565.
[2] From May 1, 1971.
[3] To July 10, 1971; title changed to assistant compiler, new appointment Nov. 1, 1971.

JOINT COMMITTEE ON INTERNAL REVENUE TAXATION

Mr. BRENKWORTH. The next item is the Joint Committee on Internal Revenue Taxation which is House funded. The estimate that was submitted is in the same amount as the 1972 appropriation, $756,720. The budget that I offer for the record supports this estimate. This does not include any increased pay costs. They have submitted revised figures which I will offer a little later. It covers three joint committees.

I will put it in following that presentation.

(The document follows:)

JOINT COMMITTEE ON INTERNAL REVENUE TAXATION

	1971 actual	1972 estimate	1973 estimate
Appropriation, fiscal year 1972	$712,280	$756,720	$756,720

Personal services	Number	Total salary as of June 30, 1971	Total salary as of Dec. 31, 1971	Total salary
Chief of staff	1	$40,000	$40,000	$40,000
Deputy chief of staff	1	36,000	36,000	36,000
Assistant chief of staff	1	33,920	33,920	33,920
Chief economist	1	36,000	36,000	36,000
Legislation counsel	1	33,640	33,640	33,640
Refund counsel	1	33,623	33,623	33,623
Assistant legislation counsel	1	28,100	28,100	28,100
Statistical analyst	1	32,354	32,354	32,354
Do	1	26,500	26,500	26,500
Economist	2	56,000	56,000	56,000
Legislation attorney	1	28,100	28,100	28,100
Do	1			
Do	1	21,654	21,654	21,654
Do	1	23,850	23,850	23,850
Do	2	42,000	42,000	42,000
Do	1			
Refund attorney	1	24,746	24,746	24,746
Do	1	17,278	17,278	17,278
Statistical clerk	2	41,792	41,792	41,792
Economist	1	18,500	18,500	18,500
Secretary, legislation	1	16,100	16,100	16,000
Do	1	12,700	12,700	12,700
Do	1	11,813	12,500	12,500
Do	1	11,400	11,400	11,400
Do	1	10,500	10,500	10,500
Do	1	10,300	10,300	10,300
Do	1	10,300	10,300	10,300
Do	1	9,500		
Secretary, refund	1	12,400	12,400	12,400
Do	1	8,200	8,200	8,200
Secretary, legislation	1	10,000		
Do	1	4,900		
Do	1		10,700	10,700
Accountant	1	20,000	20,000	20,000
Legislation attorney	1			
Secretary, legislation	1		11,500	11,500
Total salaries		722,170	720,657	720,557
Miscellaneous and contingent expenses			12,500	12,500
Amount required for salary adjustments and promotions			23,563	23,563
Total			756,720	756,720

JOINT COMMITTEE ON DEFENSE PRODUCTION

Mr. BRENKWORTH. On the Joint Committee on Defense Production, $133,180 is the request for 1973, the same as the amount for 1972. The supporting budget is submitted for the record.

(The document follows:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON DEFENSE PRODUCTION,
Washington, D.C., January 24, 1972.

Hon. BOB CASEY,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In accordance with your request of January 19, 1972, the estimated expenses of this committee, not including the 5.5 percent pay raise effective January 1, 1972, are as follows:

Staff director and counsel	$31,057.32
General counsel	30,514.96
Assistant staff director	23,258.74
Professional staff member	21,144.45
Secretary	10,944.80
Staff assistant	6,000.00
Reporting services, travel, stationery, publications, and miscellaneous office expenses	10,259.73
Total	133,180.00

As has been stated previously the above total does not include the funds to cover the 5.5 percent pay raise which became effective for all employees on January 1, 1972, since it is understood that funds to cover this additional expenditure will be included in a request for supplemental appropriations.

The Joint Committee on Defense Production is authorized in Section 712 of the Defense Production Act and has the responsibility of making a continuous study of the programs authorized in this Act and of reviewing the progress achieved in the execution and administration of these programs.

This committee receives reports on defense mobilization activities from each department and agency. These programs are subject to continuing review by the committee staff. The objective of the overall mobilization effort is to achieve preparedness for any emergency which could arise. The Office of Emergency Preparedness, which has the responsibility for coordinating these programs on behalf of the executive branch of the Government, reports to this committee and its staff on the continuing mobilization effort. Many stand-by orders and plans are maintained for use in an emergency. The Defense Materials System is being operated under authority of the Defense Production Act and serves to expedite defense, space, and atomic energy programs.

The copper expansion program and the rutile expansion program are authorized in the Defense Production Act. Additional expansion programs may be required for other materials due to the increased dependence on foreign sources of supply and the increased consumption. This committee has held hearings relating to potential shortages of ores, metals, and energy resources. These resources are essential to the operation of domestic industrial facilities. Studies of potential shortages of resources are continuing.

Sincerely yours,

WRIGHT PATMAN, *Chairman.*

JOINT COMMITTEE ON DEFENSE PRODUCTION

	1971 actual	1972 estimate	1973 estimate
Appropriations or estimate	$128,930.00	$133,180.00	$133,180.00

Personal services	Number as of June 30, 1971	Total salary	Number as of Dec. 31, 1971	Total salary	Number	Total salary
Clerk and counsel	1	$31,057.32				
General counsel	1	30,514.96	1	$30,514.96	1	$30,514.96
Professional staff	1	21,144.45	1	21,144.45	1	21,144.45
Do	1	19,758.74				
Secretary	1	10,944.80	1	10,944.80	1	10,944.80
Staff assistant	1	6,000.00	1	6,000.00	1	6,000.00
Clerk assistant	1	6,000.00				
Staff director and counsel			1	31,057.32	1	31,057.32
Assistant staff director			1	23,258.74	1	23,258.74
Total		125,420.27		122,920.27		122,920.27
Miscellaneous and contingent expenses		3,509.73		10,259.73		10,259.73
Grand total		128,930.00		133,180.00		133,180.00

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

Mr. BRENKWORTH. For the Joint Committee on Congressional Operations, we have a request of $551,134, which is $126,134 greater than the 1972 appropriation.

I offer for the record a letter from Congressman Brooks, chairman of the Joint Committee, in which he identifies the areas of increase.

As I stated in my summary, some is for the Joint Committee, $5,700, approximately, and the balance of it is to beef up the operations of the Office of Placement and Management, which is under the control and jurisdiction of the Joint Committee on Congressional Operations.

Senator COTTON. It is strange how long you can be around here and find you don't know all the structure. How does this Joint Committee on Congressional Operations function? What does it do?

Mr. BRENKWORTH. It has a continuing review, or its jurisdiction is the continuing review, of the operations of the Congress. It also controls the Office of Placement and Management, which is just beginning to get underway.

Senator HOLLINGS. About that continuing review, what improvements have been made or reports?

Mr. BRENKWORTH. Actually, Senator, the Joint Committee really started to operate at the beginning of this Congress, last January, so we have only had 1 year of its operation. It is in the process of organizing at this point.

Senator HOLLINGS. That is why you hadn't heard, Senator Cotton.

Mr. BRENKWORTH. I expect you will hear more and more from it as time passes. But I think it is still in the process of organizing. This is one reason we have the request for an increase. Now they are beginning to move in setting up and structuring the Office of Placement and Management.

Senator HOLLINGS. Who runs it?

Mr. BRENKWORTH. Congressman Jack Brooks is the chairman of the committee. I think Senator Metcalf is the vice chairman. It was created by the Reorganization Act.

(The letter follows:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS
Washington, D.C., January 26, 1972.

Hon. BOB CASEY,
Chairman, Subcommittee on Legislative Branch Appropriations, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The attached schedule (see preceding page) for the fiscal 1973 budget requests for the Joint Committee on Congressional Operations is submitted in accordance with your letter of January 19, 1972.

The duties of the Joint Committee on Congressional Operations as established by Public Law 91-510 are:

"SEC. 402. (a) The Joint Committee shall—

"(1) make a continuing study of the organization and operations of the Congress of the United States and shall recommend improvements in such organization and operation with a view toward strengthening Congress, simplifying its operations, improving its relationships with other branches of the United States Government, and enabling it better to meet its responsibilities under the Constitution of the United States; and

"(2) identify any court proceeding or action which, in the opinion of the Joint Committee, is of vital interest to the Congress, or to either House of the Congress, as a constitutionally established institution of the Federal Government and call such proceeding or action to the attention of that House of the Congress which is specifically concerned or to both Houses of the Congress if both Houses are concerned."

The Office of Placement and Office Management has now established its Placement Office and is developing additional services, including an administrative manual for congressional offices and an orientation program. The requested funds for this office are based on the operating expenditures of the previous Department of Labor placement office and estimated expenses and personnel requirements to meet the mandates of Public Law 91-510. The duties of that office set forth in the Law are:

"(b) It shall be the duty of the Office, upon request, to assist Members, committees, and officers of the Senate and House of Representatives seeking competent personnel with specified qualifications and to furnish advice and information with respect to office management procedures."

Sincerely,

JACK BROOKS, *Chairman.*

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

	1971 actual	1972 estimate	1973 estimate
Appropriation or estimate		$425,000	$551,134
Total		425,000	551,134

PERSONAL SERVICES	Number as of Dec. 31, 1971	Total salary	Number	Total salary
Executive Director	1	$36,000	1	$36,000
Director of Research	1	32,000	1	32,000
Staff Counsel	1	27,500	1	27,500
Do	1	22,344	1	22,344
Clerk	1	10,500	1	10,500
Do	1	7,500	1	7,500
Do			1	15,000
Other funds for salaries when fully staffed		115,156	------	72,500
Miscellaneous and contingent expenses		10,000	------	43,360
OFFICE OF PLACEMENT AND OFFICE MANAGEMENT				
Administrative Officer	1	29,800	1	25,000
Do	1	16,000	1	16,000
Clerk	1	7,500	1	7,500
Do	1	7,000	1	7,000
Do	1	6,500	1	6,500
Do			1	7,000
Do			1	6,700
Other funds for salaries when fully staffed		89,200	------	172,300
Miscellaneous and contingent expenses		8,000	------	36,430
Total		425,000	------	551,134

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

For salaries and expenses of the Joint Committee on Congressional Operations, including the Office of Placement and Office Management, [$425,000] *$551,134.*

ESTIMATES		APPROPRIATIONS	
1972	$425,000	1972	$425,000
1973	551,134		

Clerk's Note: This joint committee was established pursuant to Public Law 91-510, 2d sess., 91st Cong., dated Oct. 26, 1970, and effective Jan. 3, 1971.

INCREASED PAY COST OF HOUSE-FUNDED JOINT ITEMS

Mr. BRENKWORTH. I have no supporting budgets to submit for the increased pay cost on these three House-funded joint items, but I do have the revised figures which I will offer for the record at this point.

(The table follows:)

	Revised 1972 budget	Original 1973 estimate	Revised 1973 estimate
Joint Committee on Internal Revenue Taxation	779,770	756,720	802,720
Joint Committee on Defense Production	136,580	133,180	139,980
Joint Committee on Congressional Operations	443,500	551,134	569,634

OFFICE OF ATTENDING PHYSICIAN

Mr. BRENKWORTH. The Office of the Attending Physician is next. The request is for $97,700, $4,800 more than the 1972 appropriation. This is basically to increase one of the allowances.

LANGUAGE AND 1972–73 BUDGET COMPARISON

I offer for the record the language and the comparison of the 1972 and 1973 budgets submitted by the attending physician.

(The language and comparison follow:)

For other joint items, as follows:

OFFICE OF THE ATTENDING PHYSICIAN

For medical supplies, equipment, and contingent expenses of the emergency rooms, and for the attending physician and his assistants, including (1) an allowance of one thousand dollars per month to the attending physician; (2) an allowance of six hundred dollars per month to one senior medical officer while on duty in the attending physician's office; (3) an allowance of two hundred dollars per month each to two medical officers while on duty in the attending physician's office; and (4) an allowance of two hundred dollars per month each to not to exceed eight assistants on the basis heretofore provided for such assistants, [$92,900] *$97,700.*

	1971 actual	1972 estimate	1973 estimate
	$77,300	$92,900	$97,700
Total	77,300	92,900	97,700
DISTRIBUTION BY PURPOSES			
Allowance for:			
Attending Physican	12,000	12,000	12,000
Senior Medical Officer			7,200
3 Medical Officers	5,400	7,200	
2 Medical Officers			4,800
8 Assistants	14,400	19,200	19,200
Medical supplies, equipment and contingent expenses	45,500	54,500	54,500
Total	77,300	92,900	97,700

CAPITOL POLICE GENERAL EXPENSES

Mr. BRENKWORTH. On the Capitol Police general expenses, which is also House funded, we have a reduction of $124,950, the request being $236,450, while our 1972 appropriation was $361,400. This is mainly due to the nonrecurring 1-year appropriation to purchase equipment for the House detail of $129,000 in the supplemental bill.

LETTER OF CAPTAIN POWELL AND FUNDING ALLOCATION

I will offer for the record a letter from Captain Powell in support of this request and his breakdown of the distribution by object of this appropriation.

(The letters and allocation follow:)

CAPITOL POLICE

GENERAL EXPENSES

For purchasing and supplying uniforms; the purchase, maintenance, and repair of police motor vehicles, including two-way police radio equipment; contingent expenses, including $25 per month for extra services performed for the Capitol Police Board by such member of the staff of the Sergeant at Arms of the Senate or the House as may be designed by the Chairman of the Board [$232,400] *$236,450.*

	1971 actual	1972 estimate	1973 estimate
Appropriation or estimate	$134,000	$232,400	$236,450
Supplemental		129,000	
Total	134,000	361,400	236,450
DISTRIBUTION BY OBJECT			
1. Office supplies	3,000	1,750	4,000
2. Laundry and dry cleaning	21,500	40,980	38,150
3. Communications	13,000	30,000	40,000
4. Purchase of, repairs to, gasoline for, and maintenance of scout cars	14,000	21,000	42,000
5. Allowance for secretary of police board	300	300	300
6. Equipment and purchase of, repairs to, and alterations of uniforms	81,700	266,770	100,000
7. Miscellaneous and contingencies	500	600	12,000
Total	134,000	361,400	236,450

U.S. CAPITOL POLICE,
OFFICE OF THE CHIEF,
Washington, D.C., October 7, 1971.

Hon. W. PAT JENNINGS,
Clerk, U.S. House of Representatives,
Washington, D.C.

DEAR MR. JENNINGS: The following estimate is submitted for general expenses for the U.S. Capitol Police for the fiscal year 1973:

"For purchasing and supplying uniforms and equipment; the purchase, maintenance and repair of police motor vehicles; the lease of two-way radio equipment; contingent expenses, including $25 per month for extra services performed for the Capitol Police Board by such member of the staff of the Sergeant at Arms of the Senate or the House as may be designated by the Chairman of the Board, $236,450."

This estimate is $4,050 more than the sum which was appropriated for FY 1972. But, as you are well aware, the FY 1972 appropriation did not include all monies available to the police.

Yours truly,

JAMES M. POWELL,
Chief of Police.

CAPITOL POLICE BOARD

Mr. BRENKWORTH. For the Capitol Police Board we are requesting in 1973 the same amount that was appropriated in 1972, $1,009,865, and this is basically to pay the personnel from the metropolitan force detailed to the Capitol.

LETTER OF SERGEANT AT ARMS AND SUPPORTING DOCUMENT

I will submit in support of this a letter from Mr. Dunphy recommending this appropriation and the supporting documentation from the Capitol Police force.

(The letter and document follow:)

United States Senate
OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

February 23, 1972

The Honorable Ernest F. Hollings
Chairman
Legislative Appropriations Subcommittee
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

This refers to the request for Capitol Police Board funds which was presented as a joint item on the House side in the amount of $1,009,865.00 for Fiscal Year 1973. This request was developed in concert with the Honorable Zeake W. Johnson, Jr., Sergeant at Arms, House of Representatives and Chairman of the Capitol Police Board; and James M. Powell, Chief of the Capitol Police. I am in accord with the request and the specific items set forth in Chief Powell's letter to Mr. Johnson, a copy of which is enclosed.

If your Committee has any questions concerning this item I will be pleased to respond when the Chief and I appear before you on March 3.

Sincerely,

Robert G. Dunphy
Sergeant at Arms

U.S. House of Representatives,
Washington, D.C., January 28, 1972.

Hon. Bob Casey,
Chairman, Subcommittee on Legislative Branch, Committee on Appropriations, U.S. House of Representatives, Washington, D.C.

Dear Mr. Chairman: I am forwarding request of Chief Powell of the U.S. Capitol Police for certain changes in the Police Board section of the Appropriations Act for fiscal year 1973 and request your approval.

Sincerely,

Zeake W. Johnson, Jr.,
Sergeant at Arms.

United States Capitol Police,
Washington, D.C., January 27, 1972.

Hon. Zeake W. Johnson, Jr.,
Sergeant at Arms,
U.S. House of Representatives,
Washington, D.C.

Dear Mr. Johnson: There have been certain changes in assignments and one impending retirement of personnel detailed from the Metropolitan Police Department which will necessitate amendment to the language under the section title "Capitol Police Board" as contained in Public Law 92-51 dated July 9, 1971.

Following is the explanation, item by item, of the recommended changes and reasons therefor.

On page 11 of Public Law 92-51 dated July 9, 1971, line 25, after the words "any such person" delete the following words: "who was a member of such police on July 1, 1940". This wording has become inapplicable and should apply to all persons regardless of the date of appointment.

Item (2)—makes no change in salary but clarifies the status of rank as Inspectors in the Metropolitan Police Department of two Acting Inspectors presently assigned to the Capitol Police as Assistant Chiefs of the Capitol Police.

Item (3)—makes no change in salary but clarifies the language and retains the same applicability to rank and salary of the present incumbent.

Item (4)—combines the two Lieutenants (one in item 4 and one in item 6) under one item and equalizes the pay structure of the two Lieutenants involved. Provides additional cost of $1,625.00 per annum by increasing the salary of one Lieutenant (referred to in item 6) to the same formula as the other due to their both performing similar responsibilities.

Item (5)—change in number involved from four to three due to pending retirement of Detective Sergeant Irwin G. Decker effective February 29, 1972.

Item (6)—delete in its entirety (combined with item 4) and substitute a new item 6 to provide for Detective Milton H. Harford to replace Detective Sergeant Decker who will retire February 29, 1972. Detective Harford has served over sixteen years efficiently and effectively as a police officer of which four years have been on the plainclothes assignment to the Senate side of the Capitol. He has been performing the duties of a Detective Sergeant regularly and merits the elevation in rank and raise in salary accompanying same.

Item (7)—makes no change in salary but clarifies the language and retains the same applicability to rank and salary of the present incumbents.

Item (8)—is a new item which provides for the change in rank and salary of one Desk Sergeant to Sergeant. Desk Sergeant Robert F. Clark has eighteen years' experience of which four have been with the Capitol police. He has been performing the duties of a Sergeant and should receive the rank and salary commensurate thereto.

The names of personnel and salaries affected by the foregoing changes are as follows:

	Present	Proposed	Increase	Decrease
John J. O'Brien	$13,300	$14,925	$1,625	
Irwin G. Decker	13,685			[1] $850
Milton H. Harford	12,835	13,685	850	
Robert F. Clark	12,835	13,775	940	
Total			3,415	−850
Total increase			2,565	

[1] Retirement.

With the changes proposed, the section under "Capitol Police Board" should read as follows:

To enable the Capitol Police Board to provide additional protection for the Capitol Buildings and Grounds, including the Senate and House Office Buildings and the Capitol Power Plant, $1,009,865. Such sum shall be expended only for payment of salaries and other expenses of personnel detailed from the Metropolitan Police of the District of Columbia, and the Commissioner of the District of Columbia is authorized and directed to make such details upon the request of the Board.

Personnel so detailed shall, during the period of such detail, serve under the direction and instructions of the Board and are authorized to exercise the same authority as members of such Metropolitan Police and members of the Capitol Police and to perform such other duties as may be assigned by the Board. Reimbursement for salaries and other expenses of such detail personnel shall be made to the government of the District of Columbia, and any sums so reimbursed shall be credited to the appropriation or appropriations from which such salaries and expenses are payable and shall be available for all the purposes thereof: *Provided*, That any person detailed under the authority of this paragraph or under similar authority in the Legislative Branch Appropriation Act, 1942, and the Second Deficiency Appropriation Act, 1940, from the Metropolitan Police of the District of Columbia shall be deemed a member of such Metropolitan Police during the period or periods of any such detail for all purposes of rank, pay, allowances, privileges, and benefits to the same extent as though such detail had not been made, and at the termination thereof any such person [who was a member of such police on July 4, 1940] shall have a status with respect to rank, pay, allowances, privileges, and benefits which is not less than the status of such persons in such police at the end of such detail: *Provided further*, That the Commissioner of the District of Columbia is directed (1) to pay the deputy chief of police detailed under the authority of this paragraph and serving as Chief of the Capitol Police, the salary of the rank of deputy chief plus $4,000 and such increases in

basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent, (2) to *elevate and* pay the two acting inspectors detailed under the authority of this paragraph and serving as assistants to the Chief of the Capitol Police, [the salary of the rank of inspector plus $1,625] *the rank and salary of inspector plus $1,625* and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents, (3) to pay the captain detailed under the authority of this Act [as provided in Public Law 91–382] *the salary of captain plus $1,625 and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbent*, (4) [to elevate and pay the detective sergeant detailed under the authority of this Act and serving as acting lieutenant supervising the plainclothes officers to the rank and salary of lieutenant plus $1,625 per annum and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent], (4) *to pay the two lieutenants detailed under the authority of this Act the salary of lieutenant plus $1,625 and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents*, (5) [to elevate and pay the four detectives permanently detailed under the authority of this paragraph and serving as acting detective sergeants the salary of the rank of detective sergeants and such increases in basic compensation as may be subsequently provided by law, so long as these positions are held by the present incumbents], (5) *to pay the three detective sergeants serving under the authority of this Act the salary of the rank of detective sergeant and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents*, (6) [to pay the lieutenant of the uniform force as provided in Public Law 91–382], (6) *to elevate and pay the detective permanently detailed under the authority of this Act the salary of the rank of detective sergeant and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent*, (7) to [elevate and] pay the two [acting] sergeants of the uniform force serving under the authority of this Act, [to] the [rank and] salary of sergeants and such increases in basic compensation as may be subsequently provided by law so long as these two positions are held by the present incumbents, (8) *to elevate and pay the desk sergeant permanently detailed under the authority of this Act, the salary of the rank of sergeant and such increases in basic compensations as may be subsequently provided by law so long as this position is held by the present incumbent.*

No part of any appropriation contained in this Act shall be paid as compensation to any person appointed after June 30, 1935, as an officer or member of the Capitol Police who does not meet the standards to be prescribed for such appointees by the Capitol Police Board: *Provided*, That the Capitol Police Board is hereby authorized to detail police from the House Office, Senate Office, and Capitol buildings for police duty on the Capitol Grounds and on the Library of Congress Grounds.

Respectfully submitted,

JAMES M. POWELL,
Chief, U.S. Capitol Police.

EDUCATION OF PAGES

Mr. BRENKWORTH. On education of pages there is an increase of $6,455 for a 1973 request of $136,305. This is basically for in-grade raises of salaries of personnel of the District of Columbia who are teaching in this school.

LETTER OF BENJAMIN J. HENLEY, VICE SUPERINTENDENT OF PUBLIC SHOOLS, AND FUNDING ALLOCATION

I will offer for the record a letter to the Clerk of the House from Mr. Henley, vice superintendent of the public schools, and a breakdown as to their fiscal 1973 budget.

(The letter and table follow:)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
VICE SUPERINTENDENT OF SCHOOLS,
Washington, D.C., October 21, 1971.

Hon. W. PAT JENNINGS,
Clerk of the House,
U.S. House of Representatives, Washington, D.C.

DEAR MR. JENNINGS: In response to your correspondence to the D.C. Public Schools relative to the Fiscal Year 1973 Budget Estimate for the education of Capitol Pages, you will find enclosed the data requested as submitted to Mr. William M. Miller, Doorkeeper, House of Representatives.

Should there be any further clarification of the enclosed budget, we will be available at your pleasure and convenience.

Sincerely,

BENJAMIN J. HENLEY,
Vice Superintendent.

Capitol Page School, Fiscal Year 1973 Budget

Salaries	$120,219.16
Benefits	12,022.00
Postage	100.00
Fees (athletic)[1]	1,500.00
Supplies	617.99
Equipment[2]	1,841.23
	136,300.38

[1] $800 basketball uniforms.
[2] $983.25 automatic copier 3M Model 209, $500 electric typewriter.

EDUCATION OF PAGES

	1972	1973	Increase
Salaries	$115,823	$120,219	+4,396
Benefits	10,071	12,022	+1,951
Supplies and materials	3,956	4,064	+108
Total	129,850	136,305	+6,455

OFFICIAL MAIL COSTS

Mr. BRENKWORTH. The next item is official mail costs. As I mentioned previously, last year we had a 2-year appropriation of $32,994,000. This committee having approved the policy change suggested by the Postal Service that we go to a current year payment basis, the estimate submitted is $24,471,970 and is made up of three separate items based on the Postal Service letter of October 8, 1971, to the Clerk of the House. This has changed two times since then.

On the basis of that original submission, the fiscal year 1973 estimate was $21,226,000. They estimated that we would have a 1972 deficit of $2,208,000, and they submitted a request for a deficiency for the 1971 billing of $1,037,000.

As I say, this has changed at least two times since that time. The most current estimate from the Postal Service of our 1973 needs—and this is based on a letter of February 1 from the Postal Service—is $23,092,000. They have revised the estimate of the deficit for 1972 from the figure of $2,208,000 to $3,209,000.

I would like to quote one paragraph from their letter.

Senator COTTON. This is a letter from the Postal Service?

Mr. BRENKWORTH. Yes, sir. It is from the Assistant Postmaster General, Finance Department. He states:

If the policy adopted for fiscal year 1972 had been used in developing the postage on franked and congressional mail for fiscal year 1971, the postage for that year would have been $15,631,250 or $1,037,250 more than the amount paid for fiscal year 1971 service.

RETROACTIVE APPLICATION OF 1972 POLICY: RECOMMENDATION OF NONPAYMENT

It appears from this, Senator, that what they have done is submitted a bill to us for services rendered on the basis of a policy and a procedure that they were following at that time, an accepted procedure and policy.

Subsequently, they changed the policy and then came back in and billed for the difference after the bill has been paid. I don't quite think this is cricket once the bill has been rendered and paid under the formula that was set and in effect at that time. It is a closed matter. To apply a new policy retroactively doesn't make sense to me, and I don't recommend that this $1,037,000 be paid for that reason. As far as the 1972 item is concerned, we are still in 1972. The bills are coming in and they are still estimating.

1971 COST

From what I am able to understand from the Postal Service they are constantly testing and changing the factors, the conversion factors. We won't really know what the actual bill for 1972 is until sometime early in September or October of this year.

It seems to me that the best thing to do with this, since as I have just pointed out it has already changed once from the original $2.2 million to $3.2 million, is to let that appropriation stand and wait until after the year is closed and they can give us an actual figure.

If it comes up with a deficiency then we can provide the money for 1972 and pay for it and do it once instead of twice. We could provide this money now and in 3 months they could come in and say there is another $1 million due and we are back with another appropriation to take care of it.

1973 COST

I would recommend the appropriation of $23,092,000, their most current estimate of our needs for fiscal 1973, which is what we are appropriating here, fiscal 1973 funds, and let the matter work itself out that way.

DIFFERENTIATION OF OLD AND NEW POLICIES

Senator COTTON. What is the fundamental difference between the new policy and the old?

Mr. BRENKWORTH. Under the old policy they furnished the services for the year. They ran their tests. They compiled all the figures to determine exactly what the costs were. Then they sent the estimate up and in the following year we appropriated the money.

As soon as the appropriation was made to the Clerk he paid the full amount over to the Postal Service. This put them always 1 year behind. That was the old Post Office Department system.

When it went to the Postal Service, I think they wanted to get themselves into a position of coming up with a better system of operating.

LETTER OF ASSISTANT POSTMASTER GENERAL, FINANCE DEPARTMENT: POSSIBLE REIMBURSEMENT BASED ON MAIL CLASS

I would like to quote another sentence from this letter which I think is important.

Our long-range goal is to develop actual volume data by class of service so that the reimbursement from the Congress will be based to the extent practicable on the different classes of mail at prevailing rates.

Right now we are being charged for each piece 8 cents, the first-class rate. In some cases this 8 cents might cover a package covering 10 pounds and in another situation it covers a letter which is carrying a document perhaps going third-class or fourth-class, or it possibly could go under those classes.

I think this is very significant. It would be good if the Postal Service could come up with something and if the Congress, both the Senate and the House, were involved in negotiating setting up certain factors that could be used hereafter in establishing what charges were going to be paid for the different classes of mail and then the only factor that would change would be the weight factor, how much we are sending out.

Right now, as I understand it, even the conversion factors change.

Senator HOLLINGS. Can you set that up for me, please, in a memorandum?

Mr. BRENKWORTH. Yes, sir.

Senator HOLLINGS. We have the Post Office Operations Subcommittee. There is no reason we can't call them in and by way of a hearing have it, as you indicate, negotiated so we will all know.

LETTERS OF POSTAL SERVICE AND VOLUME ESTIMATES

Mr. BRENKWORTH. I would like to submit these letters from the Postal Service and their volume estimates and unit cost estimates.

(The letters and estimates follow:)

OFFICIAL MAIL COSTS

Fiscal Year 1973

Estimate submitted on basis of Postal Service letter of October 8, 1971:		
Fiscal year 1973 estimate		$21,226,480
Plus fiscal year 1972 deficit:		
Estimate	$20,608,240	
Appropriation	18,400,000	
		2,208,240
Plus fiscal year 1971 deficit:		
Estimate	15,631,250	
Appropriation	14,594,000	
		1,037,250
Total estimate submitted, fiscal year 1973		24,471,970
Per February 1, 1972 letter:		
Fiscal year 1973 estimate		23,092,000
Fiscal year 1972 deficit:		
Estimate	21,609,000	
Appropriation	18,400,000	
		3,209,000

[Millions of pieces]

Fiscal years:	Franked mail		Congressional mailings by Government Printing Office	
	Pieces	Percent of increase or decrease (−)	Pieces	Percent of increase or decrease (−)
1954	43.5		(1)	
1955	45.6	+4.8	6.4	
1956	58.2	+27.7	5.3	−17.2
1957	59.6	+2.4	5.4	+1.9
1958	65.4	+9.8	6.2	+14.8
1959	85.5	+30.6	6.0	−3.2
1960	108.0	+26.4	7.2	+20.0
1961	85.1	−21.2	5.9	−18.1
1962	110.1	+29.6	7.4	+25.4
1963 (P.O. letter 2/18/64)	94.7	−14.1	6.0	−5.7
1964 (P.O. letter 3/12/65)	119.5	+26.1	10.1	+73.5
1965 (P.O. letter 3/7/66)	120.9	+1.2	9.7	−4.0
1966 (P.O. letter 3/3/67)	197.5	+63.3	10.3	+6.2
1967 (P.O. letter 3/20/68)	192.9	−2.3	9.8	−4.8
1968 (P.O. letter 3/6/69)	178.2	−7.6	12.5	+27.5
1969 (P.O. letter 2/9/70)	190.0	+6.6	10.0	−20.0
1970 (P.O. letter 4/6/71)	201.0	+5.8	10.8	+8.0
1971 (P.O. letter 2/1/72)	238.4	+19.0	11.7	+8.0
1972 (P.O. letter 2/1/72)	257.6	+8.1	12.7	[2] +8.5

[1] Not available.
[2] Estimated for fiscal year 1972.

OFFICIAL MAIL UNIT COSTS

Year:	Franked mail, unit cost	Congressional mailings by GPO unit cost
1964	$0.0483	$0.0732
1965	.0537	.0774
1966	.0388	.0827
1967	.0445	.0887
1968	.0508	.0880
1969	.054648	.0861
1970	.067692	.0915
1971	[1] .08	[1] .08
1972	[1] .08	[1] .08

[1] Assumes that the postage on the average piece of franked and Congressional mail is equivalent to a one ounce piece of first-class surface mail.

SUPPORT GROUP
Washington, DC 20260

February 1, 1972

Honorable W. Pat Jennings
Clerk, U. S. House of Representatives
Washington, DC 20515

Dear Mr. Jennings:

This is in response to a request for data on the volume and cost of franked and Congressional mail for Fiscal Years 1971, 1972 and 1973.

The actual and estimated volume for Fiscal Years 1971 and 1972 respectively are as follows:

	1971		1972	
	Actual (millions)	Increase over FY 70	Estimate (millions)	Increase over FY 71
Franked mail	238.4	19%	257.6	8.1%
Congressional mailings by Government Printing Office	11.7	8%	12.7	8.5%
Total	250.1	18%	270.3	8.1%

The applicable postage on the above mailings is:

	1971		1972	
	Actual	Increase over FY 70	Estimate (millions)	Increase over FY 71
Franked mail	$13,606,000	31.0%	$20,593,000	51%
Congressional mailings by Government Printing Office	988,000	14.7	1,016,000	2.8%
Total	$14,594,000	29.8%	$21,609,000	48%

We have in past years calculated postage due from the Congress based on the estimated costs of handling franked and Congressional mail. The initial amount of $14,594,000 for Fiscal Year 1971 was developed on this basis and is equal to $.058 per piece. This amount was paid to the Postal Service in August 1971.

Starting with Fiscal Year 1972, we are calculating the amount due on the basis that postage on the average piece of franked or Congressional mail is equivalent to a one ounce piece of first-class surface mail. The $21,609,000 in postage for Fiscal Year 1972 is the product of the estimated 270.3 million pieces and the rate of $.08 per piece.

If the policy adopted for Fiscal Year 1972 had been used in developing the postage on franked and Congressional mail for Fiscal Year 1971, the postage for that year would have been $15,631,250 or $1,037,250 more than the amount paid for Fiscal Year 1971 service.

With respect to the estimated postage to be included in the budget for Fiscal Year 1973, we recommend that the estimates set forth in our letter of October 8, 1971, be revised to read as follows:

	Franked Mail	Congressional Mailing by GPO	Total
Volume (in millions of pieces)	268.4	20.2	288.6
Rate per piece	$.08	$.08	$.08
Total postage (000)	$21,476	$1,616	$23,092

If there are differences between estimated and actual volume, such differences will be recognized and adjusted for in the reimbursement process.

Our long range goal is to develop actual volume data by class of service so that the reimbursement from the Congress will be based, to the extent practicable, on the different classes of mail at prevailing rates.

If there is any further information that we can provide, please call on us.

Sincerely,

Richard F. Gould
Assistant Postmaster General
Finance Department

SENIOR ASSISTANT POSTMASTER GENERAL
SUPPORT GROUP
Washington, DC 20260

Dear Mr. Jennings:

This is in further reply to your letter of September 20, 1971 on official mail costs in which you requested a summary of procedures utilized by the Postal Service in arriving at the estimates submitted for official mail costs for the Congress.

Our request to the Congress for reimbursement for official mailings is established by combining data from three separate sources. These sources are (1) franked mailings in the Washington, D. C. area, (2) mailings by the Government Printing Office in behalf of Members of Congress and (3) national mailings of franked mail outside the Washington area.

In the Washington area all franked mail is weighed, identified as to origin by House or Senate, and classified as to the following categories:

Direct sacks
Outside pieces
State sacks
Letters
Flats
Working mail
Year books

These data are reported to the U. S. Postal Service Headquarters by the Washington, D. C. Post Office on a quarterly basis. The weights of these categories are converted to equivalent pieces based on average pieces per pound. These mailings constitute over 90% of the Congressional mail volume.

Actual volume of mailings by the Government Printing Office in behalf of Members of Congress is obtained from quarterly reports submitted to the Postal Service by the Superintendent of Documents. These reports provide volume data as to type of mailings such as Federal Register, Code of Federal Regulations, Congressional Record, etc.; however, they do not identify which mailings are for the House and which are for the Senate. These mailings approximate less than 9% of the Congressional mail volume.

National mailings of franked mail outside the Washington area are estimated to be approximately one-half of one percent of the total Congressional mail volume, This relationship was established prior to Fiscal Year 1969 by actual tests.

I am pleased to provide you with the above and if there is any further information that you desire, please call on me.

Sincerely,

Richard F. Gould
Assistant Postmaster General
Finance Department

SENIOR ASSISTANT POSTMASTER GENERAL
SUPPORT GROUP
Washington, DC 20260

NOV 1 1971

Dear Mr. Brenkworth:

This refers to your telephone inquiry to Mr. Ivan Hall concerning my letter of July 15, 1971, to the Clerk, U. S. House of Representatives in which we requested that the U. S. Postal Service be reimbursed on a current year basis for franked mail. At the time you were unaware of my further letter to the Clerk of the House of Representatives on this subject dated October 8, 1971.

In reply to your specific questions:

1. The United States Postal Service has received payment in the amount of $14,594,000 for 1971 franked mail service. This amount was paid from your Fiscal Year 1972 appropriation and was based on an estimated volume of 211.8 million pieces. In our letter to the Clerk of the House we advised that the actual volume of franked mail for Fiscal Year 1971 was 250.1 million pieces and that the postage to cover the additional volume and the increased rates, effective May 16, 1971, was $1,037,250.

2. As late as July 15, 1971, our estimate of franked mail volume for Fiscal Year 1972 was 230 million pieces and $18,400,000. In our letter dated October 8, 1971, to the Clerk of the House we presented a revised volume estimate of 257.6 million pieces and a revised equivalent postage estimate of $20,608,240. As stated in that letter the revised volume was based on the actual volume for Fiscal Year 1971 plus three percent for increased use. At that time we pointed out that the application of a three percent increase was not supported and that we would adjust up or down based upon an actual volume figure when it became available.

3. The U. S. Postal Service will submit quarterly billings based on estimated volume. At the end of the year we will adjust the amount thus billed based on actual volume.

4. Since 1969 volume data for franked mail has been gathered from three sources.

   a. In the Washington area all franked mail is weighed, identified as to origin by House or Senate, and classified as follows:

Direct sacks
Outside pieces
State sacks
Letters
Flats
Working mail
Year books

These weights are converted to equivalent pieces based on average pieces per pound. These mailings constitute over 90% of the Congressional mail.

b. Actual volume of mailings by the Government Printing Office in behalf of Members of Congress is obtained from quarterly reports submitted to the Postal Service by the Superintendent of Documents. These reports do not identify which mailings are for the House and which are for the Senate; however, they provide volume data as to type of mailings such as Federal Register, Code of Federal Regulations, Congressional Record, etc. These mailings approximate less than 9% of the total Congressional mail volume.

c. National mailings of franked mail outside the Washington area are estimated to be approximately one-half of one percent of the total Congressional mailings. This relationship was established prior to Fiscal Year 1969 by actual tests.

I am pleased to provide you with the above and if there is any further information that you desire, please call on me.

Sincerely,

J. W. Hargrove
Senior Assistant Postmaster General
Support Group

11-1-71

Per: Mr. Doak, Postal Service

Revise % increase fiscal year 1972 from 3% to 8%:

1971 Mailings: 250,100,000

+8%

Fiscal Year 1972 Mailings 270,108,000

270,108,000 at .08¢ = $21,608,640

SENIOR ASSISTANT POSTMASTER GENERAL
SUPPORT GROUP
Washington, DC 20260

October 8, 1971

Honorable W. Pat Jennings
Clerk, U. S. House of Representatives
Washington, DC 20515

Dear Mr. Jennings:

This is in response to your request of September 20, 1971, for an estimate and justification of the amount for Official Mail Costs of Congress to be included in a supplemental appropriation request for Fiscal Year 1972 and in the Legislative Appropriation Bill for Fiscal Year 1973.

It has been the practice of the Congress to reimburse the former Post Office Department in the year following the year of service rather than during the year of service as do the public and the various government departments and agencies. My letter to you dated July 15, 1971, requested an arrangement whereby the Congress would pay for postal service on the same basis as the government departments and agencies. At that time, we estimated franked mail volume for Fiscal Year 1972 at 230,000,000 pieces and that the average piece would require postage equivalent to a one ounce piece of first class mail. Based on this, we had given you an estimate of $18,400,000 for franked mail service in 1972.

Our latest statistical reports show that the franked mail volume figures used in compiling the 1971 fiscal year reimbursement and in estimating the 1972 reimbursement were substantially understated. We now request that the amount for franked mail service in your 1972 supplemental budget request be $21,645,490. This amount is computed as follows:

Fiscal Year 1972 final estimate		
257,603,000 pieces @ $.08 (based on Fiscal Year 1971 actual volume of 250,100,000 plus 3 percent for increased use)		$20,608,240
Adjustment to Fiscal Year 1971 billing based on actual volume of 250,100,000 pieces pro-rated for increase in rates effective May 16, 1971		
218,837,500 pieces @ $.06	$13,130,250	
31,262,500 pieces @ .08	2,501,000	
Revised amount	$15,631,250	
Previous amount	14,594,000	
Increase		1,037,250
Franked mail postage for Fiscal Year 1972		$21,645,490

In the event that the present supplemental bill for FY 1972 cannot be amended from $18,400,000 to $21,645,490 for the additional "Official Mail Costs," we suggest that the additional amount of $3,245,490 be included in another supplemental later in the year or that this amount be added to the FY 1973 budget amount.

With respect to the 1973 budget, we recommend that you include $21,226,480 for Official Mail Costs (Franked Mail Service) for service to be performed during 1973. This amount is based on the estimated franked mail volume for 1972 (257,603,000 pieces) increased by 3 percent or 265,331,000 pieces at $.08 per piece.

The estimated 3 percent increase in volume is less than previous year-to-year increases. If you believe that the year-to-year increase in the volume of Congressional mailings will be greater than 3 percent, we suggest that you adjust accordingly. We will adjust future statements for differences between estimated and actual volume. We expect to continue the practice of charging a piece rate equivalent to a one ounce piece of first class mail; however, we plan to review our procedures for better means of estimating the postage for franked mail service based on rates available to the public.

We are pleased to provide you with the above information and appreciate the action you are taking to pay for franked mail service on a current basis. If there is any further information that I can provide, please call on me.

Sincerely,

J. W. Hargrove
Senior Assistant Postmaster General
Support Group

CAPITOL GUIDE SERVICE

Mr. BRENKWORTH. Under Capitol Guide Service, we have first the $15,000 reduction for an adjusted budget. The original appropriation that was put through was considered by the Capitol Guide Board to be in excess of their needs for the coming year. This was due to the salaries that they fix for guides. We have an increase of $16,420 to cover the pay increase and health benefits contribution increase, and then an adjustment of minus $7,220 resulting from the policy of filling new positions at a lesser salary than the incumbents.

There are presently two of these new guides. The net decrease in this request is $5,800. The 1973 estimate is $322,200.

BUDGET AND LETTERS OF HOUSE SERGEANT AT ARMS AND CHAIRMAN, CAPITOL GUIDE BOARD

I will offer for the record a budget in support of that and two letters, one authorizing the absorption of the pay increase of 1972 and requesting the money for 1973, and the second letter stating the policy of filling these vacant guide positions at a lesser rate.

(The documents follow:)

CAPITOL GUIDE SERVICE

	1971 actual [1]		1972 estimate		1973 estimate	
Appropriation or estimate				$328,000		[2] $322,200
Personal services	Number	Salary	Number	Salary	Number	Salary
Payroll:						
Chief guide			1	$12,625	1	$12,950
Assistant chief guide			1	12,372	1	12,691
Guides			22	266,640	20	248,640
Guides					2	18,130
Total compensation			24	291,637	24	292,411
Agency contributions				28,621		28,798
Total, payroll				320,258		321,209
Expenses, uniforms, etc				7,742		991
Total				328,000		322,200

[1] Authorized by Public Law 91-510, effective Jan. 3, 1971. Charged to Contingent fund of House of Representatives in fiscal year 1971. First appropriation in fiscal year 1972, Legislative Appropriation Act, under Joint Items, disbursed by Secretary of the Senate.

[2] 1973 estimate amended. In budget at $313,000 plus $16,420 for 1972 pay increase, and reduction of $7,220 for new employees at reduced compensation rate, net decrease $5,800 under 1972 appropriation.

U.S. House of Representatives
Office of the Sergeant at Arms
Washington, D.C. 20515

February 16, 1972

Honorable Robert A. Brenkworth
Comptroller, United States Senate
Washington, D. C.

Dear Mr. Brenkworth:

In further reference to your letter of January 24, 1972, concerning the budget for the Capitol Guide Service for fiscal year 1973, be advised that the Capitol Guide Board has adopted the policy of filling vacant guide positions at $9,065 per annum in lieu of the $12,432 per annum authorized for incumbents. There are at present two new guides in the Service and your budget should be adjusted accordingly.

Thank you for your kindness.

Sincerely,

Zeake W. Johnson, Jr.
Sergeant at Arms

U.S. House of Representatives
Office of the Sergeant at Arms
Washington, D.C. 20515

January 27, 1972

Mr. Robert A. Brenkworth
Comptroller
United States Senate
Washington, D. C.

Dear Mr. Brenkworth:

This refers to your letter of January 24, 1972, concerning the revised budget for Fiscal Year 1973 in support of the Capitol Guide Service.

I believe that we will be able to manage for the balance of the 1972 Fiscal Year without asking for an increase. We will, however, require the $1,420 increase for Fiscal Year 1973.

Sincerely,

Zeake W. Johnson, Jr.
Chairman
Capitol Guide Board

74-760 O - 72 - 30

STATEMENT OF APPROPRIATIONS, JOINT FUNDED

Mr. BRENKWORTH. The last item is the statements of appropriations, joint funded, $13,000, no change, disbursed one-half by the House and one-half by the Senate.

That completes my testimony, Senator.

LETTER OF SENATOR JORDAN, CHAIRMAN, SENATE COMMITTEE ON RULES: REPEAL OF COMMUNICATIONS ALLOWANCE

Senator HOLLINGS. Mr. Brenkworth, the committee has received a communication from the chairman of the Committee on Rules, the Honorable Everett Jordan, recommending that the Committee on Appropriations take action in this bill to repeal the $150 for fiscal year communications allowance enacted in Public Law 91–382, approved August 18, 1970. This $150 allowance is to be added to the telegraph portion of the combined communications allowance by that committee if the request for repeal is approved.

You are familiar with it. Do you have any language to propose?

Mr. BRENKWORTH. Yes, sir; we have language which will just repeal that authorization which was contained in the Legislative Branch Appropriation Act, 1971. This will not change the amount of the appropriation since I understand that the Rules Committee intends when this repeal is finalized to add to the amounts they have authorized for each Senator for communications this $150.

So it will merely transfer the money from one area of the miscellaneous items appropriation to another.

Senator HOLLINGS. We will include Senator Jordan's letter at this point in the record.

(The letter follows:)

United States Senate
COMMITTEE ON
RULES AND ADMINISTRATION
WASHINGTON, D.C. 20510

February 1, 1972

The Honorable Allen J. Ellender
Chairman, Committee on Appropriations
United States Senate
Washington, D. C.

Dear Allen:

Transmitted herewith is a copy of the Regulations Governing Annual Senatorial Communications Allowances, approved by the Committee on Rules and Administration, as of January 1, 1972.

These Regulations establish a dollar amount, on a completely interchangeable basis, for each Senator for official long-distance telephone calls and telegrams.

This action was taken pursuant to the recommendations of the Senate Committee on Appropriations made in its report on the Supplemental Appropriations Act, 1972, Public Law 92-184.

The new Regulations make no change in the $150 for fiscal year communications expenses payable to Senators pursuant to Public Law 91-382, approved August 18, 1970.

In behalf of the Committee on Rules and Administration, I am recommending that appropriate action be taken by the Committee on Appropriations to repeal the above statute after the current fiscal year. When this has been accomplished, the $150 allowance will be added to the combined communications allowances, specifically to the telegraph portion thereof. Your assistance in this concern will be appreciated.

With all best regards,

Sincerely,

Everett

B. Everett Jordan
Chairman

LETTER OF COMPTROLLER OF SENATE: RECLASSIFICATION OF POSITION OF SECRETARY TO AUDITOR

Senator HOLLINGS. We are also in receipt of your letter requesting reclassification of the position secretary at not to exceed $15,281 per annum, to auditor not to exceed $18,130 per annum.

Can you explain that resquest?

Mr. BRENKWORTH. Yes, sir. In August 1970, when the audit and budget responsibilities of the Disbursing Office were transferred to the jurisdiction of the Comptroller, the personnel situation in the Disbursing Office precluded the transfer of the two clerks performing audit duties in that office to my office.

The loss of these experienced clerks, trained in other operations of that office, would have seriously impaired their ability to carry out their other responsibilities. As a result, the finalization of the separation of audit and disbursement could not be immediately achieved.

As an alternative, the audit clerks in the Disbursing Office have continued to make the basic audit subject to my review and I employed an auditor trainee in place of a secretary. The auditor trainee has been at this job for about 18 months and is presently knowledgeable and extremely competent.

I was hopeful that the audit separation could be finalized this year with the transfer of one of the two disbursing auditors. Unfortunately, I am informed by the Financial Clerk that his personnel situation has not improved sufficiently to permit this and that he cannot afford to lose one of these men at this time.

As a result, it will be necessary that we continue with the transitional situation through at least June of 1973 at which time Mr. Ridgely has informed me he fully expects the situation will be improved sufficiently to possibly permit the transfer.

In the meantime, I am requesting that the trained auditor in my office presently classified as a secretary have his position reclassified to properly reflect his duties and level of responsibility and that I be permitted to fix his salary at a rate equal to the Disbursing Office auditor.

Senator HOLLINGS. We will include at this point your letter in the record.

(The letter follows:)

United States Senate
OFFICE OF THE PRESIDENT PRO TEMPORE
WASHINGTON, D.C. 20510

February 15, 1972

Honorable Ernest F. Hollings, Chairman
Legislative Appropriations Subcommittee
Committee on Appropriations
United States Senate

Dear Senator Hollings:

In August, 1970, when the audit and budget responsibilities were placed under the jurisdiction of my office, it was my understanding that one of the main objectives was to separate the audit and disbursing operations as a matter of sound fiscal policy. To finalize this, it would have been necessary to transfer the two audit clerks from the disbursing office to my office. The personnel situation in that office at that time precluded this action since the loss of two men, experienced in all areas of their operation, would have impaired their ability to carry out their many functions.

As a transitional alternative, I appointed to the secretarial position authorized in my office, an auditor-trainee. I was fortunate enough to obtain the services of an individual who could type well enough to satisfy my secretarial requirements as well. I am pleased to report that this employee is at present a competent auditor.

I had hoped that this separation could be finalized this year by transferring one of the two disbursing office auditors to my office, which would then be sufficiently staffed to assume the entire certification audit. However, the Financial Clerk has advised me that the personnel situation in his office has not improved and the loss of one of the experienced men involved would constitute an impairment of his capacity to carry out his many duties. He also advises me that he fully expects the situation to improve sufficiently by next year to permit this finalization transfer.

In the interim, I recommend for your consideration a reclassification of the position "Secretary at not to exceed $15,281 per annum" to "Auditor at not to exceed $18,130 per annum", a title and rate of compensation commensurate with the actual duties and responsibilities of the position. The proposed rate of compensation is the current rate of compensation, including longevity, of the administrative auditor in the disbursing office, a position I consider comparable in level of responsibility. I recommend this action as a matter of equity and, therefore, would greatly appreciate any and all consideration given this request by your Committee.

Respectfully,

Robert A. Brenkworth
Comptroller, United States Senate

Office of the President pro tempore

..., $54,130: Provided, That effective July 1, 1972, the Comptroller may appoint and fix the compensation of an auditor at not to exceed $18,130 per annum in lieu of a secretary at not to exceed $15,281 per annum.

	$18,130	Auditor
in lieu of	15,281	Secretary
maximum increase	2,849	per annum

Comptroller.....	$36,000
Auditor.....	18,130
	54,130

1973 TRANSFER OF AUDITOR FROM DISBURSING OFFICE

Senator HOLLINGS. You will be requiring another auditor next year?

Mr. BRENKWORTH. It will be on a transfer basis from the Disbursing Office and the basic audit would no longer be done in the Disbursing Office. All vouchers would come to my office and then to Rules and then to Disbursing for payment.

Senator HOLLINGS. Now the inaugural ceremony——

RECLASSIFICATION OF POSITION OF SECRETARY TO AUDITOR

Senator COTTON. Before you get to that, may I interpolate a question?

You have this auditor in your office in place of a secretary?

Mr. BRENKWORTH. Yes, sir.

Senator COTTON. Who performs your secretarial duties?

Mr. BRENKWORTH. What secretarial duties I have to have performed, he does. He is a very good typist and doubles in brass.

Senator HOLLINGS. How much are you paying him?

Mr. BRENKWORTH. $15,000.

Senator COTTON. I am not advocating increased budgets, but I would think with your responsibilities you would be entitled to an auditor and a secretary or stenographer.

Mr. BRENKWORTH. Senator, the space situation doesn't permit that. That is one of the difficulties. Frankly, I can do without a secretary. Most of my work in this area is memorandums which I work out in longhand anyway. With a good typist you can do without the secretary, so I don't really need one.

I think this all can be accomplished without creating any additional positions. You transfer work from one place to the other and the people doing the work can go with it. There is no problem there.

Senator COTTON. I wish the rest of the bureaucracy had the same attitude as Mr. Brenkworth.

Senator HOLLINGS. I do, too. I wish they had the ability.

INAUGURAL CEREMONY COSTS

What about the inaugural ceremony, the construction of a platform, seating stands, other expenses? Has any action been taken with respect to that by the Joint Committee?

Mr. BRENKWORTH. Senator Jordan introduced a concurrent resolution, Senate Concurrent Resolution 63, introduced on February 24, to create the Joint Committee to plan the program and conduct the inaugural ceremonies. Until this Joint Committee has been authorized and named and can meet and approve a budget, there isn't much you can do in the way of appropriating.

We have a little difficult situation this year in that the legislative bill is moving early, the second supplemental may move early, too. If we don't catch it in the second supplemental, we will have to wait for the first supplemental of 1973 which might be September or October, which is too late to fund that Joint Committee.

I was kind of hoping that we might have the Joint Committee authorized and appointed before we finish the legislative bill. If that happens, then we can submit an estimate and get the money and have it ready for their use on July 1. They will certainly need it before October. If not, we will have to try and get it into the second supplemental 1972.

Senator HOLLINGS. Do you have any other questions, Senator?

Senator COTTON. No.

Your statement has been very helpful.

Senator HOLLINGS. We appreciate your statement, Mr. Brenkworth.

STATEMENT OF FRANCIS R. VALEO, SECRETARY OF THE SENATE

ELIMINATION OF CASH PAYROLL DISBURSEMENTS AND PAYMENTS BY CHECKS

Senator HOLLINGS. You may proceed, Mr. Valeo.

Mr. VALEO. Mr. Chairman and Senator Cotton: I appreciate this opportunity to come before the subcommittee to discuss the operations of the Offices of the Secretary of the Senate.

Since we last met, the major changes that have taken place under the jurisdiction of the Secretary's office have been in the Disbursing Office operations. Through the dedicated perserverance of Mr. William Ridgely, cash payroll disbursements have been eliminated and all payments to all Senators and employees are now made by check.

This removes the substantial security problem which, as you know from my previous appearances, had become, in my judgment, a most serious threat to the Senate and its personnel in recent years.

AUTOMATING OF PERSONNEL AND DISBURSING RECORDS

I can also report to you that substantial progress is being made in automating the personnel and disbursing records of the Disbursing Office. These are steps toward modernization of procedures which will enable the Senate to meet the growing complexity of its fiscal operations.

I repeat that they could not have been brought to fruition without Mr. Ridgely's determined efforts, and the able technical guidance of the computer staff which was assigned to this problem at my request by the Chairman of the Rules Committee and the cooperation of the Sergeant at Arms.

RESTORATION OF OLD SUPREME COURT CHAMBER

On another project which is of concern to me as Secretary of the Senate, I want to thank the committee for its persistent interest and support of the proposed restoration of the Old Supreme Court Chamber. I hope that, with the new proposal to divide the job in two parts, you will maintain your interest in this matter and that the traditional and unanimous Senate position will prevail in bringing an end to the long neglect of one of the great treasures of the Capitol.

FIXING OF SALARIES ON NOT-TO-EXCEED BASIS

Turning to the overall fiscal position of my office, I want to recapitulate our present position before I outline future needs. You will recall that for the past 2 years you have authorized me to fix salaries on a

not-to-exceed basis. I can report to you today that we are finding this useful and helpful in the reorganization of the offices and also in achieving a considerable savings of public funds. As of February 29, a total of $52,316 was not being expended, out of the Secretary's aggregate appropriation excluding the Disbursing Office payroll and the Administrative Fund, for the present year.

PROPOSED PAYROLL ADMINISTRATIVE FLEXIBILITY

In recent appearances before this committee, I have requested a greater degree of administrative flexibility for the entire Secretary's payroll. I repeat that request today, although there is not time to go into it in greater detail. I would observe, however, that if I had that authority, with regard to all of the Secretary's offices, as I do with regard to expenditures of the Disbursing Office and my administrative payroll, I would not have to ask for the additional appropriations for new positions, which are now necessitated by the new circumstances in the Secretary's office.

FEDERAL ELECTIONS CAMPAIGN ACT IMPLEMENTATION

My principal purpose in coming before you today is to seek your approval of several budget items which arise from the new Federal Elections Campaign Act of 1971.

As you know, the Secretary of the Senate is designated as one of the three supervisory officers who are held responsible for carrying out this new law.

SECTION 308: DUTIES OF THE SUPERVISORY OFFICERS

The act becomes effective on April 7, 1972. Several members of my staff have been working since December to assure that we will be able to meet the responsibilities of the act. The scope of these responsibilities is outlined clearly by section 308 of the act, entitled, "Duties of the Supervisory Officers", which I submit for the record at this point.

(Sec. 308 follows:)

DUTIES OF THE SUPERVISORY OFFICER

SEC. 308. (a) It shall be the duty of the supervisory officer—

(1) to develop and furnish to the person required by the provisions of this Act prescribed forms for the making of the reports and statements required to be filed with him under this title;

(2) to prepare, publish, and furnish to the person required to file such reports and statements a manual setting forth recommended uniform methods of bookkeeping and reporting;

(3) to develop a filing, coding, and cross-indexing system consonant with the purposes of this title;

Public inspection.

(4) to make the reports and statements filed with him available for public inspection and copying, commencing as soon as practicable but not later than the end of the second day following the day during which it was received, and to permit copying of any such report or statement by hand or by duplicating machine, as requested by any person, at the expense of such person: *Provided*, That any information copied from such reports and statements shall not be sold or utilized by any person for the purpose of soliciting contributions or for any commercial purpose;

Preservation.

(5) to preserve such reports and statements for a period of ten years from date of receipt, except that reports and statements relating solely to candidates for the House of Representatives shall be preserved for only five years from the date of receipt;

(6) to compile and maintain a current list of all statements or parts of statements pertaining to each candidate;

Annual report.

(7) to prepare and publish an annual report including compilations of (A) total reported contributions and expenditures for all candidates, political committees, and other persons during the year; (B) total amounts expended according to such categories as he shall determine and broken down into candidate, party, and nonparty expenditures on the National, State, and local levels; (C) total amounts expended for influencing nominations and elections stated separately; (D) total amounts contributed according to such categories of amounts as he shall determine and broken down into contributions on the national, State, and local levels for candidates and political committees; and (E) aggregate amounts contributed by any contributor shown to have contributed in excess of $100;

(8) to prepare and publish from time to time special reports comparing the various totals and categories of contributions and expenditures made with respect to preceding elections;

(9) to prepare and publish such other reports as he may deem appropriate;

Information dissemination.

(10) to assure wide dissemination of statistics, summaries, and reports prepared under this title;

(11) to make from time to time audits and field investigations with respect to reports and statements filed under the provisions of this title, and with respect to alleged failures to file any report or statement required under the provisions of this title;

(12) to report apparent violations of law to the appropriate law enforcement authorities; and

Rules and regulations.

(13) to prescribe suitable rules and regulations to carry out the provisions of this title.

(b) The supervisory officer shall encourage, and cooperate with, the election officials in the several States to develop procedures which will eliminate the necessity of multiple filings by permitting the filing of copies of Federal reports to satisfy the State requirements.

Flexible Administrative Arrangements

In circumstances which are now only partially predictable I am trying to make flexible administrative arrangements. In that way, I believe we will be able to keep costs at a minimum.

Work Volume

Let me describe the problem which confronts us with regard to determining the volume of work. The Federal Elections Campaign Act requires each candidate and each committee supporting candidates for the Senate to render regular quarterly reports and also special reports 15 and 5 days before each election; this includes primary and runoff elections as well as the general election. It is reasonable to predict that we may receive in excess of 4,000 reports in the course of an election year. At this point, however, we have no way of predicting how voluminous each of these reports will be; some may run only three or four pages; others will run to several hundred pages per report. If the average report is 50 pages in length we will have a total volume of some 200,000 pages to file, display, copy, index, store, and retrieve over a year's time. The estimate is probably conservative.

Because of the cyclical nature of the report requirements, moreover, we know that the workload for receiving, processing, and displaying these documents is going to be highly variable. There will be high peaks of activity around the quarterly filing dates in March, June, September, and January, especially during Senate election years. There will be another intense peak of activity in the month preceding the general election in November.

State Primaries: Memorandum Published by Office of the Secretary

In addition, there will be a continuing volume of reporting activity in connection with various State primaries between now and October. I submit for the record a memorandum which has just been published by my office, listing filing dates and the senatorial elections with which we will be concerned this year.

(The memorandum follows:)

OFFICE OF THE SECRETARY OF THE SENATE

ADVISORY MEMORANDUM ON DISCLOSURE PROVISIONS OF THE FEDERAL ELECTION CAMPAIGN ACT OF 1971

SCOPE

The Act repeals the Federal Corrupt Practices Act of 1925 and substitutes a broader set of requirements, including:

POLITICAL COMMITTEES

—Registration of all political committees, defined as organizations which have contributions or expenditures above $1,000 a year, any portion of which is for the purpose of influencing the nomination or election of Senators.

—Four quarterly reports of receipts and expenditures of all registered *committees* and also special reports 15 and 5 days before primary and general elections.

CANDIDATES

—Quarterly reports of receipts and expenditures of all *candidates* in both primary and general elections; also special reports 15 and 5 days before such elections.

INDIVIDUAL SUPPORTERS

—Statements by all *individual contributors* who expend in excess of $100 in a calendar year for the election of a candidate, if they do so *other than through contributions to committees or to candidates.*

SCHEDULE OF REPORTING

The Act becomes effective April 7, 1972, and, in general, reporting applies only to transactions on or after that date. The reporting schedule for 1972 is as follows:

April 17.—Registration deadline for all political committees in existence on the date of enactment (February 7, 1972).

June 10.—Quarterly reports of receipts and expenditures due from candidates *and* committees.

Fifteen days preceding a primary or runoff election.—The first pre-primary reports of receipts and expenditures due from candidates *and* committees. (See following schedule for primary dates in individual States).

Five days preceding a primary or runoff election.—The second pre-primary reports of receipts and expenditures due from candidates *and* committees. (See following schedule for primary dates in individual States).

September 10.—Quarterly reports of receipts and expenditures due from candidates *and* committees.

October 23.—First pre-general election reports of receipts and expenditures due from all candidates *and* committees. (15 days preceding the general election on November 7).

November 2.—Second pre-election reports and receipts and expenditures due from all candidates *and* committees. (5 days preceding the general election on November 7).

January 31, 1973.—Final reports on receipts and expenditures for the year 1972 due from all candidates and committees.

March 10, 1973.—First quarterly reports of 1973 due from candidates *and* committees.

PROCEDURES AND OPERATIONS

The Act establishes the Secretary of the Senate as the supervisory officer for all elections pertaining to the United States Senate. With respect to these elections, the Secretary is required to:

—Develop and supply prescribed forms for all of the above reports and statements.

—Publish a manual of administrative regulations and reporting procedures.

—Make reports and statements available promptly for public inspection and copying by duplicating machine at cost.

—Keep all records for ten years.

—Maintain indexes and cross references, including a current list of the statements and reports pertaining to each candidate.

—Publish annually the accumulated reports and organizational statements (registration) of each political committee.

—Cooperate with States to assure maximum use of same reporting forms for Federal and State registry and reports.

—Investigate complaints of violations, by hearing procedures if required, with referral to the Department of Justice in the event of statutory violation.

—Tabulate data reported by candidate and committees and publish annual summaries which will contain the following breakdowns:

  —Annual totals of the reports of candidates, committees and individuals.

  —Total expenditures broken down as to candidate and party.

  —Total expenditures for influencing nominations and for influencing general elections.

  —Total contributions broken down as to candidates and committees.

  —Total contributions by individuals in excess of $100.

OFFICE OF THE SECRETARY OF THE SENATE

SCHEDULE OF SENATORIAL PRIMARY AND RUNOFF ELECTION DATES, BY STATE, TOGETHER WITH CONCOMMITANT REPORTING DATES AS REQUIRED BY THE FEDERAL ELECTION CAMPAIGN ACT OF 1971 (REVISED AS OF MARCH 1, 1972)

States in which senatorial elections occur in 1972 are designated by an asterisk (*)

1972—State	Primary election			Primary runoff election		
	Date	1st pre-primary report	2d pre-primary report	Date	1st pre-primary report	2d pre-primary report
Alabama*	May 2	Apr. 17	Apr. 27	May 30	May 15	May 25
Alaska*	Aug. 22	Aug. 7	Aug. 17	None		
Arizona	Sept. 12	Aug. 28	Sept. 7	None		
Arkansas*	May 30	May 15	May 25	June 13	May 29	June 8
California	June 6	May 22	June 1	None		
Colorado*	Sept. 12	Aug. 28	Sept. 7			
Connecticut:						
Democrat	Aug. 9	July 25	Aug. 4	None		
Republican	Aug. 16	Aug. 1	Aug. 11	None		
Delaware:*						
Democrat	(1)					
Republican	July 17	July 2	July 12			
District of Columbia	May 2	Apr. 17	Apr. 27	May 23	May 8	May 18
Florida	Sept. 12	Aug. 28	Sept. 7	Oct. 3	Sept. 18	Sept. 28
Georgia*	Aug. 8	July 24	Aug. 3	Aug. 22	Aug. 7	Aug. 17
Hawaii	Oct. 7	Sept. 23	Oct. 2			
Idaho*	Aug. 8	July 24	Aug. 3			
Illinois*	Mar. 21	Mar. 6	Mar. 16			
Indiana	May 2	Apr. 17	Apr. 27	None		
Iowa*	June 6	May 22	June 1	None		
Kansas*	Aug. 1	July 17	July 27	None		
Kentucky*	May 23	May 8	May 18	None		
Louisiana*	Aug. 19	Aug. 4	Aug. 14	Sept. 30	Sept. 15	Sept. 25
Maine*	June 19	June 4	June 14	None		
Maryland	May 16	May 1	May 11	None		
Massachusetts*	Sept. 19	Sept. 4	Sept. 14			
Michigan*	Aug. 8	July 24	Aug. 3	None		
Minnesota*	Sept. 12	Aug. 28	Sept. 7			
Mississippi*	June 6	May 22	June 1	June 27	June 12	June 22
Missouri	Aug. 8	July 24	Aug. 3	None		
Montana*	June 6	May 22	June 1	None		
Nebraska*	May 9	Apr. 24	May 4	None		
Nevada	Sept. 5	Aug. 21	Aug. 31	None		
New Hampshire*	Sept. 12	Aug. 28	Sept. 7	None		
New Jersey*	June 6	May 22	June 1	None		
New Mexico*	June 6	May 22	June 1	None		
New York	June 20	June 5	June 15			
North Carolina*	May 6	Apr. 21	May 1	June 3	May 19	May 29
North Dakota	Sept. 5	Aug. 21	Aug. 31	None		
Ohio	May 2	Apr. 17	Apr. 27	None		
Oklahoma*	Aug. 22	Aug. 7	Aug. 17	Sept. 19	Sept. 4	Sept. 14
Oregon*	May 23	May 8	May 18			
Pennsylvania	Apr. 25	Apr. 10	Apr. 20	None		
Rhode Island*	Sept. 12	Aug. 28	Sept. 7	None		
South Carolina*	June 13	May 29	June 8	June 27	June 12	June 22
South Dakota*	June 6	May 22	June 1			
Tennessee*	Aug. 3	July 19	July 29	None		
Texas*	May 6	Apr. 21	May 1	June 3	May 19	May 29
Utah	Sept. 12	Aug. 28	Sept. 7	None		
Vermont	Sept. 12	Aug. 28	Sept. 7			
Virginia*	June 13	May 29	June 8			
Washington	Sept. 19	Sept. 4	Sept. 14	None		
West Virginia*	May 9	Apr. 24	May 4	None		
Wisconsin	Sept. 12	Aug. 28	Sept. 7			
Wyoming*	Aug. 22	Aug. 7	Aug. 17	None		

[1] Convention undecided.

ADMINISTRATATIVE PAYROLL ADJUSTMENTS

To cope with the dual problem of unpredictable volume and variable intensity of activity, we propose an administrative plan which provides for a variable response. To put this plan into operation, adjustments will have to be made in the Secretary's administrative payroll, as follows:

FUNDING INCREASE

1. Increase the overall present total of the administrative payroll by $14,000 in the coming year.

TRANSFER OF TWO EMPLOYEES TO STATUTORY PAYROLL

2. Transfer two Senate employees presently on that payroll to the statutory payroll, since their duties are now, clearly continuing. The two positions are that of third assistant parliamentarian, presently No. 402 on the payroll and carrying a position gross-pay rate of $19,684, and the assistant messenger position presently No. 403. The position gross for this messenger's position is $8,547. I would propose to increase it to not to exceed $9,583 on the statutory payroll since I plan to assign this position to the new campaign reports office with increased responsibilities. The effect of these two transfers will be to increase the aggregate statutory payroll of the office of the Secretary by $29,267, from the present level of $2,114,992 to $2,144,259, excluding $85,988 for the administrative fund.

These two steps, namely increasing the administrative payroll by $14,000 and transferring the two positions just cited to the statutory payroll, will make available a total of $42,200 in the administrative roll.

NECESSARY HIRING AND CONTINGENCIES

To this should be added $9,000 presently unobligated on the administrative roll, for a total of $51,200 available for hiring as deemed necessary to meet the needs of the new situation as well as any unforeseen contingencies which may arise elsewhere in the Secretary's offices.

It is my intention to use less than $30,000 of this total at the outset to employ two new secretarial-clerical assistants in connection with the new law. It is possible that experience may reveal the need to hire others, either in the clerical field or as qualified legal assistants. These needs simply cannot be predicted at this point.

CONTRACTS WITH PRIVATE DATA PROCESSING FIRMS

It is proposed that other variable personnel needs be met by contract with private data processing firms and by the engagement of temporary professional or legal help, as necessary. This approach is taken in lieu of increasing the permanent personnel costs of the Senate. To understand what these costs may involve, I refer you to the following paragraphs of section 308(a) of the act which you have before you:

Paragraph 4, which requires the Secretary to make all reports filed available for public inspection within 48 hours and to permit machine copying on a reimbursable basis.

Paragraph 5, which requires the preservation of all reports and documents filed for a period of 10 years.

Pargraph 3 and 6, which require maintenance of up-to-date cross indexes and lists of reports received.

Technical Advice of Computer Services Subcommittee of the Committee on Rules and Administration

Because of the great volume of documents involved in the complexity of meeting the time requirements, it has been apparent from the beginning that the required processing could not be accomplished by the usual manual means, so I have turned to the Computer Services Subcommittee of the Committee on Rules and Administration for technical advice as to how best the law can be complied with at the lowest cost to the Senate. If I may digress for a moment, I wish to note for the record the superb support and assistance which I have received to date from the Rules Committee and its distinguished Chairman, Senator B. Everett Jordan. He is doing everything possible to assist us in putting this law into effect.

Recommended Microfilm System: Technical Personnel Contract Requisite

The Computer Services Subcommittee has recommended that we meet the display, copying, and storage requirements of the act, in large part, by a microfilm system. The system involves contracting for technical personnel in varying numbers to meet fluctuating need and to process the microfilm on an overnight basis. The system also involves the leasing of various types of equipment, also on a flexible basis appropriate to varying need.

The technical personnel whose services are required are microfilm camera operators and key tape terminal operators. We are allowing for six persons in this category for an estimated 100 work days in the year. I am advised that there are firms which can supply such personnel on a variable basis.

Calculating from prevailing wage rates for this type of service, estimates are that total contract costs for such personnel could run to $43,200. I respectfully request authority to contract for these expenditures from the Senate's contingent fund with the approval of the Committee on Rules and Administration.

Contract for Design of Computer Programing System

I request similar contracting authority for microfilm processing in the amount of $16,800, and to cover a nonrecurring contract cost of $40,000 for the design of a computer programing system for the daily cross indexes and lists which are required by paragraphs 3 and 6 of section 308 of the law.

Total Contract Authority

The total contract authority which is requested, then, for technical services is $100,000. I stress that it is a maximum figure and I want to assure this committee that every effort will be made to hold these costs to a minimum. Indeed, I am hopeful that a considerable portion of this total will not be expended. In the circumstances it seems to

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me that the use of contract authority in this regard appears to offer a far less costly means of complying with the act than would straight appropriations for employment of in-house permanent staff and services.

Leasing of Equipment

In a related vein I want to outline for you the costs of leasing various items of equipment which are necessary to the processes which I have just outlined. It is my understanding that such leases would be entered into for the Office of the Secretary by the Sergeant at Arms. I am, therefore, not requesting this authority for myself but, with your concurrence, will ask that the Sergeant at Arms rent various items of equipment.

The items and the annual rental charges are:

Micro-film cameras (3)	$15,500
Micro-film reader-printers (3)	13,000
High-speed Xerox copier	10,800
Computer key tape terminals	5,500
Total	44,800

Indeterminate Costs: Economical Procedure

These also are allowances based on uncertain estimates. We do not know, for example, what public demand will be made for copies of the contribution reports. It is possible that more units may be needed in peak periods. Conversely, we may find that some of the units may be removed, especially during nonelection years, thus reducing the rental charges considerably.

Hence, I believe the contract-rental route promises, again, greater economies than outright acquisition of this expensive and ever-charging equipment by the Senate. I should note, too, that a reasonable per-page charge will be made for all copies provided and these receipts should offset a part of the annual rental charges.

Section 308(a), Paragraph 11: Travel Expenses, Legal and Other Assistance and Loan of Agency Personnel

Section 308(a) paragraph 11 requires the Secretary of the Senate to make audits and field investigations and section 308(b) directs the Secretary to cooperate with the officials of the several States to simplify the administration of the act. This will entail travel expenses and, very likely, the procurement of temporary or intermittent legal and other professional assistance, and coopted personnel from other agencies.

Authority Pursuant to Senate Resolution 267

I would like to note in this regard, and also with respect to my request for the other contracting authority, that Senate Resolution 267 which is now in force has provided the Secretary with temporary broad authority: (1) to make expenditures from the contingent fund of the Senate, (2) with the prior consent of the Government department or any agency concerned and the Committee on Rules and Administration, to use on a reimburseable basis the services of personnel of such department or agency, (3) to procure the temporary or intermittent

services of individual consultants, or organizations thereof, in the same manner and under the same conditions to the extent applicable as a standing committee of the Senate may procure such services under section 202(1) of the Legislative Reorganization Act of 1946, and (4) to incur official travel expenses.

Report Accompanying Resolution

The report which accompanied that resolution expressed the hope that the legislative branch appropriation for 1973 would provide a general continuation of that authority and I respectfully request that you will see fit to do so at the same levels of expenditure.

Funding Authorization

Senate Resolution 267 made such a provision for $38,000. I also would ask this sum be authorized in a breakdown of $30,000 yearly for the reimbursable services of agency personnel and to hire fee-consultants, and $8,000 for official travel expenses.

General Housekeeping Requests

There are two general housekeeping requests which I must bring to your attention in connection with the Federal Elections Campaign Act. The first deals with stationery supplies necessary to support the operations I have outlined above. The Rules Committee has already assigned two additional rooms in the Capitol to house these operations. They need to be outfitted. Total requirements for this purpose cannot be predicted precisely but to make adequate provision I request that the stationery allowance of the Office of the Secretary be increased from $3,900 to $5,900; I also request that the postage allowance for the Office of the Secretary be increased from $410 to $610 to cover such air mail and special delivery costs as may be incurred in making a timely distribution of official forms, regulations and other communications.

Total Costs

To recapitulate, my estimate of the total costs involved in carrying out the Federal Elections Campaign Act for Senate elections can be summarized as follows:

1. Increase in the Secretary's administrative payroll	$14,000
2. Increase in the Secretary's statutory aggregate (which releases equivalent funds in the administrative roll for new obligation)	29,267
3. Contract authority for expenditures from the contingency fund for technical services:	
Personal services	43,200
Film processing	16,800
Computer programing system (one-shot expenditure)	40,000
4. Engagement of temporary, intermittent or reimbursable personnel (legal and other professional)	30,000
5. Travel	8,000
6. Stationery supplies	2,000
7. Postage	200
8. Equipment rental, Sergeant at Arms	44,912
Total cost	228,379

BASIC CAPABILITY TO COMPLY WITH STATUTE AND SUPPLEMENTAL REQUEST FOR ANNUAL STATISTICS RECAPITULATIONS

The amount involved is substantial, considering that it covers only the estimated costs of the Senate elections, but the requirements of the new act are also substantial and formidable. In my judgment, the funds requested will provide a basic capability of complying fully with the Senate's share of the new law, with the sole exception of certain annual statistical recapitulations which the act also requires, and which we have not yet had a chance to go into fully. These will have to be the subject of a supplemental request. It is possible that we have overestimated on some items and underestimated on others. We simply cannot tell for sure until we have the benefit of at least a year's experience, so I ask the committee to give us what we believe is necessary for carrying out the congressional intent with my assurances that we will do whatever we can to minimize the expenditures.

OPERATIONS OF SECRETARY'S OFFICE: OPTION OF MAKING LATER REQUESTS

Because of the immediacy of the problems, I have addressed my testimony this morning almost entirely to the Federal Election Campaign Act. I would like the option of suggesting to this subcommittee, within the week and by letter, if I may, any further matters regarding the operations of the Secretary's offices which should have the attention of your members. I do not know that I will have such suggestions, but I would appreciate the opportunity of being able to give them.

Senator HOLLINGS. You certainly will have that opportunity, Mr. Valeo.

PAGE VOLUME OF REPORTS: UNIFORMITY OF PROCEDURE BY SENATE, HOUSE, AND GAO

You state that you cannot tell how many pages may be involved, and there might be as many as 200,000 pages to file, display, copy, store, and retrieve. Has there been a coordination of the uniformity as between yourself, GAO, and the House side? Can you get one form? You might have one campaign committee giving to Senator Cotton and one to Senator Hollings and one to President Nixon. One committee like that would be the committee for intelligent and farsighted Government.

Mr. VALEO. Yes, sir. We have been meeting very regularly. We are designing our forms in concert with the GAO and the Clerk of the House. We have achieved agreement on practically all aspects of the basic form for each of the submissions that are required under the law.

Senator HOLLINGS. Will that form average a report of 50 pages?

Mr. VALEO. We figure an average of 50 but we cannot be sure because some will run several hundred. If you have to list every contributor of over $100, you can imagine in some instances this will be quite formidable.

Senator HOLLINGS. That would be listing names but there wouldn't be all that explanation.

Mr. VALEO. They would be listed as part of a committee report, perhaps, a campaign committee report.

CONTRACTS

Senator HOLLINGS. The other thing is we don't want the tail wagging the dog about moving you out. I think it is good to hire and contract out this personnel.

SPACE FOR DISPLAY OF DOCUMENTS

You noted there are two rooms in the Capitol being assigned. This really ought to be set off some place outside the Capitol in a more accessible building so that anybody wanting to look at the files and examine the records wouldn't be trooping through the Capitol and bolixing up further the traffic in the passageways and what have you just to be checking on each fellow and who contributed.

I don't know who contemplated putting this in the Capitol of the United States.

Mr. VALEO. The rooms are actually on the terrace level of the Capitol. They are relatively small rooms. We had a third room there already assigned to the Secretary for other purposes. The three in conjunction with one another have been designed so that they can handle it. It is not in the middle of the Capitol. It is in one of the least crowded parts of the Capitol. But it is certainly available to the public. Since the press itself will be one of the principal consumers of this, and since they are in the Capitol themselves, it does seem to make sense to have it there. Also, for supervisory purposes in this first year, the operation should be near my office. However, in due course, the thing to do may be to move it somewhere else. There is no absolute necessity for it to be in the Capitol. I will put it that way.

Senator HOLLINGS. I thought it might expand and get bigger and more used. There are a lot of other places, of course, that are available to the press. We would not be taking it away from the press. The press is over all these buildings. It would be better in the New Senate Office Building where we are right now, where the press is also, than right over in the Capitol.

Mr. VALEO. I will be prepared to make recommendations of that kind on the basis of a year's experience. I can't foresee all of the contingencies at this time.

Senator HOLLINGS. Senator Cotton?

Senator COTTON. I think the chairman has covered the points. It was a very excellent statement.

CHARGES FOR USE OF XEROX MACHINE

Senator HOLLINGS. We want to be brief, but let me ask you this: What happens to the funds you will collect for the use of your Xerox machines?

Mr. VALEO. We expect that to go back perhaps into a miscellaneous receipts fund of some sort. Actually, we haven't set up the actual bookkeeping arrangements. They will go into some sort of a miscellaneous receipts fund. I would be very appreciative of the guidance of your staff on that point as to the best way to proceed.

Senator HOLLINGS. We will coordinate with you.

ADMINISTRATIVE FUND INCREASE: OFFICE REPORTERS

How about the addition in the administrative fund, the Official Reporters office. You had an additional clerical position last year.

Mr. VALEO. We have a situation with a very long-time employee of the Senate who has been ill and, possibly close to retirement. We have had to meet that situation by keeping a prospective replacement on the administrative payroll.

DATE OF STATUTORY IMPLEMENTATION: ALABAMA PRIMARY

Senator HOLLINGS. You will be ready to go on April 7?

Mr. VALEO. We hope to be. We expect to have these forms out. Our first situation arises with the Alabama primary.

Senator HOLLINGS. When is that?

Mr. VALEO. May 2.

Senator HOLLINGS. When would the reports be in to you for the May 2 Alabama primary?

Mr. VALEO. There would be one, 15 days prior to it and the second one, 5 days prior to it.

Senator HOLLINGS. That would be the middle of April.

Mr. VALEO. That is right. We expect to get the forms out for that primary by mid-March, along with a general distribution of the registration forms because committees, political committees, which are now in existence and were in existence at the date of enactment of the law, will have to begin to register on the 17th, actually, of April.

INTRODUCTION OF ASSOCIATES

Senator HOLLINGS. Do your associates wish to add anything at this point?

Mr. VALEO. I wish to point them out. This is Mr. Orlando Potter and Mr. William Ridgely. Mr. Potter has been handling a good deal of the detail work on designing this system. Mr. Ridgely, of course, is responsible for what is happening in the Disbursing Office. Mr. St. Claire is in overall charge of the project for me.

Senator HOLLINGS. For Federal elections?

Mr. VALEO. Among other things, yes. He is Assistant Secretary.

Senator HOLLINGS. We appreciate very much your appearance. We will look forward to anything else you may have in the next week. Just submit any further testimony by letter and we will cover it in our official record of the hearings.

Mr. VALEO. Thank you, Mr. Chairman.

CONCLUSION OF HEARINGS

Senator HOLLINGS. Thank you very much.

That will conclude the hearings of the subcommittee.

(Whereupon, at 12:18 p.m., Thursday, March 2, the hearings were concluded and the subcommittee was recessed, to reconvene at the call of the Chair.)

APPEALS TO SENATE BASED ON HOUSE REPORTED BILL

APPEAL LETTER FROM LIBRARY OF CONGRESS

THE LIBRARIAN OF CONGRESS

WASHINGTON, D.C. 20540

March 20 1972.

Dear Senator Hollings:

The House Committee on Appropriations report provides for total appropriations of $78,161,450 for the operation of the Library of Congress during fiscal year 1973. This is $1,794,450 less than the amount requested. The House Committee on Appropriations reported increases of $10,068,200 over the 1972 level. We are pleased with these increases and hope the Senate will concur. Certain requests, which are basic to the Library's services, were not allowed by the House. Therefore, I respectfully request that your Subcommittee consider restoring $919,000 in two of the appropriations that were reduced by the House.

1. Salaries and Expenses, Library of Congress - restoration requested - $415,000

   $220,613 representing 26 positions, including personnel benefits, for the Reference, Processing, Law Library, and Administrative Departments. My original request of 47 new positions under this appropriation represented a very modest increase of two percent in total staffing for these activities. The House action allowed 21 positions or less than half of those requested. The 26 positions are needed to adequately maintain the Library's basic reference and processing services.

   $79,387 additional is requested for the National Program for Acquisitions and Cataloging, including four new positions and supporting nonpersonal services costs to extend the program into Israel and Poland.

   $65,000 additional is requested for the program to preserve deteriorating library materials.

   $50,000 additional is requested to increase funds available for additional space rental to $204,000.

2. Salaries and Expenses, Congressional Research Service - restoration requested - $504,000

I am requesting that 31 of the 34 positions deleted by the House be restored by the Senate. The House allowed 51 of 79 positions requested for policy analysis and research. The 28 positions which were disallowed are necessary if the Service is to continue to extend the coverage contemplated by the Reorganization Act by undertaking major legislative research assignments for additional committees. Policy analysis and indepth research for committees was the major thrust of the Legislative Reorganization Act. The report accompanying the Act directed the Congressional Research Service to build up its resources to cover all committees within five years. The initial efforts by the Service at implementation in fiscal year 1972, while quite limited, have been well received by the Committees being served. Restoration of the 28 positions for this activity will permit an orderly progression to achieve fully the most important objectives of the Act over the planned five year period.

In addition, the House deferred to the Senate with respect to converting the Library's book room into a Congressional Research Service information center in the Senate Office Building. Three positions are requested for that purpose.

Sincerely yours,

L. Quincy Mumford

L. Quincy Mumford
Librarian of Congress

APPEAL LETTER FROM GENERAL ACCOUNTING OFFICE

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

MAR 20 1972

Dear Mr. Chairman:

We have today received the Legislative Branch Appropriation Bill, 1973, as reported by the House Committee on Appropriations. This Bill provides the General Accounting Office an appropriation of $95,820,000--a reduction of $1,180,000 from our requested sum of $97,000,000.

The Committee's reduction is in the following two items:

Items Reduced	Amount
. 118 additional average positions out of 238 requested	$ 980,000
. Deferral of total amount requested for special office alterations in GAO Building in FY 1973	200,000
Total	$1,180,000

We respectfully request full restoration of the above amounts for the reasons discussed in the remainder of this letter.

RESTORE THE ADDITIONAL POSITIONS REQUESTED ($980,000)

Of the 238 additional average positions requested, we have planned to allocate 197 to augmenting our professional staff, and 41 to providing necessary clerical and technical support.

The House action would enable us to add only about 120 additional staff in the coming fiscal year including less than 100 professional staff. This fiscal year, as discussed during our hearings, we voluntarily reduced our growth by 111 positions under the level authorized by Congress to cooperate with Government-wide economy moves.

As a consequence of this voluntary reduction, plus a greatly reduced rate of turnover in professional personnel due to lack of opportunities in the employment market, and a large number of

returning military personnel--our college recruitment program in calendar years 1971 and 1972 has been reduced to less than one-half the rate of previous years. A third consecutive year of restricted college recruiting would sharply reduce the base of younger staff which we need to maintain a proper staff balance, particularly in our 15 regional offices. This will result in senior men being required to perform lower graded work.

Restoration of the 118 average positions cut by the House Committee will enable us to conduct a more adequate college recruitment program in the fall of 1972 and the spring of 1973--comparable to that of prior years. It will also enable us to continue adding a limited number of senior men each year--experienced in such fields as cost benefit analyses, engineering, and data processing. In order to provide adequate support to the Congress, and to respond to the missions assigned us under the Legislative Reorganization Act of 1970, we must continue growing in these and other specialized fields.

To support the above minimum objective for staff growth, we request full restoration of the $980,000 reduction made by the House Committee.

FULL RESTORATION OF THE $200,000 FOR SPECIAL OFFICE ALTERATIONS IN THE GAO BUILDING

The House Appropriations Committee recommends withholding funds requested for special office alterations in FY 1973, pending submission of an overall plan with next year's budget request.

We regret that we did not provide more detail in this year's budget presentation to demonstrate the urgent need for these funds. It is true that we have a long-term requirement for such renovations and alterations. However, the immediate requirement to house the new Office of Federal Elections, (established to carry out the newly enacted Federal Election Campaign Act) in the GAO Building, as well as the current rearrangements resulting from our reorganization, make it imperative to take some renovation actions in FY 1973. Furthermore, we should begin a five-year program of improving substandard working conditions for our personnel, in particular our professional staff.

As a matter of information, other agencies, specifically the U. S. Treasury and the Department of Labor, have already upgraded some of their office space in our building.

The $200,000 appropriation will enable us to improve the ventilating, lighting, and acoustical features in an area of approximately 24,000 square feet. This represents about 20% of the area which will require such improvements over the next five years.

The urgency of this need is illustrated by the fact that the illumination available to professional personnel in interior areas is less than half of an acceptable commercial standard.

Furthermore, as the attached photographs illustrate, two-thirds of our space is in interior areas where ceiling-height partitions do not work well because the ventilating system was designed for open filing areas of the type which characterized GAO's work before the early 1950's. With the reduction in these large clerical areas and the shift to a predominantly professional staff in the past 15 years, we now require a large number of private, or semi-private work areas.

We have surveyed the actions of other agencies in this building to see how well their conversion efforts have succeeded in reducing and eliminating drafts and found that they have been successful. With GSA's cooperation, we expect that we can achieve an equal degree of success at a reasonable cost.

Another benefit which we anticipated from these FY 1973 space improvements will be a return of staff now being housed outside of the GAO Building in leased space at an annual cost of $50,000, and the elimination of this cost. Our need is so great, and improvements are so long overdue that we urge you to restore the $200,000 requested for FY 1973.

We will be pleased to furnish additional information in considering these requests.

I am sending a copy of this letter to the Chairman of the Legislative Subcommittee of the House Appropriations Committee.

Sincerely,

Comptroller General
of the United States

APPEAL FROM ARCHITECT OF THE CAPITOL

ARCHITECT OF THE CAPITOL
APPROPRIATION REQUESTS, FISCAL YEAR 1973, UNDER WHICH FULL AMOUNTS WERE NOT ALLOWED BY HOUSE APPROPRIATIONS COMMITTEE

Appropriation	Requested in 1973 Printed Budget	1973 Budget Amendment	Allowed by House Committee	Additional Requests not Before House Committee	Total Asked to be Approved by Senate Committee	
Contingent Expenses.....	$ 100,000	$ ...	$ 75,000	$ ...	$ 75,000 1/	
Capitol Buildings	2,824,600	98,300	2,852,900		2,872,900	
Addl. requests-No Budget Ests.						
Fabric for wall panels in galleries, Senate Chamber.....	...	...	...	17,000	17,000	Capitol Buildings Note: In addition, carryover items, totaling $117,000, allowed by House Committee.
Restoration of Old Senate Chamber and Old Supreme Court Chamber.....	...	...	...	1,521,000	1,521,000	
Total - Capitol Buildings...					$4,410,900 2/	
Senate Office Buildings.....	4,945,400	...	...	...	$4,945,900 3/	
Senate Garage.....	89,100	...	...	...	$ 89,100 4/	
Structural and Mechanical Care, Library Buildings & Grounds.....	1,573,400	...	1,516,400	...	$1,516,400 5/	
Salaries and Expenses, Botanic Garden.....	784,400	...	771,600	...	$ 771,600 6/	

1/ Architect of Capitol does not appeal House cut of $25,000.

2/ House Committee cut 2 items: $20,000 for equipment items for Senate Restaurant (left for Senate Committee consideration)--Architect of Capitol asks this item be allowed by Senate Committee. $50,000 reduction in $100,000 request for improved illumination program--Architect of Capitol does not appeal restoration of this cut.

3/ Senate item not considered by House Committee.

4/ Senate item not considered by House Committee.

5/ House Committee cut 2 items: $42,000 for installing security glass in basement windows, both buildings--$15,000 for architectural-engineering studies for design changes in Coolidge Auditorium. Architect of Capitol does not appeal restoration of either of these cuts.

6/ House Committee cut 1 item: $12,800 for additional (prefabricated)greenhouse at Botanic Garden Nursery--Architect of Capitol does not appeal this cut.

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